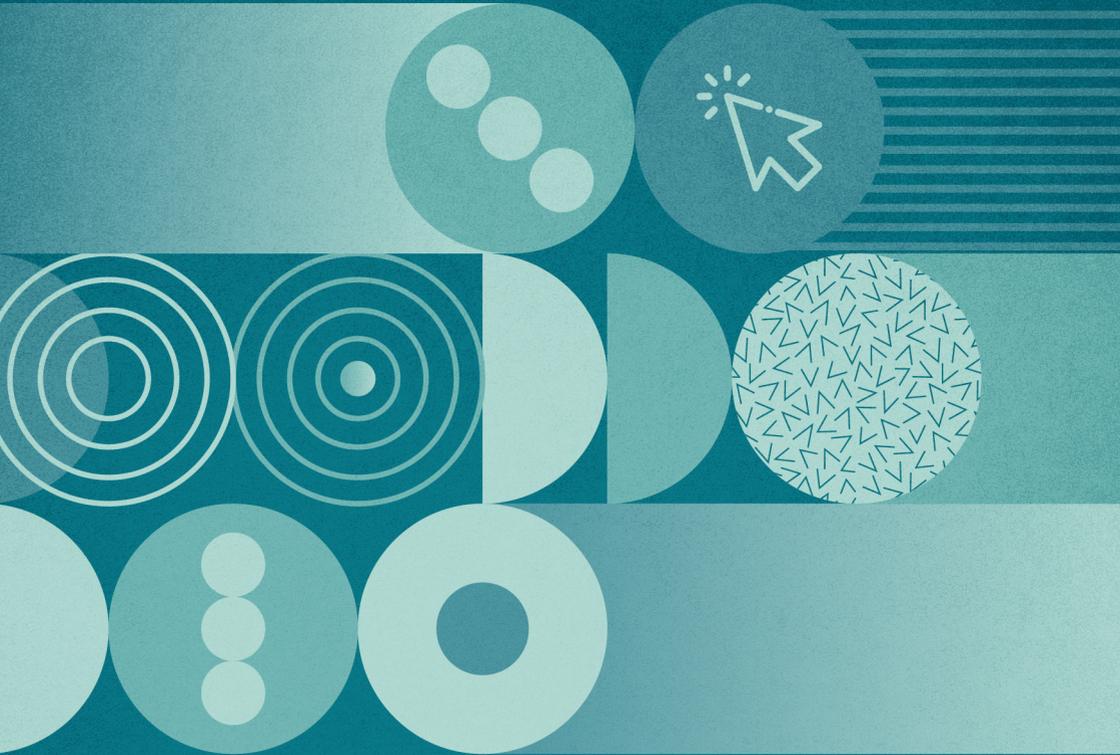


INTERIM ALTERNATIVE MONITORING REPORT ON THE  
IMPLEMENTATION OF THE PUBLIC ADMINISTRATION  
REFORM (PAR) ACTION PLAN FOR 2019-2020



Direction 4: Public Service Delivery

Second Half of 2020

2021





ევროკავშირი  
საქართველოსთვის  
The European Union for Georgia



GEORGIAN  
YOUNG  
LAWYERS'  
ASSOCIATION

## INTERIM ALTERNATIVE MONITORING REPORT ON THE IMPLEMENTATION OF THE PUBLIC ADMINISTRATION REFORM (PAR) ACTION PLAN FOR 2019-2020

### SECOND HALF OF 2020

#### Direction 4: Public Service Delivery

The document was prepared by the Institute for Development of Freedom of Information (IDFI) supported by the European Union (EU). IDFI is fully responsible for the content of the document. The content may not reflect the opinion of the European Union.



# CONTENTS

- 1. MAIN FINDINGS OF THE MONITORING ..... 6**
- 1.1 LOCAL MONITORING FINDINGS ..... 7**
- 2. INTRODUCTION ..... 9**
- 3. METHODOLOGY ..... 11**
- 4. IMPLEMENTATION OF OBJECTIVES AND ACTIVITIES ..... 13**
  - Implementation of the Objective 4.1. .... 16
  - Implementation of the Objective 4.2. .... 17
  - Implementation of the Objective 4.3. .... 19
  - Implementation of the Activities of Objective 4.3. .... 20
  - Implementation of the Objective 4.4. .... 23
  - Implementation of the Objective 4.5. .... 24
  - Implementation of the Objective 4.6. .... 25
  - Implementation of the Activities of Objective 4.6. .... 26
  - Implementation of Objective 4.7..... 29
- 5. CONCLUSION AND RECOMMENDATIONS..... 30**



## 1. MAIN FINDINGS

The objectives and indicators of the Public Service Delivery direction of the Public Administration Reform Action Plan 2019-2020 need to be refined according to S.M.A.R.T. criteria. In addition, in order to actually achieve the objectives, more activities are necessary to be defined and real efforts need to be made for their implementation.

The Action Plan provides insufficient and less ambitious indicators for the measurement of some objectives which undermine the importance of the objectives.

In some cases, the fulfillment or non-fulfillment of the activities specified in the Action Plan for the objectives does not affect the implementation of the objective.

Out of seven objectives under the Public Service Delivery direction of the two-year Public Administration Reform Action Plan activities were set out for two objectives only in the second half of 2020.

Out of the seven objectives envisaged by the Public Service Delivery direction of the Action Plan, one is fully implemented, one is mostly implemented, three – are partly implemented and two are unimplemented as of the second half of 2020. Out of nine outcome indicators two are fully implemented, four are partly implemented and three are unimplemented.

As for the activities, out of six activities outlined for the second half of 2020, two are partly implemented and four are unimplemented. Out of six output indicators, two are partly implemented and four are unimplemented

The monitoring process revealed a number of shortcomings and challenges that characterize the policy-making process in Georgia, including the absence of mechanisms for reduction or elimination of identified risk in the action plan, lack of cooperation and coordination between agencies, weakness of oversight, etc.

The responsible agencies do not seem to take the PAR Action Plan and the commitments set out in the plan seriously. This is evidenced by the use of the pandemic as a deterrent to most commitments as a template without specific indication of specific factor caused by the pandemic and how it caused the failure to take a specific measure.

## 1.1 LOCAL MONITORING FINDINGS

The monitoring of the implementation of objectives and activities in the Public Service Delivery direction by regional civil society organizations at the local level revealed that despite introduction of e-governance in municipalities being envisaged by the

PAR Action Plan, specific activities are not provided by the Public Administration Reform Action Plan. Most of the objectives and activities to be implemented under the 2019-2020 Action Plan do not apply to municipalities, and the activities that do relate to them - are unimplemented. This has a negative impact on the development of e-services in municipalities.

According to local civil society organizations, the representatives of self-governing bodies do not have information about the PAR strategic documents and the degree of their involvement in the planning and implementation of the Public Administration Reform is low. In addition, according to them, the Action Plan does not envisage involvement of the local non-governmental sector, which is crucial for progress.

As it turns out, e-services are significant challenge at the regional level. For example, the process of introducing e-services in Poti Municipality started in July 2020, and according to monitoring conducted by partner organizations, only 10 people have used e-services since then. According to the information submitted by the Government Administration, from January 1 to March 31, 2021, the rates of use of two services - "Correspondence with public agencies" and "Networking" are five and 19, respectively. According to local civil society organizations, one of the reasons for the low rate of use of e-services is that the local population is not properly informed about e-services and their application.

The monitoring carried out by regional civil society organizations also revealed shortcomings, such as: implementation of policy documents depending on policy changes; Lack of coordination between public agencies; Low degree of public involvement in the reform process and governance in general, etc.



## 2. INTRODUCTION

The Government of Georgia recognized the importance of public administration reform along with signing the Association Agreement between Georgia and the European Union. The Agreement emphasizes commitment to good governance, including cooperation in the directions of public administration and public service reforms. According to the Association agreement between Georgia and the European Union, the country has to implement in-depth reforms in the direction of public administration and public service.<sup>1</sup> In order to comply with the mentioned commitment, the Government of Georgia approved the Public Administration Reform Roadmap 2020 in 2015. The Document is meant to create a comprehensive conceptual framework and mechanisms “aimed at transparent, predictable, accountable and effective public governance, meeting European standards and satisfying public needs”.<sup>2</sup>

In order to implement the Public Administration Reform, the Government of Georgia, once in every two years approves the Public Administration Reform Action Plan. The most recent [Action Plan for 2019-2020](#) approved by the Government of Georgia in June 2019 aims at the implementation of goals defined by the Public Administration Reform Roadmap 2020.

The Public Administration Reform Roadmap and the Action Plan feature six directions: policy planning and coordination, public service and human resource management, accountability, public service delivery, public finance management and local self-government. This document addresses the fourth direction of the Action Plan – the Public Service Delivery and the implementation of the activities and objectives envisaged by the Action Plan in this direction for the second half of 2020.

Monitoring the implementation of policy documents, identifying gaps and challenges and setting measures for responding to these challenges are crucial for the successful implementation of any policy. It is noteworthy that unlike previous years the Administration of the Government has started monitoring the implementation of the Public Administration Reform Action Plan and made monitoring results public for the first time in 2019. This document represents an alternative monitoring report and may not be in full compliance with the monitoring results published by the Administration of the Government.

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<sup>1</sup> Article 4, [Association Agreement](#) between the European Union and the European Atomic Energy Community and their Member States, of the one part, and Georgia, of the other part; ('Association Agreement between Georgia and the European Union').

<sup>2</sup> Page 6, Public Administration Reform [Roadmap](#) of Georgia 2020.



### 3. METHODOLOGY

The subject of the monitoring was to assess the progress of the implementation of the objectives and activities envisaged by the Public Administration Reform Action Plan for 2019-2020 as of the second six months of 2020

The implementation of the objectives and the activities defined by the Action Plan are described by one of the following four statuses:

1. **FULLY IMPLEMENTED** – an activity/objective is fully or almost fully implemented and only a minor part of it has not been completed;
2. **MOSTLY IMPLEMENTED** – a major part of an activity/objective was implemented, while part of it has not been completed;
3. **PARTLY IMPLEMENTED** – a part of an activity/objective was implemented while a major part remains incomplete;
4. **UNIMPLEMENTED** – an activity/objective was not implemented at all or a minor part is implemented and it is impossible to observe progress.

The monitoring was based on public information – the primary source of information when conducting the monitoring was the Administration of the Government of Georgia and responsible agencies defined by the Public Administration Reform Action Plan. Therefore, in the beginning of the monitoring process, the information about the implementation of each objective and activity was requested from responsible agencies. The draft was submitted to responsible agencies for comments and their position, to the possible extent, was considered while shaping the final version of the document.

Monitoring of the Public Service Delivery direction objective and activity implementation at the local level was carried out by civil society organizations: Research Center for Human Rights and Social Justice (Poti), Youth Center for Civil Development (Akhmeta), Association “Imedi” IDP Women's Movement for Peace (Zugdidi), CRI "Bright Future" (Kutaisi) and Kvemo Kartli Media (Marneuli).

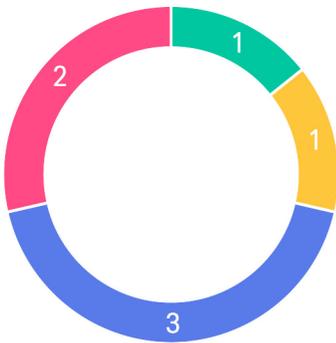


## 4. IMPLEMENTATION OF OBJECTIVES AND ACTIVITIES

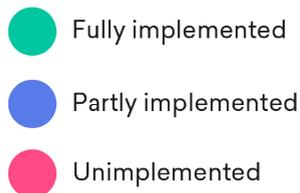
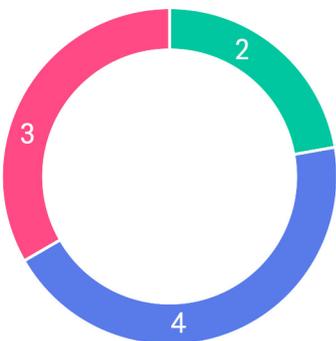
Public Service Delivery is the fourth direction of the Public Administration Reform Action Plan and it implies seven objectives. Implementation of each objective is assessed based on outcome indicators defined for them by the Action Plan. For the cases where the indicator does not comply with the S.M.A.R.T. criteria,<sup>3</sup> making it impossible to assess the implementation of the objective, additional indicators are defined.

As of the second half of 2020 out of the seven objectives one is fully implemented, one – mostly implemented, three – partly implemented and two are unimplemented. Out of nine outcome indicators two are fully implemented, four are partly implemented and three are unimplemented.

### OBJECTIVE IMPLEMENTATION RESULTS



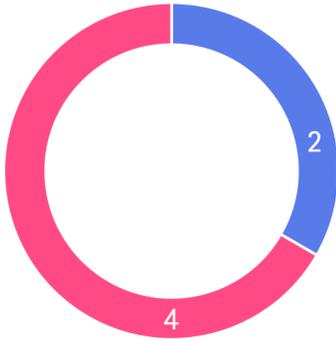
### OUTCOME INDICATORS



<sup>3</sup> S.M.A.R.T.: S - specific, significant, stretching; M - measurable, meaningful, motivational; A - agreed upon, attainable, achievable, acceptable, action-oriented; R - realistic, relevant, reasonable, rewarding, results-oriented; T - time-based, time-bound, timely, tangible, trackable. Information available at: <https://www.projectsmart.co.uk/smart-goals.php>.

Out of six activities outlined for the second half of 2020 under the Public Service Delivery direction two are partly implemented and four are unimplemented. Out of six output indicators two are partly implemented and four are unimplemented.

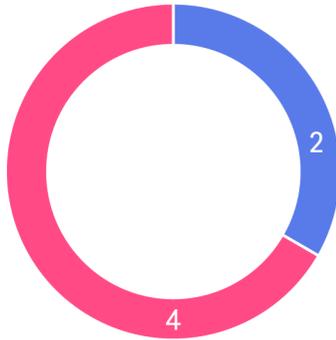
### ACTIVITY IMPLEMENTATION RESULTS



-  Partly implemented
-  Unimplemented

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### OUTPUT INDICATORS



-  Partly implemented
-  Unimplemented

## IMPLEMENTATION OF THE OBJECTIVE 4.1.

Objective 4.1 of the Action plan implies the development of unified standard for the creation of public services, based on the principle of customer involvement. The outcome indicator for the objective is defined as the number of services created/adapted at the central level, after the approval of the Policy Document on the Creation and Delivery of Public Services (PSDP), which comply with basic requirements of the Standard.

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

**Outcome indicator(s):** Number of developed/adapted services at central level that are in compliance with PSDP standards

Baseline 2018: 0

Target 2020: 15

**Objective implementation status: unimplemented**

According to the information provided by the Public Service Development Agency, by the end of 2020, all five methodological guidelines envisaged by the Unified Public Service Strategy had been developed. However, they have not been approved in any legal form and therefore their implementation is not mandatory for the agencies making it impossible to identify the number of services adapted according to the outcome indicator. According to the agency, the pandemic significantly hindered the timely implementation of objectives and activities. In addition, one of the risks in creating a unified design standard for public services initially identified became an issue - in particular, the process of selecting and contracting an appropriate expert has been delayed, as well as the work process itself - expert visits were postponed, it became necessary to adapt to the new format of work, etc.

The information submitted by the agency reveals a number of shortcomings and challenges that characterize the policy-making process in Georgia, including the absence of mechanisms for reduction or elimination of identified risk in the action plan, lack of coordination between agencies, neglecting the importance of the Action Plan and commitments under it, and more. As for the implementation of Objective 4.1, the responsible agency indicates that new standards have been developed but are not binding and therefore it is impossible to measure the objective implementation

according to the outcome indicator. According to the IDFI monitoring team, when measuring the fulfillment of the obligations, the agencies should avoid a superficial approach and use all the means at their disposal to carry out quality monitoring. The non-binding nature of the unified standards should not have been an obstacle to measure the implementation of the Objective 4.1 as the agencies could adapt their services to the mentioned standards. IDFI could not find the document of unified standards on the website of the responsible agency, which, as explained by the responsible agency, has not been published yet and will be made public after its approval. According to the agency, the document is shared with all relevant public institutions. In view of all the above, the **Objective 4.1 should still be considered unimplemented.**

## IMPLEMENTATION OF THE OBJECTIVE 4.2.

Objective 4.2 of the Action Plan implies increasing access to public services by implementing the common standards for service delivery addressing the customers' needs. The outcome indicator defined for this objective is the number of central services created/adapted after the approval of PSDP that meet basic requirements of the unified Standard.

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

**Outcome indicator(s):** Number of developed/adapted services at central level that are in compliance with unified standard requirements after adoption of PSDP

Baseline 2018: 0

Target 2020: 15

**Objective implementation status: unimplemented**

According to the information provided by the Public Service Development Agency, by the end of 2020, all five methodological guidelines envisaged by the Unified Public Service Strategy had been developed. However, they have not been approved in any legal form and therefore their implementation is not mandatory for the agencies making it impossible to identify the number of services adapted according to the

outcome indicator. According to the agency, the pandemic significantly hindered the timely implementation of objectives and activities. In addition, one of the risks in creating a unified design standard for public services initially identified became an issue - in particular, the process of selecting and contracting an appropriate expert has been delayed, as well as the work process itself - expert visits were postponed, it became necessary to adapt to the new format of work, etc.

As mentioned in connection with the previous objective, a number of shortcomings and challenges that characterize the policy-making process in Georgia are observed in the attitude of the agency, including the absence of mechanisms for reduction or elimination of identified risk in the action plan, lack of coordination between agencies, neglecting the importance of the Action Plan and commitments under it. The position of the responsible agency that it is impossible to measure the implementation of the objective according to the indicator as the new standards are not legally approved is unacceptable. According to IDFI, the agencies should take more responsibility for the fulfillment of their obligations and oversight of their implementation and use all the means at their disposal to carry out quality monitoring. The non-binding nature of the unified standards should not have been an obstacle to measure the implementation of the Objective 4.2 as the agencies could adapt their services to the mentioned standards. IDFI could not find a unified standard document on the website of the responsible agency, which does not appear to be published and it is unknown whether (and in what form) it was shared with all public agencies. Considering the abovementioned, **the Objective 4.2 should be considered unimplemented.**

### IMPLEMENTATION OF THE OBJECTIVE 4.3.

Objective 4.3 of the Action Plan implies the quality assurance of public services by implementing the unified standard for the assessment and improvement of quality. The outcome indicators defined for this objective is the number of public services, quality of which is assessed according to the Service Index Methodology and customer satisfaction results provided by three service provider agencies.

**Objective 4.3.** Ensure quality assurance of public services through the implementation of the Unified Standard for Quality Examination and Improvement

**Outcome indicator(s):**

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

Baseline 2018: 0

Target 2020: 5

Customer satisfaction level of 3 public service provider agencies

Baseline 2018: 0

Target2020: 70%

**Objective implementation status: partly implemented**

According to the information provided by the Public Service Development Agency regarding the first outcome indicator, a public service index methodology has been developed for the reporting period. However, no electronic service index platform has been developed to identify the number of public services that have been assessed using the index methodology. The agency indicates that work on the issue was temporarily suspended due to an alleged change of the agency responsible for its implementation. It should be noted that according to the information provided by the Agency in 2019, the concept of the Public Services Index with a specific plan was developed to implement the objective and work was underway to create a state portal of the index. According to the plan, the evaluation process was to begin in September 2020.

With respect to the second indicator, the agency indicates that for the reporting period, no customer satisfaction survey was conducted based on the new standard and the agency's customer satisfaction level was not assessed, the reason for which is the general delays caused by the pandemic.

The Agency notes that intensive work was underway in 2020 to adapt the Unified Strategy and its relevant annexes to the standards provided by the Government Ordinance # 629. The processes were adapted to the online mode and much more training was conducted in all areas than planned. However, the pandemic had a particularly large impact on the service sector, as the agencies had neither the time nor sufficient financial and human resources to work on the introduction of the new standards.

According to the information submitted, no progress in the meeting of any outcome indicators was observed during 2020 due to problems caused by pandemic. By the end of 2019, the agency responsible for the implementation of the objective had taken certain measures, based on which the objective was considered partly implemented, thus **the Objective 4.3 should still be considered partly implemented.**

### IMPLEMENTATION OF THE ACTIVITIES OF OBJECTIVE 4.3.

Objective 4.3 of the PAR Action Plan defines eight activities. Three activities out of them (4.3.2., 4.3.5. and 4.3.8.), are outlined for the reporting period for the assessment of which three output indicators are defined. According to output indicators one activity is partly implemented and two are unimplemented.

#### **Activity 4.3.2.**

Activity 4.3.2 of the Action Plan implied development of Service Index Portal. The output indicator outlined by the Action Plan was registration of at least 5 service provider agencies and uploading relevant information by them.

#### **Activity 4.3.2.** Develop Service Index Portal

##### **Output indicator(s):**

Portal is developed and at least 5 service provider agencies are registered and relevant information is uploaded

##### **Activity implementation status: unimplemented**

According to the information provided by the Public Service Development Agency, the Service Index Portal has not been developed. The reason is the possible change of the activities related to the index of public services, including the change of the agency responsible for the development and implementation of the portal, which is still the

subject of negotiations.

It is clear that the activity is not implemented, however, it should be emphasized that the Agency named the possible change of the responsible agency in several cases as the reason for non-fulfillment of the obligation. IDFI Monitoring Group considers that such a superficial attitude of the agencies towards the fulfillment of their obligations is detrimental to the implementation of any policy - the possible future change of the responsible agency should not prevent the Agency from carrying out the activities and objectives set by it in a specific period. The **Activity 4.3.2 should be considered unimplemented.**

#### **Activity 4.3.5.**

Activity 4.3.5 of the Action Plan implied conduct of customer satisfaction survey. The output indicator outlined by the Action Plan for the fourth quarter of 2020 is “The survey is conducted in 2 service provider public agencies”.

**Activity 4.3.5.** Conduct customer satisfaction survey

**Output indicator(s):** The survey is conducted in 2 service provider public agencies

**Activity implementation status: unimplemented**

According to the information provided by the Public Service Development Agency since conducting a customer satisfaction survey is a follow-up process to the introduction of a satisfaction survey standard guideline and relevant training, it has not yet been conducted and the reason for the delays is pandemic.

IDFI once again emphasizes that the responsible agencies do not seem to take the PAR Action Plan and the commitments set out in the plan seriously. This is evidenced by the use of the pandemic as a deterrent to most commitments as a template without specific indication of specific factor caused by the pandemic and how it caused the failure to take a specific measure. The **Activity 4.3.5 should be considered unimplemented.**

#### **Activity 4.3.8.**

Activity 4.3.8 of the Action Plan implied implementation of CAF methodology. The output indicator outlined by the Action Plan is “CAF methodology is implemented additionally in 2 pilot service provider agencies”.

**Activity 4.3.8. CAF Implementation of CAF methodology**

**Output indicator(s):** CAF methodology is implemented additionally in 2 pilot service provider agencies

**Activity implementation status: partly implemented**

According to the information provided by the Public Service Development Agency, the CAF methodology has been introduced in one additional agency – Unified Service Center of the Patrol Police Department of the MIA. Regarding the obstacles to the presented activity, the agency points out that an additional challenge in overcoming the difficulties caused by the pandemic was the implementation of standards-related activities due to insufficient resources, especially when the process was non-binding at the time.

According to the submitted information, the responsible agency ensured introduction of CAF methodology in one service provider agency instead of two during the reporting period, which means that the output indicator is partly met. Thus, the **Activity 4.3.8 is partly implemented.**

## IMPLEMENTATION OF THE OBJECTIVE 4.4.

Objective 4.4 of the Action Plan implies the establishment of fair and effective pricing approach for public services by creating unified methodology for service pricing. The outcome indicator for this objective is defined as the number of newly developed/adapted public services that are priced in compliance with a new methodology of pricing.

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

**Outcome indicator(s):** Number of newly developed/adapted public services that are priced in compliance with a new methodology of pricing.

Baseline 2018: 0

Target 2020: 15

**Objective implementation status: partly implemented**

According to the information provided by the Public Service Development Agency, a standard for public service pricing has been developed as a guideline for the reporting period, however the guideline is not approved which is why the pricing of services based on the new standard is not mandatory for agencies. Accordingly, the responsible authority considers that it is impossible to identify the number of services adapted to this standard according to the outcome indicator. At the same time, the Agency notes that the spread of the virus and the creation of a pandemic situation have significantly hampered the timely completion of objectives and activities.

As underlined with regards to the Objectives 4.1 and 4.2 a number of shortcomings and challenges that characterize the policy-making process in Georgia are observed in the attitude of the Agency, including lack of coordination between agencies, neglecting the importance of the Action Plan and commitments under it. The position of the responsible agency that it is impossible to measure the implementation of the objective according to the indicator as the new standards are not legally approved is unacceptable. IDFI monitoring team believes that the agencies responsible for fulfilling the obligations under the Action Plan should be more responsible and actually take care of the implementation of the objectives outlined. As in the case of the objectives above, the non-binding nature of the unified standards should not have been an obstacle to measure the implementation of the Objective 4.4 as in case

of respective coordination and cooperation the agencies could adapt their services to the mentioned standards. Considering the abovementioned, since no tangible progress was observed during the recent monitoring, **the Objective 4.4 should still be considered partly implemented.**

## IMPLEMENTATION OF THE OBJECTIVE 4.5.

Objective 4.5 of the Action Plan implies improving the access to public and private sectors' e-services by enhancing My.gov.ge. The indicator for the objective is defined as the increased number of electronic services available at My.gov.ge.

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

**Outcome indicator(s):** Number of electronic services available at My.gov.ge

Baseline 2018: 427

Target 2020: 470

**Additional outcome indicator:** Increased number of private sector electronic services available at My.gov.ge

Baseline 2018: 0

Target 2020: 10

**Objective implementation status: mostly implemented**

According to the information provided by LEPL Digital Governance Agency, up to 700 state electronic services were available by the end of 2020. The agency notes that the placement of services on My.gov.ge does not derive from the legal obligation, which makes it difficult to cooperate with agencies on the integration of their services. Part of the agencies are creating alternative channels to provide services within their area of authority.

The target outcome indicator for 2020 is 470 state electronic services. By the end of 2020 the number of services significantly exceeded the target indicator which should be assessed positively and the Objective 4.5 can be considered fully implemented according to this indicator. At the same time, it should be noted that it is desirable to define more ambitious target indicators for the next Action Plan in order to achieve the real progress. It is also noteworthy that weak coordination and the lack of cooperation between agencies is indicated by the fact that without a legal obligation they find it

difficult to agree on a unified approach to achieve the set objective and it is necessary to take measures in this regard.

The indicator defined by the Action Plan is not sufficient to measure the implementation of the Objective 4.5 since the objective indicates to an increase in access to public and private services while the indicator by which the objective is evaluated measures the increase in public services only. Accordingly, an increase in private e-services was identified as an additional indicator for monitoring purposes. By 2019 several private e-services were available at the unified e-services portal, but the agency did not provide information regarding increase of private sector services on the portal during 2020. Considering the mentioned, the second indicator remains partly implemented. Thus, **the Objective 4.5 should be considered mostly implemented.**

#### IMPLEMENTATION OF THE OBJECTIVE 4.6.

Objective 4.6 of the Action Plan implies the introduction of the interoperability framework to develop e-governance and ensuring the access to information. The outcome indicator for the objective has been defined as number of public services integrated into the Data Exchange Infrastructure.

**Objective 4.6.** Introduce the interoperability framework to develop e-governance and ensure the access to information

**Outcome indicator(s):** Number of public services integrated into the Data Exchange Infrastructure

Baseline 2018: 140

Target 2020: 196

**Objective implementation status: fully implemented**

According to the information provided by the LEPL Digital Governance Agency 192 services were integrated into the Data Exchange Infrastructure by the end of 2020 which almost meets the target indicator. Of course, it is desirable for the two-year action plan to have more ambitious targets for the objectives. However, considering the given situation **the Objective 4.6 should be considered fully implemented.**

## IMPLEMENTATION OF THE ACTIVITIES OF OBJECTIVE 4.6.

Objective 4.6 of the PAR Action Plan defines three activities in total and all of them are outlined for the second half of 2020. Three output indicators are defined for the assessment of the activities. According to output indicators one activity is partly implemented and two are considered unimplemented.

The fact that none of the three activities defined for the objective is implemented, although, the objective itself is fulfilled according to its indicator, should be considered as a serious shortcoming in the development of the policy document; as it seems the activities set to achieve the objective do not actually affect its implementation.

### **Activity 4.6.1.**

Activity 4.6.1 of the Action Plan implied update of a portal of the Registry of Registries. The output indicator for the activity is also defined as updated portal of the Registry of Registries.

**Activity 4.6.1.** Update a portal of the Registry of Registries

**Output indicator(s):**

Portal of the Registry of Registries is updated

**Activity implementation status: unimplemented**

According to the information provided by the Public Services Development Agency, the funds received by the Agency under the grant agreement were fully redistributed to update the data.gov.ge in agreement with the donor and the resources available to the Agency were not sufficient to update the portal of the Registry of Registries during the reporting period.

First of all, it should be noted that the activity and its indicator are identical to each other, which is a shortcoming. However, the monitoring team did not consider it necessary to define an alternative indicator, as the agency itself indicates that the activity is not implemented. At the same time, the focus should again be on the approach of the responsible agency, which indicates the lack of financial resources as a hindering factor in the implementation of the activity. This underscores the shortcomings of the policy-making process and the formalistic approach, as financial or human resources are key factors that need to be taken into account when developing a policy implementation plan that does not appear to have been taken

into consideration in this particular case. The **Activity 4.6.1 should be considered unimplemented.**

#### **Activity 4.6.2.**

Activity 4.6.2 of the Action Plan implied elaboration of mechanisms for enforcing submission of information to the portal of Registry of Registries. The output indicator outlined by the Action Plan is development of legal amendments on enforcement mechanisms and submission to the Government.

**Activity 4.6.2.** Elaborate mechanisms for enforcing submission of information to the portal of Registry of Registries

**Output indicator(s):**

Legal amendments on enforcement of submission of information to the portal of Registry of Registries is elaborated and submitted to the Government

**Activity implementation status: unimplemented**

According to the information provided by the Public Services Development Agency, the implementation of this activity is based on the previous activity, which was not performed and, consequently, Activity 4.6.2 was not implemented either.

The output indicator is also flawed in this case, as it does not measure the result of the activity at all. However, the monitoring team did not consider it necessary to define an alternative indicator, as the agency itself indicates that the activity is not implemented. The **Activity 4.6.2 should be considered unimplemented.**

**Activity 4.6.3.**

Activity 4.6.3 of the Action Plan implied integration of additional services into the data exchange infrastructure. The output indicator outlined is integration of services of the Revenue Service and the Ministry of Internal Affairs into the Data Exchange Infrastructure.

**Activity 4.6.3.** Integrate additional services into the data exchange infrastructure

**Output indicator(s):**

Services of the Revenue Service and the Ministry of Internal Affairs are integrated into the Data Exchange Infrastructure

**Activity implementation status: partly implemented**

According to the information provided by the Public Services Development Agency, during the reporting period, the services of the Ministry of Internal Affairs and the Revenue Service (E.g. to fill out declarations of officials as well as to improve monitoring systems) were integrated into the data exchange infrastructure.

The output indicator outlines the integration of the services of the Revenue Service and the Ministry of Internal Affairs in the data exchange infrastructure. These agencies are the providers of a number of services, however, the information submitted confirms the addition of only one of them. In general, it is unclear what specific services have been added to the data exchange system to fill out declarations and improve monitoring. Thus, the **Activity 4.6.3 should be considered partly implemented.**

## IMPLEMENTATION OF OBJECTIVE 4.7.

Objective 4.7 of the Action Plan implies enhancing critical infrastructure security through raising awareness and developing the teaching methodologies. The outcome indicator for this objective has been defined as an increased weighted score of assessing the critical infrastructure assets by 20%.

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

**Outcome indicator(s):** Weighted score of assessing the critical infrastructure assets is increased by 20%

Baseline 2018: 24

Target 2020: 29

**Objective implementation status: partly implemented**

According to the information provided by the LEPL Digital Governance Agency, the outcome indicator could not be measured (the increase of the total weighted score) as during 2019 work on developing a third cybersecurity strategy was underway, however, a draft law was in the Parliament of Georgia, which envisages amendments to the Law on Information Security. As the bill passed the third hearing, there was an expectation that it would become law and the agency's mandate would be delegated to another authority in this area. Consequently, the passivity of agencies in terms of reporting has increased. As the weighted score calculation depends entirely on the evaluation of the information provided, the weighted score could not be estimated.

It should be noted that in the information provided at the end of the first half of 2020, the agency did not speak about the delay of the process and indicated that it would measure the indicator at the end of the year. In any case, the implementation of such a significant change during the implementation of the two-year action plan, which hinders the achievement of the objective, still indicates the shortcomings of the policy-making and implementation process, as well as the fact that the responsible agency has not properly analyzed the passivity of the agencies as a risk nor has it developed effective mechanisms to reduce it. Overall, the lack of cooperation and coordination between government agencies, the lack of a common approach, the lack of oversight, the formalistic nature of policy-making, and the superficial attitude towards the issue seem to pose serious challenges and hinder the performance of the set objectives. The result of the previous monitoring remains unchanged and **the Objective 4.7 should still be considered partly implemented**



## 5. CONCLUSION AND RECOMMENDATIONS

The analysis of the Public Service Delivery direction of the PAR Action Plan for 2019 – 2020 reveals that outcome and target indicators defined for the confirmation of the implementation of the objectives under Action Plan undermine the significance of objectives and/or make it impossible to measure their implementation.

The challenges revealed through monitoring of the Public Service Delivery direction show that current objectives and indicators still require refinement according to the S.M.A.R.T. criteria. In addition, defining more activities and setting realistic deadlines for their implementation, identification of risks and available resources when elaborating an action plan is necessary in order to achieve the objectives.

The PAR Action Plan does not define sufficient activities for the municipalities and the representatives of self-governing bodies do not have information about the PAR strategic documents. In addition, the Action Plan does not envisage involvement of the local non-governmental sector, which is crucial for progress.

Only two objectives of the Public Service Delivery direction of the Action Plan envisaged activities outlined for the second half of 2020. Most of the activities and objectives provided during the reporting period are not implemented.

Overall, the lack of cooperation and coordination between government agencies, the lack of a common approach, the lack of oversight, the formalistic nature of policy-making, and the superficial attitude towards the issue seem to pose serious challenges and hinder the performance of the set objectives.

In order to eliminate the afore-mentioned gaps and challenges, the following recommendations need to be considered:

- ▶ Eliminate the formalistic and superficial approach in the process of developing policy documents in the direction of the Public Service Delivery and increase their importance for agencies;
- ▶ Improve cooperation and coordination between government agencies in the process of policy development, monitoring and implementation of the Public Service Delivery direction; make effective use of government oversight role;
- ▶ Facilitate the involvement of the public, including local civil society organizations, in the direction of public services;
- ▶ Promote the involvement of municipalities in the Public Service Delivery direction and outline relevant objectives and activities for them;
- ▶ Include S.M.A.R.T. objectives and indicators in the Public Service Delivery direction of the Action Plan;

- ▀ Define targets and indicators necessary for the actual implementation of objectives under the Public Service Delivery direction;
- ▀ Consider the activities necessary to achieve the given objectives of the Public Service Delivery direction and determine the deadlines for their implementation respectively.







