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Sida Decentralised Evaluation

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Review of modalities for supporting the Georgian state authorities

Final Report

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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.

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Abbreviations and Acronyms

CC	Community Centre
CEC	Central Election Commission
CRA	Civil Registry Agency
DAC	Development Assistance Committee
DEA	Data Exchange Agency
DFCTA	Deep and Comprehensive Free Trade Agreement
EU	European Union
EUD	Delegation of the European Union
e-ID	Electronic Identification Card
Geostat	National Statistics Office of Georgia
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GNFA	Georgian National Food Agency
GoG	Government of Georgia
IDFI	Institute for Development of Freedom of Information
LEPL	Legal Entity of Public Law
LTA	Long-term Advisor (Resident)
MMS	Municipal Management System
MoFA	Ministry of Foreign Affairs
MOJ	Ministry of Justice
MRDI	Ministry for Regional Development and Infrastructure
MTR	Mid-term Review
NAPR	National Agency for Public Registry
NBE	National Bureau of Enforcement
NDI	National Democratic Institute
NGO	Non-Governmental Organisation
OECD	Organisation for Economic Co-operation and Development
PSDA	Public Service Development Agency (former CRA)
SEA	Swedish Enforcement Authority
SCA	Swedish Competition Authority
SCB	Statistics Sweden
SEK	Swedish Krona
SEPA	Swedish Environmental Protection Agency
SOA	Service-oriented Architecture
SWMC	Solid Waste Management Company
TI	Transparency International

Preface

This report presents the findings of the review of modalities for Sweden's support to the Georgian state authorities. Indevelop (www.indevelop.se) was commissioned by the Swedish Embassy in Georgia to undertake the review through Sida's Framework Agreement for Reviews, Evaluations and Advisory Services on Results Frameworks.

The main objective of the review was to learn from experience about how Sida can best support state authorities in Georgia. A specific activity within the evaluation was to look at the results achieved in the project "Promoting Integrity of Civil Data in Georgia" implemented by the Public Service Development Agency, PSDA, and to make recommendations on management of possible future new Swedish support to this agency.

The review was undertaken between March and June 2014 by an independent evaluation team consisting of Klas Markensten as Team Leader and Vera Devine.

Indevelop's Project Manager for the assignment was Jessica Rothman, who was responsible for coordination and management of the evaluation process as well as ensuring compliance to Indevelop's quality assurance system. Ian Christoplos provided quality assurance for the reports.

Kakha Khimshiashvili managed the review from the Embassy in Tbilisi.

Executive Summary

Sida has supported seven government agencies in Georgia, in most cases in the form of twinning arrangements with Swedish government agencies in different forms (for example with/without long-term advisors - LTA) and with different ways to organise the projects. The objective of the evaluation is to enable Sida to take informed decisions on modalities for future support to state authorities in Georgia. The assignment includes a separate End-of-Project Review of Swedish support to the Public Service Development Agency (PSDA, formerly Civil Registry Agency) in annex 2 where positive results are found and continued financing is proposed.

Based on existing evaluations and project reports, the results according to the **DAC criteria** of relevance, effectiveness and sustainability are discussed for the twinning arrangements. The relevance criterion is fulfilled for all the agencies. The agencies working with property registration, enforcement and the statistics agency have – together with the civil registry – developed positively and rapidly and by and large reached the objectives of the projects. The sustainability of the activities supported also seems secured for these agencies. The national food agency is still in considerable need of capacity development support, but there are constraints at this point in time for it to absorb both the bilateral Swedish project and a much larger effort by the European Union.

The support to the competition agency was discontinued due to lack of stability in the Georgian legal and organisational context. Two studies have been made in the field of solid waste, one of which will probably be implemented on a pilot scale.

The **success factors** found in the literature on twinning were tested in interviews. Most of the Swedish twinings had the benefit of strong *ownership* in Georgia and also in Sweden (with the exception of the food safety project). *Maturity* of the partner organisation was lacking in the competition and solid waste areas, and most projects did not make thorough *preparatory studies* before the project started.

Different **modalities** for implementation related to results and success factors are discussed in the report. On the basis of this, the Swedish Embassy is recommended to **choose future arrangements** for Sida twinning that:

- are concluded with Swedish agencies with experience in development, and preferably with mature and established Georgian agencies
- are large enough financially to include a long-term advisor
- are preceded by solid pre-studies by the partners which are externally appraised
- to the extent possible, include local consultancy firms
- where the core competence of the Swedish institution has been well defined
- have enough time span initially so that sustainable results can be planned
- include needed activities related to the context of the project, for example activities involving the parent ministry
- include mainstreaming of cross-cutting issues

The Swedish Embassy is also recommended to apply formal periodic reviews with the twinning partners, preceded by reports by a **monitoring group**. Local consultants should participate in such groups.

As a general learning activity, **Sida is recommended to make a thorough re-view of the present arrangements for Sida twinnings** (“Följsam” arrangement, standard agreements, requirements for project proposals) with the objective of securing support to the whole partner organisation as an institution, of increasing the scope to include possible activities for the environment of the partner agency, and to open up for the use of a broader mix of resources (local and international consultants, equipment).

1 Background and Methods

1.1 BACKGROUND AND CONTEXT

The public sector in Georgia has in post-Soviet times developed rapidly towards a more efficient structure. An illustration is that Georgia now has place number 8 in the World Bank ranking of “Ease of doing business”. The new government that came into power in 2012 has stated that it will continue the reforms, with emphasis on transparency and broad participation.

The objectives for the new Swedish results strategy for cooperation with Eastern Europe, the Western Balkans and Turkey include enhanced integration with the EU, strengthened democracy and a more fully developed state with respect for human rights, and a better environment. Specifically for the public sector, the strategy aims at more efficient public administration with administrative capacity to implement reforms for EU integration, and delivery of higher quality public services based on principles of non-discrimination, with equal rights and with less corruption; “Swedish support should be directed at areas in which Sweden has comparative advantages over EU support, and can offer added value in the form of experience, know-how, credibility and flexibility.”

Sida has supported seven government agencies in Georgia, in most cases in the form of twinning arrangements with Swedish government agencies, in different forms (for example with/without LTA and with different ways to organise the projects). The experience from this support constitutes the basis for this review.

This report has two parts – the main report on modalities, and an evaluation of PSDA (annex 2). The main report is limited in length which means that the material presented is very condensed.

The main report refers initially to the assignment and presents the methods used. Then the main findings for the seven agencies supported by Sweden are presented. The results according to the DAC criteria and the main success factors are summarised. Then the modalities used are discussed, and possible changes or new modalities are presented. The report ends with conclusions and recommendations.

The annex on PSDA discusses the project “Supporting the Integrity of Civil Data in Georgia”, including its results as well as the impact the funding modality had on achieving these results. It concludes with a general assessment of future potential support to the PSDA, including the support to a project proposal put forward by the agency.

1.2 ASSIGNMENT AND METHODS¹

The objective of the review of modalities is to enable Sida to make informed decisions on modalities for future support to state authorities in Georgia.

Based on the ToR, evaluation questions have been identified and analysed in an evaluation matrix. The results from the cooperation with the seven government agencies are summarily presented according to the DAC criteria of relevance, effectiveness and sustainability. The question of efficiency is treated in the chapters on modalities. The review does not include detailed evaluations of the seven collaborations. It relies on secondary information from evaluations made and from project reports, complemented by information from interviews.

The relation between the project results and the modalities used is difficult to pinpoint. There are many factors, for example political or management changes, which can be much more decisive for results than the exact modality used for the cooperation financed by Sweden. The review tested specifically three hypotheses concerning the modalities used – presence of LTA furthers flexibility, having no LTA is less costly but less effective, and that direct support without Swedish technical support has lower costs but puts more demands on the Georgian agency.

The evaluation tries to elicit the factors (“success factors”) that have been most important for reaching the objectives, and endeavours to establish if there has been a connection (attribution or contribution) of these factors to the modalities used. To this is added a discussion on the costs for the different modalities.

Interviews with other donors and stakeholders were conducted to find out their experience of the services provided by, and their cooperation with, the authorities supported by Sweden, and not least to ask for experiences from using the same or other modalities than those used by Sweden, for example local consultancies. All through the interviews, the team worked to uncover the existence of specific factors in the Georgian and Swedish context that would influence choice of modalities.

Desk research was conducted, with focus on project evaluations and reports, literature on the success factors for twinning and technical assistance in development cooperation as well as Swedish rules and practices for the twinning modality.

39 persons were interviewed using interview guides for different target groups. Interviews were made in Georgia April 7-16 2014 and in Sweden before and after those dates. The interviews with the cooperating partners served to get information on the actual situation on the relevance and results of the cooperation, on the success factors and on the role played by the modalities used.

The risks of reliability and validity of interview data from the cooperating partners have been mitigated by studying facts in the reports, and interviews with other stake-

¹With the restriction on the length of the main report, the more extensive information on evaluation questions and methods given in the Inception Report (annex 3) is only summarily presented here.

holders (the Embassy, other donors, watchdog NGOs, private consultants) also served to corroborate the information given by the partners.

Between them, the evaluators have experience from conducting evaluations of three of the seven agencies studied, which has been very useful as a background to and validation of the data collection from these and the other agencies.

The primary users of the study of modalities are the Embassy of Sweden and Sida. The evaluators interviewed Sida staff in Stockholm and had initial discussions and a final discussion with the Embassy. A special brainstorming on the issue of modalities was also held jointly with Embassy personnel and two Swedish long-term advisors.

2 Findings

2.1 SUMMARY EXPERIENCES FROM THE SEVEN PROJECTS

2.1.1 The Competition Agency

The former Georgian government abolished the competition law in 2005. However, the prospect of entering into an agreement with the EU on a DCFTA (Deep and Comprehensive Free Trade Agreement) – for which a competition agency is necessary – made the government form an agency in 2010. It was merged with the State Procurement Agency in January 2012.

The twinning arrangement between the Georgian competition agency and the Swedish Competition Authority (SCA) started in 2011. The main thrust of the project was training and awareness creation in competition issues. It was a challenge in an agency with no practical experience of competition oversight. After two years the project was terminated, having then spent only 16 per cent of the planned budget for 2011-2013.

SCA has expertise specifically on the practical implementation of the Swedish competition law, and the idea was to impart such knowledge to the Georgian counterparts. Trainings were started and were appreciated. However, the law that should have been implemented was delayed and was not approved until June 2012. The next step would have been to approve secondary legislation, which had also been prepared with support from SCA, to enable the practical work to start.

The elections in Georgia in October 2012 led to a new standstill as the new government wanted to amend the competition law, and to revert to the situation with separate agencies for competition and procurement. This new standstill led to the mutual decision by Georgia and Sweden to cancel the project.² There is a risk that the people trained by SCA will end up in the new and larger procurement agency and not use the training received.

SCA is a small agency which has not had similar overseas collaborations in the last 12 years. One conclusion drawn by SCA is that they should not have gone outside its core business into general management and institution building issues, for

² A renewed collaboration appears questionable. The parent ministry has asked for support from GIZ that now supports the formation of the new authority, with assistance from the German competition agency. Because of the high priority of competition issues for the DCFTA, the World Bank is also heavily engaged. EU is also preparing a major support.

which it is/was not equipped. When planning the project it was decided not to have a LTA, but with hindsight both the agencies consider that this might have been a mistake.

2.1.2 Geostat

Initially Georgia looked at which countries could give the best support, and chose to approach Statistics Sweden and Sida for support to Geostat. The project started in 2011 and will after some initial delays continue with a one-year no-cost extension until 2015. Statistics Sweden has a long experience of similar projects and almost always works with a LTA in place who does the management of the project. The project has monthly meetings with the Embassy and the partners have formal semi-annual meetings with the Embassy present.

The project was thoroughly planned from the beginning. The project objectives are to improve competence of the personnel at Geostat and also of the institution as a whole, for example as concerns policies, planning, management, human resource development and communication.

The project is very relevant for the EU-related processes. The project runs smoothly and in general according to plan. A component has been added on English courses. English is very important for communication within the statistical community of the EU.

The 2013 EU-related assessment of the statistical system in Georgia states: “The trust in Geostat and the confidence in its statistical products seem to have grown considerably during the last two years”, and the input of Statistics Sweden is mentioned in positive terms.³ In several stakeholder interviews it was also mentioned that Geostat has increased the quality and reliability of their statistics and that the cooperation with Sweden had contributed to this development.

The project does not finance statistical surveys. Instead, the support is focused on the processes within Geostat and quality issues in the practical implementation made by Geostat personnel. The sustainability is expected to increase with time as the Geostat is performing the same procedures repeatedly, and gains experience they can use to teach new personnel. However, Geostat does have a problem in getting enough budget resources.

A new project proposal will be elaborated that could include new areas such as gender and environment statistics and statistics according to international conventions.

³ Jan Byfuglien, Peter Hackl, Michael Hughes, Siv-Irene Pedersen, Anu Peltola; adapted Global Assessment of the National Statistical System of Georgia, 2013

2.1.3 National Agency for Property Registration⁴ (NAPR)

The Swedish cadastre agency Lantmäteriet has supported land administration in Georgia since early 2000. Lantmäteriet has long experience from twinning arrangements in developing countries. Up to 2008 the support in Georgia was implemented through the consultancy firm Swedsurvey which at that time had long-term advisors. Since 2008 Lantmäteriet has collaborated with NAPR in a project which after two prolongations ended in 2013.

This project was led by a steering committee chaired by the chairman of NAPR. NAPR finances a project manager and there has been a part-time project leader in Lantmäteriet. The project also provided financing for a project coordinator and an assistant.

According to a mid-term review in 2012, the project has made a decisive contribution to the rapid development shown by NAPR during the project period. The NAPR computer network has expanded so that online access to registry records is now available to users. NAPR has also improved its planning processes. NAPR is now a leading data provider in the Georgian government. Georgia has the top position in the World Bank ranking of “Ease of doing business” as concerns land registration.

Prospects for sustainability are good. NAPR is self-financing from fees, staff turnover has not been a major problem, and the agency has endured the recent political changes well.

A few objectives, such as mass valuation and communication, have not been fully attained, and the project was over-budgeted. Based on experiences from the last phase, the mid-term review recommends that a possible new phase is preceded by thoroughly prepared project documents and budgets, which are externally appraised before Sida takes decisions.

The project has functioned well with the present organisational set-up. However, the fact that there has not been a LTA is identified as a possible reason for a slower process in getting started with a new phase.

2.1.4 National Food Agency

Cooperation between the Georgian National Food Agency (GNFA) and the Swedish Board of Agriculture (SBA) started in 2011 and the current project is going to last until the end of 2014. For SBA, this has been one of its first (after an unsuccessful technical assistance project in the late 90s in Poland), and for a considerable time, only technical cooperation project. On the Swedish side, the Swedish National Food Agency (SNFA) is a partner institution; SNFA, too, has not had significant experience with the implementation of international technical assistance projects. The SBA-SNFA cooperation reflects the division, in Sweden, of the functions of animal health

⁴ The information on NAPR will be updated when a recent evaluation is available

(which is SBA's responsibility) and food safety (SNFA) – this functional division in Sweden raises obvious questions in terms of the project to be delivered: the Georgian model integrates both functions (with caveats) into one authority, i.e. the GNFA and thus does not follow the Swedish model at all.

There are no Swedish project staff permanently present in Georgia—the project manager and the leaders of the six Work Packages into which the project is thematically divided travel to Georgia on a frequent basis, often to deliver specific project activities. The project does, however, tap considerably into human and management resources of an EU-funded project in support of the GNFA, which also has long-term advisors, and it can therefore not truly be said that the project is managed only from Sweden.

The absence of a single point of contact for the operational aspects of the project is but one example of the lack of proper organisation of the project. A Steering Committee including the heads of both the GNFA and SBA were expected to oversee the implementation of the project objectives, but did not meet in the course of the project implementation. These and other examples point to the lack of project management experience by SBA that have affected the quality of project delivery.

The project is subject of an ongoing mid-term review, the results of which will be available in early June 2014. Preliminary findings from the review suggest that on most of the Work Packages, a number of valuable results have been achieved (in particular in the area of training of food safety inspectors; on civil emergency preparedness, and approximation of the Georgian legal framework to meet DCFTA and EU requirements), and there are prospects for sustainability of some of these results. The project has been virtually eclipsed by a much greater EU-funded effort in support of institution building of the GNFA, and tentative conclusions from the ongoing review suggest that a continuation of the Swedish project might therefore not be justified.

2.1.5 National Bureau of Enforcement (NBE)

The cooperation between NBE and the Swedish Enforcement Agency (SEA) started with a three-year project, ending in July 2013. A new phase that will continue until the end of 2015 is ongoing. There is a LTA in Georgia and a part-time project leader in Sweden, and semi-annual project meetings.

A mid-term review undertaken in May 2012 stated that the support is relevant and that most of the planned outputs had been reached. Some outcomes had been achieved, for example as concerns policies in NBE as regarding debtors' rights, which could at least partly be attributed to the cooperation with SEA. A strong financial situation for NBE was positive for sustainability.⁵

⁵ Sida 2012:4, Klas Markensten, Mamuka Alavidze, Review of the partnership cooperation between the National Bureau of Enforcement of Georgia and the Swedish Enforcement Agency, June 2012

The review recommended continued cooperation and emphasised the need for better strategic planning and monitoring and more action on human resources development and organisational issues. In the new project, these issues are emphasised, and a new organisation and strategic plan have been worked out.

Concerning modalities for the cooperation, the partners present experiences in the new project proposal that the LTA has an important role as project manager, that there should be more meetings between the semi-annual meetings, that project planning should focus on results rather than activities, and that activities should be planned well in advance and not take too much NBE staff time. The importance of ownership is emphasised, for key persons in NBE and SEA, for other stakeholders, and specifically for the Ministry of Justice in Georgia.

The conducted interviews corroborate the picture that NBE has progressed, and according to NBE they are changing towards a more “modern” mindset because of the cooperation with SEA. A major factor for sustainable results is, according to both NBE and SEA, the fact that the changes brought about are now part of the institutional memory, and are embedded in work processes and methods used by many in NBE. Other success factors mentioned are; support from the top managements, engagement by staff in both organisations, flexibility in implementation and the professional attitude and engagement of SEA personnel. Both organisations value the presence of a long-term advisor.

2.1.6 Public Service Development Agency

The project “Promoting the Integrity of Civil Data in Georgia” was implemented, from 2010 to 2013, by the Civil Registry Agency (CRA) of Georgia, a legal entity of public law (LEPL) under the Ministry of Justice (MoJ) of Georgia established in 2009 to take responsibility for all civil registration in the country. The establishment of a civil registry system in the country had, in 2005, been declared one of the top priorities of the then government. The key direction of the reform was the rationalisation of the registration of all civil acts, including births, deaths, marriages, etc. and the administration of ID cards and passports.

By the time the project started in 2010, the agency had delivered on the establishment, largely from scratch, of a functioning civil registry system, delivered through a modern one-stop set-up delivering efficient services to citizens.

Through the Swedish project, the PSDA has successfully created a technical basis that allows for the agency to extend its services in the future. Some of the immediate problems that PSDA tried to resolve through the project have been addressed from the point of view of the technical feasibility, however, these solutions are not, at present, applied in practice.

The PSDA is widely considered to be an apolitical organisation in quest of innovative solutions to problems falling within its mandate.

In the overall Swedish development cooperation portfolio with state agencies in the country, this has been the only project so far implemented through funding to a Georgian agency using the government financial system, and the experience can be summarised as positive, leading to the suggestion that PSDA could become the recipient of direct programme funding in a possible next stage of support.

2.1.7 The Solid Waste Company

The environment area has not had high priority in Georgia. The institutional structure is weak with divided responsibilities, and there is a lack of proper laws. In light of this situation, Sida has not financed any major projects. Instead, a small project has been financed through the Swedish Environment Protection Agency (SEPA), on solid waste. A newly formed state company, Solid Waste Management Company (SWMC), was given support to elaborate a solid waste management action plan. SEPA engaged consultants from the Swedish consultancy company SWECO for the plan, and some capacity building was arranged.

The project was extended twice and the total project period became May 2012 to December 2013. Three new activities were added: support for a plan on landfills, more capacity building including also the Ministry of Environment, and preparation of a proposal for long-term cooperation.

The action plan for solid waste was prepared with help from the project. The draft was first circulated in Georgia but later withdrawn by the new management of SWMC, stating that they considered the quality unacceptable. It is being redone. The landfill plan will probably lead to a pilot project financed by Sida, but the larger option proposed by Georgia and SEPA is on the back burner as long as there is not a proper law and secondary legislation.

Solid waste and landfills are considered very relevant environmental issues in Georgia. Waste management is mentioned in the new Swedish strategy, and Sida supports several such projects through international organisations. The results so far on the institutional and policy levels through SEPA are not impressive, and it is a very difficult area to work with. The sustainability of the work so far is not secured.

SEPA has not seen the need for a long-term advisor, partly because the project has been small. But for a possible continuation, this issue is under consideration. One reason is the slow-moving change process among the environmental institutions.

2.2 DAC CRITERIA - SUMMARY

The projects are basically **relevant** from the point of view of the stated Georgian priorities for approximation to the EU and the Swedish strategy which also underlines the importance of this process. There is a question mark for the de facto priority given by Georgia for some activities, where the legal and institutional frameworks have not come into place, making it difficult to reach the effectiveness objectives of the projects.

In most cases, the Georgian government or agency has contacted and chosen the Swedish agency on the basis of their knowledge, experience and EU membership. In the case of the SWMC, the Swedish Embassy has also been active in the initial stages. For PSDA, Sweden was approached as a donor with a higher degree of flexibility that could complement more explicit capacity building projects such as those implemented at the same time with other donors, including the EU.

NAPR, Geostat and NBE have developed positively and rapidly over the past few years and have by and large reached the objectives set, fulfilling the **effectiveness** criterion. For these agencies, the **sustainability** of the activities started with the help of Sweden also seems secured – they have their own income to finance running costs and have survived the recent changes in management and politics. Geostat is still very dependent on getting sufficient budgetary allocations, however. Turnover of personnel has been manageable in these agencies.

PSDA had reached a considerable degree of maturity as an organisation prior to the project start. The project was mainly geared towards the achievement of technical outputs in the form of specific IT solutions; these have been achieved. However, the outputs (e-ID cards; updatable voters' lists; uptake of e-services) have not yet led to the planned outcomes because of a number of factors in the Georgian environment (which should have been identified before starting the project). Sustainability has been high for the IT capacities created inside the agency and PSDA is generating its own income, but this is insufficient to finance technical innovations.

NFA as an institution is still in its early stages of institutional development, after having been largely inactive up until 2012. However, progress is clear, with the agency and its role becoming much more visible to the public. With regards to the Swedish cooperation project, while some results have been achieved, overall, the project has not delivered in relation to its initial plans. At least in part this has been due to the lack of absorptive capacity of the NFA, which also is the recipient of an EU institutional capacity building project with significantly more funds available, and with very similar objectives.

The area of competition has been turbulent during the last few years and lacked basic and stable legal and institutional infrastructure. The training and other advisory services provided by SCA run the risk of being wasted as preconditions change and people trained leave the competition area. There is little sustainability for this project.

The small project for capacity building and planning in the environment area has according to the Georgian partner led to increased capacity and some steps towards better planning of solid waste issues but much remains to be done. Sustainability is not secured.

2.2.1 Cross-cutting issues

The three main cross-cutting issues given priority by the Swedish government are gender equality, human rights and environment. They constitute part of relevance as defined by Swedish policies. In general, Swedish government agencies working with development are normally more focused on their own technical area and less on cross-cutting issues.⁶ With the exception, of course, that an agency like SEPA is very engaged in environment issues etc.

Several of the projects supported by Sweden have a bearing on **rights issues**. IT systems introduced have increased transparency, for example for the land registry and e-auctions at NBE. PSDA has established processes that are claimed to be equal and accessible for all, and which have removed opportunities for corruption to occur. Overall, agencies supported by Sweden rank highly in terms of openness of their data to the public.

NBE has, due to Swedish influence, given much more emphasis to debtor's rights. PSDA is working on the possibilities for people in the regions to influence government. However, the rights issues are with some exceptions not emphasised in project reports on the cooperation.

The normal response to questions on **gender equality** from the Georgian authorities involved is that there is a good gender balance – meaning that proportions of staff and workshop participants are reasonably gender equal. Within their respective areas other gender issues can come up, for example a proposed sub-project on gender disaggregated statistics in Geostat, or discussions at NBE on the pros and cons of the gender of enforcement officials in rural areas. However, these two agencies did not show much awareness or knowledge of gender equality when participating in a gender equality course recently organised by the Swedish Embassy, and gender equality has generally not been prominent in reporting by the Swedish agencies either.

Environment is an issue that is also not high on the agenda for the respective Georgian agencies, and according to the reports it has not been given much attention by the Swedish partners as a cross-cutting concern (again with exception for SWMC and SEPA).

2.3 SUCCESS FACTORS FOR TWINNING

The Swedish support to the Georgian government authorities take the form of “Sida twinning” – a term that will be used here to distinguish it from EU twinning, which is quite different.⁷ Sida twinning is long-term and encompasses the whole organisation.

⁶ Sida 2013:49, Klas Markensten, Johanna Lindström, Experiences and lessons learned from Partner Driven Cooperation in the seven selective cooperation countries, p 44

⁷ Twinning as a Method for Institutional Development: A Desk Review, Fumika Ouchi, WBI Evaluation

The exception from using Sida twinning is the Swedish support to PSDA. This is channelled through the Georgian budget with no specific component for external technical assistance. See further annex 2.

Here we will first report on general experiences from twinning arrangements. In the document list there are a number of documents on twinning and on technical assistance. Two documents have been especially useful for this evaluation, a World Bank desk review on twinning from 2004 and a specific study from 1998 on methods for Sida twinning.⁸

The World Bank defines twinning as a “process that pairs an organizational entity in a developing country with a similar but more mature entity in another country”. It is a relationship institution-to-institution based on partnership, using different modes of activity and with the aim to achieve sustainable organisational capacity building and development.

Characteristics of Sida twinning are said to be that the partner organisation should develop on its own and not copy Swedish solutions; learning should take place both on individual and organizational levels; there should be mutual learning; interaction should occur at different levels in hierarchy simultaneously, and the cooperation normally continues for a longer term, perhaps 7-10 years.⁹

An alternative to twinning is technical assistance through consultancy services. Twinning has the advantage that it can provide a broad range of technical and organisational support, with in-built flexibility and trouble-shooting possibilities. In some cases consultancy services are to be preferred, for example with very immature partner organisations or for specific issues. However, as the Swedish support to public authorities is given within the context of long-term public sector reform in Georgia, it is here assumed that twinning will be the preferred option for this purpose.

In the literature consulted, a number of factors are put forward as being of importance for twinning to become successful.¹⁰ Some of these are self-evident: there should be suitable personnel available on both sides for learning and exchange to take place, working relationships should be positive, language problems must not impede the progress, people trained should not leave the organisation, and there should be flexibility to change plans and interventions.

The importance of *ownership* is repeatedly stated. This is not only a question of having the leadership of the partner organisation on board. It is also important to have

Studies EG04-85, The World Bank Institute, Washington D.C., May 2004, p 8

⁸ Twinning as a Method for Institutional Development: A Desk Review, Fumika Ouchi, WBI Evaluation Studies EG04-85 The World Bank Institute, The World Bank Washington, D.C., May 2004; Merrick L Jones and Peter Blunt, Twinning as a method of capacity building, August 1998

⁹ Sida article quoted in Twinning as a Method for Institutional Development (see above), p 9

¹⁰ In the enclosed Inception Report, annex 3, a list of such factors is presented

their political masters giving support. And the leadership of the developed country institution must also be positively engaged.

Another important factor is *maturity*. The partner organisation must be backed by relevant laws, have a clear mandate and political and public support, be stable and have sufficient capacity.¹¹ The maturity criterion applies also to the organisation in the developed country. To be a good twinning partner it must not only have enough size to be able to supply good experts and long-term advisors continuously, but it should also have a good understanding and experience of issues of development.¹²

For changes to be sustainable, the activities must happen *on multiple levels, be given time and be embedded into the partner organisation*. To survive changes of leadership or other changes of personnel or the environment, changes have to be fixed in work processes and attitudes.¹³

A success factor that has often been given too little attention in practice is *a good pre-study*. This should include the broader institutional environment for the partner agency and its activities. There can be a risk that the planned outputs from the twinning project do not lead to the intended outcomes because of the political environment, views among the general public or other negative contextual factors. A thorough pre-study is also conducive to the two organisations getting time to forge their partnership and agree on major issues. For the institution in the developed country it is very important to understand the partner country's mode of governance, the political influences, and the organizational culture of the partner.

The ideal twinning is thus – in addition to the self-evident prerequisites – made between mature organisations, is preceded by thorough studies including a broader context, has strong ownership, and aims to embed sustainable results in the partner organisation.

¹¹ Ecorys, Evaluation Twinning versus Technical Assistance, Final report, January 2011

¹² Askvik, S, Twinning in Norwegian Development Assistance: a response to Jones and Blunt, 1999

¹³ Put aptly in Sida, Irish Aid, UKaid (published by DFID): Summary report of the public sector governance reform evaluation, April 2013, p 40: "The dilemma for development partners is how to sustain change in behaviour. This question has occupied organizational studies for decades and many authors have theorized or demonstrated the need for organizational development in the broadest sense (Buchanan et al: 2005). Technical fixes have very limited effects as the literature review and case studies repeatedly demonstrate, for example, in human resources information systems. They need to be embedded in changes to structure, culture, incentives and leadership. New attitudes need to be internalized along with new skills and routines. As the case studies show, this wide-ranging organizational development requires time. Medium- and long-term time horizons are essential for changes in values, culture, structure, work processes and behaviour to become the new way 'we do things round here'."

2.4 SUCCESS FACTORS IN SWEDISH-GEORGIAN COLLABORATIONS

2.4.1 The Georgian and Swedish contexts

The Georgian public sector reform has been characterized by drastic decisions after the Rose revolution, creativity and subsequent rapid development. Many officials are young but with good education. According to external observers, there has been a lack of a planning culture, which is also noted in the public sector organisations. There is not a tradition of strategy making, attention to organisation and to the use of monitoring tools. There is also a heritage of authoritarian leadership, which is however undergoing change.

In contrast, Sweden has built government institutions for a considerable time historically. Government agencies operate with clear instructions and undertake long-term planning and have in-built monitoring. The institutions are not affected much by political change and leadership does not change with elections. In the twinning collaborations in Georgia, the Swedish experiences of planning and organisational issues are often put to good use.

One factor that helps the Georgian agencies draw parallels with their own situation is that the LEPLs in Georgia are constituted in much the same way as the large semi-independent government authorities in Sweden.

2.4.2 The most important success factors

Ownership is identified as the major success factor by both the Georgian and the Swedish partners in the Sida twinning arrangements. For the successful projects, the ownership and budgetary commitments by top management and the political level in Georgia has been crucial, and in the still relatively authoritarian system in Georgia, this leads also to engagement at lower levels. The lack of established systems also makes the personal engagement of top officials very important. The political changes in 2012 temporarily weakened the Georgian ownership (not least for competition issues) but is generally not deemed a high risk for continued cooperation. Good ownership normally also leads to clearly expressed partner needs, which is a necessary basis for project planning.

Most of the Swedish agencies have also had strong backing from their management (most have international units with a clear mandate). However, the ownership by SBA for the support to the NFA project is doubtful.

In Georgia, the current climate characterised by rapid reforms, it is difficult to call any government agency **mature**. For organisations like the Competition agency which will now be recreated and the SWMC which is very new, the lack of experience and routines has clearly been a drawback. For the Swedish agencies, long experience of working with development has been a clear success factor for Lantmäteriet and Statistics Sweden. For SEA, the collaboration with NBE is its first project but this has been overcome by drawing extensively on experience from others and a very strong ownership in SEA. SBA, SNFA and SCA have not had experience of running development projects since started in Georgia, which has probably contributed to problems in implementation.

The issue of **embedding changes in the partner organisation** has historically been a weakness of Swedish agencies. Their focus has often been on technical issues.¹⁴ However, in Georgia this has been somewhat different. The objectives for the support to NAPR, Geostat, PSDA and NBE have been targeting the whole organisation and its multiple layers, with the ambition to create an institutional memory and settled work processes. For Statistics Sweden, this is the norm in their development cooperation – the management of the statistics organisation is as important as the introduction of new methods. For example, strategic planning has been a general weakness among the Georgian partners, and has therefore been in focus for several of the collaborations.

A **good pre-study** was conducted by Statistics Sweden, which does this as a norm. For the NAPR support, there has been a long history of cooperation and for the last phase an LFA was prepared.¹⁵ On the opposite side are SCA and SBA, where some problems might have been avoided if a realistic study of the political environment, the organisational culture and the prerequisites for a successful cooperation had been conducted. SCA reflected that if they had done a better pre-study they would have limited their contribution to their specific area of expertise. SEPA with hindsight said that they should have planned better and thereby avoided multiple prolongations. A problem is that Swedish agencies are not allowed to finance pre-studies for totally new projects from their budget.¹⁶

Concerning **success factors**, several Georgian partners have expressed the opinion that Swedish partners with long development experience have instilled a lot of respect. Many also say that their experience is that the Swedish partner has been professional and genuinely interested in the development of the Georgian organisation. Focus has been on coaching rather than copying models. The Swedish agencies consider that they have no major problems in accessing relevant personnel for training.

Mutual interest and mutual learning are other important factors being pointed out, which lead to high quality in the partnership – which is important for success.¹⁷

¹⁴ Sida 2013:1, Ian Christoplos, Anna Liljelund Hedqvist, Jessica Rothman Swedish Development Cooperation in Transition? Lessons and Reflections from 71 Sida Decentralised Evaluations (April 2011 – April 2013) - Final Report, p.7

¹⁵ But more was needed – the major recommendation in the evaluation made in 2012 for possible future financing was that there should be better project documents and budgets, which should be externally appraised before Sida took a decision.

¹⁶ An option, if a change of the system for supporting Swedish agencies for Sida twinning is contemplated, is to look at the possibility to introduce planning grants as an instrument.

¹⁷ Sida 2013:49, Klas Markensten, Johanna Lindström, Experiences and lessons learned from Partner Driven Cooperation in the seven selective cooperation countries; SADEV 2010:3, Svenska myndigheter som genomförare av Sidafinansierade insatser

2.4.3 Success factors and the Swedish contribution

Where the cooperation has given good results, the question is how much the Swedish support has contributed to the success factors and the positive results (and likewise to bad results). Generally, the Swedish government structure has been suitable for the transfer of experiences to Georgia.

In the case of the Competition agency, the main reason for lack of success was the lack of legal and organisational clarity on the Georgian side – but on the other hand, this could have been detected in a good pre-study.

The development of Geostat has been rapid during the last few years, and the experience and approach of Statistics Sweden has according to project reports and to stakeholder interviews been a major factor for this positive situation.

NAPR is now a very strong institution, among the best in Georgia, and according to two recent evaluations¹⁸, the Swedish partner has been instrumental in this development. The Swedish institution has been the model for NAPR for a considerable time.

The Swedish support for GNFA has contributed with training in several areas, but in total the project has been problematic.

NBE has changed from an inefficient and corrupt institution to a self-financed and efficient institution with a clear rights perspective. SEA has during the time of collaboration contributed on the side of values and rights, and with professional and appreciated support to the basic enforcement-related processes in NBE. There are still needs for support at the institutional level at NBE.

PSDA is an agency with a specific technical mandate; it is highly trusted by the Georgian public for the services provided. The Swedish contribution was financial and through direct financing gave PSDA the possibility to develop independently new technical solutions such as voters' lists, and the processing of e-ID cards. The fact that these solutions are not yet applied in practice should have been identified as a risk by PSDA (and possibly by the Swedish Embassy in an external appraisal).

SEPA did not employ the success factor of making a good pre-study, and the partner organisation was not very mature as it was newly formed.

2.5 PROJECT MODALITIES

The main question put in the ToR is which modalities would be best for future support to Georgian state authorities. Modalities are here interpreted relatively widely as the set-up of the twinning projects, type of resources used, type of activities, time and cost issues, the Embassy's follow up of the projects, and the cooperation between Swedish agencies.

¹⁸ To be verified in May with the final report (once the evaluations are finalized)

In the case of PSDA, the question of modality is about the use of a special financing mode (see annex 2).

2.5.1 Long-term advisor?

Geostat and NBE have full-time LTAs from the Swedish agency stationed in their office, with local assistants. In Sweden there is a project manager working 20 per cent with the project. NFA was supposed to have an LTA, but there were recruitment problems; while the project claims it has been managed solely by a full-time project manager in Sweden without any local support at all, this seems to be misleading on closer inspection: the project is tapping considerably into resources provided, although informally, by an EU institutional capacity building project.

NAPR has had LTAs during earlier project periods, then had a Georgian project manager paid by the project and a part-time manager in Sweden, and has during the last period had a part-time project manager in Georgia paid by NAPR (plus two local persons paid by the project and the part-time person in Sweden).

PSDA has a full-time project manager and 83 staff paid by the project, but no resources in Sweden as it is not a twinning effort. Both SEPA and SCA thought of having an LTA, but opted for running the project directly from Sweden with a local counterpart (but if they would restart they would consider having an LTA).

A number of advantages of having an LTA were offered during the interviews. They manage the preparation and follow up of short-term consultancies (STCs) from Sweden, and they follow the developments in the organisation and its environment, including the political situation. They can push processes so that reports from STCs are implemented, they can detect problems and propose changes in time or content. They can coordinate with other donor-financed projects and they monitor the project and the use of funds. They are less prone to be influenced by changes in the partner agency management.

A specific advantage of having an LTA is also said to be that it makes it easier to start up, or to enter into new phases, of a project. Without a person present to push the process locally for a new phase, there can be a hiatus, which is happening at present for some agencies. Project managers in Sweden without LTA also complain that they many times feel they have a one-way communication. For the Swedish agency it is also a safe solution to have an LTA to avoid surprises when the situation changes rapidly, as it does sometimes in Georgia.

LTAs are expensive (see 2.5.3). There is a risk that the LTA does the work of the agency – although at least in the case of NBE and Geostat this would be against their instructions. There is a risk that the host organisation slackens and becomes dependent on the LTA taking initiatives. An LTA can have language problems which a Georgian project manager would not.

In a country like Georgia with rapid changes and less settled systems in government, to have an LTA is probably a good option for collaborations of a certain size. A crucial issue pointed out by several interlocutors are the personal and cultural skills of the LTA.

2.5.2 Types of activities

The most common types of activities in a Sida twinning project are short-term consultancies from the Swedish organisation, joint working groups and study visits. Equipment is normally not an important part. However, in the last phase of the NAPR project some 20 per cent of the costs were for equipment, and the NFA project includes buildings.

The short-term consultancies are made according to the workplans in the project and lead to outputs. Two-week missions were normally planned but it turned out that one week was often better, and it was also difficult for the Georgian counterparts to be away from their daily work for a longer time.

Study visits can be very fruitful, but run the risk of being less cost effective. In one project, 15 persons were taken to Sweden on a study visit, and after some time all of them had left the Georgian organisation. In several cases, successful study visits are made to Baltic countries, which have a similar background and more recent EU membership than Sweden. The working groups are increasingly using video conference equipment between Georgia and Sweden.

2.5.3 Costs

The costs for Sida twinings are well regulated. The general rule is that the Swedish agencies should not earn a profit, but get all their costs covered. The calculations for this are decided in regulations issued by the Swedish National Financial Management Authority, ESV. The twinning authorities have to check their rates with ESV, and the bigger authorities have annual meetings also with Sida to discuss the rates.

There is therefore little difference between the participating Swedish authorities. Using one example, Statistics Sweden, the cost for a LTA in Georgia is around 1,5 MSEK (164.700 EUR) and a short-term consultancy for one week costs around 70.000 SEK (7.690 EUR).

The question of having an LTA or not can be illustrated by the fact that according to the costs given above, the annual LTA cost corresponds to the cost of 20 short-term missions. For twinings of a certain size in Georgia, the evaluators agree with the view that it is probably cost efficient to have an LTA – because of the positive effects in the form of better context adaption, better planning and adaptation of STCs, deeper partnership, better monitoring, etc.

Most of the twinning projects have not spent the funds in their budgets, for different reasons (slow starts, political events, over budgeting). This has facilitated several no-cost extensions. There is a risk of having such extensions – it might be better to start a new phase afresh with a clear strategy instead of using the old project strategy in a rapidly changing environment. An instrument to avoid over budgeting is to have solid appraisals and frequent monitoring (see 2.6.2).

2.5.4 Local consultants and broader view of twinning

The standard agreements used by Sida for twinning are very much focused on provision of Swedish personnel and the conditions for such personnel. In one paragraph the possibility is however mentioned to finance “costs not related to the personnel of the Swedish authority”, such as “consultants, participation of other authorities, pro-

curement of equipment, local costs for seminars, local consultants, and study visits to Sweden or a third country”.

It is evident that the standard mode for Sida twinning in Georgia de facto does not include local consultants, and the two LTAs interviewed in Georgia corroborated this. In contrast, USAID has a major programme on governance in Georgia, where the preference is to use local consultants.¹⁹

The local consultancy market is not fully developed, but according to representatives of USAID and UNDP there is a good supply of local consultants for organisation, strategy, planning, human resources development and monitoring. NBE has had very good recent experience of procuring consultants for their reorganization, and of using communication consultants for public surveys. Geostat uses local firms for English training.

A very qualified Georgian consultant costs around 1540 EUR for seven working days, compared with a one-week mission from Sweden that costs 7690 EUR, five times as much. There are therefore good economic reasons to increase the use of local consultants. To this comes the continuity of having local consultants available after the twinning ends, and the advantages of their knowledge of the context and language.

Sida does not have to apply the general Swedish procurement rules if engaging a Swedish authority in its capacity of government agency.²⁰ However, if there are parts of the work that are also available on the market, Sida has to ascertain that these parts are in fact procured on the open market.

It is difficult for Sida (and sometimes for the Swedish authority and its partner) to gauge which services are closely related to the core functions, and which can just as well be procured on the market. For the services to be procured, there are good arguments to try to procure them in Georgia. For Sida to fulfil its monitoring obligation in this regard, Sida could ask for this type of information in project proposals and reports.

Through collaboration with local consultants, the Swedish agencies would also get information from outside the Georgian agency about the Georgian context, and local consultants could also play that role by participating in teams doing the pre-assessment studies for projects.

The standard conditions, agreements and rules governing Swedish twinning have not been changed for a long time. It might be warranted to review the system. It is possible that in some cases twinning could be more efficient if more local consultants are included from the start. And in some cases more equipment might be motivated.

¹⁹ See http://www.goodgovernance.ge/portal/alias_G3/lang_en/tabid_4690/default.aspx where a number of projects are presented including which local consultants have been used.

²⁰ Socialdepartementet, Vägledning för regeringens styrning av statlig tjänsteexport, 2011

And, as in the case of NBE and the ministry of justice, there might be good reasons to include in the project also activities to influence the environment and context of the Georgian partner agency.

2.5.5 Choice of modalities

In the case of Geostat, NAPR and NBE, it seems clear that the Swedish authorities have contributed to good results. The question is if this can be related to the choice of modalities.

There is a factor that is not related to the specific project but which is a modality on the Swedish side that according to the interviews seems to contribute to the good results. That is when the agency in Sweden has long experience of engagement in development projects, has a strong commitment to do international work, and is of a size that allows for smooth provision of personnel and for flexibility. This is true for Statistics Sweden and Lantmäteriet. SEA does not have this experience, but they have compensated this with high priority for the Georgian project and drawing on experience from for example the Swedish tax authority and Lantmäteriet. In comparison, SCA is a small agency with a limited mandate and experience, and SBA does not have experience or full commitment.

The hypotheses that an LTA is conducive to good results and warrants the costs seems to be true. But how then explain the good results for NAPR where there is no LTA? The conditions have been very favourable: NAPR has used the Swedish model throughout, the collaboration has been ongoing since 2000 and key persons have stayed very long in both organisations. Also, the problems with starting a new phase can perhaps to some extent be attributed to the fact that a LTA has not been in place during the last phase.

The choice of modalities might have been too restricted, for example concerning the use of local consultants.

The Swedish Embassy has limited capacity, which is an argument for choosing “safe” options, such as twinning primarily with Swedish authorities with a good record and experience of doing development work in different countries.

2.6 OTHER ISSUES

2.6.1 Time

The project agreements are normally for three years. In most cases, the first phase is followed by others (in the case of NAPR there has been continued support since 2000). In some cases there have been problems and delays in entering into new phases, and several shorter no-cost extensions have taken place.

In the case of NBE, there was a first phase for three years. The management has expressed that if they had had some certainty that there would be a next phase (which is now on-going), they would have made other priorities. The first phase started with detailed work on enforcement issues, and the next focuses on vision, strategy and organisation. If there had been reasonable prospects for a prolongation, NBE would have chosen the opposite sequencing.

The new strategy for Swedish support to Eastern Europe is for 7 years. It would then be possible to give signals from Sida on the possibility of having new phases in the future.

Swedish authorities have the problem that they are not allowed to finance any development cooperation from their own funds. One option to make a better exit could be that Sida considers allowing some minimal funds for an extra two years after the end of the major activities, to ensure sustainability.

2.6.2 The Embassy's role

The fact that Swedish authorities are involved is positive for the possibilities for the Embassy to get information – from the long-term advisors or from project managers travelling from Sweden.

The Embassy participates in most steering committee meetings when they occur. For NAPR and NFA there are no formal meetings, but normally the Embassy is contacted by the Swedish project manager when in Georgia and/or participates in some meeting s/he has with the Georgian agency. The Georgian agencies also contact the Embassy frequently on different project issues, and the Embassy can also help the Swedish agency when needed.

It is positive that the Embassy has frequent contacts with the projects, but there might be some risk that its role is not perceived clearly. The Embassy is financing the project and has a clear role of monitoring and control of the project as such, and is not a participant in the project. Also, the Embassy does not have all sectoral expertise needed to understand details in the reporting from the projects.

With the delegation of full responsibility to the Embassy which is now being made, it might be warranted to look into how it can fulfil its role and at the same time minimize the time spent on the projects. One option is to have a more standardized system for all twinning projects with steering committees taking formal and documented decisions, without Sida participation.

And the Embassy could make more use of project appraisals and monitoring, also as an instrument for risk management. For many Sida projects in other countries, appraisal is standard, and not only of the project but also of the general context. And many projects have in-built monitoring groups that once a year look at the project and its environment and give advice to Sida how to act (and mostly give valuable feedback to the projects also). To this can be added mid-term reviews and evaluations which should be part of the contracts.

Especially for the monitoring functions, the use of local consultants that can follow the developments continuously could be very valuable, often supplemented with annual short-term contributions from an external consultant. Framework agreements with local consultants are an option to ease the administrative burden on the Embassy.

2.6.3 Cooperation between Swedish agencies

The Swedish agencies have drawn upon each other's experience. Statistics Sweden has contributed from its long experience from many countries, SEA supported a Code Conduct at NBE that was mirrored in Geostat and NBE established good banking routines that have been emulated.

In the country evaluation of the Swedish support to Georgia it is proposed that the Swedish authorities should cooperate more and that the Embassy should facilitate a regular, light-touch exchange of experiences between the projects. And in interviews with the Swedish agencies, several proposals have been made in that direction. There could for example be annual meetings with the Embassy present to discuss developments in Georgia and in the projects. The Embassy could also use the heavy presence of Swedish agencies to convey Swedish experiences from cooperation between authorities and for promoting Sweden.

3 Conclusions

The results according to the **DAC criteria** have been summarily looked at. The projects are relevant judged from the stated Georgian and Swedish strategies emphasising EU approximation, and the Swedish agencies have been selected by the Georgian side. In some cases the stated Georgian priority has not been followed up by government decisions on the legal and institutional arrangements needed for the success of the projects.

NAPR, Geostat and NBE have reached their main objectives and fulfil the sustainability criterion, with a minor risk for Geostat not getting enough budgetary allocations from the government. PSDA generates sufficient income to sustain its core services. The PSDA project has produced the technical outputs but not reached the planned outcomes.

NFA has had some results, although performance has fallen short of the initial overly ambitious project objectives; lack of experience by the SBA in the implementation of technical assistance projects has been central for the project having less success. The Competition Agency project floundered because of lack of cognizance of the turbulent environment. The project on solid waste produced planning material and some increased capacity but much remains to be done and sustainability is an issue.

Of the **cross-cutting issues**, human rights have been positively influenced by the development of civil and property registers, and SEA has contributed to increased observance of debtor's rights. Gender equality and environment have not been prominent issues in the reports from the projects.

The Swedish government context has a similar set-up as in Georgia, and Sweden is strong on issues where the Georgian context can be lacking, such as long-term planning and issues of organisation and monitoring tools.

Concerning the most important **success factors** identified in other studies, the Swedish twinning projects in Georgia have had the benefit of strong *ownership* on both sides, with few exceptions. The *maturity* is because of short time-span not very high in Georgian organisations and especially SWMC (new agency) and the Competition Agency (re-emerging) have had such problems.

Contrary to earlier evidence, most Swedish agencies have focused on *embedding changes* in the whole of the partner organisation and in its work processes and routines. Statistics Sweden made a good *pre-study*, the lack of which could be one reason for problems for the NFA and Competition agency projects.

Experience of running development projects is mentioned as an important success factor for institutions like Statistics Sweden and Lantmäteriet.

The **project modality** of having a *long-term advisor*/project manager offers a number of advantages for an efficient running of the project and the input from Sweden. In spite of the considerable cost, having an LTA is probably a good option for collaborations of a certain size in the volatile context in Georgia.

Short-term consultancies have functioned well, while some *study visits* have been a waste of resources when the participants have left the Georgian organisation. *Local consultants* could be used more, and in general it might be fruitful to *review the whole package* now used for regulating Sida twinning to allow for a broader mix and direction.

The *time span* for projects is in reality very long, but formally the projects are for three years. It could be contemplated to project longer time spans. An option to finance both a planning and a post-exit period with small funds could also be considered, to compensate for the prohibition for Swedish government agencies to use their own funds for development projects.

The Swedish Embassy has frequent contacts with the projects. Their role of monitoring and control could be accentuated for example by using more standardized formal systems in the projects, and by the Embassy regularly having the projects appraised externally and being monitored annually, with if possible local consultants being responsible or participating.

It has been voiced by Swedish authorities that they need to *cooperate* more, and that the Embassy could have a role in organising this.

4 Recommendations

4.1 RECOMMENDATIONS TO THE SWEDISH EMBASSY

The Swedish Embassy is recommended to choose Swedish twinning arrangements that:

- are concluded with Swedish agencies with experience in development, and preferably with mature and established Georgian agencies
- are large enough to include a long-term advisor
- are preceded by solid pre-studies by the partners which are externally appraised
- include to the extent possible local consultancy firms, and where the core competence of the Swedish institution has been well defined
- have enough time span initially so that sustainable results can be planned
- include needed activities related to the context of the project, for example activities involving the parent ministry, and give attention to cross-cutting issues

The Swedish Embassy is also recommended to apply formal periodic reviews with the twinning partners, preceded by reports by a monitoring group. Local consultants should participate in such groups.

4.2 RECOMMENDATION TO SIDA

Sida is recommended to make a thorough review of the present arrangements for Sida twinings (Följsam arrangement, standard agreements, requirements for project proposals) with the objective of securing support to the whole partner organisation as an institution, of increasing the scope to include possible activities for the environment of the partner agency, and to promote the use of a broader mix of resources (local and international consultants, equipment).

Annex 1 – Terms of Reference

Terms of Reference

Review of modalities for supporting the Georgian state authorities

Background

Swedish international cooperation with Georgia is governed by a cooperation strategy for the period 2010-2013. The overarching objective of Swedish development cooperation with Georgia is for the country to develop towards a democratic and accountable state, forging closer ties with the EU. Swedish cooperation during the strategy period has focused on three sectors, with a set of objectives for each sector:

1. Democracy, human rights and gender equality
 - a. Strengthened democratic structures and systems, with a focus on human rights and gender equality
 - b. Better conditions for free and fair elections
 - c. Better living conditions for the country's internally displaced persons
2. Environment
 - a. Improved water supply and waste water management and waste management systems in selected urban areas
 - b. Strengthened capacity at relevant institutions at central and local level to regulate and plan water and waste management
3. Market development
 - a. For Georgia to sign a Deep and Comprehensive Free Trade Agreement with the EU
 - b. For Georgia to have the capacity to adapt to the EU's trade-related regulatory framework in at least one area

Within the current portfolio Sweden has financed a number of projects supporting Georgian state authorities and thus helping Georgia in public administration reform. In most of them Swedish state authorities were implementing partners of the projects. Those projects are:

1. Partnership between the National Bureau of Enforcement, Georgia, and the Swedish Enforcement Agency – phase II, implemented by Kronofogden and beneficiary National Bureau of Enforcement²¹

The project focuses on two objectives: a) strengthening business operations of NBE in terms of effectiveness and efficiency, and b) the introduction of a preventive approach towards the public at large to avoid over indebtedness.

2. Cooperation between the National Statistics Office of Georgia (GeoStat) and Statistics Sweden (SCB), implemented by Statistics Sweden and beneficiary GeoStat²²

The project focuses on strengthening GeoStat capacity via methodology improvement to produce reliable statistics, developing organizational functions and improving institutional competence to serve to the Georgian society in a better and professional manner.

3. Cooperation between the Swedish Competition Authority and the Georgian Agency for Free Trade and Competition, implemented by Swedish Competition Authority and beneficiary Georgian Agency for Free Trade and Competition²³

The overall objective of the Project was to ensure environment for unhindered competition, thus strengthen the efficiency of the market in Georgia. The project should provide technical assistance to Georgian Agency for Free Trade and Competition (GAFTC) and strengthen the GAFTC administrative capacities and improve their functioning in terms of transparency and efficiency, thus ensuring competition protection that in the long-term perspective will contribute to Georgia becoming part of the European Market.

4. Capacity Building and Technical Support to Georgia National Food Agency, implemented by Swedish Board of Agriculture and beneficiary National Food Agency²⁴

The overall objective of the Project is to ensure environment in which a solid food safety system, in line with the EU and international standards, can be established and

²¹ Contribution no 55030067

²² Contribution no 55030006

²³ Contribution no 55030025

²⁴ Contribution no 55030033

sustained in Georgia. The project objective is to strengthen GNFA capacities so that safety and security of the food supply is achieved by means of efficient inspection systems, veterinary services and methods for responding quickly to food safety/security related emergencies.

5. Capacity Building and Improved Client Services at National Agency of Public Registry (NAPR), implemented by Lantmäteriet and beneficiary National Agency of Public Registry²⁵

The project objective was to build capacity of the NAPR to provide efficient, transparent and cost-effective services according to unified strategic guidelines and technical standards and with reliable real property information.

6. Preparatory Phase for support to Government of Georgia in solid Waste Management, implemented by Swedish Environmental Protection Agency (SEPA) and beneficiary Georgian Government.²⁶

Responding to the request from the Georgian Ministry of Regional Development and Infrastructure SEPA was tasked to provide support in preparation for possible cooperation between Sweden and Georgia for strengthening solid waste management system in the country.

7. Promoting Integrity of Civil Data in Georgia implemented by Civil Registry Agency (in 2012 the agency changed a name and now it is called Public Services Development Agency) itself.²⁷

The project objective was to assist CRA in addressing the civil data integrity through improving data mobility/information exchange among different State Institutions; Supporting CRA in improving voter lists accuracy; And helping CRA in creating unified address registration system on a country scale.

Even though there is certain resemblance in the projects as all of them supporting Georgian state authorities and in majority of cases support was provided by the Swedish state authorities, still there are different modalities in implementation. Namely in some cases the projects have long term consultant in Georgia who would supervise project implementation on the ground. In other cases Swedish consultants only visit Georgia time to time, providing consultations/recommendations and giving certain

²⁵ Contribution no 76003992

²⁶ Contribution no 55030091

²⁷ Contribution no 76004181

“home work” to be done before next visit. Finally, in one case, Sida supported directly Georgian authority that implemented the project itself.

Objectives and scope of assignment

The purpose of the review is to compare and look at best practices in supporting Georgia’s public administration reforms (e.g. Swedish governmental agency having long term presence in Georgia; Swedish governmental agency without long term presence; direct support from Sida to Georgian agency; other possible ways of support), including experience from other donors in Georgia and also from other countries and in order for Sida to take informed decisions on modalities in the future, especially when it is expected to have Country Strategy very soon.

This review will stake stock of evaluations that have been made of the relevant projects in the present strategy as well as results described in annual reports from the projects. Outputs will be:

1. Analyses of pros and cons of different project modalities/set ups
2. Analyses and recommendations for projects’ success in relation to different modalities
3. Recommendations how management of projects supporting public administration reform should look like.

In parallel Sida is specifically interested in the project “Promoting Integrity of Civil Data in Georgia implemented by Civil Registry Agency”. The project was completed in mid-2013 and Sida considers continuing support to the agency. For this project Sida is interested the consultant to answer following questions:

- To what extent have the objectives/results been achieved
- What are the major factors influencing the achievement or non-achievement of the objectives
- Has the Georgian side build on the project achievements and carried on with the reforms they have been started
- How efficient and effective was this mode of support

Outputs will be:

4. Analyses of results from the project with emphasis on what has worked well and what has not.
5. Recommendations for how management of this kind of project could be set up in the future.

Methodology

The assignment is to be carried out through desk studies of project documents, project reports, evaluations, reviews, lessons learnt exercises and assessments as well as other documents deemed pertinent for the assignment including lessons learned from other countries.

Interviews with the Swedish and Georgian cooperation partners should be included. Other stakeholders should be consulted as well, e.g. NGO that monitor delivery of services, transparency and possible corruption level at the organisations in question (e.g. Transparency International Georgia, Institute for Development of Freedom of Information – www.opendata.ge), other users of services like private sector representatives and other donors supporting public administration reform.

The Swedish Embassy in Tbilisi is responsible to provide information related to the contributions in the portfolio and will collate available relevant reports/data (electronically) to provide to the review team.

Time frame and reporting

The assignment should to be implemented during March-May 2014.

A draft report should be presented to Sida and the Embassy in Tbilisi by April 30 2014. Sida/the Embassy in Tbilisi should provide feedback to the draft report. The final report should be submitted no later than May 30, 2014.

The report should be written in English. Format and outline of the report should follow the guidelines in Sida Evaluation Manual “Looking Back, Moving Forward, annex B, Format for Sida Evaluation Reports. The complete evaluation manual including annexes is retrievable from Sida’s home page.

Budget

The budget shall include fees and reimbursable costs. The level of fees shall be in the accordance with those stated in the framework agreement. The proportion between fees and reimbursable costs should be realistic and cost-efficient. The assignment is expected to be implemented during the period March-May and include: desk studies, an in-country mission in Georgia. The cost shall not exceed 750 000 SEK.

Reporting

The consultant shall write a report of maximum 20 pages (excluding appendices) with an executive summary. 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 finalized. The report should be submitted in Microsoft Word format.

Required skills and qualification

- Good knowledge of project cycle management and result based management
- At least five year experience of evaluation/reviewing projects
- Experience in good governance and management; and/or public administration reform
- 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 – End of Project Evaluation of the Public Service Development Agency

1.1 EXECUTIVE SUMMARY

This annex presents the findings of a review, undertaken between March and May 2014, of the Swedish-funded project “Promoting the Integrity of Civil Data in Georgia”. The project was, from 2010 to 2013, implemented by the Civil Registry Agency (CRA) of Georgia. The overall financial envelope of the project was 23.5 Million SEK.

The Terms of Reference (ToR) for the review asked for an overall assessment of whether the project had achieved its objectives, what factors contributed to achievement, and whether CRA has been able to sustain the results. CRA/PSDA has applied for Swedish funding of a new project called “Fostering Public Sector Development through Efficient Delivery of Urban and Rural Services”. The ToR asked for the review team’s general assessment of the proposal, including whether adjustments were needed and on the potential funding modalities.

The review was conducted through a combination of desk review of project documents, stakeholder interviews in Georgia and a visit to one of the Community Centres (CC) that PSDA plans to develop further over the next years.

The project had an overall Development Objective, “to promote the integrity of civil data at the national level”. Project results were defined as:

- Improved efficiency of state institutions raised through **access** to the CRA’s database completed with digitised and biometric data;
- Improved public services with on-line access to the CRA’s database;
- Development of a **one-push button voter list** that implies access to an updated voter list at any time;
- Online connection of Georgian **consulates abroad** that allow Georgian citizens to register and to be issued with necessary documents; training of CRA and consulate staff on new IT programmes and solutions
- A single and **integrated management infrastructure** for addressing to be uniformly used on an entire country scale.

The proposal for a new project concerns the continuation of the development of the agency’s IT capacities, as well as the introduction of e-governance at the local level. The proposal also outlines plans to facilitate civic engagement in Community Centres.

The reviewed project was primarily geared towards implementing technical/IT solutions for problems identified by CRA/PSDA, and the review—with caveats—corroborated independently CRA/PSDA's results as presented in their final project report.

Through the project, the CRA/PSDA has successfully created a technical basis that allows for the agency's extending its services in the future. However, these solutions are not, at present, applied in practice. For example, while it might now theoretically be possible to update the Central Election Commission's voters list, this is not actually done at present. And while the CRA/PSDA has, through the project, successfully piloted the use of an integrated technical approach to input and process addresses, a decision and legal structure for how to allocate addresses for homes and building is lacking in Georgia, so the infrastructure is not used in practice.

Sustainability has been high in some areas: for example, staff working on the development of IT solutions have remained in the CRA/PSDA, allowing the agency to maintain and update existing services using internal capacities. The automatic provision of data to the so-called Citizen Portal functions, but the number of Georgians using it is low. For the new project proposed for Sida financing, there are potential threats to sustainability of the activities proposed, although at the time of the review it is difficult to assess the extent of these risks. The CRA/PSDA has recently seen a change in the senior management of the agency, which could affect the extent to which the agency will pursue its quest for innovative solutions in the area of civil data, as well as the agency's newer strategic emphasis on working with community centres in rural locations across Georgia.

The CRA/PSDA is widely considered to be an apolitical organisation dealing with innovative solutions to problems falling within its technical mandate. The review considers the maturity of the organisation as the key success factor to delivering project results on time and to a high standard. Where results have fallen short of initial plans, the agency has been able to critically reflect on the reasons, such as in some cases over-optimistic assumptions (for example the level of cooperation of other agencies), or the agency's lack of experience in delivering certain activities (such as public awareness campaigns to promote the uptake of e-ID cards).

A key concern identified by the review is that results were designed, and delivered, at output level, and that the link of these results to outcomes has mostly been weak.

The review team assesses that the project that CRA/PSDA is seeking funding for is, with caveats, relevant, and that the proposal reflects a well thought-through approach.

The review team recommends that the Swedish Embassy in Georgia:

- Consider the possibility of **programme support** to the CRA/PSDA, based on the agency's institutional development strategy, after careful examination of whether the potential threats to sustainability are likely to materialise and after

an external expert appraisal. Support should place a greater emphasis on institutional changes needed to achieve the outcomes that the agency is seeking to achieve with their work.

- Should there be clearly identifiable trends that suggest a likelihood of the agency changing course, support should instead be ring-fenced by continuing the direct project support modality for the proposal CRA/PSDA has submitted to the Embassy for funding of the project “Fostering Public Sector Development through Efficient Delivery of Urban and Rural Services”.
- In either case, the Embassy should engage with CRA/PSDA in a dialogue aimed at a clearer delineation of activities that fall into the agency’s core mandate from those that it has no mandate, expertise or experience in conducting and therefore, should refrain from engaging in the context of the Community Centres.
- The Embassy should continue to coordinate with the EU Delegation to Georgia to ensure that work with the Community Centres is complementary.

The review team recommends that CRA/PSDA:

- Reflects prior to the introduction of new IT-solutions on their feasibility and their bearing on intended outcomes.

1.2 INTRODUCTION

1.2.1 Background to the project

The Swedish-funded project “Promoting the Integrity of Civil Data in Georgia” (referred to in this report as “the project”) was implemented, from 2010 to 2013, by the Civil Registry Agency (CRA) of Georgia, a legal entity of public law (LEPL) under the Ministry of Justice (MoJ) of Georgia responsible for all civil registration in the country. The establishment of a civil registry system in the country had, in 2005, been declared one of the top priorities of the then government. The key direction of the reform was the rationalisation of the registration of all civil acts, including births, deaths, marriages, etc.; and the administration of identification cards and passports.

By the time the project started in 2010, the agency—which has since become the Public Sector Development Agency (the report will refer to it as CRA/PSDA)—had delivered on the establishment, more or less from scratch, of a functioning, transparent, and mostly corruption-free civil registry system, delivered through a modern one-stop set-up delivering efficient services to citizens.

The financial envelope of the project under review was 23.5 Million SEK. In the overall Swedish development cooperation portfolio in the country, this has been the

only project of support to government agencies for public sector reform that is channelled as direct funding to a Georgian agency through the government financial system. The project was subject to a mid-term review in spring 2012.²⁸

The project had an overall development objective, “to promote the integrity of civil data at the national level”. This was to be achieved through activities in four inter-linked areas, namely activities related to the voter list; migration and citizenship; addressing; and training. Specific activities in these four areas were defined in the project’s inception phase as follows:

- Development of CRA/PSDA database architecture in accordance with service-oriented architecture (SOA) standards, and software integration;
- Provision of information stored within CRA/PSDA’s databases to other agencies by way of services;
- Introduction of e-ID card through awareness raising;²⁹
- Provision of services to the Data Exchange Agency’s Citizen Portal.

Project results were defined, in the inception phase, as follows:

- Improved efficiency of state institutions raised through access to the CRA’s database completed with digitised and biometric data;
- Improved public services with on-line access to the CRA’s database;
- One-push button voter list that implies access to an updated voter list at any time;
- Online connection of Georgian consulates abroad that allow Georgian citizens to register and to be issued with necessary documents; training of CRA and consulate staff on new IT programmes and solutions;

A single and integrated management infrastructure for addressing to be uniformly used on an entire country scale.

1.2.2 The assignment

The assignment was commissioned, in March 2014, by the Swedish Embassy in Georgia, and is part of a more general review of modalities used by Sweden to support Georgian state authorities.

²⁸ <http://www.indevel.se/resultsframework/evaluation-of-promoting-the-integrity-of-civil-data-in-georgia/>

²⁹ The introduction of e-ID cards is part of the Government of Georgia’s e-governance strategy. However, the uptake of these cards is low. People are deterred by the cost of taking out such cards, and there are reservations on religious grounds about the data that is being stored for an e-ID card. For this reason, CRA/PSDA deemed it necessary to promote the uptake of an e-ID card through an outreach campaign.

The Terms of Reference (ToR) where they related to the CRA/PSDA project asked for an overall assessment of whether the project had achieved its objectives. A specific emphasis was placed on identifying major factors influencing the achievement of results, as well as on assessing whether the CRA/PSDA has been able to sustain these results. CRA/PSDA has applied for Swedish funding of a project called “Fostering Public Sector Development through Efficient Delivery of Urban and Rural Services”. The ToR asked for the review team’s general assessment of the proposal, including whether adjustments were needed; the assessment was also to include a discussion on the potential funding modalities should the financing of such a project be recommended.

1.2.3 Methodology

i. Approach

The review was conducted through a combination of desk review of project documents, and stakeholder interviews in Georgia in April 2014.

Two key documents formed the point of departure: the reviewed project’s final report from July 2013, and the project proposal submitted to the Swedish Embassy in February 2014. Review questions were formulated during the inception phase.

Other documents were consulted (see annex 4), including the 2012 mid-term review of the project, and documents provided to the review team during the field work.

In accordance with the requirements of the ToR to provide an independent view on future support, the review team visited the Sartichala Community Centre (CC) to gain a first-hand impression on the work of these CC that CRA/PSDA plans to develop over the next years.

Stakeholders were chosen according to the following parameters: their direct involvement in the project activities (state agencies/institutions); or their ability to discuss the work of the CRA/PSDA from an independent perspective (NGOS, think tanks); or their being involved in other CRA/PSDA projects (donors). Overall, the review team held 15 interviews. The reviewers followed up with CRA/PSDA to clarify points that had arisen taking into account other stakeholders’ perspectives on the reported results.

The Swedish Embassy in Georgia was briefed on the tentative findings of the review on 16 April 2014.

ii. Limitations

A number of limitations affected the review. State agencies that had been involved in the project were in a number of cases unable to accurately recall their involvement, which, in turn, had an impact on how the project was reflected upon during the stakeholder interviews. This seems to be to some extent a function of the direct project funding modality, and the fact that this donor-funded project was less visible than in

other cases, i.e., activities were not perceived as part of a project and could therefore not be attributed to it. A further complication was the fact that the project had been finalised by summer 2013 and at the time of the review, stakeholders were no longer able to precisely identify the specific project activities. Also, the review team did not have skills to adequately assess the merits of the past and proposed future IT solutions that have and will be part of CRA/PSDA's activities.

The assumption, raised in the inception report, that attribution would be a challenge given the considerable amount of donors that CRA/PSDA has had over the past years, did not materialise; the review team found that CRA/PSDA has clearly ring-fenced different donor-funded projects, and is able to precisely distinguish, and account for, what Swedish funding had been used for compared to other donor support.

iii. Structure of the report

The report is structured as follows: first, the findings from the end-of-project review will be presented; second, the report will discuss the funding proposal put forward for Swedish funding by CRA/PSDA. The report then goes on to offer conclusions relating both to the past project as well as to the potential future one and last, recommendations are being made about the future cooperation of Sweden with the CRA/PSDA.

1.3 FINDINGS OF THE END-OF-PROJECT REVIEW

1.3.1 Relevance

The project worked in support of the 2005 government priority of developing an appropriate civil registry system in the country. While by the time of the start of the project in 2010, considerable progress had been made—essentially, a modern, one-stop shop civil registry system had been created from scratch, delivered by the CRA which had been established for that purpose—a number of areas for improvement remained, which were identified in the project design.

Swedish development co-operation with Georgia is guided by the overarching objective of the country's closer approximation to values and principles of the European Union, wherein Sweden supports initiatives that contribute to increased confidence between the government and its citizens.

While maybe not immediately evident at first sight, the project's place in the Democracy, Human Rights, and Gender Equality priority area of the 2010-2013 Strategy for Swedish Development Cooperation with Georgia was justified in that it aimed at increasing the quality and accessibility of services to all citizens of Georgia irrespective

of their background and gender, an area that had seen substantial progress even prior to the project start. Georgia has been ranked, in the 2011 EBRD Life in Transition Survey,³⁰ as number 1 for the efficiency of obtaining official documents, and number 2 for the efficiency of providing public services.

“Public Service Halls” exist in 12 urban centres, and which provide a variety of services, including CRA/PSDA services (such as the issuing of birth certificates, or passports) on a one-stop shop principle. A list of services can be seen on the “Public Service Halls” website,³¹ which includes a Russian-language version, reflecting that Russian is the main language used by ethnic minorities in the country. Processes have been automatised to such an extent that opportunities for corruption and discrimination on grounds of gender or ethnic group have been eliminated. There is, however, an issue with access to services for rural communities. At present, citizens, in order to benefit from services, have to go to one of the 12 urban locations—a process that takes time and has cost implications. The new project aims at bringing these services closer to rural areas by improving the work of Community Centres—a similar, but smaller, version of the “Public Service Halls” in villages of a certain size and where the distance to urban service centres is considerable.

Improved voters’ lists were a results area of direct relevance to the development of democracy in the country, and for citizens’ ability to exercise their basic right to vote; also, automatically updatable voters’ lists—a practice widely implemented EU countries—can decrease the possibilities for electoral fraud, something that had been alleged in the two elections prior to the 2012 elections. The establishment of a unified addressing system to be applied on a country-wide scale, too, is a relevant results area, as it will allow citizens to realise their property rights, as well as to benefit from basic services such as reliable postal deliveries.

CRA/PSDA has been supported by numerous donors, including the US, the EU, as well as other bi-lateral donors. In addition to achieving the actual project results, Swedish support has had an added value in at least two ways, and both related to the direct funding modality. First, it allowed the CRA/PSDA to further develop its project planning and implementation capacity. Second, it paved the way for the agency becoming the recipient of direct project funding among a wider range of donors, most notably the EU. Without Sweden as the first donor to provide funding directly to the CRA/PSDA, the EU would not have followed a similar funding model.

³⁰ <http://www.ebrd.com/downloads/research/surveys/LiTS2ed.pdf> -- the survey measured the public’s satisfaction rate; 92% of respondents stated that they had been satisfied with the way official documents had been issued to them.

³¹ http://psh.gov.ge/index.php?lang_id=RUS&sec_id=1

1.3.2 Effectiveness

The following section discusses the results of the project, which had been defined as follows:

- Improved efficiency of state institutions raised through access to the CRA/PSDA's database completed with digitised and biometric data;
- Improved public services with on-line access to the CRA/PSDA's database;
- One-push button voter list that implies access to an updated voter list at any time;
- Online connection of Georgian consulates abroad that allow Georgian citizens to register and to be issued with necessary documents; training of CRA/PSDA and consulate staff on new IT programmes and solutions
- A single and integrated management infrastructure for addressing to be uniformly used on an entire country scale.

Improved efficiency of state institutions raised through access to the CRA's database completed with digitised and biometric data

The main result under this results area has been the creation of a technical setup that allows the CRA/PSDA to transit from an outdated information management system to a new service-oriented architecture system, which allows to add new tools and services in the future. It has also created, inside the agency, a pool of IT staff that is able to maintain and upgrade the IT system. As mentioned in the above section on limitations, the review team is unable to assess the quality of the transfer of the previous IT system to a system using Service-Oriented Architecture.

It is understood, however, that the Agency's technical ability to issue e-ID cards can be attributed to the project; it enabled the development of the necessary software that allows for remote authentication and digitised signatures, i.e., the technical preconditions for the country-wide issuance of e-ID has been created. E-ID cards have not been taken up more widely among the Georgian population for a variety of reasons which include a lack of urgency (there is no incentive to take out a new card when the existing card is still valid), coupled with the associated costs to take out such a new e-ID cards; as well as, to some extent, religious beliefs causing suspicion of the document. CRA/PSDA has tried to address this lack of enthusiasm by running, in March 2012, of a public awareness campaign to explain the benefits of the card. However, CRA/PSDA admits that because of the lack of experience in running such campaigns, this has not been a success; in fact, CRA/PSDA indicates that the campaign might even have been counterproductive in that it confirmed some of the prejudices held against the cards. The lack of progress, beyond providing the technical capacity to issue e-ID cards, is a result of the design of the project, where a more thorough attempt at understanding the complexity of the task at hand should have been undertaken.

The project reports having done considerable work on digitising civil acts and documents. The rationale, according to the project documents, was for digitised documents

to feed into the automatically renewable electoral list, and to complete the citizenship and migration database. According to CRA/PSDA, the reported number of digitised files (some 4.5 Million files) is but a start, and digitisation work is anticipated to last for another 10 years.

Improved public services with on-line access to the CRA's database

The project has successfully integrated its services with the Data Exchange Agency's Citizen's Portal, which has been set up in 2012, and which is part of a wider effort at introducing e-governance in Georgia. The underpinning concept of the Data Exchange Agency's Citizen's Portal is to make *electronic* services widely available to citizens. Those citizens carrying an e-ID card have access to CRA/PSDA services online; alternatively, citizens can apply for a username and password separately and in this way get access to the Portal's services. While the technical preconditions have been created, in practical terms, the low number of citizens showing interest in these electronic services prevents it from fully working to potential. At present, only 1000 holders of e-ID cards have attempted to use the electronic services, while some 7000 others hold a user name and password but according to the Data Exchange Agency, only few have tried to access the services. The project can reasonably claim to have achieved its result at the technical level; how useful this will be in the future depends on factors outside of the CRA/PSDA itself (namely more marked progress in the implementation of the government's e-governance strategy). As with the e-ID card above, it is questionable to what extent CRA/PSDA studied the scope of the task. While the technical preconditions are now in place to provide CRA/PSDA data to the Data Exchange Server, it is clear that public services have not considerably improved as a result of this data integration.

One-push button voter list that implies access to an updated voter list at any time

The achievement of a one-push button voter list has been complicated by a number of difficulties, one of which has been the lack, in Georgia, of a unified regulated addressing system. Where voters do not have an officially recognised address, they cannot be accurately entered into an up-to-date, accurate voters' list. The review team understands that the result that has been achieved through the project is the laying of the technical grounds for an automatically updatable voters list. This implies that a person's changing his/her place of residence would be updated automatically in the CRA/PSDA database *and* the Central Election Committee's (CEC) voters' list. This is potentially useful (and widely practised in EU countries), and also cuts down on opportunities for electoral fraud—something that had been alleged in consecutive elections prior to the 2012 elections. However, beyond the technical potential that has been created through the project, this is not applied in practice. Updates are instead submitted on a quarterly basis, via CD-rom, from the CRA/PSDA to the CEC, who is the main institution in charge of the lists.

In general, the review team considers that a more thorough assessment of the contextual feasibility, including the level of complexity of the task (which also involves the

NAPR with a very specific set of limitations, such as that agency's lack of technical capacity to produce accurate maps), might have led to a more realistic setting of the task in the first place or to a decision not to undertake this activity until the addressing issues were solved.

Online connection of Georgian consulates abroad that allows Georgian citizens to register and to be issued with necessary documents; training of CRA/PSDA and consulate staff on new IT programmes and solutions

This result has been fully achieved. All Georgian consulates are connected to the CRA/PSDA system, allowing them to deliver the CRA/PSDA services abroad, and the system is used. All consular staff (60) have been trained as reported as part of the project, and staff are competent in using the system. Additional trainings for consular staff are being planned in summer 2014, using CRA/PSDA and Ministry of Foreign Affairs' own resources, primarily in order to introduce changes made to the system since its introduction. 814 staff of the CRA/PSDA were trained in the framework of the project on the use of the new IT programmes. Staff turnover is low (both in CRA/PSDA and the consular service), and the skills can therefore be said to having been retained in both services. For CRA/PSDA, there is an annual quality assurance system in place where staff from CRA/PSDA offices country-wider are being tested, and, if need be, additionally trained on their IT-system proficiency.

A single and integrated management infrastructure for addressing to be uniformly used on an entire country scale

While progress has been made on the establishment of an integrated management infrastructure for addressing, this area remains one of considerable concern (and is acknowledged as such in the project's final report), as the absence of addresses for a great part of the Georgian population has a direct impact on the level and quality of services that CRA/PSDA is able to offer, as well as on the accuracy of voters' lists.

The project built on a Swedish-funded effort, which had been implemented with CRA/PSDA and UNDP in the lead in 2010/2011, "Development of the Addressing System in Georgia", and where a multi-agency group elaborated an addressing concept suited to the specific Georgian context. The implementation of the concept was then piloted in 9 regions, and included 200 villages and 3 cities. The National Agency for Public Registry (NAPR) was part of this effort, and for the pilot locations, addresses were allocated according to the concept and respective geographical maps were produced.

However, so far, no unified, regulated titling and numeration system of streets and squares has been confirmed according to which addresses are being allocated and where the project could be rolled out easily beyond the above mentioned pilot regions. A key problem mentioned by stakeholders has been the overly simplified na-

ture of the concept that is unable to accommodate the complexities in particular of city dwellings.

Other results

Another key result of the project has been the closing of gaps in the legislation pertaining to citizenship and migration through the elaboration and putting forward (by the Ministry of Justice of which the CRA/PSDA is a sub-ordinate agency) of draft legal acts. CRA/PSDA reports that some 13 legal acts have been amended through parliamentary procedure, as a result.

iv. The implementing modality's influence on effectiveness

Within the Swedish development cooperation portfolio, the project has been a pilot. While there are a number of projects that support the capacity of a Georgian state authority (see the main report to which this review is an annex), no other project has been implemented without a Swedish counterpart authority. In the case of CRA/PSDA, no “natural” Swedish authority would have presented itself, as CRA/PSDA seems to be somewhat unique in its genesis, functions and mandate. Sweden was the first donor to channel funding through the Georgian financial system to CRA/PSDA, and has paved the way for others to follow (such as the EU). Sweden accepted the risks associated with this form of funding in an environment where this had not been done before. However, some preconditions appear to have made the CRA/PSDA a solid choice for such funding:

- Government commitment to implement the civil registry reforms has been strong, and sustained over a comparatively long period of time, i.e. since 2005. This political commitment was backed up with the allocation of considerable resources to create the physical infrastructure for the CRA/PSDA and other public services to be offered in 12 Public Sector Service Halls.
- Corruption and red tape have been cut in the civil registry system, and the technical changes that have been made by the CRA/PSDA to the civil registry system are such that it is difficult to conceive of circumstances where these could be reversed.³²
- CRA/PSDA is seen as a *technical*, not a political agency, and public trust in the agency is high.
- The agency has developed (including through donor assistance) the capacity to identify its own needs, and the technical resources required to address

³² See World Bank, “Fighting Corruption in Public Services - Chronicling Georgia's Reforms”, chapter 7 (discussing the nature and scale of reforms in the civil and property registry), at http://www-wds.worldbank.org/external/default/WDSPContentServer/WDSP/IB/2012/01/20/000356161_20120120010932/Rendered/PDF/664490PUB0EPI0065774B09780821394755.pdf

these, as well as the ability to manage the necessary technical innovation processes.

- Sida did before its decision on funding commission a study of the PFM system in Georgia, specifically on the system used in CRA/PSDA, which showed that the risks were low.

In sum, direct project support was provided in a context that was politically supportive, financially functioning, to a partner that was seen politically neutral, and which had already matured to an extent that made it possible for it to absorb, and grow further through such direct support.

1.3.3 Efficiency

The project has been fully implemented inside CRA/PSDA, with most of the resources having gone to cover 83 staff salaries. As a legal entity of public law (LEPL), the CRA/PSDA is generating its own income through fees for the provision of services. While in this way, the CRA/PSDA is able to cover the agency's running costs, there are, at present, no funds to finance investments in innovations or technical improvements. In this regard, donor funding has been, and remains, crucial for CRA/PSDA. A key characteristic of the project has been that the work has been carried out internally, i.e. the upgrading of the IT systems and software has been done by staff of CRA/PSDA's own IT department. Training provided led to staff using the new systems and processes.

The direct funding modality has removed some layers of administration and management: given that there has been no Swedish counterpart authority, no coordination and planning have been necessary on that parameter, which has made available resources to get the work done internally.

The 2012 mid-term review of the project had highlighted a number of concerns that fall under the "efficiency" criterion. The provision of direct funding to a government institution is less work-intensive for the Embassy, but the review suggested that there should have been more formalised dialogue processes between the CRA/PSDA and the Embassy, in order to ensure that the project worked to the agreed plans. The review also highlighted that the post of the project director—as per project documents a 50% position—was effectively remunerated with a full-time salary. The review understands that these issues have not been systematically followed up.

1.3.4 Outcomes

The review team makes out outcome from two angles--first, in terms of the effect of the project results and second, in terms of the effect created by the direct funding modality used.

With regards to the outcome of the project outputs, the review team assesses that the potential of such is high with regards to the existence of technical solutions that have been created through the project. But in order for the desired outcome to materialise, parameters extraneous to CRA/PSDA need to change. This is the case for the updata-

ble voters list; the technical preconditions created to process addressing data; and the provision of data through the Data Exchange Agency's Citizen's Portal. Likewise, the considerable capacity created within CRA/PSDA to offer new IT solutions and conduct change processes for PSDA and for other agencies needs to be tested in practice to achieve outcomes.

An immediate outcome has been created through the project's training of CRA/PSDA and consular staff in the use of the agency's IT systems and this training resulted in staff in both the consulates of Georgia abroad, and inside the CRA/PSDA applying the IT systems in practice.

Through successfully implementing a project using a direct funding modality, the CRA/PSDA has shown that it is an institution that such funding can be trusted with—and based on the Swedish pilot, other donors have followed suit. The agency has demonstrated that it is able to act as a responsible, effective counterpart to international donors.

Overall, while outputs have been achieved, their lack of contribution to the achievement of outcomes is problematic. This would seem to be a flaw in the initial project design phase, and something that any future project would need to address better.

1.3.5 Sustainability

Sustainability of project results depends to some extent on whether the solutions developed through the project will actually be used in practice. However, the prospects for sustainability would appear to be high even if eventually, the technical solutions might need to be further developed or adapted (for example, once a binding addressing system will be put in place). Staff working on the development of these IT solutions have remained in the CRA/PSDA, and it would therefore seem that they could either service or further adjust technical solutions.

There are potential threats to sustainability, although at the time of the review it is difficult to assess the likelihood of their materialising. The CRA/PSDA has recently seen a change in the senior management of the agency, which could affect the extent to which the agency will pursue its quest for innovative solutions in the area of civil data, as well as the agency's newer strategic emphasis on working with community centres in rural locations across Georgia.

The most significant potential threat to sustainability at present—and possibly for the foreseeable future—is the continuing need for the CRA/PSDA to fund its innovative work and technical upgrading through donors or separate government financing (like the public service halls). While as an LEPL, the agency creates its own income for running costs, this has been insufficient to finance the work on technical improvements.

1.4 ASSESSMENT OF THE FUNDING PROPOSAL

1.4.1 Background to the proposed project

CRA/PSDA submitted, in February 2014, a project proposal to the Swedish Embassy in Georgia for a project it calls “Fostering Public Sector Development through Efficient Delivery of Urban and Rural Services”. The proposed project is planned to last for 18 months, and has an approximate budget of € 1.3 Million.

The project’s stated development objective is to “improve urban and rural services through enhancement of the agency’s operational capacity, introduction of innovations for better service delivery, and fostering civic engagement at the local level”. To this end, two specific project objectives have been identified:

- 1) To strengthen the PSDA capacity for further development of urban and rural services and
- 2) To develop rural services through increasing local institutional capacity and fostering civic engagement on the ground.

There are a number of results the project is aiming to achieve. Most obviously, the project plans to work towards improving public services at both central and local levels. PSDA sees the project as contributing to decentralisation and the strengthening of local self-governance. PSDA also understands the project to facilitate the further development of the agency as a hub of innovation and excellence, and sees it as a possibility to strengthen its internal capacities and expertise.

Overall, the project has two somewhat distinct directions. The first objective appears to be a continuation of the technical/IT development of the PSDA, and as such a continuation of project activities that were part of the previous project.

The second objective aims at working directly at the local level with municipal governments in selected community centres (CC). Community Centres are “front offices” for municipal bodies where citizens can receive key services. Six such centres have been built with the assistance of an EU-funded project; the PSDA together with the Ministry of Regional Development and Infrastructure (MRDI) then funded a further six Centres from its own resources. Community Centres serve rural areas which are characterised by the relative geographical remoteness from essential services, including public services (such as the payment of utility bills, and the receiving of pensions). Where CCs exist, such services can now be accessed by citizens in a one stop-shop method, saving time, and money. The CCs also offer access to banking facilities, and through the provision of internet and Skype facilities, citizens are also able to connect to the outside world.

Community Centres typically also have conference and meeting room facilities that are at the disposal of the communities and civil society groups free of charge. The Community Centres are at present run by the Ministry of Justice in co-operation with the municipalities, but it is hoped that they will be transferred into municipal owner-

ship within the next two to three years. The CCs accommodate a bank; a mobile phone provider, and an insurance company, which are leasing the premises (a result of a tender) and thus, cover the costs of running of the premises, making them financially self-sustainable. The project's second specific objective aims at facilitating the transition into municipal ownership. This part of the project would see the rolling out of e-governance software that has been specifically developed (in the framework of an EU-funded project) for the needs of municipal authorities, and would focus on ensuring the municipal authorities are proficient in using this new e-governance software and that they are able to establish and maintain computerised work processes (such as document flow and financial accounting). The project proposal also foresees that PSDA works with the municipalities on stimulating civic engagement at the local level, through using the Community Centres' conference/meeting facilities.

The PSDA has applied for EU funding for most of the activities that are also covered in their funding application to the Swedish Embassy. The proposals refer to each other, but there would seem to be scope to ensuring that there is no duplication of efforts.

1.4.2 Discussion of the proposal

v. *Relevance*

The objectives for the new Swedish results strategy for cooperation with Eastern Europe, the Western Balkans and Turkey includes enhanced integration with the EU, strengthened democracy and a more fully developed state with respect for human rights, and a better environment. Specifically for the public sector, the strategy aims at more efficient public administration with administrative capacity to implement reforms for EU integration, and delivery of higher quality public services based on principles of non-discrimination and equal rights and with less corruption. Against the background of the Swedish results strategy, then, the project is highly relevant, in particular as it aims to improve the services available to citizens in rural areas.

The project is also relevant in the context of the Georgia-EU European Neighbourhood Policy's Action Plan, and the Georgia-EU partnership agreement, which emphasises the need for regional development and the reform of local self-government.

The PSDA proposal makes a clear and convincing reference to the policy priorities of the Georgian government that it would work in support of, namely the process of decentralisation (which has been on the agenda with various levels of real political commitment for a number of years), and the government's e-governance strategy, which the PSDA is, together with the MRDI, in charge of introducing at the municipal level.

The proposal also refers to the PSDA's broad mandate of contributing to the development of public services and to introduce new, innovative solutions facilitating interaction between citizens, organisations, and the government. PSDA has also specifically elaborated an institutional strategy and action plan for its engagement with the Community Centres.

With regards to the work at the municipal level/with the Community Centres, the need for ensuring that these continue to work after their transfer from MoJ to municipal ownership is well identified in principle. In the communities in which CCs exist, they have had a considerable impact on access to services for rural citizens, making, for the first time, services available locally (such as the receipt of pensions or the possibility to pay utility bills—these services were previously available only in urban centres, and meant that people had to spend considerable time and financial resources to access them). However, the capacity, including skills, by the local governments to run these centres on their own needs to be developed. Also, stakeholders confirmed that the potential for using the CCs as hubs for community/civic engagement is great, but needs to be developed—CCs are often the only physical space where communities can come together, yet, communities do not avail themselves of the CCs’ infrastructure at their free disposal.

vi. Scope of the objectives and activities in the project proposal

With regards to the identified objective 1 of the project, i.e. the strengthening of the PSDA’s capacity for business processes and to introduce mechanisms for innovative processes, the review team have no issues.

With regards to the identified objective 2, and where it involves e-governance, access and use of information technology by the municipal authorities and citizens, this, too, seems justified. Questions about a number of areas that have been proposed disappear on closer inspection: the Municipal Management System (MMS) software has already been created through an EU project, and the project would support its rolling this out to the municipalities. Also, the use of equipment for the Community Centres such as video-conferencing equipment has been successfully tested in some of the CCs.

The review team has concerns with regards to some aspects of the Specific Objective 2.2. These concerns can be summarised as follows: while the need for the proposed activities is not in doubt, the justification for PSDA to carry these out in a number of these cases is, in particular where the link to the core functions of the PSDA seems weak.

This concerns a number of the proposed concrete activities for special target groups under Specific Objective 2.2 of the proposal. The idea of a citizen’s orientation programme (activity 3)—a cluster of actions relating to teaching the principles of self-government and the implication for citizens of local self-government—seems good.

However, the review does not consider that the running of specific civic activities is part of the PSDA’s core mandate, nor would it seem within the agency’s skills set. For example, the proposal outlines the PSDA’s plans, under the project, to hire two local experts “to conduct Business and Marketing trainings for local women in 10 selected Community Centres. The main purpose of these trainings is to increase en-

trepreneurial and managerial competencies of future women entrepreneurs, build women's business skills and raise their self-confidence”.

Other activities under this cluster include the organisation of arts and crafts fairs, and the sale of home-made products. A further cluster of activities aims at the development of equal opportunities for people with disabilities and ethnic minorities, which would include the organisation of activities such as poetry and literature events.

The review team considers that while such activities are important, the role of the PSDA should be limited to building of the municipal authorities' capacity to use the municipal management software to organise their day-to-day work. Ideally, the organisation of community events should not be done by the PSDA. Several stakeholders have suggested that there is no other agency in Georgia at present that could fulfil the role of facilitating the civic engagement part of the proposal, and that therefore, PSDA might be best placed to do this. The review team thinks that alternative options for stakeholders facilitating community events should be explored.

The proposed time frame for the project—18 months—would seem very short for the implementation of the project; this, too, deserves discussion.

1.5 CONCLUSIONS

The end-of-project review by and large confirmed the results as reported by CRA/PSDA in the final report on the project “Promoting the Integrity of Civil Data in Georgia” which was implemented from 2010 to 2013. The main results are related to laying the technical grounds for the PSDA to extend its services and add new functions in the future as and when they arise.

At this point, some of the new technical possibilities created through the project are not fully applied, which is mainly due to factors outside of the PSDA's control. This has consequences for the sustainability and the impact these solutions could have on further improving the efficiency of public services in Georgia (and which was one of the stated objectives of the project). Before starting the project, a more thorough study of the actual risks and possibilities to reach project outcomes should have been made.

CRA/PSDA has proved to be a reliable partner in using Swedish funds channelled through the Georgian system. The agency has been able to identify, design, and implement the project efficiently, and effectively. Following from this experience, the review team considers the agency to be a potential partner for future programme support instead of project support.

The proposal submitted to the Swedish Embassy for the funding of the project “Fostering public sector development through efficient delivery of urban and rural services” is a relevant project, addressing Swedish and EU cooperation priorities, as well

as priorities of the Government of Georgia related to the implementation of e-governance and the development of local self-government.

The objectives and anticipated results are, in the main, elaborated well. However, concerns arise where the PSDA takes on functions that do not fall into its main mandate. Specifically, this concerns proposed activities that would see the PSDA acting as facilitator and organiser of community events. The review team considers this to be avoided and sees potential, and need, in readjusting the proposal.

1.6 RECOMMENDATIONS

The review team assesses that the project that CRA/PSDA is seeking funding for is, with caveats, relevant, and that the proposal reflects a well thought-through approach.

The review team recommends that the Swedish Embassy:

- The Swedish Embassy in Georgia consider the possibility of **programme support** to the CRA/PSDA, based on the agency's institutional reform strategy, after careful examination of whether the potential threats to sustainability are likely to materialise. Support should place a greater emphasis on institutional changes needed to achieve the outcomes that the agency is seeking to achieve with their work.
- Should there be clearly identifiable trends that suggest a likelihood of the agency changing course, support should be ring-fenced by appraising a continuation of the direct project support modality to the project "Fostering Public Sector Development through Efficient Delivery of Urban and Rural Services".
- In either case, the Embassy should engage with CRA/PSDA in a dialogue aimed at a clearer delineation of activities that fall into the agency's core mandate from those that it has no mandate, expertise or experience in conducting and therefore, should refrain from engaging in the context of the Community Centres; working with representatives of the municipalities hosting the Community Centres should become a clearer articulated focus in this respect.
- The Embassy should continue to coordinate with the EU Delegation to Georgia to ensure that work with the Community Centres is complementary.

The review team recommends that CRA/PSDA:

- Reflects prior to the introduction of new IT-solutions on their feasibility and their bearing on intended outcomes.

Annex 3 – Inception Report

1 EXECUTIVE SUMMARY

This is an evaluation of how Sida can best support state authorities in Georgia in the future, based on past experience. The evaluation also includes an end-of-project evaluation of the Swedish support to the one state authority, the Public Service Development Agency (PSDA).

There are a number of ways to support government agencies, two of which have been used by Sida in Georgia (twinning with Swedish government agencies, and direct support). Twinning has been delivered in different forms by the Swedish agencies, for example with or without resident long-term advisor. There are a number of success factors for support to government agencies to be found in the development literature. The challenge for the evaluation is to assess the contribution of the chosen modality to the results achieved.

Sweden is considering future support to the PSDA, and has started to consider a project proposal from PSDA. The review will assess the results of the project that ended in mid-2013, with specific emphasis on sustainability.

The evaluation will recommend which modalities should be used in future Swedish support to government agencies within the context of public sector reform in Georgia. It will also appraise, in general terms, whether the PSDA proposal for future funding should be supported by Sweden. The main users of the evaluation will be the Swedish Embassy in Georgia, Sida and the PSDA; it could also be of interest to other stakeholders.

This inception report specifies evaluation questions, method and approach to be used, persons to be interviewed and literature to be studied, and the work plan to be followed. A field visit is planned from 7-16 April 2014, and a draft report will be delivered on 8 May 2014.

2 ASSESSMENT OF THE SCOPE OF THE EVALUATION

2.1 The assignment

In accordance with the Terms of Reference (ToR), the evaluation is about how Sida can best support state authorities in Georgia, mainly based on experiences from earlier such Swedish support. The objective is to enable Sida to take informed decisions on modalities for future support to state authorities in Georgia, especially in view of the new results strategy for the Swedish cooperation.

A specific activity within the evaluation will be to look at the results achieved in the project “Promoting Integrity of Civil Data in Georgia implemented by the Civil Registry Agency”, and to make recommendations for how management of possible new Swedish support to this agency should be set up. The experiences from the modality used for support to the Civil Registry Agency, CRA (which has since been renamed into Public Service Development Agency, PSDA) will feed into and benefit from the general evaluation of modalities. Indvelop is currently also conducting a review of the Swedish Board of Agriculture’s partnership with the Georgian National Food Agency (GNFA). Findings from that review, too, will be used to inform the present evaluation. In this inception report, the proposed scope and limitations for the evaluation are presented, as well as a framework and method for the evaluation.

2.2 Scope of the modality evaluation

Different kinds of Swedish support to government agencies

In the Swedish cooperation (not specifically to Georgia), support to government agencies has been implemented in a number of forms, such as:

- Twinning (Sida type)
- Twinning (EU type)
- Contract-Financed Technical Cooperation
- Partner-Driven Cooperation
- Consultancy contract
- Direct support

Twining (Sida type) is used in several cases in Georgia, for example on statistics, food safety, and enforcement. Sida normally uses a standard contract format for co-operation with Swedish government agencies, where the Swedish agency receives funds to finance medium-term cooperation with the national agency.

Twining (EU type) is normally a two-year contract for support to specific training activities for the recipient agency. Government agencies in the EU bid for these contract, often with the requirement that at least two countries should be involved.

Contract-Financed Technical Cooperation is a form of technical assistance with limited scope. Local government agencies enter into contracts with Swedish consultants, financed by Sida, often for consecutive periods. The recipient provides cost sharing.

Partner-Driven Cooperation is a form for Swedish support where the partnership between a Swedish partner and a local partner is in focus. The main phase is limited to three years and always involves cost sharing.³³

Consultancy contracts, apart from the modalities mentioned above, are used for a number of different kinds of technical support to government agencies. In Sida's practice in giving pluri-annual support to the work of government agencies, they are not as common as the forms mentioned above.

Direct support to a local government agency is a common form for support to specific projects or programmes run by these agencies. Such support can be given in cooperation with other donors, and it can be supplemented by monitoring instruments. It is normally not given as general core support to an agency.

In Georgia, the Swedish support to government agencies has taken two forms – twinning (Sida type) and direct support (only to the CRA/PSDA). Sometimes the Swedish government agencies involved have also participated in parallel EU twinning projects to the agency. The Swedish agencies involved have used different ways and modalities to execute the projects, the main difference being if they have had resident advisors or not.

2.3 Experiences from support to government agencies

For twinning, a number of success factors have been identified such as³⁴

- Long-time perspective
- Flexibility
- Management level commitment
- Availability of right type of persons (in both organisations)
- Language proficiency
- Financial means available in the recipient organisation
- Thorough pre-project analysis
- Maturity of the recipient organisation
- Mutual interest
- Political support

³³ Partner-Driven Cooperation has almost exclusively been used in the Swedish cooperation to the seven countries for Selective Cooperation, which has now been phased out.

³⁴ Twinning as a Method for Institutional Development: A Desk Review, Fumika Ouchi, WBI Evaluation Studies EG04-85 The World Bank Institute, The World Bank Washington, D.C., May 2004, Merrick L Jones and Peter Blunt, Twinning as a method of capacity building, August 1998; Ecorys, Evaluation Twinning versus Technical Assistance Final report, January 2011; Ian Christoplos, Annika Nilsson, Jim Newkirk, Sabina Ymeri, Evaluation of Results of Sweden's Development Cooperation Strategy Albania, Sida 2013:12

For Swedish government agencies, special conditions exist. They must be explicitly mandated by the Swedish government to work with, for example, twinning types of support. They can generally not use their normal budget for this type of work. They can work within their core area without Sida procuring their services, but not outside that area. The issue of whether they have to make a profit or not has been debated.³⁵

2.4 Scope of the study of modalities

The evaluation will study the experience from supporting government agencies as presented in the relevant literature (see annex 2). With this as a basis, the evaluation will examine the experience from the modalities used in the support to the work of government agencies in Georgia.

There are two types of modalities that have been used for Swedish support to government agencies for public sector reform in Georgia:

1. Twinning with Swedish government agencies
2. Direct support

Within the first category, there are two major types:

1. Support with long-term advisor(LTA)
2. Support without long-term advisor

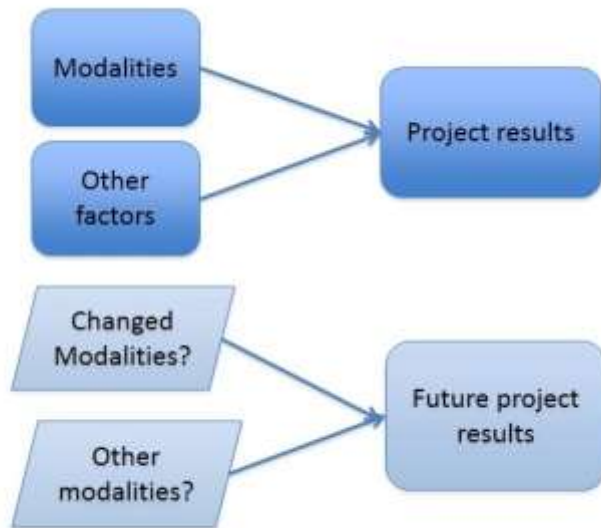
Of the six projects referred to in the terms of reference, two have had a long-term advisor (National Bureau of Enforcement, National Statistics Office of Georgia). A third project (Georgia National Food Agency) planned to have but the Swedish partner did not find a suitable LTA.

There has not been any LTA for the Georgian Agency for Free Trade and Competition, the National Agency of Public Registry or the Ministry of Regional Development and Infrastructure. Support has been given directly from the Swedish agencies in Sweden.

For the project with the CRA/PSDA, no Swedish technical support has been used. Instead, the project has received only financial support directly to the agency.

³⁵ See for example Statliga myndigheters tjänsteexport RiR 2011:24; Vägledning för regeringens styrning av statlig tjänsteexport, Socialdepartementet 2011

The relation to be studied is illustrated in the following figure. The choice of modality for support can influence the result of the project (but there are many other factors also that will influence the results). The evaluation will look the influence of the modalities, and also discuss options for choice of modalities for future Swedish support (for example changes in the present modalities, or use of other modalities).



The extent to which the support to the projects has reached the planned objectives will be assessed, in accordance with the DAC criteria, mainly based on existing project evaluations and project reports. The results of the projects will then be related to modality used for the project. The extent to which the modality used has influenced the results will be dis-

cussed.

To answer the question in the ToR how management of projects in support of public administration reform should look like in the future, other issues than modalities will also be studied - for example the influence of the rapid pace of governmental reforms in Georgia, and the effects of political changes. Also, experience by other donors and stakeholders from support to Georgia's public administration reform will be solicited. Recommendations will be made on which modalities could be most effective to be used in possible future Swedish support to state authorities as part of public sector reforms in Georgia.

Primary users of the evaluation

The primary users of the study on modalities are the Embassy of Sweden in Georgia and Sida. The Georgian and Swedish government agencies directly involved in the Swedish support to Georgia will also be a target group. It is possible that Swedish authorities that regularly work with support to government agencies outside Georgia will also be interested, and the recommendations might also be useful for other Sida supported programmes where government agencies are involved. The evaluators will liaise closely with the Swedish Embassy in Georgia during the evaluation and also with the Georgian and Swedish agencies involved.

3 SCOPE OF THE EVALUATION OF SWEDEN'S SUPPORT TO THE CRA/PSDA

3.1 Background to the project

The objective of the support to the Civil Registry Agency (which, in 2012, was re-named to Public Service Development Agency—the report will reflect this by referring to the agency as CRA/PSDA) was to “promote the integrity of civil data at the national level”.

The project addressed one of the 2005 government priorities, namely the development of an appropriate civil registration system in Georgia. In terms of Swedish cooperation objectives as reflected in the 2010 – 2013 Cooperation Strategy, the project was part of the portfolio of projects under the “Democracy, Human Rights, and Gender Equality” priority.

The project lasted from 1 July 2010 to mid-2013 (after an extension was granted), and had a total financial envelope of SEK 23,500,000. In terms of implementing modalities—Swedish support went directly to CRA/PSDA--the project took a somewhat unusual/novel approach, and one that could be said as having tested the ground for the agency eventual eligibility for direct support by other donors, such as the EU. It was the only direct support Sweden provides directly to a state agency in its entire project portfolio.

Six project results were elaborated during the inception phase, as follows:

- Improved efficiency of state institutions raised through access into the CRA's database completed with digested and biometric data
- Improved public services with on-line access to the CRA's database, less time-consuming and preventing falsification
- Development of an updatable voter list
- Development of a single and integrated management infrastructure for addressing to be used uniformly on the entire country scale
- Online connection of Georgian consulates abroad with CRA to enable citizens to register outside of Georgia
- Training of CRA and Georgian consulate staff on the use of new IT programmes with the aim of improving services to citizens

The project had a Mid-Term Review in May 2012,³⁶ which found that at that stage, these project results had either been reached, or had partly been reached. The 2013

³⁶ Evaluation of Promoting the Integrity of Civil Data in Georgia at <http://www.indevelop.se/resultsframework/evaluation-of-promoting-the-integrity-of-civil-data-in-georgia/>

end-of-project report by CRA to Sida reported on all of the results areas having been achieved.

The Swedish Embassy has begun discussions with PSDA on future support, based on a specific, and detailed, project proposal tabled by PSDA for a project called “Fostering Public Sector Development through Efficient Delivery of Urban and Rural Services.” The review team understands that this project is conceived to complement ongoing EU support in the area of e-governance at local government levels.

3.2 Scope of the CRA review

The Swedish support to the CRA/PSDA ended in mid-2013, and the Swedish Embassy is considering future support to the PSDA. The review will assess the project some eight months after its closure. In accordance with the ToR, a specific emphasis will be on the sustainability of the project results.

The assessment will also attempt to give an independent assessment of whether Sweden should support the project proposed by PSDA, and, if necessary, make recommendations for adjustments.

The main users of the review will be the Swedish Embassy in Georgia, as well as the PSDA and possibly, other donors active in Georgia.

4 EVALUABILITY AND EVALUATION QUESTIONS

With regards to the modalities part of the evaluation, the terms of reference outline the following objectives: “The purpose of the review is to compare and look at best practices in supporting Georgia’s public administration reforms (e.g. Swedish governmental agency having long term presence in Georgia; Swedish governmental agency without long term presence; direct support from Sida to Georgian agency; other possible ways of support), including experience from other donors in Georgia and also from other countries and in order for Sida to take informed decisions on modalities in the future, especially when it is expected to have Country Strategy very soon. This evaluation will stake stock of evaluations that have been made of the relevant projects in the present strategy as well as results described in annual reports from the projects. Outputs will be:

- Analyses of pros and cons of different project modalities/set ups
- Analyses and recommendations for projects’ success in relation to different modalities
- Recommendations how management of projects supporting public administration reform should look like.”

With regards to the end-of-project review of the support to the CRA/PSDA, a specific focus, according to the ToR, will be on whether the Georgian partner has sustained the work done in the project. The review is to identify the major factors influencing

the results of the project. The review is expected to make recommendations on a possible future project, including what modality such a project could have.

The terms of reference for CSA/PSDA specify the review to address the following questions:

- To what extent have the objectives/results been achieved?
- What are the major factors influencing the achievement or non-achievement of the objectives?
- Has the Georgian side built on the project achievements and carried on with the reforms they have started?
- How efficient and effective was this mode of support?

Outputs specified in the ToR for the CRA/PSDA will be:

- Analyses of results from the project with emphasis on what has worked well and what has not
- Recommendations for how management of this kind of project could be set up in the future.

On the basis of the issues and questions in the ToR, evaluation questions have been formulated according to the DAC criteria. The specific questions on modalities build on the reports and the evaluations of the Swedish-supported projects, complemented by general findings in studies and literature on this subject.

The following hypotheses for the different modalities will be tested:

1. The presence of a long-term advisor makes it easier to adapt the project implementation to the country and Georgian government agency context
2. Not having a long-term advisor results in lower costs but is a less effective modality for reaching the project objectives than with LTA
3. Direct support has lower costs than the other modalities but the demands on the maturity and efficiency of the Georgian organisation are higher. This modality gives less input of value for EU accession

These hypotheses will be tested in the evaluation work.

4.1 Evaluation questions for modalities evaluation

The question if the projects have **reached their objectives** will be summarily ascertained by using questions in the DAC criteria:

Relevance

- Has the project been relevant in view of the objectives of the Georgian government and the Georgian agency involved, and the priorities for the Swedish cooperation?

Effectiveness

- Has the project reached its planned objectives (outputs, outcomes), as reported in annual reports and assessed in evaluations?

Sustainability

- Have the activities supported by Sweden continued after the support has ended/is it likely that they will continue after the support ends? Has the supported organisation enough financial means to continue the activities in the projects?

The **relation between the projects reaching their objectives and the modalities** used is not clear-cut. There are many factors than can influence the success or not of the projects. The results of the projects will be further scrutinized with qualitative questions on the success factors especially from twinning projects:

- Which factors have had most influence for reaching the objectives of the projects such as time perspective, degree of flexibility from the partners, mutual interest etc (see further examples in 2.2).
- Of the factors being most important, has the Swedish input contributed to these factors?
- Has the choice of modality been an important factor, and if so, in what way?
- Which have been the main problems and challenges for the different modalities?
- For the different modalities - which are/were the costs for the resources used (for example resources for training, long-term advisors)

To answer the question in the ToR on recommendations for future project modalities, the testing of the hypotheses and the answers to the evaluation questions above will be supplemented by information gathered from different stakeholders as follows:

- Which is the experience by other donors from use of different modalities in Georgia for support to government agencies?
- Does the Georgian context favour certain modalities for support?
- Does the Swedish context favour specific modalities?

4.2 Evaluation questions for the CRA/PSDA evaluation**Relevance**

- How did the project contribute to Swedish cooperation priorities and to priorities of the government of Georgia?
- How does the proposed project inscribe itself into GoG and Swedish cooperation strategy priorities?
- What was the value-added of the Swedish support in the context of other donor support to the agency?
- What factors justify a continued/renewed support to the CRA/PSDA?

Effectiveness

- What are the actual results of the project compared to the project plans?
- What contributed to, or impeded, the achievement of results?
- To what extent can the results be attributed to Swedish support?
- In what way has the specific implementing modality affected achievement/non-achievement of project objectives?

Impact

- What are the medium and long-term changes brought about by the Swedish support?

Efficiency

- How does providing direct support to a state agency compare with other modalities in Georgia?
- What mechanisms were in place to ensure that the technical services purchased offered value-for-money, and how will this aspect be covered in a potential future project?

Sustainability

- How is the CRA/PSDA using the results of the Swedish project at present?
- What are the reasons for results not being taken forward?
- What factors influence securing the sustainability of outputs and results?

4.3 Limitations to the evaluation

This evaluation faces certain limitations. With regards to the modalities review, most of the projects have been subject to evaluations or are being evaluated which will provide useful information for this evaluation. The reports from the projects are often limited towards describing activities, which makes it difficult to ascertain outcomes which is needed for this evaluation.

It might be difficult to find similar parameters to compare the different modalities such as unit costs, and the results in the different sectors of society involved are also difficult to compare. Findings will be indicative of the views expressed by stakeholders and informed experts and the claims made in available documentation, but will not be supported by primary data that could be collected through a more rigorous process.

The main limitation to the review is the extent to which the performance of the projects can be attributed to the modality per se. It is possible that other factors (such as political changes) could be much more decisive than the choice of modality.

With regards to the end-of-project review for the CRA/PSDA project, the limitations posed by the time constraints for the review do not allow for primary data collection from citizens/service users on any useful scale. The review will not be able to appraise the technical aspects of either the previous project (i.e. those aspects that concern the parameters of the information management system that were developed in that project) or the potential future project.

Given the considerable funding CRA has had from other donors, namely USAID and the EU, we anticipate that attribution of results to the Swedish support could be a challenge.

5 PROPOSED APPROACH AND METHODOLOGY

A combination of quantitative and qualitative methods will be used for the collection of data and information for both parts of the assignment (i.e. the modalities and the CRA/PSDA parts).

For the work on modalities for support to state authorities the reports from the projects with and the evaluations of state authorities that have received Sida support earlier will be studied. The Embassy has provided the evaluators with documentation concerning the Swedish contributions. The costs for different resources will be asked for from the Georgian and Swedish partners.

For the three types of modalities used in the Swedish cooperation, there are a number of factors that can influence the results of the projects. Three types of factors are shown in the table below.

	Twinning + LTA	Twinning	Direct support
Intra-organisational	x	x	x
Personal	x	x	
Relations between organisations	x	x	

Examples of intra-organisational factors are management level commitment, flexibility, ability to plan and financial means available. Examples of personal factors are cross-cultural skills, incentives and availability of skilled persons. Examples of relational factors are experience of working with other countries and political support. See further the example of interview questions in annex 6. For twinning and twinning with long-term advisor, all types of questions are relevant. For direct support, the main questions concern how the organisation that receives support functions, and how it will use the funds from Sida.

The major problem of relating the performance of the projects to the modalities used will be discussed in detail for each group of factors.

A major source for testing the hypotheses set-up will be qualitative information that will be sought through semi-structured individual and group interviews with the Georgian and Swedish authorities that have been supported. These interviews will be complemented with similar interviews with the Embassy, government ministries, and representatives of users of the services of the state authorities in question, as well as with other donors and the private sector. Interview questions will be elaborated, based on the evaluation questions, for three groups of interviewees: Georgian agencies, Swedish agencies, and Embassy/Sida/Other stakeholders.

25 persons are planned to be interviewed in Georgia and 12 in Sweden. The interviews with the Georgian and Swedish authorities are focused on results of the pro-

jects, and their relation to the modalities used. Interviews with the Embassy and Sida are directed towards the choice of modalities for support. Interviews with other stakeholders in Georgia are directed towards learning about the Georgian context and to corroborate findings from interviews with the partners directly involved. Interviews with other stakeholders are mainly directed towards more general information on which modalities to use in the future.

Further study will also be made of documents on twinning between government authorities and other ways of cooperation, public sector reform, and Swedish rules and regulations and evaluations concerning the participation of Swedish government authorities in development cooperation. Documents on experience in the Georgian context by other donors and otherwise will be asked for.

For the review of the CRA/PSDA project, in addition to a review of the available documentation on the project and relevant documentation that will be sourced from external sources (including the 2012 mid-term review) the point of departure will be the 2013 Final Project Report, which discusses expected and achieved results.

The team will seek to source performance monitoring data (for example through the Sida-funded “The business of Government” project by the Georgian chapter of Transparency International; and the National Democratic Institute Georgia) that could inform the assessment.

We are expecting to interview 25 respondents (see preliminary mission schedule in the annex). The choice of key stakeholders has been guided by the following criteria:

- Coverage in terms of the results areas from the past project. This coverage will be achieved by interviewing PSDA staff; staff of agencies that have directly benefitted or undergone changes as the result of the reforms in the PSDA. Staff of the Sartichala Community Centre will also be interviewed to get a first-hand view on the perceived needs that might be addressed in a potential future project.
- Coverage in terms of other donors/organisations supporting, or considering to support PSDA, specifically the EU Delegation; UNDP; USAID.

Semi-structured, one-to-one interviews will focus on the following groups that have been identified by the review team:

- PSDA staff; Swedish Embassy Georgia
- Georgian agencies that directly benefit from the reforms in CRA/PSDA: National Public Registry Agency (NAPR); Ministry of Foreign Affairs (MoFA); Central Election Commission (CEC)
- EU Delegation to Georgia and other international organisations involved in supporting CRA (USAID, UNDP)
- NGOs and think tanks (including, Transparency International; the Institute for the Development of Freedom of Information; NDI)

The review team will identify further potential key informants prior to the start of the in-country work.

6 WORKPLAN

Phase 1: Desk research (March/April 2014)

Desk research will start immediately and will continue until the draft report is written. Contact will be held with the Indvelop group that is simultaneously working with a literature review of experience of capacity building, to benefit from their work.

Phase 2: Collection of Data (March/April 2014)

Data collection will start with individual and group interviews with Swedish authorities who have been involved in cooperation with Georgia. Information will also be solicited from experts at Sida and from other stakeholders in Sweden with experience of twinning, capacity building and the development cooperation by state authorities.

The evaluation team will visit Georgia from 7-16 April 2014 for interviews and for consultations with the Embassy. A national consultant will provide support in scheduling of meetings for the interviews and site visits as well as helping with translation/interpreting during interviews. On Friday, 11 April 2014, a presentation of the preliminary findings on the modalities issue for the Embassy is foreseen, and the following week (16 April 2014) a presentation of the preliminary findings for the CRA/PSDA.

Phase 3: Analysis and reporting (April/May 2014)

After the fieldwork the evaluation team will proceed with the data analysis and reporting and will develop the draft report, which will be shared with the Embassy for comments. The detailed findings for the Civil Registry will be presented in an appendix which they will be invited to comment on. The report will be finalised taking the feedback from the Embassy into consideration. The team will be available for a presentation of the review with the Embassy via video conference.

Milestones and deliverables

- Feedback/approval of Inception Report: 5 April 2014
- Field work Georgia: 7 – 16 April 2014
- Presentation of preliminary findings on modalities for the Embassy 11 April 2014
- Presentation of preliminary findings on the civil registry project: 16 April 2014
- Submission of the Draft Report: 8 May 2014
- Written feedback/comments on the Draft Report: 26 May 2014
- Submission of the Final Report: 3 June 2014

7 EVALUATION MATRIX

Questions raised in the ToR/proposed in IR	Indicators to be used in evaluation	Methods	Sources	Availability and Reliability of Data/Comments
a) Modalities evaluation				
Relevance: The extent to which a development intervention is consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.³⁷				
Has the project been relevant in view of the objectives of the Georgian government and the Georgian agency involved, and the priorities for the Swedish cooperation?	The project align with Swedish and GoG policy priorities and objectives and those of the partner agencies Agencies have put resources towards project implementation as a sign of their commitment to the project	Desk review One-to-one stakeholder interviews	Project documents Review documents (Review of Georgia country strategy 2013; project evaluations) Swedish Embassy staff; project implementers (Swedish and Georgian)	
Effectiveness: The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.				
Has the project reached its planned objectives (outputs, outcomes), as reported in annu-	Results as reported in project documents are corroborated during interviews.	Desk review One-to-one stakeholder interviews	Project documents Review documents (Review of Georgia country strategy 2013;	For some projects, there is no review/evaluation material available

³⁷ Definitions of evaluation criteria quoted from OECD/DAC Glossary of Key Terms in Evaluation and Results-Based Management, see <http://www.oecd.org/dac/evaluation/2754804.pdf>.

al reports and assessed in evaluations?			project evaluations) Swedish Embassy; project implementers	
Sustainability: The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.				
Have the activities supported by Sweden continued after the support has ended/is it likely that they will continue after the support ends? Has the supported organisation enough financial means to continue the activities in the projects?	Stakeholders are able to demonstrate on specific examples that they continue to use outputs/results from the project. Resources have been made available to continue work.	Desk review One-to-one stakeholder interviews	Project documents Review documents (Review of Georgia country strategy 2013; project evaluations) Swedish Embassy; project implementers	Projects/counterpart institutions might not have “costed” their future financial needs
Other questions				
Which factors have had most influence for reaching the objectives of the projects such as time perspective, degree of flexibility from the partners, mutual interest?	Stakeholders come up with and/or confirm and elaborate on the most important success factors during interviews.	One-to-one stakeholder interviews	Swedish Embassy; project implementers	
Of the factors being most important, has the Swedish input contributed to these factors?	Stakeholders either confirm that these factors have been consciously reflected in project design and implementation, or they come up with reasons that they should be incorporated on the Swedish side.	One-to-one stakeholder interviews	Swedish Embassy; project implementers	
Has the choice of modality been an important factor, and if so, in what way?	Stakeholder confirm that modality is an important factor and can explain why.	One-to-one stakeholder interviews	Swedish Embassy; project implementers	

Which have been the main problems and challenges for the different modalities?	Stakeholders can spell out pros and cons of their own modalities/can offer a comparative perspective on modalities.	One-to-one stakeholder interviews	Swedish Embassy; project implementers	
For the different modalities - which are/were the costs for the resources used?	Swedish authorities are providing costs for the resources used in the different modalities.	Desk review One-to-one stakeholder interviews	Data provided by the Swedish agencies	
Which is the experience by other donors from use of different modalities in Georgia for support to government agencies?	Donors provide evaluators with specific and relevant experiences used by them in Georgia.	One-to-one stakeholder interviews	Other donors	
Does the Georgian context favour certain modalities for support?	Stakeholders are able to come up with and reflect on different factors specific to Georgia and which have a bearing on the modality favoured.	One-to-one stakeholder interviews	Other donors	
Does the Swedish context favour specific modalities?	Stakeholders are able to specify that they work in a way that make some modalities more useful than others.	One-to-one stakeholder interviews	Swedish agencies implementing projects in Georgia Project documents	
b) CRA/PSDA review				
Relevance: The extent to which a development intervention is consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.				
How did the project contribute to Swedish cooperation priorities and to priorities of the government of Georgia?	Project explicitly aligns with Swedish cooperation strategy objectives Clear reference to GoG objectives	Desk review One-to-one stakeholder interviews	Project documents PSDA and Swedish Embassy interviews	Alignment might not be straightforward, but by “proxy” and might need to be specifically reconstructed for the purposes of the review
How does the proposed project	Project explicitly aligns with	One-to-one stakeholder inter-	Project proposal	

inscribe itself into GoG and Swedish cooperation strategy priorities?	Swedish cooperation strategy objectives Clear reference to GoG objectives	views Desk review	PSDA and Swedish Embassy interviews	
What was the value-added of the Swedish support in the context of other donor support to the agency?	Stakeholders specifically point out the role of the Swedish funding	One-to-one stakeholder interviews Triangulation	PSDA staff; other donors working on related projects	Attribution is likely to be a challenge
What factors justify a continued/renewed support to the CRA/PSDA?	Stakeholders can bring specific reasons for the need of continued Swedish support	One-to-one stakeholder interviews	PSDA staff; other donors working on related projects	
Effectiveness: The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.				
What are the actual results of the project compared to the project plans?	Stakeholders are able to name the results; these converge with the results reported as achieved in the end-of-project report	Desk review One-to-one stakeholder interviews Triangulation	MTR of CRA project End-of-project report PSDA staff; MoFA; NAPR; CEC; other donors working on related projects NGOs	Attribution might be a problem to various degrees with all stakeholder groups
What contributed to, or impeded, the achievement of results?	Stakeholders are able to recall milestones and challenges of project implementation and how they were resolved	One-to-one stakeholder interviews Triangulation	PSDA; MoFA; NAPR; CEC, other donors working on related projects	
To what extent can the results be attributed to Swedish support?	Stakeholders are able to link specific results to Swedish funding	One-to-one stakeholder interviews	PSDA staff; other donors	Attribution is a concern for this exercise Donors might not have insisted (for various reasons) to clearly distinguish between contribu-

				tions
In what way has the specific implementing modality affected achievement/non-achievement of project objectives?	Stakeholders are able to come up with pros and cons for and against direct support to an agency	One-to-one stakeholder interviews	PSDA; MoFA; NAPR; CEC, other donors working on related projects Insights from “modalities” evaluation	Success might not be due to the modality, but due to other factors (maturity of the recipient institution).
Impact: Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.				
What are the medium and long-term changes brought about by the Swedish support?	Stakeholders can describe the trajectory “before-after”	One-to-one stakeholder interviews Desk review	PSDA staff; MoFA; NAPR; CEC; other donors working on related projects NGOs	
Efficiency: A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.				
How does providing direct support to a state agency compare with other modalities in Georgia?	Stakeholders and literature are able to compare different modalities and come up with merits and disadvantages of this arrangement	One-to-one stakeholder interviews Desk review	Swedish Embassy, other donors (EUD; USAID; UNDP) Literature that compares modalities Insight from “modalities” evaluation	
What mechanisms were in place to ensure that the technical services purchased offered value-for-money, and how will this aspect be covered in a potential future project?	Information on procurement mechanisms and procedures confirm that the procurement process was transparent and fair, and in accordance with international standards and practices	One-to-one stakeholder interviews Desk review	PSDA; Swedish Embassy; NGOs Procurement reports	Procurement documentation might not be available or not accessible because of the language barrier
Sustainability: The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.				
How is the CRA/PSDA using the results of the Swedish project at present?	Stakeholders are able to demonstrate on specific examples that they continue to use	One-to-one stakeholder interviews	PSDA staff; MoFA; NAPR; CEC; other donors working on related projects	Attribution is likely to be an issue, given that CRA/PSDA had a variety of donors

	outputs/results from the project.		NGOs Monitoring data from NGOs	Availability of data has not been ascertained at the time of the inception report Highly technical nature of some of the results which cannot be fully appreciated by the evaluators due to lack of technical expertise on IT solutions
What are the reasons for results not being taken forward?	Stakeholders are able to reflect, with specific examples on the reason for which results have not been taken up	One-to-one stakeholder interviews	PSDA staff; MoFA; NAPR; CEC; other donors working on related projects NGOs	Attribution
What factors influence securing the sustainability of outputs and results?	Stakeholders are able to name and reason out various factors that have a bearing on sustainability	One-to-one stakeholder interviews Project documents and appraisals of projects by other donors	PSDA staff; MoFA; NAPR; CEC; other donors working on related projects NGOs	Attribution Availability of project documents from other donors has not been ascertained at the time of the inception report

Annex 4 – List of Persons interviewed

NAME & SURNAME	POSITION	INSTITUTION
Anjela Prigozhina	Country Sector Coordinator for Private and Financial Sector in South Caucasus Countries	World Bank
Erekle Urushadze	Senior Analyst & Project Manager	Transparency International
Guranda Goglidze	Former deputy chairman at the National Enforcement Bureau	
Sophie Kemkhadze	Assistant Resident Representative	UNDP Georgia
Natia Natsvlishvili	Governance Team Leader	UNDP Georgia
Giorgi Kldiashvili	Director	IDFI - Institute for development of freedom of information
Mariam Dzagnidze	Donor Organizations Coordination Specialist	Public Service Development Agency
Ketevan Gomelauri	Deputy Chairman	Public Service Development Agency
Luba Protsiva	Strategic Project Manager	Public Service Development Agency
Marika Mshvildadze	Analyst of the project "Support to the Institutional Development of the PSDA"	Public Service Development Agency
Nana Tsiklauri	Head of the Division of the International Relations and Donor Coordination	Public Service Development Agency
Andria Nadiradze	Lawyer / Analyst	Transparency International Georgia
Phillippe Bernard	Programme Manager - Attaché - Regional development - Cross-Border and Territorial Cooperation	EU delegation to Georgia
Papuna Ugrekhelidze	Chairman	National Agency of Public Registry
Ekaterine Meskhidze	Head of International Relations Division	National Agency of Public Registry
Irakli gvenetadze	Chairman	Data Exchange Agency of the Ministry of Justice of Georgia
Paata Sirbiladze	Project Management Specialist	Data Exchange Agency of the Ministry of Justice of Georgia

Avtandil Tsiskaridze	Head of Informational Technologies Department	Central Election Commission of Georgia
Gizo Mchedlidze	CEC Secretary	Central Election Commission of Georgia
Elene Bobokhidze	Consultant of the International Relations Division	Central Election Commission of Georgia
Giorgi Grigalashvili	Deputy Director of Consular Department	Consular Department of the Ministry of Foreign Affairs
Khatuna Khvichia	Project Management Specialist - Office of Democracy & Governance	U.S. Agency for International Development (USAID)
Nino Lomjaria	Executive Director	International Society for Fair Elections and Democracy - ISFED
Eva Gibson Smedberg	Counsellor	Embassy of Sweden
Kakha Khimshiashvili	Programme Officer - Development Cooperation Sida	Embassy of Sweden
Khatuna Zaldastanishvili	Programme Officer - Development Cooperation Sida	Embassy of Sweden
Patrik Berglund	Project Manager	National Bureau of Enforcement
Allan Henrysson	Chief Advisor	Statistics Sweden/ National Statistics Office of Georgia - Geostat
Meri Daushvili	Executive Director	National Statistics Office of Georgia - Geostat
Tengiz Tsekvava	Deputy Executive Director	National Statistics Office of Georgia - Geostat
Maia Guntsadze	Deputy Executive Director	National Statistics Office of Georgia - Geostat
Tengiz Gvelesiani	Head of Analytical Department	Ministry of Finance of Georgia
Levan Inashvili	Head of Strategic Development and International Relations Department	LTD Solid Waste Management Company of Georgia
Khatuna Chikviladze	Advisor to the Director	LTD Solid Waste Management Company of Georgia
Manana Shurgulaia	Director of Competition Department	Competition and State Procurement Agency
Sopho Berishvili	Head of Legal Department	Competition and State Procurement Agency
Ekaterine Meskhidze	Head of International Relations Division	National Agency of Public Registry
Vladimer Gurgenidze	Chairman	National Bureau of En-

		forcement
Papuna Papiashvili	Head of Administration	National Bureau of Enforcement
Natia Mikeladze	Deputy Minister	Ministry of Economy and Sustainable Development
Nino Tsotoidze	Head of Division of Parliament Relations	Ministry of Economy and Sustainable Development
Antonio Lo Parco	Attache Trade Affairs	Delegation of the European Union to Georgia
Paul Clark	President	TBSC Consulating
Marita Riedel	Program Director Private Sector Development South Caucasus	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
David Stonehill	Deputy Director - Office of Democracy and Governance	USAID
Lina Panteleeva	Project Management Specialist - Office of Democracy and Governance	USAID
Joakim Holmdahl	Head of division	Jordbruksverket
Christian Blume	Project Manager	Konkurrensverket
Leif Norman	Project Manager	Statistiska Centralbyrån
Pernilla Trägårdh	Head of international unit	Statistiska Centralbyrån
Sven Kihlgren	Deputy Director General	Kronofogden
Lars Klint	Project Manager	Kronofogden
Anne Andersson	International unit	Naturvårdsverket
Kerstin Gyllhammar	Project Manager	Sida
Ulrika Åhmark	Twinning unit	Sida
Mats Snäll	Project Manager	Lantmäteriet

Annex 5 – List of Documents

General

- Twinning as a Method for Institutional Development: A Desk Review, Fumika Ouchi, WBI Evaluation Studies EG04-85 The World Bank Institute, The World Bank Washington, D.C., May 2004
- Merrick L Jones and Peter Blunt, Twinning as a method of capacity building, August 1998
- Ecorys, Evaluation Twinning versus Technical Assistance Final report, January 2011
- Ian Christoplos, Annika Nilsson, Jim Newkirk, Sabina Ymeri, Evaluation of Results of Sweden's Development Cooperation Strategy Albania, Sida 2013:12
- World Bank, Guide to Evaluating Capacity Development Results, WBI 2012
- World Bank, Georgia Public Expenditure and Financial Accountability (PEFA) Assessment 2012, World Bank September 2013
- Ian Christoplos, Anna Liljelund Hedqvist, Kristoffer Engstrand, Inception report, Pre-study: Literature review for the Joint Evaluation on Capacity Development (Danida/Norad/Sida), 2014-03-13
- Tony Land, Joint Evaluation Study of Provision of Technical Assistance Personnel, Synthesis report, Ausaid, September 2007
- Sumedh Rao, New thinking on technical assistance to resolve knowledge and capacity gaps, CSDRC 2013
- Danida, Synthesis of evaluations of technical assistance, 2007
- DFID, Evaluation of the implementation of the Paris Declaration, Thematic Study of Support to Statistical Capacity Building, Synthesis Report, May 2009
- Sida 2013:49, Klas Markensten, Johanna Lindström, Experiences and lessons learned from Partner Driven Cooperation in the seven selective cooperation countries
- Sida, Irish Aid, UKaid, Summary report of the public sector governance reform evaluation, April 2013
- Askvik, S, Twinning in Norwegian Development Assistance: a response to Jones and Blunt, 1999
- Norwegian Ministry of Foreign Affairs, Evaluation Summary 1/98, Institutional Cooperation between Public Institutions in Norway and the South.
- Sida 2013:1 Swedish Development Cooperation in Transition? Lessons and Reflections from 71 Sida Decentralised Evaluations (April 2011 – April 2013) - Final Report
- Vera Devine, Jessica Rothman; Review of the Strategy of Sweden's Support to Georgia, 2010-2013, 2013

CRA/PSDA

- - 2013 Final Project Report by the Public Service Development Agency, with result chart
- Indevalop 2012 Mid-Term Evaluation “Promoting the Integrity of Civil Data in Georgia”, May 2012
- Ecorys PFM Assessment of the Civic (sic) Registry Agency Georgia and design of an appropriate mechanism for transferring funds directly to the agency for a Sida-Financed Capacity Building Project, March 2010
- CRA 2011 and 2012 Annual Reports
- CRA Assessment Memo
- CRA Grant Agreement
- CRA Project Document
- November 2013 Project Proposal by the PSDA “Fostering Public Sector Development through Efficient Delivery of Urban and Rural Services

Competition Authority

- 2011-014838 Project Proposal GCA Georgia competition and state aid project 881743_1_0.doc
- 2011-032919 UNDP Mission Report 2011-07-13, from SCA 881802_1_1.pdf
- 2012-010813 Finansiell rapportering 2011 Bistånd Georgien, Konkurrensverket 881809_1_1.pdf
- 2012-016859 Annual Report 2011 signed 881819_1_1.pdf
- 011575-13 Annual Report 2012 of the cooperation project between the Competition and State Procurement Agency o 1065364_1_1.pdf
- Revisionsrapport för 2013.pdf

Geostat

- First year progress report.docx
- Progress report inception period 2011 rev.docx
- Progress report May - October 2012 incl RBM1 (2).docx
- Progress report May 2013 - Nov 2013 incl RBM.docx
- Progress report Nov 2012 - April 2013 incl RBM.docx
- RBM Georgia-inception periodln1.docx
- Jan Byfuglien, Peter Hackl, Michael Hughes, Siv-Irene Pedersen, Anu Peltola; Adapted Global Assessment of the National Statistical System of Georgia, 2013

NAPR

- Annual Report January - December 2009.doc
- Annual_Report_Januari-December_2010.doc
- Annual_Report_Januari-December_2011.doc
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- Assessment Memo NAPR-revised-08-05-09.doc

- Completion Report NAPR Lantmateriet Capacity Building and Improved Client Services.doc
- Draft Review Report NAPR Georgia.docx
- NAPR agreement.pdf
- NAPR inception report.pdf
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NBE

- 013265-13 Project Document for the partnership between the National Bureau of Enforcement, Georgia and the Swe 1073598_1_0.doc
- 013265-13 Results Matrix for NBE, Georgia 1073599_1_0.rtf
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- Sätt-rätt-pris.pdf, Ekonomistyrningsverket 2001:11
- SIDAS ALLMÄNNA VILLKOR FÖR MYNDIGHETSSAMAR
- BETE_eng
- Tjänstexport PM 120329.pdf
- SADEV 2010:3, Svenska myndigheter som genomförare av Sidafinansierade insatser



Review of modalities for supporting the Georgian state authorities

This is a Review of experience from Sweden's support via Swedish government agencies to seven sister agencies in Georgia, and a final review of Swedish support to the Public Service Development Agency (PSDA). The review recommends that the Embassy for similar twinning arrangements in the future: 1) use Swedish agencies with experience in development, 2) preferably support mature Georgian agencies, 3) make solid pre-studies including the wider context, 4) provide long-term support.

The Swedish Embassy is also recommended to make formal periodic reviews with the twinning partners, preceded by reports from a monitoring group. Sida is recommended to make a thorough review of its present twinning arrangements to include more focus on the entire institution and its context and the use of a broader mix of resources. Long-term advisors are valuable and local consultants could be used more.

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