

United Nations Development Programme Georgia



OUTCOME 2.2 EVALUATION REPORT

Representational, law-making and oversight functions and capacities of the Parliament and its subsidiary bodies strengthened

November 2007

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Executive Summary

UNDP Georgia commissioned an independent external evaluation of activities supported within UNDAF Outcome 2.2 of the Country Programme Action Plan 2006–2010 (CPAP). Outcome 2.2 concerns financial assistance and other types of support to help strengthen representational, law-making and oversight functions and capacities of the Parliament and its subsidiary bodies.

UNDP has been operating two separate projects with aims that contribute to the expected Outputs of Outcome 2.2. One project with the Parliament of Georgia titled: “Strengthening Effectiveness and Transparency of the Parliament and Government of Georgia” and another project with the Chamber of Control of Georgia (CCG) titled: “Strengthening Institutional Performance and Capacity for Public Sector Control”. Both projects were designed closely with their beneficiaries and have been implemented jointly using in-house teams of UNDP national consultants.

The Parliament project began operations in late 2004 and will continue up until the end of 2008. The CCG project ran from November 2004 to November 2007.

Overall findings from the evaluation note that the Outcome 2.2 target for 2006-2010 CPAP has not yet been fully achieved. The evaluation recognises the complex nature of this highly important target which will require introduction of a new dedicated monitoring system to track and measure progress effectively. This should focus on the opinions of key stakeholders referred to in the Outcome target - local NGOs and media as well as international organisations.

The integrated support packages that have been delivered within Parliament and CCG have made useful contributions to the Outcome 2.2 target and additional interventions will be beneficial in terms of furthering the effectiveness of these key institutions.

The support to date has been effective in generating a range of different and much-needed Outputs. The evaluation does not consider that future interventions need to alter their direction in any significant way. The relevance of previous support activities appears strong and key areas for on-going support include furthering transparency, effectiveness and regional outreach.

Within these areas particular attention should be paid to promoting a culture of policy analysis, research and results management approaches, improved business process operations, building public confidence in national institutions and advocacy approaches to demonstrate good practice capable of engendering changes in the outlook and style adopted by staff and MPs in the Parliament and its subsidiary bodies.

Sustainability should be highlighted as a prominent condition for all future support in order to boost the self sufficiency and long term capacity of national institutions. Appropriate exit strategies should be agreed for existing revenue support as a matter of urgency and all new activities should secure sustainability commitments prior to allocation of resources.

The evaluation considers that it will be important to retain flexibility during financing of governance support work and an inclusive approach should be progressed which does not exclude expenditure items such as equipment but sets high standards for strategic justification of all budget items. Equipment costs should remain eligible but limited to essential items that can be clearly justified as generating a significant impact towards the Outcome target.

1 Evaluation Purpose.

UNDP Georgia commissioned an independent external evaluation of activities supported within UNDAF Outcome 2.2 of the Country Programme Action Plan 2006–2010 (CPAP). Outcome 2.2 concerns financial assistance and other types of support to help strengthen representational, law-making and oversight functions and capacities of the Parliament and its subsidiary bodies.

The CPAP's Results and Resources Frameworks for Outcome 2.2 presents the following implementation framework which the evaluation was tasked to examine.

Expected Outcome 2.2.

Representational, law-making and oversight functions and capacities of the Parliament and its subsidiary bodies strengthened.

Indicator: Overall assessment by local NGOs and media as well as international organizations regarding ability of the legislative branch to represent the constituents effectively and ensure close oversight of public institutions.

Baseline: At present the legislative branch is unable to effectively cooperate, support and balance the executive. The institution needs enhancement in order to minimize subjective decisions made by individuals that are not product of consultative and inclusive processes.

Target: The legislative branch will increasingly be able to impartially, independently, transparently and effectively represent the constituents from all over the country and exercise the human rights and fiscal control/monitoring/oversight of the institutions subjected to such a control under the respective legislative framework.

Expected Outputs from Outcome 2.2

Output 2.2.1 Internal structures and processes of the Parliament enhanced.

Indicators:

- Changes/ new functions, department/units and management processes introduced;
- NGOs' and media's perception and assessment of the legislative branch;

Baseline: Current Parliamentary structure and processes require review to avoid duplication of functions

Target: To rationalize the Parliament's structure with each unit/department having clear functions with improved management processes

Output 2.2.2. Capacities of human resources increased, with focus on Research department.

Indicators:

- Number of training courses held
- Training evaluation results
- Satisfaction of the MPs with the increased skills of the general supporting staff

Baseline: The Parliament is in need of enhancing the human resources capacities both for the MPs and the staff

Target: Improved capacities of Parliamentary human resources

Output 2.2.3 Law-making process modernized and rationalized.

Indicators

Existence of modern methods and tools for law-making including introduction of the relevant law-making software

Baseline: Lengthy and cumbersome law-making procedures

Target: The simplification and automation of the law-making processes with a purpose to save time and increase effectiveness.

Output 2.2.4 Public Relations improved.

Indicators

- No. and quality of public outreach materials;
- Efficiency of the Media centre and information access facilities;
- Establishment and effective operation of the Public Relations Department

Baseline: Minimal contacts with the citizens

Target: The contacts between the legislature and the CSOs as well as media increased substantively.

Output 2.2.5 Opportunities for representation of constituents, particularly at regional level. Enhanced.

Indicators

- No. of interactions between Parliament and its relevant institutions and NGOs/citizens.
- Level of public satisfaction with such interactions.

Baseline: The lack of interest and opportunities for representation of the constituents especially by the majoritarian candidates

Target: Parliament able to interact and effectively reflect the interests of population, Adoption of laws through all-inclusive process and exercising effective control over public institutions

Output 2.2.6 Transparency, accountability and anti-corruption activities increased.

Indicators

- No. of institutions audited by Chamber of Control and sub-normative acts developed
- Introduction of performance, organizational, financial and other types of audits

Baseline: Weak government oversight due to the lack of capacities of the Chamber of Control. Currently the Chamber is capable of providing only the financial reviews instead of auditing

Target: Chamber of Control turned into a supreme audit institution

1.1 Evaluation Subject.

UNDP has been operating two separate projects with aims to contribute to the expected Outputs listed above. One project with the Parliament of Georgia titled: "Strengthening Effectiveness and Transparency of the Parliament and Government of Georgia" (UNDP reference: 00036279/00054725) and another project with the Chamber of Control of Georgia titled: "Strengthening Institutional Performance and Capacity for Public Sector Control" (UNDP reference: 00040297). Both projects were designed closely with their beneficiaries and have been implemented jointly using in-house teams of UNDP national consultants.

The Parliament project began operations in late 2004 and will continue up until the end of 2008. It aims to support the institution in ensuring its harmonized cooperation with the executive branch of the government. The project focused on the following priorities:

1. Enhancing internal structures and processes including restructuring of the internal procedures, strengthening human resources management and enhancing managerial and technical capacities of the Parliament;
2. Modernization of law-making process by promoting a smoother, more inclusive and pro-active approach to law-making;
3. Development of public relations by providing a platform for increased public participation; and
4. Development of the Parliament's infrastructure by establishing the necessary hardware and software platforms for using e-tools for internal management and law-making.

Financing for the project elements was sourced from Government of Georgia, UNDP and the EC. SIDA provided additional funds from 2007 onwards covering all the above priorities except the fourth priority regarding the infrastructure, which was mainly taken over by the state funds.

The Chamber of Control of Georgia (CCG) project was financed by UNDP and began operations in November 2004 which ran for 3 years up until November 2007. The CCG plays key roles in: increasing the state management efficiency; protecting the supremacy of law over the institutional units; formation of positive public attitudes towards the government authorities; improvement of national budgetary system and financial economic parameters; promoting anti-corruption efforts; and other public management priorities.

UNDP's joint project with the CCG was established in order to enhance the effectiveness of Government oversight functions by:

1. improving CCG's capacity for financial-economic control;
2. developing effective personnel management and training systems; and
3. acceleration of transparency, accountability and anti-corruption activities.

These two projects were the subject of the Outcome 2.2 evaluation.

2 Evaluation Methodology.

The agreed evaluation methodology was to carry out the tasks below that have been summarised from the ToR. Evaluate:

- what extent the Outcome has been successful;
- contribution of the Parliament and CCG projects to the success of Outcome 2.2;
- how and why the Outcome has been or not achieved in the country context;
- whether the projects are helping with longer-term capacities of the concerned institutions;
- whether the sustainability of project activities have been ensured;
- the underlying factors affecting the situation; and
- unintended consequences (positive and negative).

The evaluation was carried out by an independent external consultant and the evaluation mission took place between November 19th and 23rd 2007.

2.1 Evaluation Evidence Used.

The evidence used during the evaluation was gained from:

- a desk review of project documents, work plans, progress reports and steering committee meeting minutes that have been produced under the Outcome thus far;
- review of documents that outline relevant national priorities; and
- interviews with key stakeholders of the projects including the UNDP staff, donors, heads of policy units of the institutions, project coordinators.

The evaluator prepared a series of open questions that were designed to extract the information noted above in section 2. The same questions were used for all interviews and the question set incorporated triangulation techniques to cross check and verify interviewee responses.

A review of the monitoring material collated during the projects highlights the lack of any systematic approach to impact monitoring such as tracking opinions of the key stakeholders noted in the Outcome - local NGOs and media as well as international organisations.

Annex 1 presents UNDP's interview schedule and Annex 2 presents the evaluator's question set.

3 Evaluation Findings.

Findings from the evaluation can be considered largely positive with a number of areas where further interventions remain beneficial.

Findings are presented below using the ToR tasks as a basis to evaluate progress towards the different CPAP Output targets and contributions to the overall Outcome.

3.1 Performance to date against the CPAP Output targets for Outcome 2.2.

3.11 Output 2.2.1 Internal structures and processes of the Parliament enhanced.

Indicators:

- Changes/ new functions, department/units and management processes introduced;
- NGOs' and media's perception and assessment of the legislative branch;

Baseline: Current Parliamentary structure and processes require review to avoid duplication of functions

Target: To rationalize the Parliament's structure with each unit/department having clear functions with improved management processes

The Parliament has received a considerable amount of dedicated support from UNDP and its partners during a comprehensive review and restructuring exercise, which all interviewees who were consulted during the evaluation noted as being useful and effective in improving internal operations.

Discussions were held with staff from the new Public Relations and Information Department who provided an organisation chart of their revised structure and stressed the efficiencies that had been achieved by consolidating previous dispersed units within one single department. The reorganisation process occurred in early 2006 and also involved establishment of new units within this Department covering media monitoring and web portal development. The evaluation noted that the reorganisation of the Public Relations and Information Department did not include integration of the Citizens Reception Centre which remains within the remit of another department.

The Parliament will experience new structural changes during 2008 following the revised arrangements for MP numbers, which were reported to be reducing from 235 to 150. This reduction in MP numbers is not anticipated to have a significant impact on the numbers of civil servants or amount of Parliamentary business which will remain in line with the current situation. Nevertheless, interviewees indicated that new internal structures may be established or strengthened, such as Regional Committees, which should be subject to careful planning in order to ensure efficient integration in the overall structure.

Best practice in this area highlights the benefits of establishing internal responsibilities for ongoing review of a Parliament's functional structure which involves regular analysis of feedback from staff, MPs, NGOs and citizens on the efficacy of current approaches. Formalising this type of internal review procedure will assist the long term sustainability of the investments made by UNDP and its partners to date. Internal review could be formalised as part of any future project monitoring system.

3.12 Output 2.2.2. Capacities of human resources increased, with focus on Research department.

Indicators:

- Number of training courses held
- Training evaluation results
- Satisfaction of the MPs with the increased skills of the general supporting staff

Baseline: The Parliament is in need of enhancing the human resources capacities both for the MPs and the staff

Target: Improved capacities of Parliamentary human resources

The Parliament received (and continues to receive) a substantial amount of support through the UNDP project to build staff capacity and make best use of human resources. A dedicated training centre was established and equipped. An array of different training courses have been designed and delivered which are intended to reflect the goals of a new Human Resource Management (HRM) system which links job descriptions for all staff to departmental objectives and higher level strategic Parliamentary goals. The UNDP project has also provided MPs with training in skills such as ICT, official language and law making processes.

Detailed figures for the number of training courses held are provided in the project progress reports and analysis of training evaluation results is undertaken by Training centre staff. Anecdotal evidence obtained during the interviews indicated that the training at the centre had resulted in the MPs and staff now being better technically skilled and equipped to deal with their duties than they were in 2004.

Key skill gaps were noted in research and policy analysis capacities. These were considered of crucial importance by Senior Staff and MPs within the Parliament who stressed the need for building capacities in, and fostering a culture of, informed policy making. The evaluation acknowledges the relevance of strong research and policy analysis capacities which will support the effectiveness, efficiency, objectivity, transparency and credibility of Georgia's Parliament. Improved capacity in these areas will make important contributions to the baseline issues noted in Outcome 2.2 concerning "subjective decisions made by individuals that are not product of consultative and inclusive processes".

Other gaps were noted in results management approaches to the Parliament's operations. Interviewees confirmed that they were aware of the concepts involved and welcomed future opportunities to establish systematic internal performance and evaluation procedures. The evaluation notes the importance of including mechanisms to monitor external perceptions of Parliamentary performance within any new results management framework.

Adoption of results-based approaches and development of a well informed policy making culture requires a long term commitment by Parliament to modernise and continue to sustain its current reform process. Sustainability inevitably means self sufficiency and this fact should be recognised by both the Parliament and donors.

Development of long term Parliamentary capacity requires a carefully planned approach to avoid any risk of nurturing dependency on external assistance. To date, the UNDP project has helped establish the necessary structures and systems to allow the Parliament to operate its own HRM functions and the evaluation was unable to identify any training which is not heavily subsidised by donor contributions. Reliance on donor support for mainstream training activities remains a risky and often unsustainable strategy which the Parliament should address as a matter of urgency. Donor support can be easier to justify when it targets important capacity gaps but the Parliament should be encouraged to mainstream the delivery of its core training functions for staff and MPs.

3.13 Output 2.2.3 Law-making process modernized and rationalized.

Indicators

Existence of modern methods and tools for law-making including introduction of the relevant law-making software

Baseline: Lengthy and cumbersome law-making procedures

Target: The simplification and automation of the law-making processes with a purpose to save time and increase effectiveness.

Law making represents one of the Parliament's most important roles and consumes a significant proportion of Parliamentary resources. The UNDP project's review and restructuring exercise of internal functions and processes was reported as being a major contributor to improving the law making process by different staff and MPs interviewed during the evaluation. A detailed mapping exercise has been undertaken of the different business process components and the stakeholders involved. In addition to the restructuring work, new software systems and business process analysis assistance has been progressed to improve law making performance.

Despite the gains that have been made, all stakeholders recognised that the effectiveness of law making procedures could still be improved. "Better business processes" was a common response to evaluation questions examining future capacity building priorities. Improved collaboration between different departments was noted as important which would be assisted by better understanding of the business processes and strengthened working relationships between all those involved.

Further work on this business process Output appears necessary to achieve the desired target satisfactorily and provide the Parliament with simplified, automated law-making processes with a purpose to save time and increase effectiveness.

3.14 Output 2.2.4 Public Relations improved.

Indicators

- No. and quality of public outreach materials;
- Efficiency of the Media centre and information access facilities;
- Establishment and effective operation of the Public Relations Department

Baseline: Minimal contacts with the citizens

Target: The contacts between the legislature and the CSOs as well as media increased substantively

The Parliament's Public Relations (PR) activities have been greatly enhanced by the UNDP project support which has helped to:

- establish a new and popular Media Centre;
- develop the Parliament's web portal to such a strength that is now one of the most powerful in the region;
- assist the Parliament's National Library provide free public internet access services to its members;
- introduce state of the art printing facilities to enhance the quality of external publicity material and increase efficiency of internal document distribution; and
- elaborate and implement a pro-active PR strategy of events and information.

These activities, combined with the interview responses from staff at the Parliament's Public Relations and Information Department, indicate that the Output has been successful in establishing effective operations of the Public Relations Department. Information regarding the numbers and types of public outreach material is provided in the project progress reports.

The Media Centre has allowed contact between the legislature, NGOs and the press to be increased substantively. The Media Centre's facilities and services provide the press with improved access to MPs, civil servants and Parliamentary information. Several journalists were using the facility during the evaluation interviewee with support staff who noted that one unexpected benefit of the investment by UNDP and its partners was the improved relations between Parliament and the press. Media Centre staff considered that journalists appreciated the efforts made by Parliament to help (rather than hinder) them perform their watchdog role. Furthermore, these better working relations allowed the Media Centre staff to gain more insight into the journalists' interests which allowed them to provide improved press briefing services to MPs and civil servants.

Contact between citizens and the Parliament can be seen to have improved considerably as a result of the activities under Outcome 2.2 and Parliament staff recognised the importance of such contact in terms of democracy building. Enhanced public opinion, understanding and confidence in the Parliament all remain high level goals of UNDP and its government partners but the evaluation was unable to identify any systematic mechanisms that had been introduced to measure the extent of improvements in public perception. Staff from the Public Relations and Information Department agreed that this was an area where future work would be beneficial since they currently rely on independent survey reports which do not provide them with direct feedback about specific PR or Parliamentary activities.

3.15 Output 2.2.5 Opportunities for representation of constituents, particularly at regional level enhanced.

Indicators

- No. of interactions between Parliament and its relevant institutions and NGOs/citizens.
- Level of public satisfaction with such interactions.

Baseline: The lack of interest and opportunities for representation of the constituents especially by the majoritarian candidates

Target: Parliament able to interact and effectively reflect the interests of population, Adoption of laws through all-inclusive process and exercising effective control over public institutions

The main activity identified during the evaluation which contributed to this Output was the establishment of a Parliament Representation Office in West Georgia. This Office was noted as a valuable resource by MPs and an interview was undertaken with a senior staff member from the Office. The interview confirmed that the main tasks undertaken by the Office relate to increasing awareness about the Parliament's activities and acting as a communication channel for regional constituents to discuss issues with Parliamentarians.

These functions represent important outreach services for the Parliament however it was not clear how or if the Parliament directs or monitors the performance of its regional office(s). Good practice in such Parliamentary outreach work would involve the establishment of outreach offices covering the entire population (including the urban area where the Parliament is based). Outreach offices would be controlled by a dedicated central co-ordination unit which provides clear and consistent guidance and support to regional offices in terms of the activities and strategies that should be deployed. Staff (from all levels) from the regional and co-ordination office should meet regularly to discuss joint strategies and gain understanding of each others' operational circumstances.

Further work on this citizen outreach Output, such as co-ordinated activities by regional offices, appears necessary to achieve the desired target satisfactorily and ensure that Parliament is able to interact and effectively reflect citizens' interests, adopt laws through all-inclusive process and exercise effective control over public institutions.

3.16 Output 2.2.6 Transparency, accountability and anti-corruption activities increased.

Indicators

- No. of institutions audited by Chamber of Control and sub-normative acts developed
- Introduction of performance, organizational, financial and other types of audits

Baseline: Weak government oversight due to the lack of capacities of the Chamber of Control. Currently the Chamber is capable of providing only the financial reviews instead of auditing

Target: Chamber of Control turned into a supreme audit institution

The evaluation focused a significant proportion of its time interviewing staff from the Chamber of Control (CCG) in order to examine the extent of progress that has been made in achieving the Output's target of the CCG being turned into a Supreme Audit Institution (SAI).

Evaluation interviews clarified the scale and scope of activities that have been undertaken during the CCG support project. Support ranged from renovations within the CCG building to equipment purchase, from design and delivery of training programmes to installation of library facilities and development of a multi-functional internet presence. The full package of support activities are detailed the project progress reports that have been prepared by the in-house UNDP technical assistance team.

All of the CCG staff interviewed acknowledged the useful support provided by UNDP and all staff noted that they now considered their capacity had been built to adequate levels that they could operate effectively within their own budgets. The evaluation cross checked these claims with interviewees who confirmed that they were confident in their abilities to deliver their remits. Sustainability of the UNDP investment can therefore be considered strong since all interviewees stated that the activities introduced by the project had been mainstreamed within their day to day activities.

These activities and facilities that have been established by the UNDP project are being used by the CCG to further its aims of becoming a SAI. The Output target was not been achieved during the UNDP project life span but the UNDP investments can be considered to have made significant contributions to helping the CCG become a SAI and the capacity that has been built is now being further developed by another large scale donor programme. This, the Public Sector Financial Management Reform Project (PSFMRP,) is using the UNDP funded training facilities to deliver new courses in audit skills providing CCG staff with internationally recognised standards. Further assistance through the PSFMRP has informed a restructuring process within CCG which aims to build on the transparency gains achieved under the UNDP project. CCG staff noted that the PSFMRP project was not assisting ICT networking after the restructuring and it was unclear if CCG was in a position to resource new training demands linked to impending revisions to public sector audit procedures that are being introduced by the Ministry of Finance.

Overall findings from the CCG evaluation interviews indicate that a large amount to very useful work has been carried out which has succeeded in building required capacities to a level that CCG is satisfied with. The project did not achieve its high level target of the CCG securing SAI status but additional resources are being invested with a parallel objective.

4 Evaluation Conclusions.

Conclusions from the evaluation are based on the information provided during the interviews. Conclusions provide responses to the key evaluation questions set out in the ToR.

4.1 To what extent has Outcome 2.2 been successful?

The evaluation concludes that it has been difficult to identify a sufficient body of evidence to suggest that the Outcome has been successful to date in achieving its target that:

The legislative branch will increasingly be able to impartially, independently, transparently and effectively represent the constituents from all over the country and exercise the human rights and fiscal control/monitoring/oversight of the institutions subjected to such a control under the respective legislative framework.

To date, important contributions have been made in terms of increasing transparency of the Parliament's and CCG's operations as well as improvements in the effectiveness of their operations. Further contributions to improved co-operation, impartial and independent representation may also be clarified following a detailed survey of the Parliament's and CCG's varied stakeholders and partners including citizens, local NGOs and media as well as international organizations.

The evaluation recognises that the Parliament project remains operational until December 2008 during which time mechanisms could be established to monitor and analyse the Outcome's success relative to its baseline position and target. This will require development and deployment of appropriate methodologies to operationalise the agreed CPAP indicator which could be also applied within any follow-up work programmed during the CPAP 2006-2010 timeframe¹.

4.2 Contribution of the Parliament and CCG projects to the success of Outcome 2.2?

The evaluation concludes that the majority of activities supported to date under the Outputs have been largely successful and made useful contributions to the success of Outcome 2.2. For example, the Parliament's Media Centre has been established and is operating as planned generating added value transparency benefits for the Parliament, journalists and the wider public. The web sites produced for the CCG and Parliament are well used providing valuable internal management tools and external transparency benefits. Training Centres have been equipped and remain active in building critical masses of human resource capacity which help enhance effectiveness of Parliament and CCG functions. Staff and MPs note the contributions that restructuring assistance supported by hardware and software investments have made to their operations and public perception of the Parliament and CCG as modern and credible institutions.

Notwithstanding these benefits the evaluation also concludes that it has been unable to accurately measure the extent to which the Outputs have been successful since no systematic monitoring frameworks were available to define measurable "improvements", "increases" or "strengthening" of various functions, activities and processes and responsibilities.

Information from the interviews indicated the following areas where successful contributions have been less pronounced to date:

- the high level target for the Chamber of Control of Georgia to achieve Supreme Audit Institution status;
- simplification and automation of the law-making processes with a purpose to save time and increase effectiveness;
- Parliament's ability to interact and effectively reflect the interests of population, adopt laws through all-inclusive process and exercise effective control over public institutions; and
- increased focus on research departments' human resources capacities.

4.3 How and why the Outcome has been or not achieved in the country context?

The evaluation has not been able to assess whether the Outcome has been achieved to date since this requires consultation with additional stakeholders than those that have been interviewed to date.

Current progress towards the Outcome targets has been achieved by adopting a demand-led approach to development programming, whereby UNDP project teams work closely with CCG and Parliament staff to identify priorities and action plans. This approach has proved popular with the beneficiaries and further analysis of its productivity is required. This was considered useful in changing civil servants' and MPs mindsets, outlooks and ways of thinking which were reported to, at times, representing obstacles to more effective and efficient operations. It would be useful to be more pro-active in delivering capacity-building lectures/training sessions.

4.4 Determine whether the projects are helping with longer-term capacities of the concerned institutions?

The evaluation concludes that the investments made to date provide a sound foundation from which to build on and no major changes to the previous capacity building efforts have been identified as necessary. Capacity gaps were identified in areas relating to smooth operations of business processes including;

- collaboration capacity between business process partners;
- policy research capacity informing the content of business process; and
- capacity in results management methods, monitoring and steering business process cycles.

Long term capacities of the concerned institutions will benefit from on-going and future support in these areas.

4.5 Determine whether the sustainability of project activities have been ensured.

The evaluation concludes that the structures and hardware introduced to date remain sustainable and many of the new systems, skills and software have been mainstreamed with CCG and Parliament operations. The websites and correspondence management system can be highlighted as good examples of project innovations that have been fully adopted and integrated by CCG and Parliament. Nevertheless, interviewees noted the need for further resources

¹ Useful guidance is available from consulting the Eurobarometer approach to monitoring - http://ec.europa.eu/public_opinion/index_en.htm

to finance on-going developments in both these examples and many other activities were reported during the interviews as remaining contingent on donor funds.

The sustainability of UNDP's CCG project activities appears to be assured by the integration of costs within the state budget and additional support available through the PSFMRP initiative. The same was not apparent for the Parliament which remains highly dependent on UNDP and its partners for core overhead costs such as internet connections, trainer fees and training materials as well as printing costs².

Sustainability can be considered a corner stone of capacity building success and the sustainability of on-going support activities should be strengthened by agreeing donor exit strategies for each activity with the beneficiary at the earliest opportunity. Any new activity should include an agreed exit strategy during programming.

4.6 Clarify the underlying factors affecting the situation.

The evaluation concludes that the main underlying factors affecting the situation are the:

- urgency to act which creates challenges during design and implementation of quality development services; and
- the nature of the political framework which exerts pressures on the executive and fuels urgencies to act;
- the current dynamism in the political environment and number of MPs which generates uncertainty and further fuels urgencies to act;

Time management tools, such as fast-tracking criteria and prioritisation procedures, can provide transparent, objective mechanisms to control and balance unruly work loads.

Other factors that were highlighted as important by interviewees included the commitment to reform processes from highest levels possible and the approach taken by UNDP project teams who were considered flexible, friendly and well informed.

4.7 Highlight unintended consequences (positive and negative).

A number of interesting added value benefits have been created by the Parliament and CCG projects.

Many aspects of the CCG project's Training Centre model were considered good practice and duplicated in other UNDP projects including support to the Parliament and Ministry of Finance. Similarly, the HRM procedures developed under the CCG project were reported to have been adopted by other organisations such as the Ministry of Defence and the content was used a reference point by the Public Service Bureau during preparation of the Public Service Code, which has now started its endorsement journey through the legislative process. Demand for audit training programmes from local government and other public institutions outstripped supply and the quality of training that was provided was considered important in raising the credibility of the CCG as the country's ultimate authority in public sector audit.

Comments from Parliamentary interviewees highlighted the fact that investments made in restructuring and new equipment had had unexpected benefits in levels of staff confidence that "things could be better" and that "positive change was possible". Parliament was considered to be better aware of its strengths and weaknesses and the investment by UNDP with its partners has provided clarification of "what still needs to be done". Project planning support prepared a matrix of desired activities which was used to attract and lever additional donor funds for Parliamentary reform projects. Other added value features includes those already mentioned regarding improved relations with the media and better understanding of media interests facilitating abilities to better brief MPs and officials in advance of media interviews.

No unintended negative consequences were noted during the evaluation interviews or analysis.

4.8 Overall Conclusions.

Overall conclusions from the evaluation note that the Outcome 2.2 target for 2006-2010 CPAP has not yet been fully achieved. The evaluation recognises the complex nature of this highly important target which will require introduction of a new dedicated monitoring system to track and measure progress effectively. This in turn will require new efforts from many actors.

The integrated support packages that have been delivered to date within Parliament and CCG have made useful contributions to the Outcome 2.2 target and additional interventions will be beneficial in terms of furthering the effectiveness of these key institutions.

² References were made during the interviews to the fact that some of the Parliament project overhead contributions are now beginning to be mainstreamed.

The support to date has been effective in generating a range of different and much-needed Outputs. The evaluation does not consider that future interventions need to alter their direction in any significant way. The relevance of previous support activities appears strong and key areas for on-going support include furthering transparency, effectiveness and regional outreach. Within these areas particular attention should be paid to promoting a culture of policy analysis, research and results management approaches, improved business process operations, building public confidence in national institutions and advocacy approaches.

Sustainability should be highlighted as a prominent condition for all future support in order to boost the self sufficiency and long term capacity of national institutions. Appropriate exit strategies should be agreed for existing revenue support as a matter of urgency and all new activities should secure sustainability commitments prior to allocation of resources.

The evaluation considers that it will be important to retain flexibility during financing of governance support work and an inclusive approach should be progressed which does not exclude expenditure items such as equipment but sets high standards for strategic justification of all budget items. Equipment costs should remain eligible but limited to essential items that can be clearly justified as generating a significant impact towards the Outcome target.

