

Evaluation of the European Union's co-operation with Georgia (2007-2013)

Final Report
Volume III
May 2015

Evaluation carried out on behalf of
the European Commission

Development
and
Cooperation
EuropeAid



Consortium composed by
LA, Particip, ECDPM, Ecorys
Leader of the Consortium: Lattanzio Public Sector Advisory SpA (LA)
Contact: info@lattanziogroup.eu

Contract No EVA 2011/Lot 4
Specific contract No 2013/331560

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**This evaluation was commissioned by the Evaluation Unit
of the Directorate General for Development and
Cooperation – EuropeAid (European Commission)**

This report has been prepared by



Merzhauser Str. 183
79100 Freiburg, Germany
Phone: +49 761 790 740
E-mail: info@particip.de
Web: www.particip.de

*The opinions expressed in this document represent the authors' points of view
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or by the authorities of the countries involved.*

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Final Report

This report consists of three volumes:

Volume I: Main Report

Volume II: Detailed information matrix

Volume III: Annexes

Volume I: Main report

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2. Key methodological elements
3. Context
4. Overall assessment of the EU support to Georgia
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EUROPEAN COMMISSION

Directorate-General for Development and Cooperation — EuropeAid

Evaluation

**Evaluation of the European Union's
co-operation
with
Georgia**

Country Level Evaluation

TERMS OF REFERENCE

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1 MANDATE AND OBJECTIVES

Systematic and timely evaluation of its programmes and activities is a priority¹ of the European Commission including legislation and other non-spending activities². Evaluation is key to account for the management of the allocated funds, for informing the decision making process and for promoting a lesson-learning culture throughout the organisation.

Of great importance is the focus on the **outcomes and impact** of European Union (EU) actions in the context of its evolving cooperation policy with an increasing emphasis on **result-oriented approaches**³.

The evaluation of the European Union's co-operation with **Georgia** is part of the 2012 - 2014 evaluation programme as approved by the Development Commissioner.

The main objectives of the evaluation are:

- **to identify key lessons** and to produce recommendations in order to improve the current and future European Union's strategies, programmes and actions. In particular, the evaluation should provide lessons in order to inform **the preparation of the programmes to be launched by the EU in Georgia, under the new programming period (2014 – 2017)**.
- to provide the relevant external co-operation services of the European Union and the wider public with an **overall independent assessment** of the European Union's past and current cooperation with **Georgia**;

The evaluation should take into account the current discussions on a possible joint programming (as of 2017) in Georgia.

2 BACKGROUND

Political & economic relations

Relations between the European Union (EU) and Georgia started in 1992 just after Georgia regained its sovereignty in the wake of the break-up of the Soviet Union. The EU was one of the first to assist Georgia in the difficult early years of transition. Relations particularly intensified after the 2003 "Rose Revolution", when the EU reiterated its pledge to back the country's commitment for economic, social and political reform.

The cornerstone of EU-Georgia relations is the Partnership and Cooperation Agreement (PCA). The PCA provides for wide-ranging cooperation in the areas of political dialogue, trade, investment, economic, legislative and cultural cooperation.

In 2004 the Commission launched a new foreign policy for the EU - the "European Neighborhood Policy" (ENP) - with the objective of avoiding the emergence of new dividing lines between the enlarged EU and its neighbors and instead strengthening the prosperity, stability and security of all

¹ EU Financial Regulation (art 27); Regulation (EC) No 1905/2006; Regulation (EC) No 1889/2006; Regulation (EC) No 1638/2006; Regulation (EC) No 1717/2006; Council Regulation (EC) No 215/2008.

² SEC(2007)213 "Responding to Strategic Needs: Reinforcing the use of evaluation"

³ COM (2011) 637 final "Increasing the impact of EU Development Policy: an Agenda for Change"

concerned. The inclusion of Georgia in the European Neighborhood Policy (ENP) on 14 June 2004 marked a significant step forward in EU – Georgian relations. The EU – Georgia ENP Action Plan was adopted on 14 November 2006. The Action Plan is a political document laying out the strategic objectives of the cooperation between Georgia and the EU. It covered a timeframe of five years which was subsequently extended until 2013. Its implementation was also meant to help fulfill the provisions of the PCA, build ties in new areas of cooperation and encourage and support Georgia’s objective of further integration into European economic and social structures.

In spring 2009, the EU launched the Eastern Partnership with the objective of supporting political and socio-economic reforms in Georgia, as well as Armenia, Azerbaijan, Belarus, Moldova and Ukraine. The Eastern Partnership foresees stronger political engagement with the EU namely the prospect of a new generation of Association Agreements and far reaching integration into the EU economy with deep free trade agreements. The negotiations for an EU – Georgia Association Agreement, including the Deep and Comprehensive Free Trade Area (DCFTA) were launched in Batumi on 15 July 2010 and came to a close in 2013, with the intention to initial the agreement at the Eastern Partnership Summit in Vilnius in November 2013.

Since the early 1990s, the EU has been assisting Georgia’s efforts to overcome the consequences of several waves of conflicts with the breakaway territories of Abkhazia and South Ossetia. The EU has traditionally been the largest donor in Abkhazia and South Ossetia. Although still able to support projects for the local population in Abkhazia and South Ossetia, after the 2008 war EU-funded projects inside the latter are limited and assistance in Abkhazia faces increasing restrictions.

The European Union Monitoring Mission (EUMM) in Georgia was launched in September 2008 in accordance with the arrangements set out in the EU-mediated agreements between Moscow and Tbilisi after the August war. The EUMM’s mandate is to monitor these agreements and covers Georgia’s entire territory, although, to date, EUMM still does not have access beyond the Administrative Boundary Lines (ABL) that *de facto* separate Abkhazia and South Ossetia from the rest of Georgia.

Technical and financial co-operation

The European Union (EU) supports Georgia’s ambitions to get closer to the EU and has provided assistance through different instruments since 1992.

From 2007 onwards, the EU assistance to Georgia has mainly been provided through the European Neighborhood and Partnership Instrument (ENPI), and other instruments such as the European Instrument for Democracy and Human Rights (EIDHR), the Instrument for Stability (IfS) and different thematic programmes under the Development Cooperation Instrument (DCI). However, the ENPI (with its national, regional and interregional allocations) remains the main tool for providing assistance to Georgia with a total budget for the country amounting to € 298 million over the period 2007 – 2013.

In addition, the European Union provided funding of up to € 500 million to assist Georgia to overcome the results of the 2008 August conflict with Russia.

In its cooperation with Georgia, the EU uses all available implementation tools, such as sector budget support, project approach, technical assistance, twinning with expertise from EU Member States, TAIEX (Technical Assistance and Information Exchange) and SIMGA (Support for Improvement for Governance and Management). Cooperation also includes the Neighborhood Investment Facility (NIF) which funds investments in infrastructure in different sectors (such as water, energy, environment) in cooperation with European Finance Institutions.

The main EU-Georgia co-operation objectives and priority fields for support are outlined in three key documents: the Country Strategy Paper 2007-2013 (CSP), the National Indicative Programme 2007-2010 and National Indicative Programme 2011-2013.

Confidence building and conflict prevention/resolution measures have been and are still being funded through five IfS packages since 2008, amounting to a total budget of € 47 million⁴.

Priority areas in the period 2007-2013

Bilateral Cooperation programmes: EU assistance to Georgia during 2007 – 2013 was mainly focused on political and socio-economic reforms and institutional building. The EU supported these efforts through policy dialogue and sector-wide reform programmes in a number of areas:

- Agriculture
- Criminal Justice
- Regional Development
- Peaceful Settlement of Conflicts and support to Internally Displaced Persons
- Public Finance Management
- Vocational Education and Training (VET)

In each of these areas the EU has financed various programmes, such as for example:

Agriculture: The EU supported the cooperation among small farmers and capacity building of agricultural institutions under the European Neighborhood Programme for Agriculture and Rural Development (ENPARD). The aim was to bring Georgia closer to EU agricultural standards leading to an increase in both food production and trade between the EU and Georgia.

Criminal Justice: Promoting the rule of law and human rights by reforming the Criminal Justice system has been a priority in EU-Georgian cooperation since 2008. The focus was on improving living standards in penitentiary institutions, decreasing the number of long prison sentences for young people who have committed minor crimes, offering them alternatives such as community service or education.

Regional development: The support aimed to reduce inequalities between different parts of the country with a focus on stimulating growth and improving regional infrastructure. This was supposed to result in a better access to electricity, gas, clean drinking water and usable roads for a bigger share of the population.

Internally Displaced Persons and Conflict Settlement: Comprehensive assistance to people affected by the conflict has been provided by the EU since 2008. Designed mainly for internally displaced persons (IDPs), the priority was to integrate IPDs into their host communities through offers of accommodation and socio-economic integration. Projects in Abkhazia focus on support to civil society, socio-economic reconstruction and confidence-building measures.

⁴ Support for Increased Transparency and Credibility of Parliamentary and Regional Elections in Spring and Summer 2008 - €2 million; Support to mitigate the consequences of the armed conflict of August 2008 - €15 million; Support Confidence Building Measures after the armed conflict in August 2008 - €14 million; Support to Georgian efforts to overcome political crisis and deepen democratic reforms in 2010 - €7.85 million; Support for stabilisation in conflict affected areas - €8.145 million.

Public Finance Management: Improvements to Public Finance Management was another long-term priority of EU-Georgia cooperation. The sector programme promotes transparency and effectiveness of government spending by, for instance, aiming to improve strategic budgeting and establishing a modern debt management framework.

In addition to these different sector support programmes, **Comprehensive Institution Building** (CIB, €31M) is an important feature of the *Eastern Partnership* (EaP). The programme which was launched in 2011, is designed to support capacity development of selected institutions that play a key role in the preparation and implementation of the Association Agreement (AA) and its Deep and Comprehensive Free Trade Area (DCFTA).

Regional programmes: Numerous EU-funded regional cooperation programmes address trans-boundary challenges in several countries. The priority sectors in regional cooperation are: environment, energy, and transport and border management.

Neighborhood Investment Facility: In 2008, the EU launched the Neighborhood Investment Facility (NIF) to promote investment in the neighborhood countries. The instrument finances, with a mix of grants and loans, key infrastructure projects in various sectors. In Georgia, the NIF has funded a vast number of projects, focusing primarily on water, energy, environment, and private sector development.

Civil society: Civil society support and their involvement in development and implementation of reforms at national level is a key part of EU-Georgia cooperation. Civil society initiatives have mainly been supported through the European Instrument for Democracy and Human Rights (EIDHR) and the thematic programme for Non-State Actors and Local Authorities in Developments (NSA-LA).. Projects funded tackle issues like social justice, sustainable development in municipalities, empowerment of vulnerable groups such as children and youth, women and ethnic minorities, protection of fundamental rights.

Support to civil society in Georgia increased in 2011, with the creation of the Neighbourhood Civil Society Facility under the ENPI, whose aim is to promote the role of civil society in reforms and democratic changes in the partner countries. The Facility brought and increased focus on the active involvement of civil society in policy dialogue with the government, and on capacity building for civil society.

Apart from these areas the EU also financed a number of programmes in sectors such as Health and Education.

3 SCOPE

3.1 Legal, temporal and thematic scope

3.1.1 Legal scope

The overall engagement with **Georgia** should be taken into consideration in the analysis, including agreements, the co-operation framework and any other official commitments. This includes notably: the Partnership and Cooperation Agreement (PCA), EU – Georgia ENP Action Plan, the Eastern Partnership and the following instruments: The European Neighbourhood and Partnership Instrument (ENPI), the Instrument for Stability (IfS), the European Instrument for Democracy and Human Rights (EIDHR) and different thematic programmes under the Development Cooperation Instrument (DCI).

To the extent possible, the evaluation should distinguish the results obtained through the various instruments used in Georgia.

Interventions funded by the European Commission Humanitarian Office (ECHO) and/or the European Investment Bank (EIB) are not part of the evaluation scope. However, the coherence and

complementarity between these interventions and the EU cooperation strategy evaluated must be examined.

Changes in the European Union institutional set-up with the creation the European External Action Service (EEAS) should be taken into account.

3.1.2 Temporal scope

The evaluation covers the European Union's co-operation strategy with Georgia and its implementation during the period 2007-2013.

3.1.3 Thematic scope

The evaluation should take into account all areas of bilateral cooperation with Georgia, namely: Criminal Justice; PFM; Agriculture, Rural and regional development; Civil Society; Confidence building, Internally Displaced Persons and Conflict Settlement; Vocational Education and Training and Health.

However, in order to keep the scope of the evaluation manageable, the evaluators should focus their analysis on the following areas of cooperation:

- Criminal Justice;
- Public Finance Management;
- Agriculture, rural and regional development;
- Civil Society
- Confidence building, Internally Displaced Persons and Conflict Settlement

The main reasons why these 5 themes mentioned above have been prioritised is that they are likely to remain an important focus of the 2014 – 2020 programming of EU bilateral cooperation with Georgia.

The evaluators are also requested to assess the coherence and coordination between the support provided under the bilateral areas of cooperation with Georgia on one hand and the support provided through the regional and thematic components on the other. They should in particular assess if the different types of cooperation are/ were mutually reinforcing each other, and if not, why this is the case.

Based on the evolving EU cooperation framework, political and policy dialogue in these areas should be carefully assessed.

4 EVALUATION FOCUS

The evaluation has to be strategic. It should therefore assess whether and to what extent the various projects and programmes financed, are contributing to the achievement of the **strategic objectives** of the EU Cooperation with Georgia. Therefore, the evaluators are not asked to produce a series of mini project or programme evaluations and they should keep in mind the strategic focus of the evaluation.

The evaluation must **identify the factors that hindered and those that helped the effectiveness** of the EU cooperation in the past, in order to be able to draw lessons and provide recommendations that will inform the design of the new programmes.

The evaluation will assess:

- **the relevance and coherence**⁵ of European Union’s co-operation strategy and programmes in the period 2007-2013; This assessment should be done based on a dynamic approach looking for example at issues such as the extent to which the EU support has been responsive to the changes in the context of Georgia.
- the implementation of the European Union’s co-operation, focusing on **impact, sustainability, effectiveness** and **efficiency** for the period 2007 – 2013; The evaluation should take into account the new programming for the period 2014 – 2020.
- the consistency between programming and implementation;
- **the value added**⁶ of the European Union’s interventions (at both strategic and implementation levels);
- **coordination and complementarity** of the European Union's interventions with other donors' interventions (focusing on EU Member States) and **coherence**⁷ between the European Union 's interventions in the field of development cooperation and other European Union policies that are likely to affect the partner country/region. The latter should include an assessment of the extent the programmes financed by the EU are coherent with the objectives set in important cooperation agreements with Georgia, such as for example the Association Agreement which will probably be initialled at the Eastern Partnership summit in Vilnius in November 2013. The evaluators should also assess here the comparative advantages of the EU working in various areas, with a view to feed into the discussion on a possible joint programming.
- **coordination and coherence of the various types of cooperation** (Bilateral, Regional and Thematic) **and corresponding instruments**. This should include an assessment of the ‘fitness for purpose’ of the instruments relative to the context of Georgia, in particular in terms of relevance of the objectives of the instruments and efficiency of the procedures used.

5 METHODOLOGY AND DELIVERABLES

The overall methodological guidance to be used is available on the web page of the Evaluation Unit under the following address:

http://ec.europa.eu/europeaid/how/evaluation/methodology/index_en.htm

The basic approach to the assignment consists of three *main phases*, and encompasses several methodological stages. *Deliverables* in the form of reports⁸ and slide presentations should be submitted at the end of the corresponding stages.

⁵ For the definition of relevance and coherence as evaluation criterion see annex 5.

⁶ See annex 5.

⁷ This definition of coherence refers to its definition under the 3Cs (see annex 5).

⁸ For each Report a draft version is to be presented. For all reports, the contractor may either accept or reject through a *response sheet* the comments provided by the Evaluation manager. In case of rejection the contractor must justify (in writing) the reasons for rejection. When the comment is accepted, a reference to the text in the report (where the relevant change has been made) has to be included in the response sheet.

The table below summarises these links:

<i>Evaluation phases:</i>	<i>Methodological stages:</i>	<i>Deliverables⁹:</i>
1. <u>Desk phase</u>	<ul style="list-style-type: none"> • Inception: Structuring of the evaluation 	<ul style="list-style-type: none"> ➤ <i>Slide presentation</i> ➤ <i>Inception report</i>
	<ul style="list-style-type: none"> • Data collection • Analysis 	<ul style="list-style-type: none"> ➤ <i>Desk report</i>
2. <u>Field phase</u> (Mission in the country/region)	<ul style="list-style-type: none"> • Data collection • Verification of the hypotheses 	<ul style="list-style-type: none"> ➤ <i>Slide presentation</i>
3. <u>Synthesis phase</u>	<ul style="list-style-type: none"> • Analysis • Judgements 	<ul style="list-style-type: none"> ➤ <i>Draft final report</i> ➤ <i>Slide presentation adapted + minutes of the country seminar</i> ➤ <i>Final report</i>

All reports will be written in **English**. Only the executive summary must be translated in Georgian. The reports must be written in Arial or Times New Roman minimum 11 and 12 respectively, single spacing. Inception and desk reports will be delivered only electronically. The draft final and the final report will also be delivered in hard copies. The executive summaries as well as the photo (free of any copy right, free of charge) used on the cover page will be delivered separately in electronic form. The electronic versions of all documents need to be delivered in both editable and not editable format.

5.1 The desk phase

The desk phase comprises two components: the inception stage covering a presentation and the delivery of the *inception report* and a second stage which ends with the production of the *desk report*.

5.1.1 Presentation of the Intervention Logic & Evaluation Questions (inception meeting)

The assignment will start with the team leader's mission to Brussels for a briefing session.

After that, the contractor shall prepare a *slide presentation* including logical diagram(s), the evaluation questions and when possible judgement criteria.

For this presentation, the main work consists in:

⁹ The contractors must provide, whenever requested and in any case at the end of the evaluation, the list of all document reviewed, data collected and databases built.

- Identifying and prioritizing the key co-operation objectives as observed in relevant documents regarding the European Union's co-operation with **Georgia** and translate these specific objectives into intended results.
- Reconstructing the intervention logic of the EU in the framework of its co-operation with **Georgia**. The reconstructed logic of the EU intervention will be shaped into one or more logical diagrams and accompanying narrative. The reconstructed intervention logic should include:
 - the whole logic from intervention rationale through to impact;
 - to the extent possible, the assumptions made at the time of decision-making, revealing why x was foreseen to lead to y;
- Defining the Evaluation Questions. The reconstructed intervention logic should help to identify key evaluation questions. This intervention logic and evaluation questions must be elaborated in close consultation with the members of the reference group and with the persons that have been involved in the programming exercise.

More information on principles for drafting evaluation questions and on the evaluation criteria can be found in the annexes 5 and 6.

The contractor will carry out a preparatory visit to Georgia with the following main objectives: 1) to introduce the evaluation and discuss its main motivations with key stakeholders; 3) to clarify/reconstruct the faithful intervention logic; to discuss the focus of the evaluation questions. This visit should not exceed one week.

An inception meeting will be held with the reference group in Brussels to present via a *slide presentation*:

- the draft reconstructed intervention logic;
- the evaluation questions (and when possible, judgement criteria).

During that meeting an agreement on their content should be reached.

5.1.2 The Inception report

Taking into account the outcome of the Inception meeting, the contractor must deliver an **inception report** which should contain the following elements:

- the national background/context (political, economic, social, etc.) and the key features of the cooperation context between the European Union and the partner country/region. This part should be concise and focus on the context features that have an implication on the proposed evaluation focus;
- an inventory of spending and non-spending activities carried out by the EU during the evaluation period; this inventory should include the amount contracted by instrument, and the amount by (sub) sector per instrument.
- the intervention logic (**both faithful and logically reconstructed**) of the European Union's cooperation with Georgia (diagrams + narrative spelling out the rationale of the cooperation in those areas and to the extent possible, any assumptions made during the programming phase);
- the validated evaluation questions (upon validation by the Evaluation unit, the evaluation questions become contractually binding); a limited number of appropriate judgment criteria (sub-questions) per evaluation question and a limited number of quantitative and/or qualitative indicators related to each judgment criterion;

- a proposal outlining a concrete strategy for data collection and analysis, indicating any limitations; this proposal should clearly indicate the approach the evaluators intend to use in order to respond to each of the evaluation questions (i.e. by collecting which data and by applying which analytical tools?)
- a detailed work plan for the next phases.

If necessary, the report will also suggest modifications to contractual provisions inter alia for the following points:

- the final composition of the evaluation team; and
- the final work plan and schedule.

5.1.3 The Desk report

Upon approval of the Inception report, the contractor will proceed to the last stage of the desk phase and will present a **Desk report** which should include at least the following elements:

- the agreed evaluation questions with judgement criteria (sub-questions) and their corresponding quantitative and qualitative indicators (including any revisions to the indicators or judgement criteria that are needed);
- the results of a first analysis and preliminary responses to each evaluation question, including also the key issues (hypotheses) to be tested in the field phase;
- progress in the gathering of data required to carry out the evaluation and proposals to fill in eventual data gaps.
- the comprehensive list (final inventory) of EU activities and spending actions and a list of activities examined during the desk phase, bearing in mind that activities analysed in the desk phase must be representative¹⁰;
- final methodological design, including the evaluation tools to be applied in the field phase, and appropriate methods to analyse the information, indicating any limitations;
- a work plan for the field phase including the following: 1) a list of issues (linked to the evaluation questions) to be analysed during the field mission, indicating the evaluation tools that would be used to address each of these issues; 2) an outline of the division of labour within the evaluation team as regards the assessment of these issues; 3) a planning of meetings, indicating the relevant stakeholders (institutions) that will need to participate in each meeting and the link to the evaluation issues to be analysed;

The contractor will present and discuss the Desk report with the Reference group in a half-day meeting in Brussels.

The field mission cannot start without the authorisation of the Evaluation manager.

¹⁰ The representativeness must address the different dimensions (percentage of funds, sample size and choice – diversity, illustration of the chosen interventions ...).

5.2 Field phase

The fieldwork shall be undertaken on the basis set out in the Desk report. The work plan and schedule of the mission will be agreed in advance (in principle at least three weeks before the mission starts). If it appears necessary to substantially deviate from the agreed fieldwork approach and/or schedule, the contractor must ask the approval of the Evaluation manager before any changes can be applied. At the conclusion of the field mission the contractor will present the preliminary findings of the evaluation:

- (1) to the Delegation, during a de-briefing meeting; and
- (2) to the Reference group in Brussels with the support of *a slide presentation*.

5.3 Synthesis phase

5.3.1 The Draft final report

The contractor will submit *the Draft final report* in conformity with the structure set out in annex 2. Comments received during de-briefing meetings with the Delegation and the Reference group must be taken into consideration.

The *draft final report* will be discussed with the reference group during a half-day meeting in Brussels.

Following the meeting with the Reference group, the contractor will make appropriate amendments to the draft final report based on the consolidated comments sent by the evaluation manager.

5.3.2 The in-country seminar

The approved draft final report will be presented at a seminar in **Georgia, Tbilisi**, using a *slide presentation*. The purpose of the seminar is to present the findings of the evaluation to the national authorities, the Delegation and other stakeholders (EU Member States, representatives of civil society organisations, other donors etc.) and obtain their reactions.

For the **seminar**, **60** hard copies of the main report (see annex 2 of the ToR) have to be produced and delivered to the EU Delegation in Georgia (the exact number of reports and delivery date will be specified by the evaluation manager). If the number finally requested is different by at least 10%, the payment will take into account the number requested. The electronic version of the report (including the annexes) will be provided to the evaluation manager.

The contractor shall submit the *minutes* of the seminar. These minutes and the updated slide presentation will be included as an annex of the final report. The seminar logistics (room rental, catering etc.) may be contracted later, as part or not of the specific contract for the present evaluation. No such logistics costs are to be included in the offer.

5.3.3 The final report

The contractor will prepare the *final report* taking into account the comments expressed during the seminar. The Final report must be approved by the evaluation manager before it is printed. *The executive summary should be translated in Georgian and included into the final main report.*

50 hard copies of the *final main report* (without annexes) as well as 2 copies of annexes must be sent to the Evaluation Unit. An electronic support (CD-ROM) should be added to each printed final main report (PDF format).

The Evaluation Unit will make a formal judgement on the quality of the evaluation in the "Quality Assessment Grid" (see annex 3) to be sent to the contractor for information before publication.

6 RESPONSIBILITY FOR THE MANAGEMENT OF THE EVALUATION

The Evaluation Unit is responsible for the management and supervision of the evaluation. The progress of the evaluation will be followed closely by a Reference Group consisting of representatives of all concerned services in the Commission and EEAS, as well as the EU Delegation in **Georgia** and the Embassy of **Georgia** to the European Union, under the Evaluation Unit's chairmanship. The Reference Group communicates with the Contractor via the Evaluation unit, more specifically via the Evaluation manager.

Its principal functions will be to:

- discuss draft reports produced by the evaluation team during meetings in Brussels;
- ensure the evaluation team has access to and consults all information sources and documentation on activities undertaken;
- discuss and comment on the quality of work done by the evaluation team;
- provide feedback on the findings, conclusions and recommendations of the evaluation.

7 THE EVALUATION TEAM

The evaluation team as such is expected to possess expertise in:

- **evaluation methods and techniques in general** and, if possible, of evaluation in the field of external relations and development cooperation. It is highly desirable that at least the team leader is familiar with the Commission's methodological approach (*cf. Evaluation Unit's website: http://ec.europa.eu/europeaid/how/evaluation/introduction/introduction_en.htm*).
- Previous relevant expertise in Georgia will be an advantage;
- the following fields: **Criminal Justice; Public Finance Management; Agriculture; Civil Society; confidence building and Conflict Settlement.**
- the working knowledge of the following language: **English**. The knowledge of the Georgian language will be considered an advantage.

The key skills are indicated in this section **in bold**. In their absence, the 80 points threshold may not be reached.

It is expected that the team leader will be an expert of category Senior.

The team composition should be justified and the team coordination and complementarity should be clearly described. A breakdown of working days per expert must be provided.

The team members must be independent from the interventions evaluated. Should a conflict of interest be identified in the course of the evaluation, it should be immediately reported to the evaluation manager for further analysis and appropriate measures.

The team will have excellent writing and editing skills. The Contractor remains fully responsible for the quality of the report. Any report which does not meet the required quality will be rejected.

During the evaluation of the offers, the contracting authority reserves the right to interview by phone one or several core members of the evaluation teams proposed. For this purpose, the contractor will be asked to provide the contact details of the experts to be interviewed.

8 TIMING

The project implementation is due to start in December 2013. The expected duration is of 12 months. As part of the methodology, the framework contractor must fill-in the timetable in the Annex 4.

9 OFFER FOR THE EVALUATION

The technical offers should contain in particular:

- Understanding of the ToR

This should include a short description of how the consultants understand the assignment.

- Expertise of the proposed evaluation team

This should contain a brief introduction of each team member, highlighting the main areas of expertise and how this will be relevant for this evaluation. The CVs of the experts and corresponding statements should be included in an annex.

- Organization of tasks including work plan

This section should highlight the responsibilities of each member of the team and explain how the team will work together, including the consultants view on the strengths of the proposed organisation of the tasks. A work plan should also be included here.

- Evaluation approach, working methods and analysis

This should include the proposed approach the evaluation team intends to apply, including the data collection and analysis tools they are planning to use. The consultants may also explain here how concretely they intend to analyse the evaluation issues already raised in this ToR. They may also propose evaluation issues that they consider of importance in the context of Georgia, explaining why they would be important and indicating how they can be analysed. The reference group will decide during the inception phase whether to retain those proposed evaluation issues or not.

It should be noted that the intervention logic and evaluation questions are to be formulated based on a close cooperation with the reference group, during the inception phase. Therefore, the inclusion of an intervention logic (and evaluation questions deriving from it) already in the technical offer will not result in higher scores being awarded to the respective offer.

The offer will be itemised to allow the verification of the fees compliance with the Framework contract terms as well as, for items under h to k of the contractual price breakdown model, whether the prices quoted correspond to the market prices. In particular, the local travel costs will be detailed and if necessary, justified in an Explanatory note.

As a minimum, the team leader of the evaluation has to participate in all meetings of the reference group. It is however desirable that other core members of the team participate in these meetings as well. The offer should therefore indicate the member/s of the evaluation team that will participate in the meetings of the reference group.

The total length of sections 2, 3 and 4 of the technical offer (Framework contract, Annexe 1, section 10.3. b) may not exceed 15 pages (font minimum Times New Roman 12 or Arial, 11).

10 EVALUATION CRITERIA FOR THE SELECTION OF THE WINNING OFFER

The offers must contain as a minimum all items referred to in the Framework contract, Annex 1, art. 10.3.b. The evaluation criteria and their respective weights are:

	Maximum
Total score for Organisation and methodology	
Understanding of ToR	10
Organization of tasks including timing	10
Evaluation approach, working methods, analysis	30
Sub Total	50
Experts/ Expertise:	
Team leader	20
Other experts	30
Sub Total	50
Overall total score	100

ANNEXES

ANNEX 1: INDICATIVE DOCUMENTATION TO BE CONSULTED FOR THE PURPOSE OF THE EVALUATION BY THE SELECTED CONTRACTOR

General documentation

- Communications of the European Union; and
- Various regulations.

Country/Region

- CRIS¹¹ (information on the projects), ROM¹² and other databases concerning the financed projects, engagements, payments, etc.;
- EU Cooperation strategies;
- Conclusions of the Mid-term and End-of-Term Reviews;
- Key government planning and policy documents;
- Project/ programme evaluation reports;
- Relevant documentation provided by the local authorities and other local partners, etc.;
- Other donors and OECD/DAC documentation.

The following will to be provided to the selected contractor:

- Access to the information contained in the ROM system for an evaluation;
- Template for the cover page.

¹¹ Common RELEX Information System

¹² Results Oriented Monitoring

ANNEX 2: OVERALL INDICATIVE STRUCTURE OF THE FINAL REPORT

The overall layout of the **final report** is:

- Executive summary (1);
- Context of the evaluation and methodology;
- Evaluation questions and the responses to these questions;
- Conclusions (2); and
- Recommendations (3).

Length: the final main report should not exceed 70 pages excluding annexes. Each annex must be referenced in the main text. Additional information regarding the context, the activities and the comprehensive aspects of the methodology must be put in annex.

(1) Executive summary

The executive summary of the evaluation report should not exceed 5 pages. It should be structured as follows:

- a) 1 paragraph explaining the objectives of the evaluation;
- b) 1 paragraph explaining the context in which the evaluation takes place;
- c) 1 paragraph referring to the methodology followed, spelling out the main tools used (e.g. data on the number of projects visited, number of interviews completed, number of questionnaires sent, number of focus groups conducted, etc.);
- d) The general conclusions related to sectorial and transversal issues on one hand, and the overarching conclusion(s) (for example on poverty reduction) on the other hand;
- e) 3 to 5 main conclusions should be listed and classified in order of importance; and
- f) 3 to 5 main recommendations should be listed according to their importance and priority. The recommendations have to be linked to the 3 to 5 main conclusions.

The chapters on conclusions and recommendations should be drafted taking the following issues into consideration:

(2) Conclusions

- The conclusions have to derive from the analysis carried out;
- The conclusions have to be structured by homogeneous "clusters" (groups). It is not required to set out the conclusions according to the evaluation criteria.
- A distinction should be made between the conclusions related to sectorial and transversal issues and the overarching conclusion(s) (for example on poverty reduction).
- The chapter on conclusions must enable to identify lessons learnt, both positive and negative.

(3) Recommendations

- Recommendations should be substantiated by the conclusions.
- Recommendations have to be grouped in clusters (groups) and presented in order of importance and priority within these clusters.
- Recommendations have to be realistic and operational.
- The possible conditions of implementation (who? when? how?) have to be specified and key steps/action points should be detailed when possible.

Annexes (non exhaustive)

- Terms of Reference
- National background;
- Methodological approach;
- Information matrix;
- Monograph, case studies;
- List of documents consulted;
- List of institutions and persons met;
- Results of the focus group, expert panel, etc.;
- Slide presentations in the country/regional seminar and the seminar minutes.

EDITING

The Final report must:

- be consistent, concise and clear;
 - be well balanced between argumentation, tables and graphs;
 - be free of linguistic errors;
 - include a table of contents indicating the page number of all the chapters listed therein, a list of annexes (whose page numbering shall continue from that in the report) and a complete list in alphabetical order of any abbreviations in the text;
 - contain a summary (in several linguistic versions when required).
 - be typed in single spacing and printed double sided, in DIN-A-4 format.
- The presentation must be well spaced (the use of graphs, tables and small paragraphs is strongly recommended). The graphs must be clear (shades of grey produce better contrasts on a black and white printout).
 - Reports must be glued or stapled; plastic spirals are not acceptable.
 - The contractor is responsible for the quality of translations and their conformity with the original text.

ANNEX 3 - QUALITY ASSESSMENT GRID

Concerning these criteria, the evaluation report is:	Unacceptable	Poor	Good	Very good	Excellent
1. Meeting needs: Does the evaluation adequately address the information needs of the commissioning body and fit the terms of reference?					
2. Relevant scope: Is the rationale of the policy examined and its set of outputs, results and outcomes/impacts examined fully, including both intended and unexpected policy interactions and consequences?					
3. Defensible design: Is the evaluation design appropriate and adequate to ensure that the full set of findings, along with methodological limitations, is made accessible for answering the main evaluation questions?					
4. Reliable data: To what extent are the primary and secondary data selected adequate? Are they sufficiently reliable for their intended use?					
5. Sound data analysis: Is quantitative information appropriately and systematically analysed according to the state of the art so that evaluation questions are answered in a valid way?					
6. Credible findings: Do findings follow logically from, and are they justified by, the data analysis and interpretations based on carefully described assumptions and rationale?					
7. Validity of the conclusions: Does the report provide clear conclusions? Are conclusions based on credible results?					
8. Usefulness of the recommendations: Are recommendations fair, unbiased by personnel or shareholders' views, and sufficiently detailed to be operationally applicable?					
9. Clearly reported: Does the report clearly describe the policy being evaluated, including its context and purpose, together with the procedures and findings of the evaluation, so that information provided can easily be understood?					
Taking into account the contextual constraints on the evaluation, the overall quality rating of the report is considered.					

ANNEX 4 – TIMING

To be filled by the contractors and submitted as part of the methodology

<i>Evaluation Phases and Stages</i>	<i>Notes and Reports</i>	<i>Dates</i>	<i>Meetings/Communications</i>
Desk phase			
Structuring stage			Briefing session in Brussels
	Slide presentation		RG Meeting
			Short preparatory visit of the evaluators to the field
	Draft Inception report		RG meeting
	Final Inception report		
Desk study	Draft Desk report		RG Meeting
	Final Desk report		
Field phase			De-briefing meeting with the Delegation
	Presentation		RG Meeting
Synthesis phase (seminar in the country/region)			
	1 st Draft final report		RG Meeting
	2 nd Draft final report Presentation + Minutes		Seminar in Georgia
	Final report + other deliverables		

RG: Reference Group

ANNEX 5: EVALUATION CRITERIA AND KEY ISSUES

(1) Definitions of the **five OECD-DAC evaluation criteria** can be found at the following address:

<http://www.oecd.org/dac/evaluationofdevelopmentprogrammes/daccriteriaforevaluatingdevelopmentassistance.htm>

(2) **Relevance**: the extent to which an intervention's objectives are pertinent to needs, problems and issues to be addressed.¹³

(3) **"Coherence"** is used in two different contexts: as an evaluation criterion and as part of the 3Cs (key issues).

i. *The definitions of coherence as evaluation criteria:*

Coherence¹⁴: the extent to which the intervention logic is not contradictory/the intervention does not contradict other interventions with similar objectives

ii. *Provisions regarding the 3Cs (key issues):*

Development cooperation is a shared competence between the European Community and the Member States. The EU competence on development cooperation was established in law by the adoption of the Maastricht Treaty in 1992. To guide its practical implementation the Maastricht Treaty established three specific requirements: *coordination, complementarity and coherence* – the “*three Cs*”. These commitments are reaffirmed in the “European Consensus for Development”¹⁵. The legal provisions with regard to the 3Cs remain largely unchanged in the Lisbon Treaty. They offer basic definitions of the various concepts involved as can be seen in the box below.

Lisbon Treaty

Art. 208 (ex Art. 177 TEC)

1. "Union policy in the field of development cooperation shall be conducted within the framework of the principles and objectives of the Union's external action. The Union's development cooperation policy and that of the Member States complement and reinforce each other.

Union development cooperation policy shall have as its primary objective the reduction and, in the long term, the eradication of poverty. The Union shall take account of the objectives of development cooperation in the policies that it implements which are likely to affect developing countries."

Art. 210 (ex Art. 180 TEC)

1. "In order to promote the complementarity and efficiency of their action, the Union shall coordinate their policies on development cooperation and shall consult each other on their aid programmes, including in international organisations and during international conferences. They may undertake joint action. Member States shall contribute if necessary to the implementation of Community aid programmes.

2. The Commission may take any useful initiative to promote the coordination referred to in paragraph 1."

¹³ Evaluating EU activity - Glossary p.101 (Relevance, p. 108):

http://ec.europa.eu/dgs/secretariat_general/evaluation/docs/eval_activities_en.pdf.

While, according to the DAC Glossary the **relevance** is the extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. The terms '**relevance and coherence**' as European Union's evaluation criteria cover the DAC definition of 'relevance'.

¹⁴ Evaluating EU activity - Glossary p.101 (Coherence: p.102):

http://ec.europa.eu/dgs/secretariat_general/evaluation/docs/eval_activities_en.pdf

¹⁵ (2006/C 46/01)

Coordination: In EU policy documents the distinction is made between three levels of coordination: (i) policy coordination; (ii) operational coordination and (iii) coordination in international forums.

Complementarity: The obligation to ensure complementarity is a logical outcome of the fact that development cooperation is a shared competence between the EU and the Member States. Over time, the concept was linked to a better distribution of roles between the Commission and the Member States on the basis of their respective comparative advantages. This interpretation is also the basis for the Code of Conduct on Complementarity (2007) emphasizing the need for a „division of labour" (DOL) between the various European actors in delivering aid.

Coherence: One such typology distinguishes between (i) coherence/incoherence of European development policy itself; (ii) coherence/incoherence with the partner country's/region's policies; and (iii) coherence/incoherence between development co-operation policies and policies in other fields¹⁶.

(4) **Value added of the European Union's interventions:** The criterion is closely related to the principle of subsidiarity and relates to the fact that an activity/operation financed/implemented through the Commission should generate a particular benefit.

There are practical elements that illustrate possible aspects of the criterion:

- 1) The European Union has a particular capacity, for example experience in regional integration, above that of EU Member States.
- 2) The European Union has a particular mandate within the framework of the '3Cs' and can draw Member States to a greater joint effort.
- 3) The European Union's cooperation is guided by a common political agenda embracing all EU Member States.

¹⁶ In recent years, the concept of „policy coherence for development" (PCD) has gained momentum, in the European Consensus (2005) PCD was defined as *“ensuring that the EU takes account of the objectives of development cooperation in all policies that it implements which are likely to affect developing countries, and that these policies support development objectives.”* (par. 9).

ANNEX 6: PRINCIPLES REGARDING THE DRAFTING OF EVALUATION QUESTIONS

Main principles to follow when preparing evaluations questions (EQ)

- (1) To the extent possible, limit the total number of EQ to 10.
- (2) In each evaluation, more than half of EQs should cover specific objectives and look at the chain of results.
 - Avoid too many questions on areas such as cross cutting issues, 3Cs and other such issues.
- (3) Within the chain of results, the EQs should focus at the levels of results (outcomes) and specific impacts.
 - Avoid EQs limited to outputs or aiming at global impact levels.
 - In the answer to EQs, the analysis should cover the chain of results preceding the level chosen (outcomes or specific impacts).
- (4) EQ should be focused and addressing only one level in the chain of results.
 - Avoid vague questions where follow-up questions are needed (questions à tiroirs).
 - Avoid questions dealing with various levels of results (for example assessing the EU contribution to outcomes and specific impacts in the same EQ).
- (5) The 7 evaluation criteria should not be present in the wording of the EQ (the EQs need to be specific enough).
- (6) General concepts such as sustainable development, governance, reinforcement, etc. should be avoided.
- (7) Each component of the question must be addressed in the answer.
 - Check if all words are useful (do not complicate the question unnecessarily).
 - Check that the answer cannot be: yes or no.
 - Check that the questions call for a judgement.
- (8) Every EQ must be accompanied by a limited number of judgement criteria (sub-questions).
- (9) A very short explanatory comment should specify the meaning and the scope of the question.

Annex 2: Inventory of country-level EU support to Georgia

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1 Introduction

This annex presents the inventory of spending activities of EU support to Georgia falling within the scope of the evaluation.

The primary source for identifying the EU financial information regarding the country-level support to Georgia during 2007-2013 is the EC Common RELEX Information System (CRIS). The CRIS database gathers operational data (decisions, contracts, contracting authority) and financial data (budget lines, allocated amounts, disbursed amounts) on the EU's external assistance managed by DG DEVCO.

2 Description of the approach taken in the inventory

In order to identify interventions related to Georgia, the Evaluation Team has undertaken a comprehensive and systematic screening of the information contained in the CRIS database:

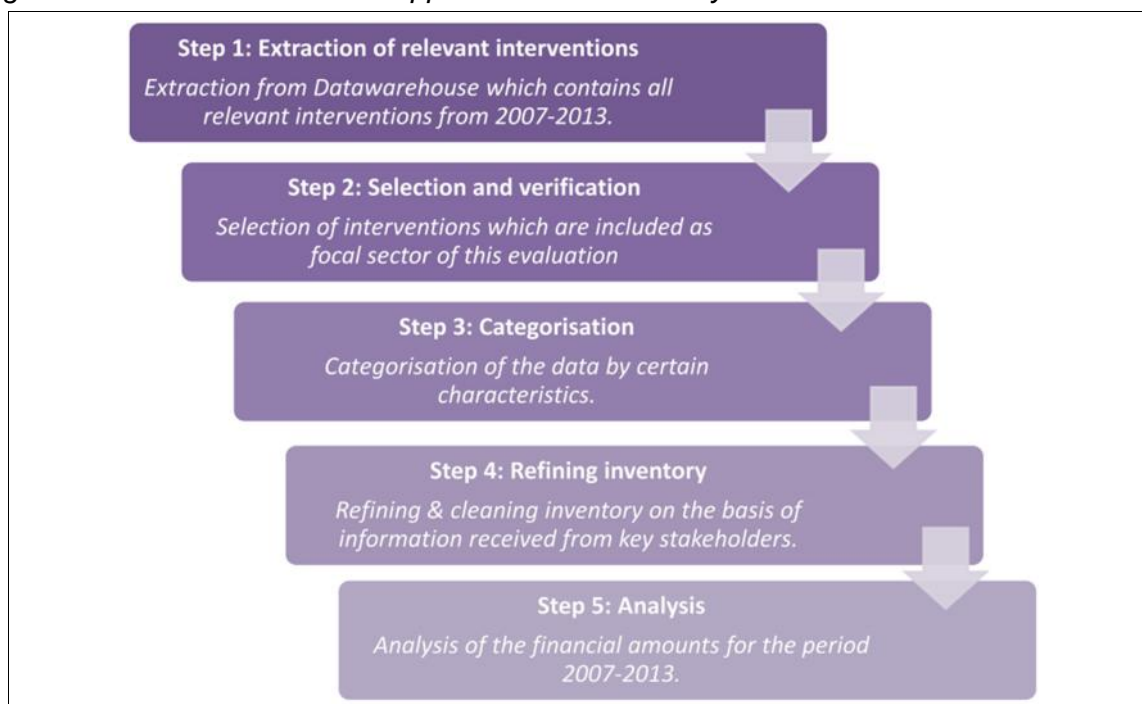
The approach to the inventory of the EU support follows the following steps:

1. Building a mirror database of CRIS in order to facilitate the extraction of relevant information;
2. Applying data extraction from the mirror on the basis of relevant codes (e.g. "zone benefiting from the action");
3. Undertaking a screening to verify the relevance of the extracted information (e.g. of thematic budget lines);
4. Enriching of the database on the basis of applying relevant keywords at decision and contracts level;
5. Filtering data (screening of the data for each sector), categorising and analysing the information by certain characteristics.

2.1 Description of steps

The figure below depicts the general approach followed to map EU support to Georgia during the evaluation period. The approach is articulated along five subsequent steps.

Figure 1 Overview of the approach to the inventory



Source: Particip GmbH

2.1.1 Step 1 – Extraction of relevant interventions

The inventory is based on a Datawarehouse extraction. The extraction includes all contracts that has been signed and/or for which there has been a disbursement (or a rider) within the 2007 - 2013 period in Georgia.

The resulting dataset serves as the basis for further analysis. In particular, it provides the following information:

- The decision reference number;
- The decision title;
- The contract reference number related to the Decision;
- The contract title related to the Decision;
- The contract start date (signature by the EC);
- The contract end date (expiry date of the contract);
- The amount contracted (in EUR);
- The amount paid (in EUR) – disbursements to the date of the extraction;
- The DAC sector code;
- The nature and the contract type;
- The contracting party.

2.1.2 Step 2 – Selection and verification

The next step consisted of identifying interventions which fall under the focal sectors of the evaluation. For this, key strategic documents such as the Country Strategy Paper for Georgia (2007-2013) and the corresponding National Indicative Programmes were carefully reviewed to select and verify which interventions should be included under the different focal sectors. The definition of focal sectors corresponds to the definition of sectors detailed in the ToRs.

Moreover, screening was conducted using a set of key words. The team derived key words based on the scope defined in the ToRs as well as the most relevant documents (country strategy paper, national indicative programme).

Finally, the list was cross-checked with information received from key stakeholders to ensure that the most important interventions are not omitted. This included consultations with the co-operation office for the Geographical Coordination Neighbourhood East at the Brussels HQ. This process allowed the inclusion of interventions in the inventory that had not been identified, and the cross-checking of the classification of interventions in the focal sectors of the evaluation.

2.1.3 Step 3 – Data filtering, categorisation and analysis

The typology of this inventory recurs to the following criteria for categorisation of interventions:

- **Focal sector:** includes the focal sectors of this evaluation 1) Confidence, IDPs, conflict settlement, 2) Criminal justice, 3) Agriculture, rural and regional development, 4) PFM, 5) Civil Society.
- **Non-focal sectors:** includes other sectors, which are not a focal sector for this evaluation, such as good governance and administrative capacity building and water and energy.
- **Major interventions:** captures the different programmes under the different headers of the sectors and categorises;
- **Financial instrument:** Thematic versus geographic, and bilateral versus regional budget lines;
- **Channels/Contracting authorities:** Government and government institutions, Civil Society, Non-EU development agency and other international organisations, Private

Sector, EU Member States and EU MS Institutions, Research institutes and universities and individual consultants;

- **Modalities:** budget support, pool funding or project approach.

2.1.4 Step 4 - Refining inventory – temporal scope

As the inventory included all the contracts that had been signed and/or for which there had been a disbursement (or a rider) within 2007 - 2013 in Georgia, it included decisions which were launched long before the actual temporal scope of the evaluation (some even in 1996). For some of them there were no contracted or paid amounts during the evaluation period but only decommitments.

- The team has excluded all interventions for which payments during 2007 – 2013 amount to less than 50% of the total paid amounts, meaning that the remaining amounts were paid before the evaluation period.

2.1.5 Step 5 – Analysis

Once finalised, the inventory can provide quantitative information on financial amounts spent by e.g. sector, channel or financing instrument. The results of this analysis are further detailed below.

2.2 Challenges of the inventory

Although a sound and systematic approach was applied, the results remain dependent to a certain extent on limits that concern the CRIS database and the extractions which can be made from the database. A number of choices needed to be made by the team. It is important to highlight the limits of this exercise:

- The inventory includes all the contracts that have been signed and/or for which there has been a disbursement (or a rider) within 2007 - 2013 in Georgia. Thus, decisions which were launched and mostly implemented long before the actual temporal scope of the evaluation (some even in 1996) were included. As described above, the team has responded to this challenge by excluding all interventions for which payments during 2007 – 2013 amount to less than 50% of the total paid amounts.
- The ToRs set out the thematic scope of the evaluation. In order to keep the scope of the evaluation manageable the evaluation focuses on five key areas of co-operation (confidence building, IDPs and conflict settlement, agriculture, rural and regional development, criminal justice, PFM and civil society). These sectors are referred to as focal sectors of the evaluation. While the analysis of the financial amounts looks mainly at the focal sectors, key findings for the non-focal sectors were also included to the extent that they might provide interesting information.
- The grouping of interventions by sector was carried out by the evaluation team according to information from the CRIS database and knowledge of specific programmes and projects. Thus, a number of choices had to be made by the team, in line with the thematic scope as defined in the ToRs. In this context, a particular challenge emerged regarding interventions related to the support to civil society. Civil society being a focal sector of this evaluation, the team distinguished for analytical reasons between “interventions directly and explicitly focussed on strengthening civil society” and “interventions which used civil society as an aid delivery channel, but focus on other sectors”.
- The extraction used by the evaluation team was made in December 2013. All contracts signed between 2007 and December 2013 appear in this extraction. However, it is possible that some contracts have since been updated in the CRIS database. The evaluation team therefore cross-checked the main decisions with key informants to make sure that the database is up-to-date.

Additional challenges emerge through the sometimes-inconsistent way of how data is entered in the system leading to problems in the computer-based search for relevant contracts.

3 Detailed analysis

The sub-sections below present the detailed analysis of the inventory:

- Section 3.2 presents the key overall findings;
- Section 3.2 looks at the overall evolution of EU support to Georgia;
- Section 3.3 provides information on distribution of funds per sector;
- Section 3.4 focuses on distribution of funds per channel;
- Section 3.5 provides information on distribution of funds per financing instruments;
- Section 3.6 presents information on budget support.

The box below summarises definitions of key terms as used in this evaluation.

Box 1 Definitions of key terms related to the overview of EU financial information related to country-level EU support to Georgia

- **Commitment:** refers to the "contracted amount" which has been agreed between the EU and a contracting party in charge of implementing the part of the intervention related to a specific contract. The information on this financial amount is found at "*contract level*" in CRIS and is marked as "planned amount" in the database.
- **Disbursement:** refers to the financial amount which has been paid by the EU in relation to a specific contract. These sums are found at "*contract level*" in CRIS and are marked as "paid amount" in the database.
- **Allocation:** refers to the "allocated amount" which has been approved in a given year by the EU on decision level.

3.1 Key findings

Key findings of the inventory for the evaluation period 2007-2013, are summarised below.

Box 2 Key findings of the inventory

- The EU support to Georgia amounted to EUR 454 million during the period 2007-2013 (contracted amounts).
- Out of this, EUR 297 million were contracted for the **focal sectors of the evaluation**. The distribution of contracted amounts for the focal sectors is as follows:
 - *Confidence, IDPs and conflict settlement* EUR 176 million;
 - *Agriculture, rural and regional development* EUR 46 million;
 - *Criminal justice* EUR 43 million;
 - *PFM* EUR 25 million;
 - *Civil society* EUR 7 million.
- For the interventions grouped under the focal sectors, government and government institutions were by far the most used **channel** (68%), followed by private sector (5%), Civil Society (11%), Non-EU development agency and other international organisations (15%) and EU Member States and EU MS institutions (1%).
- More than half of the funds (53%) for the focal sectors were delivered through **sector budget support**.
- The ENPI remains the main **financing instrument** for providing assistance (EUR 348 million) with around EUR 236 million being provided for the focal sectors of the evaluation.

3.2 Overall evolution of EU support to Georgia

The table below shows the sum of contracted amounts per year over the period of the evaluation, distinguished by total amounts for focal and non-focal sectors of the evaluation. It can

be seen that the amounts contracted under the non-focal sectors do not fluctuate to a great extent, mainly moving between roughly EUR 12 and 26 million per year. Only for the year 2012, a peak can be observed, with almost EUR 47 million contracted due to the launch of large transport infrastructure projects under EU budget contribution to the Neighbourhood Investment Facility (NIF).

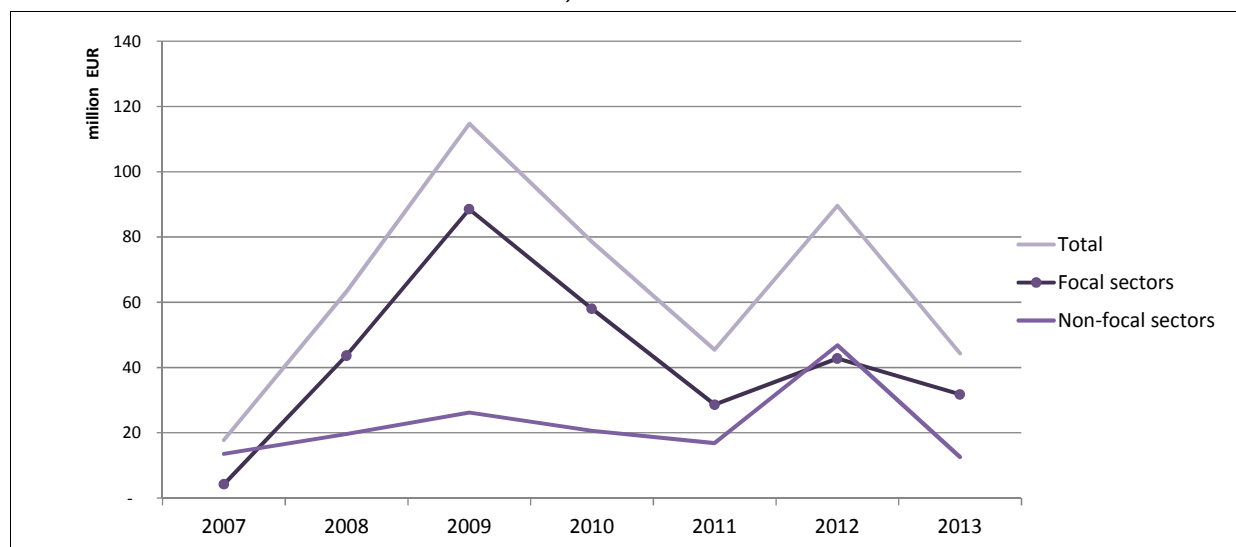
In contrast, relatively large fluctuations can be perceived for focal sector interventions. There has been a sharp rise in funding between 2007 (EUR 4.2million) and 2009 (EUR 88.5 million), followed by a decline in 2010 (EUR 57.9 million) and continuing to further decrease in 2011 (EUR 28.6 million). The reason for the variations might be based on the EU's response to domestic as well as external challenges to the country's stability between 2007 and 2009. During that period large IDPs and conflict settlement interventions were launched to support the country in coping with the crisis.

Table 1 Contracted amounts by year and total

Year	Focal sectors	Non-focal sectors	Total amounts
2007	4,205,733 €	13,541,023 €	17,746,756 €
2008	43,648,254 €	19,623,487 €	63,271,741 €
2009	88,486,870 €	26,176,923€	114,663,793 €
2010	57,938,517 €	20,600,296 €	78,538,812 €
2011	28,598,094 €	16,833,089 €	45,431,183 €
2012	42,762,226 €	46,767,337 €	89,529,562 €
2013	31,745,215 €	12,581,716 €	44,326,932 €
Total	297,384,908 €	156,123,871 €	453,508,779 €

The graph below depicts the evolution of the overall funding by year and contracted amount.

Figure 2 Evolution of contracted amounts by year (total contracted amounts, focal sectors and non-focal sectors)

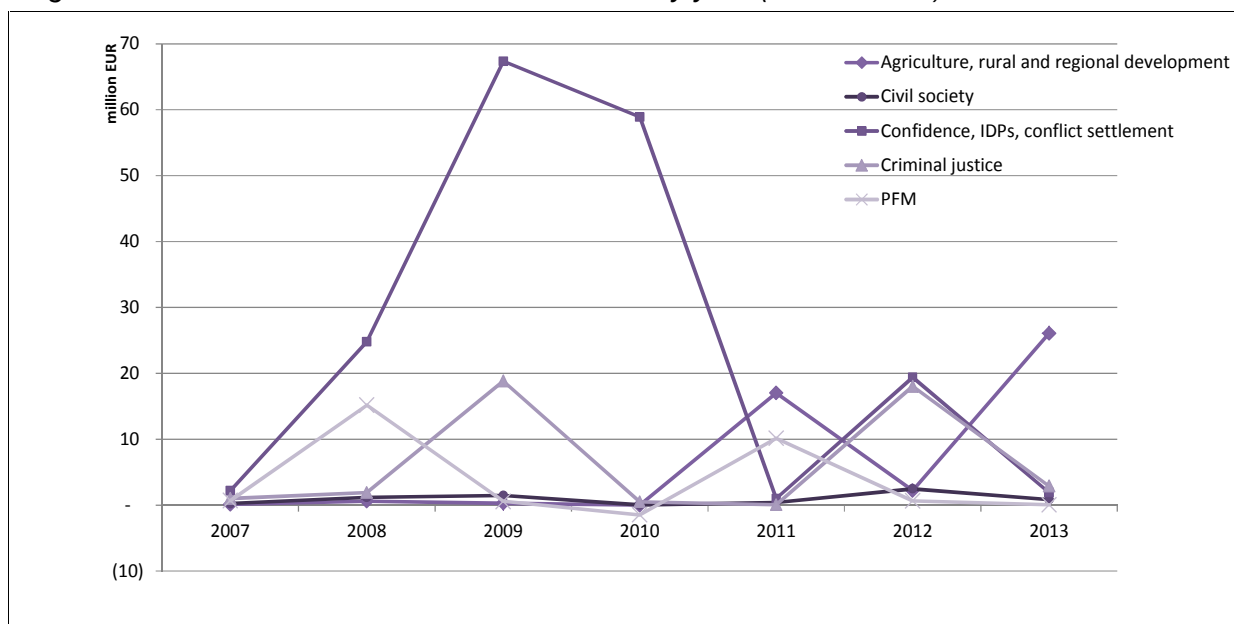


Source: CRIS and Particip analysis (2014)

The following graph shows the evolution of the amounts contracted to the focal sectors during the evaluation period. Again, the graph shows the sharp increase of contracted amounts for *Confidence, IDPs and conflict settlement* after 2008 due to the internal and external crisis situation. It also becomes visible that funding for the other focal sectors remained relatively

stable at around EUR 10 million – EUR 20 million per year, with the exception of civil society¹, which received significantly lower amounts (around EUR 0,-1.5 million a year).

Figure 3 Evolution of contracted amounts by year (focal sectors)

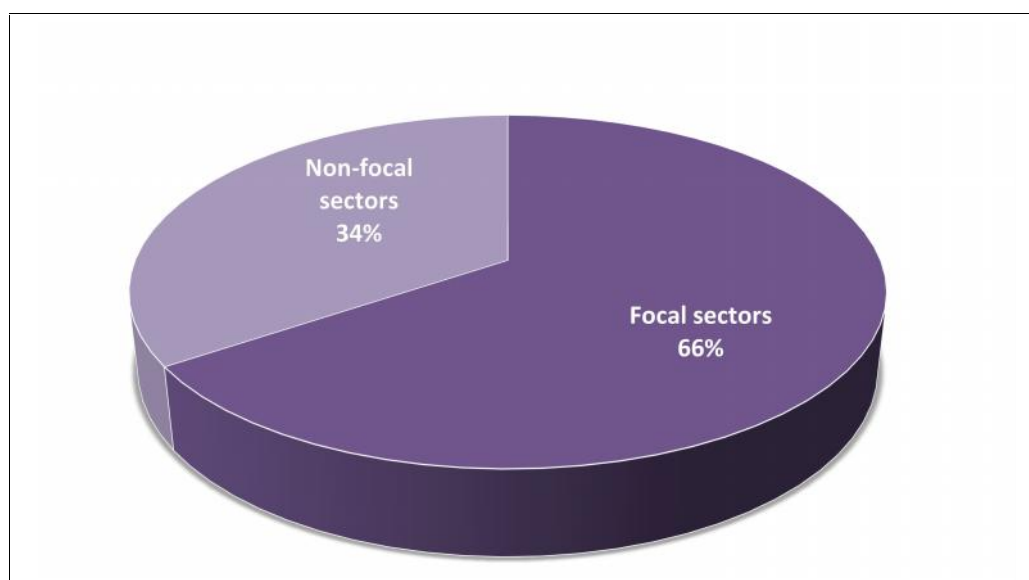


Source: CRIS and Particip analysis (2014)

3.3 Distribution of funds per sector

The following chapters provide an overview of the funds provided per sector. While the analysis puts the emphasis on the focal sectors of the evaluation, some findings for the non-focal sectors can also be found in this section. Overall, EUR 454 million were contracted during the evaluation period.

Figure 4 Distribution of contracted amounts by focal sector and non-focal sector of the evaluation

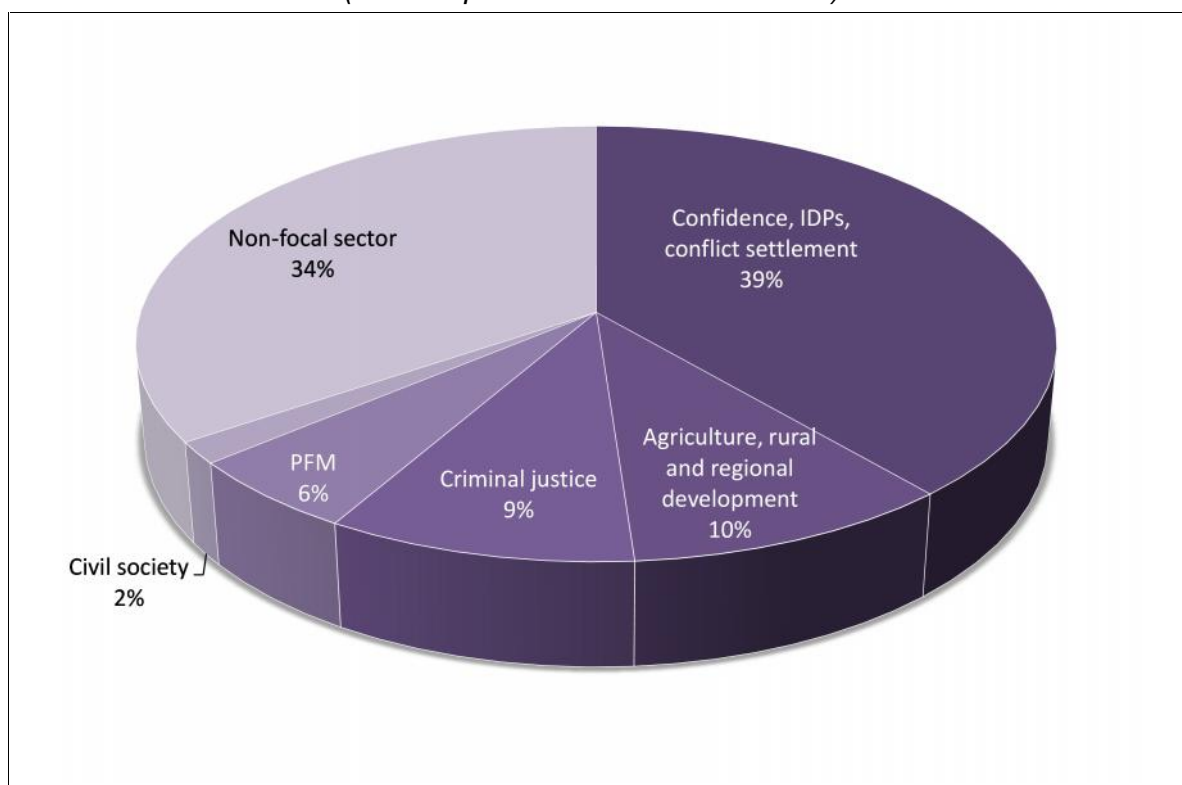


Source: CRIS and Particip analysis (2014)

The following graph shows a more detailed presentation of the contracted amounts for the focal sectors in relation to the overall contracted amounts.

¹ It should be noted that at the analysis at this point refers to the amounts focused at directly strengthening civil society and not the channels used.

Figure 5 Distribution of contracted amounts by focal sector and non-focal sector of the evaluation (detailed presentation of focal sectors)



Source: CRIS and Particip analysis (2014)

3.3.1 Focal sectors of the evaluation

According to the ToRs, the evaluation focused the analysis on five key areas of co-operation. The distribution of contracted amounts for the focal sectors is illustrated in the following figure.

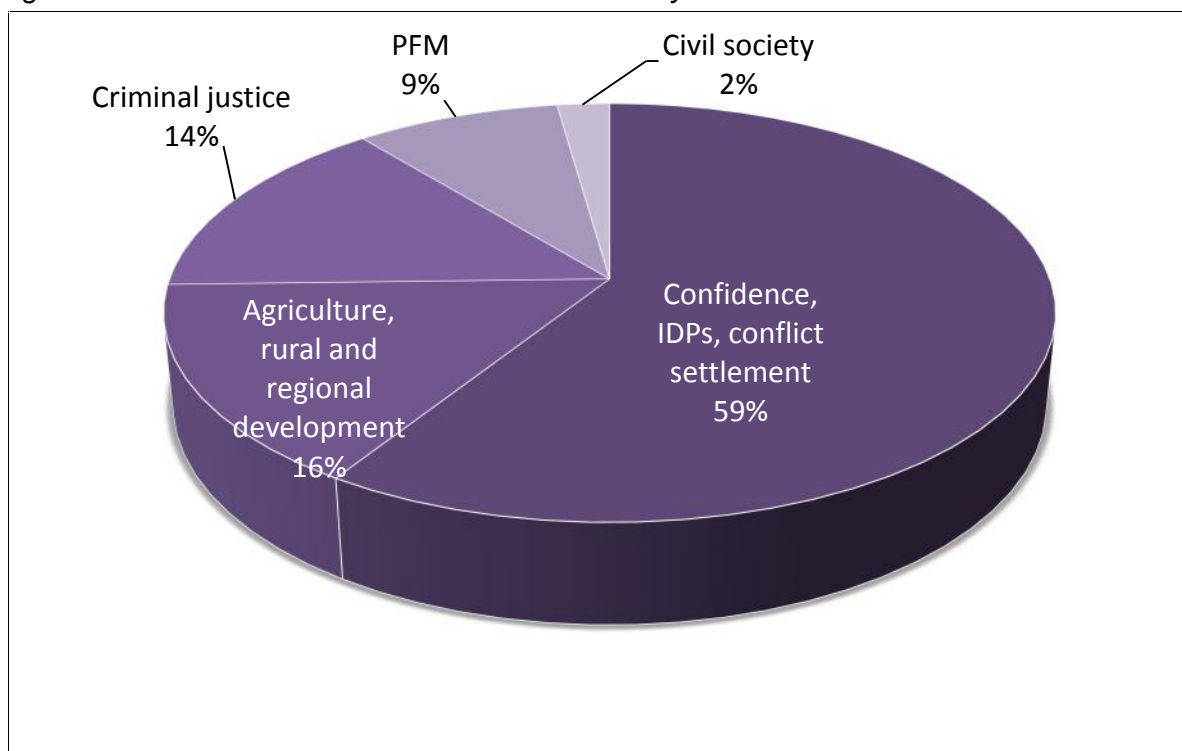
Out of the total of EUR 297 million that were contracted for the key areas of co-operation during the evaluation period, around 59% were allocated for *Confidence, IDPs and conflict settlement* for example *Support to the peaceful settlement of Georgian internal conflicts* (ENPI/2008/019-631), *Support to Georgia IDPs Action Plan: 2008 Part II and 2009 Part II* (ENPI/2008/020-514).

The second highest share, yet considerably lower at 16%, was contracted for *Agriculture, rural and regional development*. Two major programmes were main recipients of the funding in this area; the *Support to Regional Development Reform in Georgia* (ENPI/2010/021-077 and ENPI/2009/021-783) that started in 2010 and the *European Neighbourhood Programme for Agriculture and Rural Development (ENPARD Georgia)* (ENPI/2012/023-280) which commenced just recently in 2012.

Criminal justice, which received 14% of the contracted amounts received the third highest share. Again, there are basically two major programmes which absorb most of the funding. These programmes are the *Support to the reform of criminal justice system in Georgia* (ENPI/2008/019-630) started in 2008 and the *Support to the Criminal Justice Sector in Georgia (AAP 2011)* (ENPI/2011/022-562).

The two smallest sectors, in terms of contracted amounts, among the focal sectors are represented by *Public Finance Management (PFM)* which received 9% of the funding, and *Civil Society* with 2% of the contracted amounts.

Figure 6 Distribution of contracted amounts by focal sectors



Source: CRIS and Particip analysis (2014)

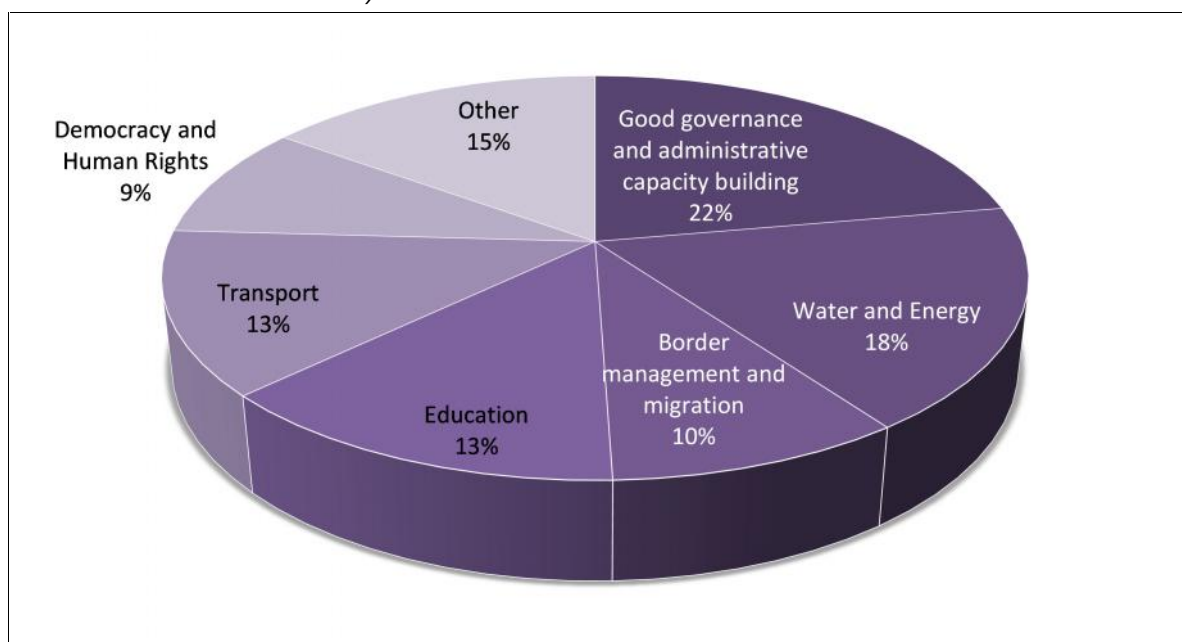
For *Civil Society*, it is worth mentioning that the evaluation distinguishes between interventions that fall under the civil society developmental sector and interventions that use civil society as an aid delivery channel. Both may strengthen civil society, the first explicitly and the second by giving civil society experience in administration and implementation. For the latter, the amounts are considerably higher than, as can be seen in the following section.

3.3.2 Non-focal sectors of the evaluation

The figure provides an overview of the contracted amounts for the six biggest non-focal sectors. Of the total EUR 156 million that were contracted for the non-focal sectors, *Good governance and administrative capacity building* is significantly represented with nearly one quarter (22%) of the contracted amounts. Under this heading important projects, such as the *Institution Building Facilities (ENPI/2010/022-152)* and other programmes that support the negotiations and implementation of the EU-Georgia agreements, using the Comprehensive Institution Building are grouped together.

The section *Other* which received 15% of the contracted amounts is further split up in the table below, and it includes sectors (such as *food security, nuclear safety, etc.*) which received relatively little funding compared to the other sectors.

Figure 7 Distribution of contracted amounts by non-focal sectors (biggest five non-focal sectors)



Source: CRIS and Particip analysis (2014)

The table below provides detailed figures for most of the individual non-focal sectors of the evaluation.

Table 2 Distribution of contracted amounts by non-focal sectors (detailed)

Non-focal sector	Contracted amounts	% related to amount for non-focal sectors	% related to overall amount
Good governance and administrative capacity building	34,695,307,64 €	22%	8%
Water and Energy	27,929,399,01 €	18%	6%
Education	20,939,233,23 €	13%	5%
Transport	20,400,000,00 €	13%	4%
Border management and migration	14,697,822,93 €	9%	3%
Democracy and Human Rights	14,256,590,40 €	9%	3%
Food security	7,927,676,15 €	5%	2%
Regulatory approximation	5,946,954,11 €	4%	1%
Various (e.g. small multi-sector projects, administrative costs)	3,194,463,05 €	2%	1%
Environment	2,373,954,61 €	2%	1%
Nuclear Safety	2,091,521,21 €	1%	0%
Regional Co-operation	1,684,212,74 €	1%	0%
Information society and media	196,967,56 €	0%	0%
Total contracted for non-focal sectors	156,334,103 €	100%	35%

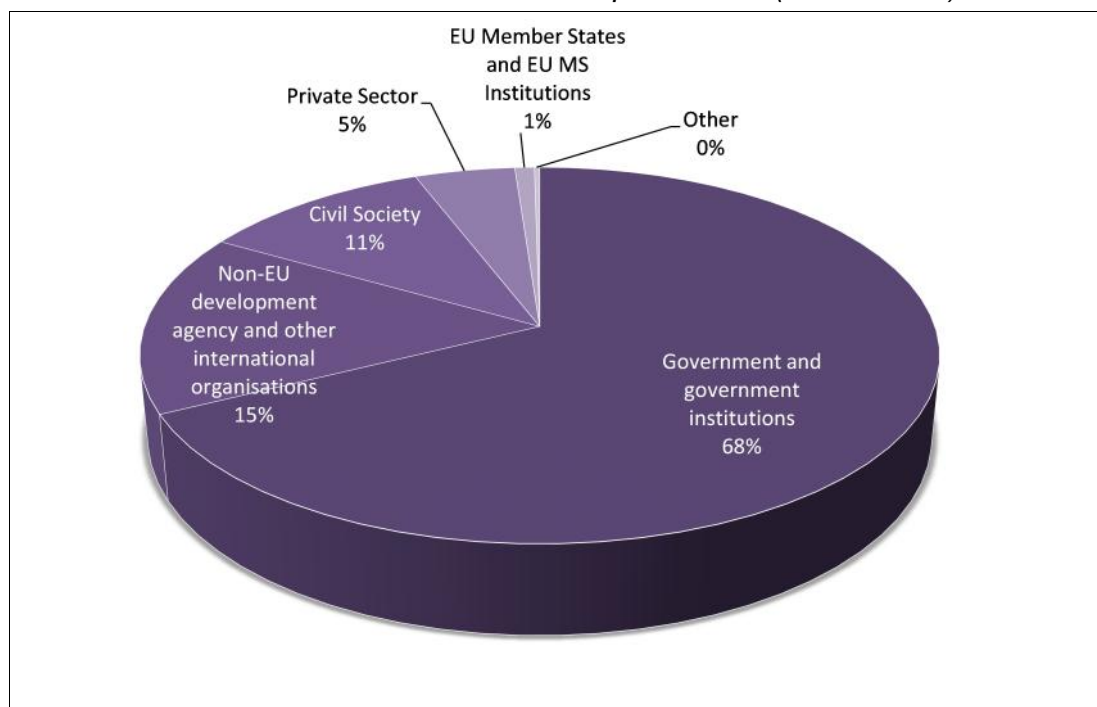
3.4 Distribution of funds per channel

The following figure illustrates the channels used for interventions in the scope of this evaluation. For most sectors, funding went mainly through government and government institutions (68%). This is particularly the case due to the relatively high amounts spent for sector budget support.

The private sector featured highest for interventions in the area of *criminal justice*. Civil society channels were particularly used for *Confidence, IDPs and conflict settlement* and *Agricul-*

ture and rural and regional development and were also logically used for interventions directly targeted at strengthening Civil Society.

Figure 8 Distribution of contracted amounts per channel (focal sectors)



Source: CRIS and Particip analysis (2014)

The table below provides a more detailed overview of the contracted amounts per channel and focal sector.

Table 3 Detailed overview of contracted amounts per channel and focal sector

	Civil Society	EU Member States and EU MS Institutions	Government and government institutions	Private Sector	Non-EU development agency and other IOs	Other ²
Agriculture, rural and regional development	3.783.185 €	-	35,352,820 €	2,095,860 €	5,000,000€	18,000€
Civil society	5,811,492 €	-	45,000 €	308,705 €	-	436,853€
Confidence, IDPs, conflict settlement	19,285,273 €	2,886,064€	112,000,000 €	1,045,304 €	40,058,005€	240,100€
Criminal justice	3,486,537 €	-167,314 € ³	30,200,000 €	8,330,404 €	1,391,008€	10,000€
PFM			23,550,000 €	2,188,378 €		29,235 €
Grand Total	32,366,487 €	2,718,750€	201,147,820 €	13,968,651 €	46,449,013 €	734,188 €

3.5 Distribution of funds per financing instruments

The EU support to Georgia was funded by a variety of financing instruments. However, from the graph below it becomes obvious that the bilateral co-operation via the European Neigh-

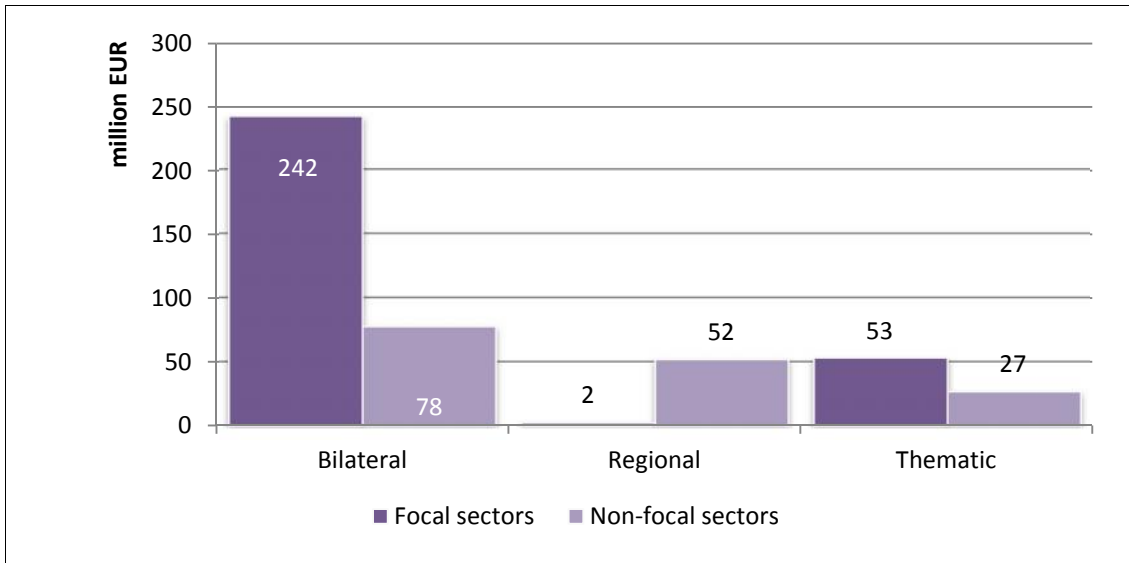
² The category "other" includes research institutions, individual consultants, etc

³ For *criminal justice*, a decommitment for the intervention *Penitentiary and Probation Reform* in Georgia in 2008 and 2010 led to the negative amounts. The commitment took place in 2006 and is thus not included in the inventory.

bourhood and Partnership Instrument (ENPI) remains the main tool for providing assistance with around EUR 236 million being provided for the focal sectors of the evaluation.

Looking at the focal sectors, only around EUR 2 million were funded via the regional allocations, the amounts were mainly channelled via the Eastern Neighbourhood Civil Society Facility. In contrast, the regional instruments seem to be much more prominent for the non-focal sectors of the evaluation with more than one third being provided through regional allocations. Here the *EU Budget contribution to the NIF (2011-2013) - ENPI East Region* for the rehabilitation of roads, support to energy, water and small business projects take most of the share (with around EUR 47 million contracted between 2008 and 2013).

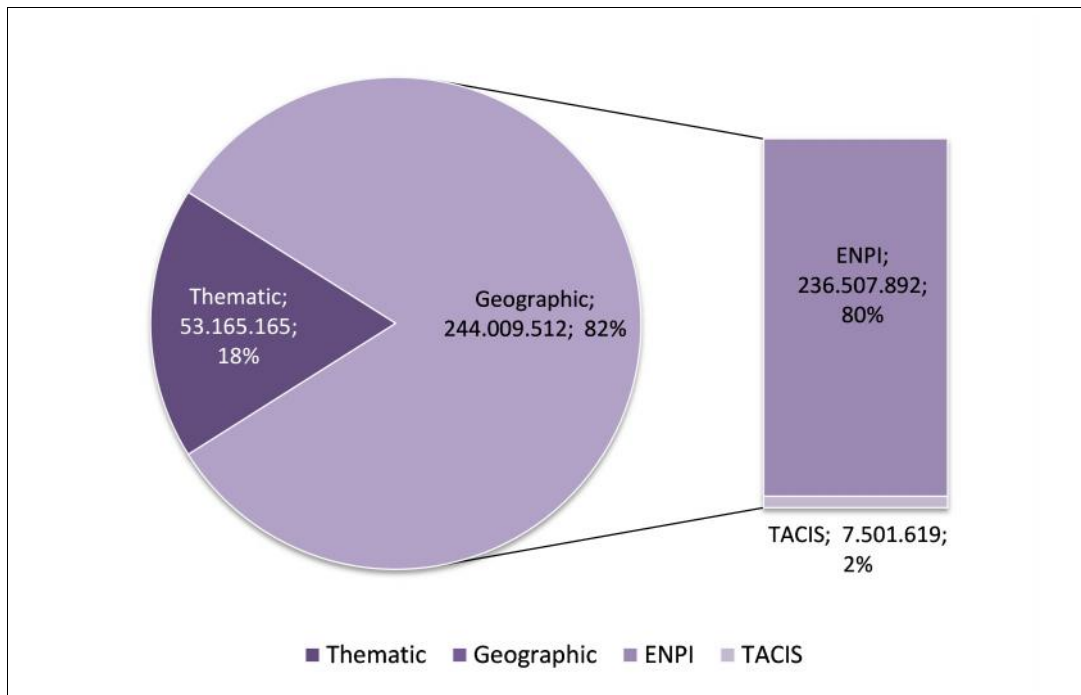
Figure 9 Distribution of contracted amounts per bilateral, regional and thematic financing instrument (focal and non-focal sectors)



Source: CRIS and Particip analysis (2014)

Zooming in to the geographic and thematic financing instruments for the focal sectors of the evaluation, the dominance of the geographic instrument in general, with around 80% of the funding coming from ENPI, becomes obvious. During the evaluation period around 18% of funding was provided through the thematic instruments; among these, the Instrument for Stability (IfS), was the most prominent one in terms of financial volumes.

Figure 10 Distribution of contracted amounts per geographic and thematic financing instrument (focal sectors)



Source: CRIS and Particip analysis (2014)

The detailed distribution of contracted amounts per financing instruments for the focal and the non-focal sectors is illustrated in the following graphs.

Figure 11 Detailed distribution of contracted amounts per financing instruments (focal sectors)

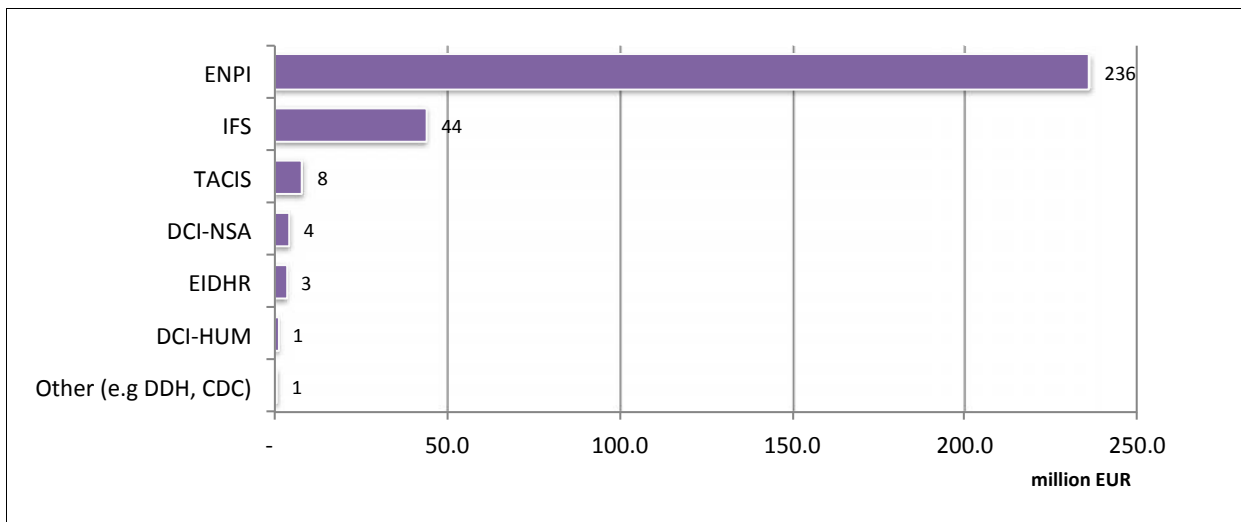
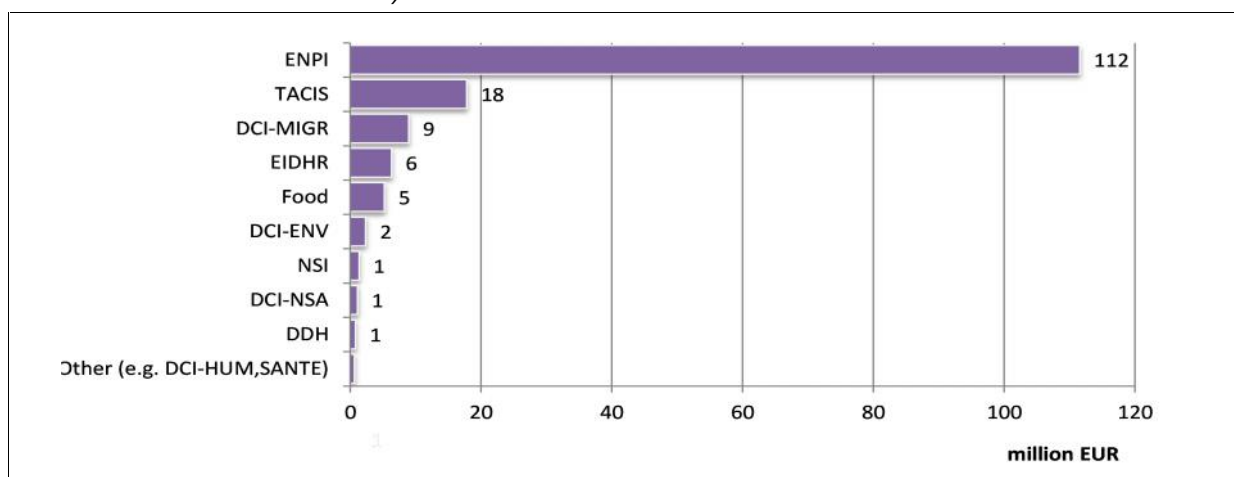


Figure 12 Detailed distribution of contracted amounts per financing instruments (non-focal sectors)



Source: CRIS and Particip analysis (2014)

3.6 Budget support

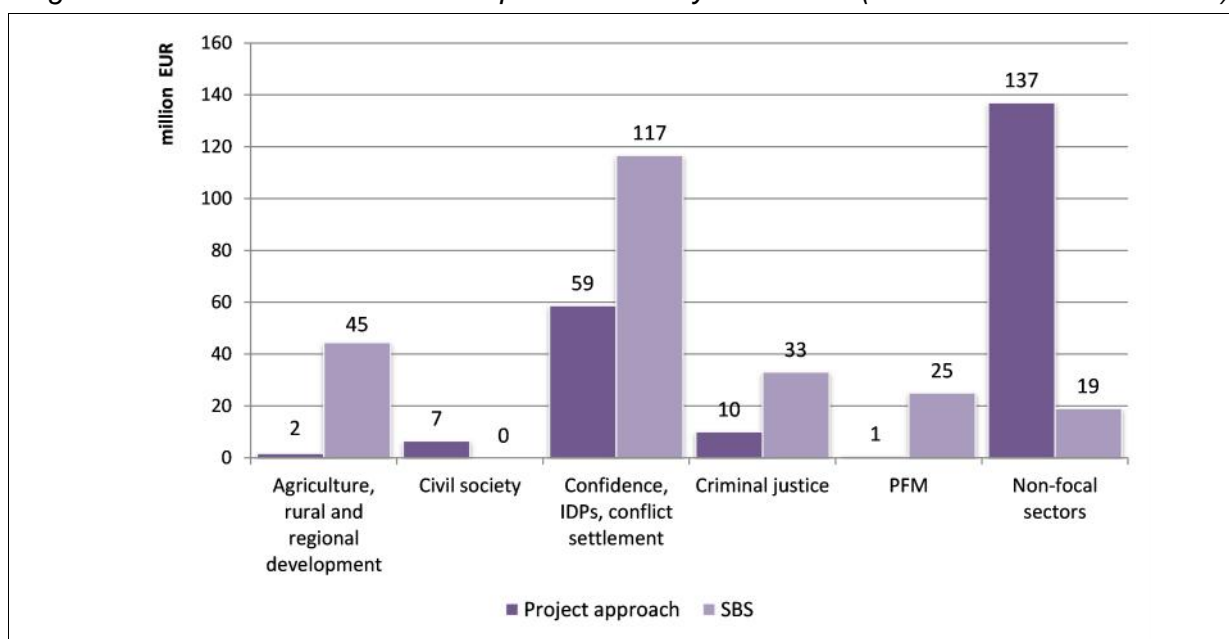
The subsequent graph provides an overview of the different aid modalities used by the EU to deliver its support in both the focal and non-focal sectors in Georgia. The contracted funds delivered through sector budget support represent:

- 53% of the overall contracted amounts (all instruments).
- 69% of the amounts contracted under the ENPI.
- 81% of the amounts contracted under the ENPI envelope specific to Georgia (this excludes regional interventions).

For all the focal sectors, sector budget support was the most prominent choice of aid delivery method, the only exception being the civil society sector with no SBS. In particular, sector budget support was the dominant aid modality in the PFM sector where almost all the support provided was delivered through SBS.

For the non-focal sectors, sector budget support was used to provide support in the area of vocational education and training.

Figure 13 Contracted amounts per aid modality and sector (focal and non-focal sectors)



Source: CRIS and Particip analysis (2014)

Annex 3: List of documents consulted

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Annex 4: List of people interviewed

The table below provides an overview of the people interviewed during the desk phase and the field phase.

Table 1 List of people interviewed during the desk phase and the field phase

Name	First name	Institution, function
Akaba	Natella	Association of Women of Abkhazia
Akhvlediani	Mamuka	Chairman of the High School of Justice's Independent Board
Alagardova	Galina	World Bank, Financial Management Specialist
Aleksishvili	Aleksi	PMCG, General Director
Angelovski	Dragan	Food and Agriculture Organisation of the United Nations, Chief Technical Advisor
Arsoshvili	Giorgi	Head of National Probation Agency
Asatiani	David	Georgian Bar Association, Member of Executive Board
Bakradze	Keti	USAID Office of Democracy and Governance, Senior Civil Society and Media Adviser
Baramidze	Aleksandre	Deputy Minister of Justice
Bekasiak	Mikolaj	EU Delegation, Agriculture and Rural Development
Belskaia	Alina	EUMM
Beltadze	Paata	Deputy Public Defender
Benidze	Meliton	Legal Aid Service, Director
Beridze	Gocha	Agro Service Center, Director
Bernhard	Philippe	EU Delegation, Programme manager (Regional Development)
Blau	Ervin	ACF
Bokhashvili	Beso	OHCHR
Bregadze	Gigi	UNDP, Democratic Governance Team Leader
Carre	Celine	ACF South Caucasus, Director
Chakvetadze	Salome	PRM reform coordination council secretary
Chkhikvadze	Vano	Open Society Foundation Georgia, EU Integration Program Manager
Chochua	Maia	Deputy Team Leader EU funded Project "Support to the Criminal Justice System Reform in Georgia"
Dadiani	Levan	OXFAM, Agriculture and Food Security Policy Programme Manager
Darski	Radoslaw	EU Delegation, Head of Political, Press and Information Section
Demetrashvili	Kakha	State Procurement Agency of Georgia, Deputy Chairman
Devdariani	Zviad	CIDA, Executive Director
Dlouchy-Suliga	Dorota	EU Delegation, Deputy Head of Political, Press and Information Section
Dolidze	Lasha	FAO, ENPARD TA
Dontot	Vincent	Danish Refugee Council, Head of Office
Echanove	Juan	EU Delegation Attaché, Agriculture and Rural

<i>Name</i>	<i>First name</i>	<i>Institution, function</i>
		Development
Elizbarashvili	Keti	EU Delegation, Project Manager
Elizbarashvili	Nino	Georgian Association Women in Business
Evgenidze	Nino	Economic Policy Research Center, Executive Director
Ferry	Pierre	UNICEF Georgia, Child Protection Chief
Gabaraevi	Ioseb	Shida Kartli Legal Aid Bureau, Attorney
Gabashvili	Manana	Norwegian Refugee Council Georgia, Deputy Director
Gejadze	Olga	Registry lawyer
Geladze	Geno	Chairman of Institute of Democracy executive council
Getiashvili	Keti	OXFAM, Country Director
Ghlonti	Tamar	Guria Youth Resource Center, President
Godziashvili	Nata	Municipal Development Fund of Georgia, Head of Financial Management and Investments Unit
Grist	Ryan	EUMM, Deputy Head of Mission
Gvalia	Eka	Charity Humanitarian Centre "Abkhazeti", Executive Director
Gvelesiani	Tengiz	Ministry of Finance of Georgia, Head of Analytical Department
Hammond	Walter	USAID, Head of Financial Management Office
Hanne	Gottfried	UNICEF
Hovey	Guy	Consultant on DRC/USAID funded project with the Ministry of Refugees and Accommodation
Huisman	Jan	Policy Officer, Embassy of the Kingdom of the Netherlands
Jafarli	Buba	People in Need
Japaridze	Tamar	Academy of Ministry of Finance, Director
Jashi	George	Public Service Development Agency
Johnston	Simon	Regional Development Policy Advisor/Team Leader, Support to Regional Policy Implementation in Georgia Ministry of Regional Development and Infrastructure of Georgia
Joyce	Christopher	Regional Advisor for the Caucasus on Conflicts and post-Conflict Issues, British Embassy
Kakauridze	Giorgi	Deputy Minister of Finance
Kakhadze	Nestan	Head of the Rehabilitation Center
Kakulia	Roman	Head of EU Assistance Coordination Department Office of the State Minister of Georgia on European and Euro-Atlantic Integration
Kalatozishvili	Davit	Chief Specialist, EU Assistance Coordination Department Office of the State Minister of Georgia on European and Euro-Atlantic Integration
Kalatozishvili	Aleksandra	Multi- Ethnic Resource Centre on Civic Education Developmen, Chairperson
Kalimova	Galiya	UN House
Kasrashvili	Irakli	Mercy Corps, Country Director
Kereselidze	Nodar	Deputy Minister of Agriculture
Kesanishvili	Nino	Chief Specialist, EU Assistance Coordination

<i>Name</i>	<i>First name</i>	<i>Institution, function</i>
		Department Office of the State Minister of Georgia on European and Euro-Atlantic Integration
Kharashvili	Julia	IDP Women Association "Consent", Chairperson
Kharebava	Madona	DEA (NGO in Zugdidi)
Khasia	Maia	Penitentiary and Probation Training Center, Director
Khatiashvili	Zaza	Georgian Bar Association, Chairman
Khidasheli	Tamar	Public Defender's Office
Khmaladze	Irakli	EU Delegation, PFM Task Manager
Khulordava	Tamar	EU Delegation, Justice and Rule of Law, Project Manager
Khvichia	Khatuna	USAID Office of Democracy and Governance, Project Management Specialist
Kiladze	Lika	Kutaisi Education Development And Employment Center, Chairperson
Kinkladze	Dachi	Deputy Head of the Department for International Relations, Revenue Service of Georgia
Kirvalidze	Davit	Former Minister of Agriculture
Komakhidze	Lasha	UNDP ENPARD Ajara, Project Manager
Komakhidze	Sulkhan	Tbilisi Legal Aid Bureau, Head
Kopaleishvili	Valeri	Ministry of Refugees and Accommodation
Kuchava	Teona	UNICEF Georgia
Kukava	Mikheil	Transparency International Georgia, Senior Analyst
Kukhianidze	Lia	People in Need, Project manager
Kurdovanidze	Nona	Georgia's Young Lawyers Association, Coordinator of Legal Aid Center
Kvinikadze	Joni	Center for Crime Prevention, Director
Lakirbaia	Tengiz	Municipal Development Fund of Georgia
Lampi	Matti	EU Support to the National Food Agency of the Ministry of Agriculture of Georgia, Resident Advisor
Lefebvre	Celine	World Vision
Lezhava	David	Deputy Minister of Finance
Liczek	Irina	UNDP, Project Manager
Lobzhanidze	Gvtiso	VET Center
Lomsadze	Mamuka	Information and Consultation Centre in Gori, Head of the Service
Maghradze	Lasha	Head of the Bureau, Supreme Court of Georgia
Maisuradze	Keti	International Foundation for Electoral Systems, Project manager
Makhashvili	Nino	Global Initiative for Psychiatry, Director
Margania	Lika	MercyCorps, EC Environmental Programme Manager
Marx	Erik	GIZ, Team Leader Georgia, Local Governance Programme South Caucasus
Maxfield	Richard	Mercy Corps ENPARD Program Director
Mekhrishvili	Paata	Tbilisi Legal Aid Bureau, Attorney
Melikishvili	Zurab	Head of Finance and Budget Committee of the Parliament of Georgia
Menut	Bernard	Netherlands Center for International Legal Co- operation, Team Leader
Meshveliani	Merab	NSA/LA project director, former member of Sakrebulo

<i>Name</i>	<i>First name</i>	<i>Institution, function</i>
Meskhi	Mamuka	Food and Agriculture Organisation of the United Nations, Assistant Representative for Georgia
Meskhi	Bondo	Chief Specialist, EU Assistance Coordination Department Office of the State Minister of Georgia on European and Euro-Atlantic Integration
Mezvrishvili	Natia	Office of the Prosecutor General
Mikeladze	Mariam	Chief Specialist, EU Assistance Coordination Department Office of the State Minister of Georgia on European and Euro-Atlantic Integration
Mikhelidze	Rusudan	Criminal Justice Reform Council, Ministry of Justice
Miqanadze	Givi	Council of Europe, Program Manager
Misheladze	Giorgi	MoA Co-operative Development Agency
Nizharadze	Manuchar	Information and Consultation Centre in Kobuleti, Head of the Service
Odisharia	Natia	Criminal Justice Reform Council, Ministry of Justice
Panteleeva	Lina	USAID Democracy and Governance Office, Project Management Specialist
Papiashvili	Papuna	Head of Brand Development & Sales Stimulation Office at National Bureau of Enforcement of Georgia
Pastrana	Eva	EU Delegation, Human Rights Focal Point and EU Liaison Officer on human rights
Pender	Helga	EU Delegation
Phkhakadze	Levan	Internal Audit Harmonization Division
Phutkaradze	Zaur	Minister of Agriculture (Ajara)
Reigada Granda	Ramon	EU Delegation, Head of Operations
Reisner	Oliver	EU Delegation, Programme manager (IfS, focal point for evaluations),
Sadikov	Azim	IMF Resident Representative
Sakvarelidze	Nika	GFA farm in Tsnisi village
Salamadze	Vazha	Civil Society Institute, Director
Sarjveladze	Inga	Deputy Head of Social Unit at Ministry of Corrections of Georgia, Penitentiary Department
Savaris	Alessandro	Council of Europe , Deputy Head
Schofield	Juliet	International Alert, Caucasus and Central Asia Programme Manager
Scott	Niels	UNDP Resident Representative
Sharashidze	Nia	International Monetary Fund, Economist
Shatberashvili	Elena	Elkana, Ministry of Agriculture co-operative agency
Shatberashvili	Nino	Head of Rehabilitation Programs division at National Probation Agency
Shavadze	Kakha	Batumi Business Incubator
Shelow	Hy	UNHCR Deputy Representative in Georgia
Shengelia	Gvantsa	Deputy Minister, Ministry of Refugees and Accommodation
Shervashidze	Soslan	Information and Consultation Centre in Keda, Head of the Service
Shonia	Irakli	Legal Aid Service Monitoring and Analysis Unit, Lawyer
Shoshitashvili	Davit	Chief Specialist at Ministry of Finance of Georgia
Sido	Albert	Attaché for Development Co-operation, Embassy of

<i>Name</i>	<i>First name</i>	<i>Institution, function</i>
		Czech republic
Siordia	Gela	Head of Imereti-Kutaisi Legal Aid Bureau
Skhirtladze	Ioseb	Head of External Relations Department, Ministry of Finance
Smedberg	Eva	Head of Development Co-operation, Embassy of Sweden
Sokhadze	Mikheil	National Food Agency, Deputy Head
Stampfer	Caroline	EU Delegation, Programme Officer
Stork	Stephen	EU Delegation, Deputy Head of Operations
Tabuashvili	Giorgi	First Deputy Minister of Finance
Tania	Leila	Head of NGO "Civic Initiative and Man of the Future"
Tchanturia	Tsira	Penal Reform International, Regional Director
Tchelishvili	Nino	Deputy Head of Treasury
Toidze	Maia	Black Sea vocational college
Tsakadze	Giorgi	Head of Self-Governance Development and Regional Policy Department, Ministry of Regional Development and Infrastructure
Tsiskarishvili	Lela	Georgian Centre for Psychosocial and Medical Rehabilitation of Torture Victims
Tsnoriashvili	Nata	Senior Staff Attorney at Department of Justice, US Embassy in Tbilisi
Tsuladze	Aleksandre	Head of the Department of Court Statistics and Analysis, Supreme Court of Georgia
Tsulukiani	Tea	Minister of Justice
Tushuri	Rusudan	UNDP
Tvaltvadze	Nino	Local Development Agency in Kutaisi
Uplisashvili	Tinatin	Council of Europe, Program Manager
Urushadze	Erekle	Transparency International Georgia, Senior Analyst/Project Manager
Vardiashvili	Tamar	Chief Specialist, EU Assistance Coordination Department Office of the State Minister of Georgia on European and Euro-Atlantic Integration
Vashakidze	Ketevan	Eurasia Partnership Foundation, President
Vepkhvadze	Devi	Deputy Auditor General
Winter	Renate	Team Leader EU funded Project "Support to the Criminal Justice System Reform in Georgia"
Zakareishvili	Paata	State Minister of Georgia for Reconciliation and Civic Equality
Zaldastanishvili	Khatuna	Embassy of Sweden, Programme Officer
Zambakhidze	Nino	Georgian Farmers Association (GFA), Chairwoman

Annex 5: Focus Group discussions

This annex presents details on the four focus group discussions organized by the evaluation team during the field phase.

1 Effectiveness of the CSOs in improving the democratic processes in Georgia

Objective

To probe the perception of selected international and national CSOs on their role in the democratic process in Georgia and opportunities for support from the EU.

Participants

International CSOs:

- MercyCorps Georgia;
- People in Need;
- International Foundation for Electoral Systems (IFES).

National CSOs:

- Center for Strategic Research and Development of Georgia (CSRDG);
- Eurasia Partnership Foundation;
- Multi-Ethnic Resource Centre on Civic Education Development.

Questions discussed:

- Proposition: EU support to civil society in Georgia effectively contributed to democratic development. What do you think about that?
- How do you perceive the development of a tripartite dialogue between the EUD, civil society, and Government? How have you been involved?
- What do you think about the impact of the CSOs in promoting and monitoring reform in the focal sectors supported by the EU – Agriculture, Public Financial Management, Criminal Justice reform, IDPs / Conflict Resolution?
- What could the EU (and other international donors) do better to strengthen the contribution of civil society?

2 Independence and Effectiveness of the LAS

Objective

To probe the perception of selected LAS staff and lawyers the needs of the legal profession and opportunities for support from the EU.

Participants

- Sulkhani Komakhidze, Head of Tbilisi Bureau;
- Paata Mekhrishvili, Lawyer at Tbilisi Bureau;
- Gela Siordia, Head of Imereti / Kutaisi Bureau;
- Ioseb Gabaraevi, Staff Attorney of ShidaKartli Bureau;
- Giorgi Tchvinashvili, Head of the Monitoring and Analysis Unit of the LAS;
- Olga Gejadze, LAS Registry Lawyer.

Questions discussed

- Proposition: The EU support to the LAS has made the institution more independent and legal aid more accessible to the citizens of Georgia. What do you think about that?
- How has your capacity, as well as those of your colleagues, been impacted with support from the European Union? Have you been empowered to transfer your knowledge and skills to your colleagues? Have you attended duplicative trainings?
- What are those structural/institutional issues that deter the LAS to perform its duties well?
- What could the EU (and other international donors) do better to strengthen the legal profession's contribution to improved access to justice in Georgia?

3 Grassroots perspectives on IDP issues and EU support

Objective

To gather IDP perspectives on critical issues regarding their situation in Georgia around housing, livelihoods, and status as well as their direct experience of an EU funded livelihood project (IfS).

Participants

All the participants were representatives for IDP communities and former direct beneficiaries of IfS project to support IDPs. Some had benefitted from other EU funded initiatives. Because of their position, they had extensive knowledge and insight of the two judgement criteria and some indicators within this subject area.

- Maya Bulia – Anaklia Community representative (and IDP);
- Elmira Mirtkshulauna – Mirskhulaua Kombinaty Community representative (and IDP);
- Lia Jonjua – Organtia Community representative (and IDP);
- Nunu Kertava – Zudidi Community representative (and IDP);
- Mzisa Pipia – Zugdidid Local community representative (and IDP);
- Natia Bzhalava – Civic Engagement Centre – Assistant of the Project Coordinator;
- Gia Alasania – Former member of local “Sakrebulo” – Local council during project (and IDP);
- Laske Iashvili – DEA (Local NGO) – IfS local project coordinator and liaison with Oxfam.

Translation was also provided and discussions held in Georgian. All but two of the participants were women.

Questions discussed

- How do you engage with and influence local authorities in relation to IDP issues?
- What is your experience with MDF provided housing solutions?
- What tangible and sustainable benefits did the IfS EU funded projects bring to you and your communities?
- What GoG policies related to IDPs affect your daily life – who influences these policies?
- Do you have any perspectives on the priorities and focus of the EU where IDPs are concerned either in the past or in the future?

4 Role of the Agricultural Co-operative concept in improving Agricultural Sector productivity and competitiveness in Georgia

Objective

To further ascertain the role of co-operatives in support of a more competitive orientated agriculture sector in Georgia, addressing rural poverty mitigation and improved competitiveness of the agricultural sector.

Participants

Meetings in the field in Akhaltsikhe:

- Rural Development Agency (RDA-Local NGO) Georgia;
- Georgia Farmers Association (GFA);
- Local farmers co-operative - Honey Co-operative;
- Dairy and cheese processing plant (rural SME-agribusiness).

Questions discussed

- To what degree has the EU support to Agriculture in Georgia effectively contributed to Agricultural sector development, if so to what level is this viewed as an accurate and effective achievement?
- How do you perceive the role of agricultural co-operatives in support of rural economic development and the recent emphasis by both EU and GoG in their development?
- What do you think is the role of and the impact of agribusiness and market linkage strengthening with and between producers and co-operatives in promoting and facilitating reform in the Agricultural sector and as a means to improve Agricultural sector productivity and improved market linkage.
- What could the EU (and other international donors) do better to strengthen the contribution of co-operative and other mechanisms to a more competitive agricultural sector?

Annex 6: Intervention sample

1 Criminal Justice

Table 1 Sample interventions in the Criminal Justice sector

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
ENPI	D-022-562	Support to the reform of criminal justice system in Georgia	15.324.790			(All contracts under this decision)	
	(all contracts)			Georgia (national)	<ul style="list-style-type: none"> • Government • Consulting company • International organisation (UNICEF) 		
ENPI	D-019-630	Support to the Criminal Justice Sector in Georgia (AAP 2011)	15.244.790			(All contracts under this decision)	
	(all contracts)			Georgia (national)	<ul style="list-style-type: none"> • Government • Consulting company 		
TACIS	D-017-996	TACIS 2006 Georgia Action Programme					
	201930	Capacity building in support of Rule of Law in Georgia	2.698.900	Georgia (national)	<ul style="list-style-type: none"> • Consulting company 		
	168260	Reform Options for the Penitentiary System and Probation System for Convicted Child Offenders in Georgia	1.191.008	Georgia (national)	<ul style="list-style-type: none"> • International organisation (UNICEF) 		
	165436	Support to the Economic Department of the Ministry of Justice	185.904	Georgia (national)	<ul style="list-style-type: none"> • Consulting company 		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
		of Georgia					
	205431	Project on cybercrime in Georgia	160.000	Georgia (national)	• Other		
	158764	Criminal Justice Statistics Georgia	144.894	Georgia (national)	• Consulting company		
	205500	Supplies for Penitentiary and Probation reform in Georgia	127.345	Georgia (national)	• Consulting company		
	161617	Supply of Vehicles for the Penitentiary Department of Georgia	78.000	Georgia (national)	• Consulting company		
	166066	Supply of IT Equipment for the Public Defender's Office"	70.777	Georgia (national)	• Consulting company		
	205324	Supplies for Penitentiary and Probation Reform in Georgia, Tbilisi. Lot 2: Printers, Photocopy and Multimedia Equipment	25.733	Georgia (national)	• Consulting company		
	157573	Assessment of Penal Legislation in Georgia	10.000	Georgia (national)	• Consulting company		
	200078	Criminal law review	10.000	Georgia (national)	• Consulting company		
ENPI	D-024-344	EaPIC - Georgia - scale-up of Support to the Criminal Justice Secto					
	324591	Extension of the contract 301-629	1.000.000	Georgia (national)	• Consulting company		
	319783	Campaign for Rehabilitation of Former Inmates, Probationers and Inmates' Family Members	299.430	Georgia (national)	• Civil society		
	319808	Ensuring access to rehabilitation and re-integration services to prisoners and former prisoners in Georgia	298.861	Georgia (national)	• Civil society		
	319789	Supporting rehabilitation and re-integration of women prisoners, probationers and former inmates in Georgia for law-abiding lives	280.000	Georgia (national)	• Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
	319810	Establishing psychosocial rehabilitation and re-socialisation programs and improving mental healthcare of prisoners with substance and drugs misuse problems	268.663	Georgia (national)	• Civil society		
	319790	Back to society: establishing Social Bureaus for former inmates, prisoners and probationers in Georgia	186.995	Georgia (national)	• Civil society		
TACIS	D-017-032	Tacis 2004 Georgia Action Programme Part II					
	122591	Support to the Reform of the Ministry of Justice	1.951.327	Georgia (national)	• Consulting company		
	139384	Supply of IT Equipment for the Project “ Reform of the Ministry of Justice of Georgia”	338.306	Georgia (national)	• Consulting company		
	145978	Training Centre Supplies for the Ministry of Justice of Georgia	24.430	Georgia (national)	• Consulting company		
	145980	Supply of portal and Mail server Software for the Ministry of Justice of Georgia	22.951	Georgia (national)	• Consulting company		
EIDHR	D-022-810	EIDHR 2011 AAP - CBSS (Country Based Support Schemes)					
	292215	Supporting the development and functioning of the half way house-first open type prison in Georgia	99.983	Georgia (national)	• Civil society		
	292212	Support for integration of former prisoners into society and their rehabilitation in the Samtskhe-Javakheti region	99.800	Samtskhe-Javakheti	• Civil society		
	292310	Promoting child rights and preventing juvenile delinquency by introducing RRR practices into Samtredia School	89.472	Samtredia (Imereti)	• Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
	292161	Support for juvenile justice reform in national minority communities of Kvemo Kartli and Samtskhe Javakheti	85.000	Kvemo Kartli and Samtskhe Javakheti	• Civil society		
	292017	Support re-integration and development of conditionally sentenced juvenile youth in Guria region	82.299	Guria	• Civil society		
EIDHR	D-022-196	EIDHR 2010 AAP - CBSS (Country Based Support Schemes)					
	267173	Campaign for Social Reintegration of Former Prisoners and prisoners Family members	99.228	Adjara	• Civil society		
	267443	Supporting the Re-socialization of women prisoners	98.790	Georgia (national)	• Civil society		
	267184	Protection of rights of conditionally convicted young individuals (probationers), support for their re-socialisation process in the Samtskhe-javakheti Region	97.005	Samtskhe-Javakheti	• Civil society		
	267432	Building up rehabilitation, re-socialisation, re-integration and mental health services for women prisoners and detainees in Georgia	89.954	Rustsavi (Kvemo Kartli)	• Civil society		
EIDHR	D-021-318	EIDHR 2009 Annual Action Programme - CBSS (Country Based Support Schemes)					
	242363	Introducing four Rs in Georgia: Rehabilitation, Reintegration & Reducing Recidivism among Georgian convicts	99.964	Georgia (national)	• Civil society		
	242073	New Initiative in Justice System	99.189	Georgia (national)	• Civil society		
	242349	Enhancing respect for rights of prisoners through promotion of their	89.909	Georgia (national)	• Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
		right to health, including mental health					
	242098	Civil Society Contribution to the Humanization of Criminal Justice System	79.331	Georgia (national)	• Civil society		
ENPI	D-019-744	ENPI-East Global Allocation					
	224228	Assessment of Justice, Liberty and Security (JLS) sector in Georgia	122.335	Georgia (national)	• Consulting company		
	328026	Gap Assessment and Formulation of the EU Justice Programme 2014-2017	106.210	Georgia (national)	• Consulting company		
	226252	Criminal Justice Reform Assessment and Formulation of Follow-up SPSP	99.970	Georgia (national)	• Consulting company		
DCI	D-019-411	Global commitment for local calls for proposals - Objective 1 - PVD projects - Local Authorities - AAP 2007					
	165441	Providing Access to Sustainable Development To Juvenile Detainees Through an Issue Based Inter-Sectoral Co-operation	234.407	Georgia (national)	• Civil society		
ENPI	D-024-279	Eastern Neighbourhood Civil Society Facility - 2012 funds					
	313889	Cross-sectoral crime prevention network	150.000	Georgia (national)	• Civil society		
DCI	D-021-105	Global commitment for in-country and multi-country calls for proposals - Objective 1 - PVD projects - Non State Actors - AAP 2009					
	213116	Strengthening of the alliance for addressing juvenile delinquency and piloting innovative services for promotion of juvenile justice reform in Georgia	113.460	Gldani-Nadzaladevi district of Tbilisi	• Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
EIDHR	D-019-719 & D-019-377	EIDHR 2007 & 2008 AAP - COUNTRY BASED SUPPORT SCHEMES					
	162577	Achieving Overall Availability of Legal Service and Developing Rehabilitation System of the Juveniles in Conflict with Law	99.509	Georgia (national)	• Civil society		
	211017	Accomplishing Practice of Application and Execution of Non-Custodial Penalty Forms in Adjara Region	93.500	Adjara	• Civil society		
EIDHR	D-018-136	EIDHR micro projects AWP 2006 Eastern Europe & Southern Caucasus, Mediterranean & Middle East					
	137565	Accomplishment and Extension of Juveniles's Advocacy and Development System in Adjara Region	99.739	Adjara	• Civil society		
ENPI	D-022-266	Support to the multilateral dimension of the Eastern Partnership/Global Allocation 2010					
	281428	Georgian Crime Survey 2012	55.900	Georgia (national)	• Consulting company		

2 PFM

Table 2 Sample interventions in the PFM sector

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
ENPI	D-018-785	Support to the public finance management reform in Georgia	14.229.762			(All contracts under this decision)	
	(all contracts)			Georgia (national)	<ul style="list-style-type: none"> • Government • Consulting company • Misc 		
ENPI	D-021-780	Support to Public Finance Management Reforms - Phase II (Georgia AAP 2010)	10.855.039			(All contracts under this decision)	
	(all contracts)			Georgia (national)	<ul style="list-style-type: none"> • Government • Consulting company 		
TACIS	D-021-780	TACIS 2004 Georgia Action Programme					
	109187	Support to Tax administration - Georgia	1.235.290	Georgia (national)	<ul style="list-style-type: none"> • Consulting company 		
	139855	Public Expenditure and Financial Accountability Assessment in Georgia	73.367	Georgia (national)	<ul style="list-style-type: none"> • Consulting company 		
	137532	Financial Management System for the Ministry of Justice	17.240	Georgia (national)	<ul style="list-style-type: none"> • Consulting company 		
ENPI	D-023-281	Programme in support of EU-Georgia agreements					
	327117	Capacity Building of the Academy of the Ministry of Finance of Georgia (Twinning ref. GE12/ENPPCA/FI/16)	880.000	Georgia (national)	<ul style="list-style-type: none"> • Research institute 		
TACIS	D-017-032	Tacis 2004 Georgia Action Programme Part II					
	109187	Support to Tax administration - Georgia	580.401	Georgia (national)	<ul style="list-style-type: none"> • Consulting company 		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
ENPI	D-018-954	Twinning facility in support of the EU-Georgia ENP AP implementation					
	200080	Support to Tax Administration, Phase II	567.886	Georgia (national)	• Consulting company		
	167397	Support to the Ministry of Finance of Georgia for the Elaboraton of a Twinning Fiche concerning the Strengthening the National Customs System of Georgia	82.927	Georgia (national)	• Consulting company		
TACIS	D-018-597	Tacis Programme for Accompanying measures 2006-2007					
	145609	Support to the Ministry of Finance on Internal Audit	184.738	Georgia (national)	• Consulting company		
ENPI	D-021-068	Twinning & Technical Assistance Facility to the EU- Georgia ENP AP implementation					
	283797	Support to the Treasury Service of the Ministry of Finance in translating IPSAS	89.746	Georgia (national)	• Consulting company		
DCI	D-022-343	NSA & LA Programme > Obj. 1 LA (In-country + multi-country)					
	270667	Strengthening the capacities of local authorities in defining and implementing sustainable development strategies through development of a Local Environmental Action Plan in Telavi	45.000	Georgia (national)	• Consulting company		
TACIS	D-017-996	TACIS 2006 Georgia Action Programme					
	167147	Assessment of Fiscal Decentralisation	29.235	Georgia (national)	• Consulting company		

3 Agriculture, Rural and Regional development

Table 3 Sample interventions in the Agriculture, Rural and Regional development sector

Instrument	Decision / contract number	Intervention title	Contracted amount	Geographical focus	Channels	Desk sample	Field sample
ENPI	D-023280	European Neighbourhood Programme for Agriculture and Rural Development (ENPARD Georgia)	25.723.530	Georgia (national)	Government Civil society Other international organisation (UNDP, FAO)	(All contracts under this decision)	
	(all contracts)						
ENPI	D-021-077	Support to Regional Development Reform in Georgia	18.807.756	Georgia (national)	Government Consulting company	(All contracts under this decision)	
	(all contracts)						
DCI-NSAPVD	D- 019-404	Global commitment for local calls for proposals Objective 1 - PVD Projects - Non State Actors - AAP 2007					
	C-165462	Development of Agro Services in Southern Abkhazia	299.998	Southern Abkhazia	Civil society		
	C-165719	Strengthen community-based initiatives for poverty reduction in Racha-Lechkhumi Region of Georgia	293.217	Racha-Lechkhumi Region	Civiil Society		
DCI-GENRE	D- 023-025	Call for Proposals: Strengthening protection and promotion of women's rights and women's social and economic empowerment					
	301178	Empowering the poor farmer-women residing in Lentekhi Mountainous Area and other women leading consuming SMEs in	352819,9	Lentekhi District	Government		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
		Black Sea area of Georgia through mobile-marketing-based communication network and e-marketplace					
ENPI	D-024-279	Eastern Neighbourhood Civil Society Facility - 2012 funds					
	324409	Improving land governance to foster sustainable agriculture development in Georgia	149.745	Georgia (national)	Civil society		
DCI-NSAPVD	D-019-404	Global commitment for in-country calls for proposals - Objective 1- PVD projects - Non State Actors - AAP 2008					
	213088	Strengthening community based farmers' groups and agricultural services in Samtskhe-Javakheti	142.224	Samtskhe-Javakheti	Civil Society		
DCI-NSAPVD	021-105	Global commitment for in-country and multi-country calls for proposals - Objective 1 - PVD projects - Non State Actors - AAP 2009					
	C-213148	Create local capacity for sustainable rural development	140.000	Georgia (national)	Civil Society		
TACIS	D- 018-597	Tacis Programme for Accompanying measures 2006-2007					
	C-146481	Policy Advice for the Regional Development	98.104	Georgia (national)	Consulting company		
CDC	D- 017-047	PROGRAMME ANNUEL DE TRAVAIL 2004 DE LA LIGNE 21.02.13 (CO-OPERATION DECENTRALISEE)					
	113920	Tools of Support of Development of Women Business. Creation of Business Incubators.	(0)	Abkhazia	Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
TACIS	D-016-864	TACIS 2004 Georgia Action Programme					
	108666	Akhalkalaki Linkages Programme (Samtskhe-Javakheti region)	(1)	Samtskhe-Javakheti region	Civil society		
	108777	Integrated poverty reduction program in vulnerable rural communities of Kvemo-Kartli region	(49)	Kvemo-Kartli region	Civil society		
ONG-PVD	D-006-239	pré-engagement dont dépendront les contrats PVD projets					
	113735	Rural Economic Development Program in Samegrelo/Upper Svanetia Region, Georgia	(6.967)	Samegrelo/Upper Svanetia Region	Civil society		

4 Civil Society

Table 4 Sample interventions in the Civil Society sector

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
DCI-NSAPVD	D-019-404	Global commitment for local calls for proposals Objective 1 - PVD Projects - Non State Actors - AAP 2007	1.058.518				
	165636	Effective Civil Society Development and Improved Access to Quality Healthcare for Poor People in Georgia	299.648	Georgia (national)	Civil society		
	165619	Development of Non-State Sector Potential, Resources and Opportunities in Adjara Region	297.276	Adjara Region	Civil society		
	165678	Civil Society Engaged in Public Financial Management in Georgia	270.000	Georgia (national)	Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
	165633	Strengthening local capacity and developing structured dialogue and partnerships for mitigating natural disasters and reducing poverty in Georgia	191.593	Georgia (national)	Civil society		
ENPI	D-024-279	Eastern Neighbourhood Civil Society Facility - 2012 funds	980.616				
	324271	CSOs for better reforms	250.000	Georgia (national)			
	324273	CSOs co-operate with government and other stakeholders on a NAMA for sustainable energy in rural areas	175.000	Georgia (national)	Civil society		
	313896	Support Georgia for proper and balanced immigration policy formation	147.582	Georgia (national)	Civil society		
	311175	"Strengthening and capacity building of the Georgian National Platform for the Eastern Partnership	140.500	Georgia (national)	Civil society		
	313892	Mainstreaming Disability into National Action against Gender Based Violence	135.000	Georgia (national)	Civil society		
	327135	Promoting Criminal Justice Reforms in Georgia through the Engagement of the Civil Society	132.534	Georgia (national)	Civil society		
EIDHR	D-022-809	EIDHR 2011 Annual Action Programme - Without country based support schemes, targeted projects and EOMs		Georgia (national)			
	296818	Coalition for Rebuilding of Trust	938.210	Georgia (national)	Civil society		
ENPI		Special Measure:	762.929	Georgia			

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
	D-023-078	Neighbourhood Civil Society Facility 2011		(national)			
	304267	Strengthening Structured and Inclusive Multi-stakeholder Dialogue for Promotion of Systemic Reform Implementation in the Field of Ecomigration in the South Caucasus Countries	372.940	Georgia (national and regional)	Civil society		
	296487	I eat, therefore I care: Promoting civil society engagement in food safety reform in Georgia	249.489	Georgia (national)	Civil society		
	311175	"Strengthening and capacity building of the Georgian National Platform for the Eastern Partnership	140.500	Georgia (national)	Civil society		
IFS-RRM	D-021-737	Support confidence building measures and de-conflicting after the armed conflict in Georgia in August 2008					
	219641	Peoples' Manifesto – inclusive democracy does not mean only to elect but to make those who were elected to care people's plight	678.423	Georgia (national)	Civil society		
DCI-NSAPVD	D-023-482	Non State Actors (NSA): Objective 1 - Actions in partner countries (in-country and multi-country interventions)					
	303327	Facilitating Civil Society Organizations Involvement in Municipal Reform Processes in Kvemo Kartli through the Promotion of Public-Private Social Partnerships	100.000	Kvemo Kartli	Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
	303207	Joint Local Authorities/Civil Society Development of Social Strategies and Services to Most Vulnerable in Kakheti Region in Georgia	100.000	Kakheti Region	Civil society		
	303475	Giving Voice to Community: Rural Parliaments on Local and National Levels	99.860	Georgia (national)	Civil society		
	303364	Capacity Building of Civil Actors in Low Civil Activity Municipalities	88.649	Georgia (national)	Civil society		
	309746	Organisation of an Information Session for the NSALA Call for Proposals	1.814	Georgia (national)			
DCI-NSAPVD	D-020-081	Global commitment for in-country calls for proposals - Objective 1- PVD projects - Non State Actors - AAP 2008					
	212158	Promoting Social Dialogue in Georgia	150.000	Georgia (national)	Civil society		
	212160	Strengthening and coordination of local NSAs to address drug use and HIV prevention in kakheti region, Georgia	120.356	Kakheti Region	Civil society		
	212145	Civil Society and self-government for development of Kakheti region	60.750	Kakheti Region	Civil society		
DCI-NSAPVD	D-022-941	The thematic programme Non State Actors (NSA): Objective Nr. 1 - In-country + multi-regional/country					
	304304	Development Platform for Environmental Dialogue and Partnership among the Municipalities of the Kakheti	98.204	Kakheti Region			

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
		Region					
	303979	Effective Civil Society Development: Next Steps of the White Band Coalition (WBC) of the CSOs in Tbilisi, Adjara, Samegrelo and Shida Kartli Regions	97.200	Tbilisi, Adjara, Samegrelo and Shida Kartli Regions	Civil society		
	303187	Collaboration towards Combating Child Sexual Abuse	91.816	Georgia (national)	Civil society		
DDH	D-018-136	EIDHR micro projects AWP 2006 Eastern Europe & Southern Caucasus, Mediterranean & Middle East					
	138058	Community Mobilization Initiative	99.966	Georgia (national)	Civil society		
	138116	Youth vote project-increasing youth participation through innovative civic education program	89.559	Georgia (national)	Civil society		
	137579	Joint Action Against HIV Associated Stigma	87.397	Georgia (national)	Civil society		
DCI-NSAPVD	D-022-312	NSA & LA Programme > Obj. 1 NSA (In-country + multi-country)					
	271120	Joint local authorities/civil society organisation development of social strategies and services to most vulnerable in Georgia	100.000	Georgia (national)	Civil society		
	271665	Supporting CSO Development Effectiveness in Georgia	98.900	Georgia (national)	Civil society		
	276025	Facilitation to the Development of Civil Society in Upper Svaneti and its Involvement in the Local Governance	72.000	Upper Svaneti	Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
EIDHR	D-023-791	EIDHR 2012 AAP - CBSS (Country Based Support Schemes)					
	315163	Civic education for democratic citizenship- empowerment of civic education in public schools in Georgia	100.000	Georgia (national)	Civil society		
	315231	Helping those who suffer in silence- ensuring civic engagement to raise awareness on domestic violence and sexual abuse of women and children in Georgia	99.900	Georgia (national)	Civil society		
EIDHR	D-022-810	EIDHR 2011 AAP - CBSS (Country Based Support Schemes)					
	292178	Facilitating Civil Integration and Promoting the rights of the repatriated Meskhetian Community in Georgia	100.000	Meskhetian Community	Civil society		
	292173	Campaign for protection of civil interests of consumer services	99.750	Georgia (national)	Civil society		
DCI-NSAPVD	D-024-630	Non State Actors (NSA): Objective 1 - Actions in partner countries (in-country and multi-country interventions)					
	330313	Facilitating Civil Society Organisations' involvement in municipal reform processes in Kakheti region and Pankisi Valley through the promotion of public-private social partnerships	100.000	Kakheti region and Pankisi	Civil society		
	331954	Supporting the right and	89.960	Georgia	Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
		opportunity of the persons with disabilities to participate through the bodies of the local self-governments in Georgia		(national)			
	331396	Strong Local Governance through Enhanced Civil Participation	-	Georgia (national)	Civil society		
DCI-NSAPVD	D-021-105	Global commitment for in-country and multi-country calls for proposals - Objective 1 - PVD projects - Non State Actors - AAP 2009					
	213175	Day Centre - Significant support to community mobilization and building of civil society	149.986	Georgia (national)	Civil society		
EIDHR	D-021-315	EIDHR 2009 Annual Action Programme - Without country based support schemes, targeted projects and EOMs					
	218350	EU-Georgia Civil Society Human Rights Seminar on media freedom and Internally Displaced Persons (IDPs), Tbilissi, 27-28-29 October 2009	143.222	Georgia (national)	Private company		
EIDHR	D-022-196	EIDHR 2010 Annual Action Programme - CBSS (Country Based Support Schemes)					
	267162	Implementing children's rights in Georgia: protecting children from abuse and neglect	97.438	Georgia (national)	Civil society		
	267420	Strengthening civil society participation in ENP process	95.000	Georgia (national)	Civil society		
EIDHR	D-019-719	EIDHR 2008 AAP-Country Based Support Schemes (CBSS)					

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
	211102	Support to the development of free speech.	77.578	Georgia (national)	Civil society		
	211193	Strengthening the role of civil society in promoting women's rights and democratic reform, supporting rule of law	78.321	Georgia (national)	Civil society		
DCI-NSAPVD	D-023-483	Local Authorities (LA) - Objective 1 - Actions in partner countries (In-country and multi-country interventions)					
	331550	Stronger Professional Societies	73.560	Georgia (national)	Civil society		
EIDHR	D-019-377	EIDHR 2007 AAP - COUNTRY BASED SUPPORT SCHEMES					
	162638	Public Lobby	72.017	Georgia (national)	Civil society		
ENPI	D-020-584	ENPI-East Global Allocation					
	255321	Capacity-Building of Non-State Actors for Policy Dialogue	67.830	Georgia (national)	Consulting company		
EIDHR	D-023-790	EIDHR 2012 Annual Action Programme - Without Country Based Support Schemes and Targeted Projects					
	293326	EU Georgia Civil Society Seminar on Human Rights	51.367	Georgia (national)	University		
DCI-NSAPVD	D-022-343	NSA & LA Programme > Obj. 1 LA (In-country + multi-country)					
	274150	Transparency and Public Inclusion in Strategic Planning	45.000	Georgia (national)	Government		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
		of Tbilisi and its Surrounding Territories					
ADM-MULTI	D-019-144	DCI-NSA Support measures 2007 not covered by strategy papers					
	146933	A mapping study of non-state actors in Georgia	40.972	Georgia (national)	Consulting company		
EIDHR	D-021-318	EIDHR 2009 Annual Action Programme - CBSS (Country Based Support Schemes)					
	222396	Training in accountability for NGOs - Beneficiaries of the EIDHR and NSA/LA in Georgia	3.500	Georgia (national)	Consulting company		
CDC	D-017-047	PROGRAMME ANNUEL DE TRAVAIL 2004 DE LA LIGNE 21.02.13 (CO-OPERATION DECENTRALISEE)					
	113879	Co-operation of Civil Society with Local Authorities in the Sphere of Protection of Human Rights and Rights of Women	-	Abkhazia	Civil society		
	113912	Strengthening of a Civil Society, Development of Opportunities of Abkhazian NGO in the field of Human Rights.	-	Abkhazia	Civil society		
	113911	Stimulating Co-operation between Civil Society and Local Government and Self - Government Structures for Effective Problem Solving on a Local Level.	-	Georgia (national)	Civil society		
EIDHR	D-022-810	EIDHR 2011 AAP - CBSS (Country Based Support Schemes)					

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
	292221	Promoting fundamental labour rights in regions through Workers consultations and support centers (WCSC)	52.450	Georgia (national)	Civil society		
ENPI	D-023-281	Election observation and parallel vote tabulation of Georgia's 2013 Presidential Election					
	323438	International Society For Fair Elections And Democracy Union	100.000	Georgia (national)	Civil society		
EIDHR	D-019-376	EIDHR 2007 AAP - without country based support schemes - without targeted projects					
	148044	Prevention of torture in the military guardhouses.	204.961	Georgia (national)	Civil society		

5 IDPs and Conflict Resolution

Table 5 Sample interventions in the IDP and Conflict Resolution sector

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
ENPI	D-020-514	Support to Georgia IDPs Action Plan: 2008 Part II	51.480.449	Georgia (national)	<ul style="list-style-type: none"> • Government • Consulting company 	(All contracts under this decision)	
		(all contracts)					
ENPI	D-021-783	Support to Georgia's IDPs Action Plan:2009 Part III	43.396.476	Georgia (national)	<ul style="list-style-type: none"> • Government • Consulting company • Civil society 		
		(all contracts)					
IFS-RRM		Support to mitigate the					

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
	D-/020-612	consequences of the recent armed conflict	14.742.707				
	172269	Stabilisation of the IDP Living Conditions in Georgia	9.463.825	Georgia (national)	Other international organisation (UNHCR)		
	172261	Support to Early Recovery Efforts in Georgia	4.385.163	Georgia (national)	Other international organisation (UNHCR)		
	172265	Joint solutions are Durable solutions - Steps to solve the IDP issue in Georgia	594.394	Georgia (national)	Consulting company		
	172330	Assistance to internal monitoring of the measures under the Instrument for Stability for Georgia	299.325	Georgia (national)	Consulting company		
IFS-RRM	D-021-737	Support confidence building measures and de-conflicting after the armed conflict in Georgia in August 2008	13.557.413				
	216506	Community Stabilisation for IDPs, Host communities and returnees	1.972.979	Georgia (national)			
	216514	Establishing Conditions for Effective Conflict Prevention and Transformation following the August 2008 crisis	1.065.000	Georgia (national)	Civil society		
	216877	Promoting Dialogue and Capacity for Effective National Electoral Processes	1.055.868	Georgia (national)	Other international organisation (UNDP)		
	216409	Supporting the Integration of IDPs in Kvemo Kartli Region	999.691	Kvemo Kartli Region	Civil society		
	216497	Supporting socio-economic Integration of IDPs in Samegrelo-Zemo Svaneti Region	999.091	Samegrelo-Zemo Svaneti Region	Civil society		
	216426	Supporting the socio-economic integration of IDPs and their host communities through	998.757	Georgia (national)	Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
		engagement in active dialogue and decision-making					
	216583	Community Centers for Conflict Affected Communities in Georgia	982.432	Georgia (national)	Civil society		
	216756	Community Support for Children & Young People in Abkhazia	969.544	Abkhazia	Other international organisation (UNICEF)		
	220915	Media Strengthening Programme for Georgia	673.595	Georgia (national)	Civil society		
	216445	Action Dialogue	504.305	Georgia (national)	Civil society		
	216439	Support to socio-economic integration of internally displaced population in the Zugdidi district	487.564	Zugdidi district	Civil society		
	216416	Strengthening the Media's Role as a Watchdog Institution in Georgia	476.585	Georgia (national)	Civil society		
	216610	Dialogue and Study Visits for the Transformation of the Georgian-Abkhazian and Georgian-Ossetian Conflicts	367.049	Abkhazia and Ossetia	Civil society		
	216895	External monitoring of the measures under the Instrument for Stability for Georgia	299.500	Georgia (national)	Consulting company		
	219076	Training for Activists of Political Parties and their Youth Organisations in Georgia	282.036	Georgia (national)	Civil society		
	216512	Georgian-Russian Dialogue on Post August War Challenges	278.287	Georgia (national)	Research institute		
	216763	The social and psychological support and empowerment of vulnerable groups in Abkhazia	99.100	Abkhazia	Civil society		
	216661	Youth Civic Participation	80.000	Georgia (national)	Civil society		
	217756	Together to the legal and stable		Georgia	Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
		community.	70.000	(national)			
	216655	The role of youth in Abkhazia in construction of Civil Society	50.000	Abkhazia	Civil society		
	216713	Promotion of implementation of the international standards in the sphere of protection of human rights and access to fair justice in Abkhazia	50.000	Abkhazia	Civil society		
	218451	Creating Mechanisms for Information Exchange: Organizational Development of Civil Society in Gali Region	49.865	Gali Region	Civil society		
	216772	Organization of training of modern technologies in conducting business for women (Gal, Sukhum,Gagra)	49.740	Gal, Sukhum,Gagra	Civil society		
	223495	A Verification Mission to UNHCR Project No. 172269 "Stabilisation of the IDP Living Conditions in Georgia"	18.001	Georgia (national)	Consulting company		
ENPI	D-022-671	Support to conflict affected/displaced population and host communities in Georgia (AAP 2011)	12.000.000				
		(all contracts)		Georgia (national)	Government Other international organisation (FAO)		
ENPI	D-020-515	Support to Georgia IDPs Action Plan: 2008 Part I	9.861.300				
	172587	Support to Georgia IDPs Action Plan: 2008 Part I	9.800.000	Georgia (national)	Government		
	221772	Monitoring mission for the TBS Programme - Support to Georgia IDPs Action Plan: 2008 Part II	61.300	Georgia (national)	Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
IFS-RRM	D-024-280	Support for stabilisation in conflict affected areas	7.795.254				
	301426	Confidence Building Early Response Mechanism (COBERM) - II	5.000.000	Georgia (national)	Other international organisation (UNDP)		
	299602	Support To Confidence-Building Through Rehabilitation Of Water-Related Infrastructure	942.368	Georgia (national)	Other international organisation (OSCE)		
	307539	Innovative Action for Gender Equality in Georgia (IAGE)	799.989	Georgia (national)	Other international organisation (UNWOMEN)		
	301431	Dialogue Coordination Mechanism	700.000	Georgia (national)	Other international organisation (UNDP)		
	297991	Professional Media for Elections	326.000	Georgia (national)	Other international organisation (UNDP)		
	316553	Organisation of an EU-Georgia Strategic Dialogue Seminar	19.797	Georgia (national)	Consulting company		
	316564	Provision of technical assistance to the SMR	7.100	Georgia (national)	Civil society		
	334583	The reconstruction of minor road infrastructure in Abkhazia	-	Abkhazia	Civil society		
	333208	Neutral Platform for Discussions	-	Georgia (national)	Civil society		
IFS-RRM	D-022-374	Support for Georgian efforts to overcome its political crises and to deepen its democratic reforms					
	238938	Confidence Building Early Response Mechanism (COBERM)	4.813.140	Georgia (national)	Other international organisation (UNDP)		
	255510	Supporting the Repatriation of Persons Deported from Georgia in the 1940s and their descendants	2.000.000	Georgia (national)	Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
	238837	Development of Media Monitoring Capacities in Georgia	745.000	Georgia (national)	Other international organisation (UNDP)		
	238832	Policy advice to Georgia's State Ministry for Reintegration regarding the Action Plan for the "State Strategy on the Occupied Territories: Engagement for Co-operation"	205.775	Georgia (national)	Civil society		
ENPI	D-019-631	Support to the peaceful settlement of Georgian internal conflicts					
	242716	Emergency Rehabilitation and Construction	3.000.000	Georgia (national)	Other international organisation (World Bank)		
	216427	Restoration and improvement of agricultural based livelihoods and food security for new Internally Displaced Persons (IDP) settlements and returnees in the Area Adjacent to South Ossetia (AASO) - Phase I.	2.000.000	Area Adjacent to South Ossetia	Other international organisation (FAO)		
	216510	Assistance and capacity building to conflict-affected populations	800.000	Georgia (national)	Other international organisation (FAO)		
ENPI	D-018-955	Economic rehabilitation and confidence building for Abkhazia / Western Georgia	4.000.000				
	230630	Support to the conflict-affected people in Abkhazia and adjacent areas in western Georgia	2.000.000	Abkhazia and adjacent areas in western Georgia	Other international organisation (UNHCR)		
	238588	Economic rehabilitation and confidence building in Abkhazia and adjacent areas in western Georgia	2.000.000	Abkhazia and adjacent areas in western Georgia	Other international organisation (UNDP)		
ENPI	D-022-568	Support to Conflict Settlement (AAP 2011)	2.404.251				

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
	330663	Support to Improvement of Education System in Abkhazia	600.000	Abkhazia	Civil society		
	319668	Strengthening Livelihoods of Farming Communities in Gali District	556.769	Gali District	Civil society		
	318046	Support to economic and social development in Eastern Abkhazia	553.882	Eastern Abkhazia			
	319900	Creation and strengthening of community-based farmer service centers in Southern Abkhazia	453.600	Southern Abkhazia	Civil society		
	309718	Abkhazia University Project	200.000	Abkhazia	Research institute/university		
	324357	Technical support on communications and Public Relations to the SMR	20.000	Georgia (national)	Company consulting		
	324879	Provision of legal advise and expertise to the SMR	20.000	Georgia (national)	Civil society		
TACIS	D-018-043	TACIS 2006 Georgia Rehabilitation Programme					
	144868	Rehabilitation and Economic Development in the Zone of the Georgian - Ossetian CONflict and Adjacent Areas Phase IV	1.945.597	Ossetia and Adjacent	Other international organisation (OCSE)		
DCI-HUM	D-021-148	Support to social inclusion of vulnerable groups at community level: Call for proposals					
	236744	Economic Development for IDPs in Georgia	558.673	Georgia (national)	Civil society		
DCI-HUM	D-019-878	Increase of the budget of the 2007 call for proposals					

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
		"Preventing harm to children affected by armed conflicts and fighting against child trafficking"					
	155013	Primary School Attendance and Dialogue in Abkhazia	432.342	Abkhazia	Civil society		
TACIS	D-016-864	TACIS 2004 Georgia Action Programme					
	125457	Exeprt/Training Team for Capacity Building of the State Ministry for Conflict Resolution Issues of Georgia	109.454	Georgia (national)	Consulting company		
DCI-NSAPVD	D-022-312	NSA & LA Programme > Obj. 1 NSA (In-country + multi-country)					
	270563	Supporting IDP Resettlement and Employment in Poti	100.000	Poti	Civil society		
EIDHR	D-021-318	EIDHR 2009 Annual Action Programme - CBSS (Country Based Support Schemes)					
	242096	Promoting the rights & social and economical integration of South Ossetian women IDPS	94.824	South Ossetia	Civil society		
DCI-NSAPVD	D-022-941	The thematic programme Non State Actors (NSA): Objective Nr. 1 - In-country + multi-regional/country					
	303457	IDP Homeowners' Associations (Condominiums) for Better Local Integration	90.000	Georgia (national)	Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
EIDHR/	D-019-719	EIDHR 2008 AAP-Country Based Support Schemes (CBSS)					
	211126	Enhancing the rights of IDP Children and Family Residing in IDP Dense Settlements	72.000	Georgia (national)	Civil society		
IFS-RRM	D-022-934	Expenditure on administrative management 2011 - Instrument for Stability					
	262515	Second Verification Mission to UNHCR Project No. 172269 - Stabilisation of the IDP Living Conditions in Georgia	20.656	Georgia (national)	Consulting company		
TACIS	D-017-657	TACIS 2005 Georgia Rehabilitation Programme					
	132367	Construction of the Lia Police Station and the Enguri Shuttle bus – Georgian/Abkhaz Conflict Zone	(524)	Abkhazia	Civil society		
	132135	Enguri Hydro Power Plant Rehabilitation – Phase II	(1.902)	Georgia (national)	Civil society		
ONG-PVD/	D-017-215	pré-engagement dont dépendront les contrats pour les projets PVD					
	119684	Improving access to and utilisation of quality primary health care services for Internally Displaced Persons (IDPs) and other vulnerable groups in Samegrelo region of Georgia	-	Georgia (national)	Civil society		
	118852	Integrated community development program in Abkhazia, Georgia	(6.185)	Abkhazia	Civil society		

<i>Instrument</i>	<i>Decision / contract number</i>	<i>Intervention title</i>	<i>Contracted amount</i>	<i>Geographical focus</i>	<i>Channels</i>	<i>Desk sample</i>	<i>Field sample</i>
MIGR	D-017-809	Programme annuel de Travail 2005 - AENEAS					
	120074	Toward Durable Re-integration Mechanisms in Georgia	(23.530)	Georgia (national)	Civil society		

Annex 7: Context

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1 Georgia context

1.1 Introduction

Georgia is a lower-middle income country with a population of 4.5 million people, about 50% of whom are urban dwellers and 16% minorities. The country has a gross national income per capita of USD 3,136¹ and ranks 72nd out of 194 countries/territories in the 2012 UN Human Development Index.

Georgia is a very mountainous country divided by the Likhi Range into eastern and western halves. The vast majority of the population lives below 800m. Population densities are relatively high but are less than those for Armenia and Azerbaijan.² The provision of adequate infrastructure, services, and economic opportunities to those living in the upland mountainous regions is particularly challenging.

The figure below shows a map of Georgia with the main neighbouring countries.

Figure 1 Map of Georgia



Source: <http://www.un.org/Depts/Cartographic/map/profile/georgia.pdf>

1.2 Historical background

Following the breakup of the Soviet Union, Georgia experienced civil war and economic collapse, with GDP contracting by as much as 70 percent and hyperinflation as attempts to restrain the expansion of credit were abandoned. The Russian rouble became the *de facto*

¹ According to the National Statistics Office of Georgia the 2012 UN HDI shows a GNI per capita of USD 5,005 (purchasing power parity terms).

² <http://www.britannica.com/EBchecked/topic/230186/Georgia/44304/Climate>

currency of the country. In 1991-94, between internal displacement due to war, emigration, the loss of subsidised energy imports from Russia, and the breakdown of infrastructure, most Georgians lived in a subsistence economy, dependent on small-scale agriculture or commerce and migrant remittances.

A period of consolidation in 1994-1998 saw the first steps towards rational economic management, enacted in close co-operation with the IMF and World Bank. Hyperinflation was brought under control and a currency reform stabilised the Lari. A currency crisis following the collapse of the rouble in 1998 was successfully managed. There were improvements in security and a rebound from the depths of the economic crisis, but after 1999, the Georgian economy was increasingly characterised by rampant corruption at all levels. In part because of corruption, tax revenues declined and the budgetary process was severely compromised. Corruption also made the country's electricity system dysfunctional. This, plus the breakdown of the democratic reform process, led to the suspension of IMF support in 2002. A number of security incidents in 2001-2002 led the EU to review its co-operation programme.

The table below summarises an overview of the main events during the last two decades.

Table 1 A Political Timeline (1991-2013)

<i>Date</i>	<i>Event</i>
1991-92	South Ossetia War (see Box 1 below).
December 1991	Coup d'état, Georgia gains independence with dissolution of Soviet Union.
January 1992	Former Soviet Foreign Minister Eduard Shevardnadze invited to head a ruling State Council. Elected speaker of legislature late 1992, president in 1995.
January 1992	Abkhazia War (see Box 1 below).
Late 2003	Schevardnadze removed from office.
January 2004	Mikheil Saakashvili elected president.
November 2007	Violent demonstrations, Saakashvili steps down to seek a mandate on his continued rule.
January 2008	Saakashvili reelected with 53% of the vote in elections that broadly meet international standards, vows to respect constitutional term limits by not running again in 2013.
August 2008	South Ossetia War.
September 2008	In address at the U.N. General Assembly, Saakashvili announces new democratisation initiatives.
April-May 2009	Meetings between Saakashvili and opposition leaders.
June 2009	Constitutional commission established.
March 2010	Saakashvili announces further democratization measures.
May 2010	Local elections to 64 city councils and election of Mayor of Tbilisi result in wide victory for United National Movement (65% in council elections, 55% in Tbilisi mayoral election. Election boycotted by radical opposition.
October 2010	Georgian legislature approves proposed constitutional changes, to come into effect after 2013 presidential elections.
February 2011	Saakashvili calls for Georgia to become a democratic European nation.
May 2011	The People's Assembly, a civic organization of the radical parties, launches demonstrations in Tbilisi. Immediately following expiration of the permit, security forces violently disperse demonstrators, resulting in four deaths and many injuries and detentions. International partners call for a government inquiry.
July 2011	Interior Ministry announces that an internal probe has resulted in 16 police being fired or disciplined.
August 2011	Opposition Bitsadze leader sentenced in absentia to 5.5 years in prison on charges of organizing attacks on police and disturbing the public order.
October 2011	Bidzina Ivanishvili declares that he will set up a party and participate in 2012 legislative elections in opposition to the ruling UNM. Saakashvili signs order revoking Ivanishvili's Georgian citizenship, government commences investigation of Ivanishvili's bank and tightens political financing rules to reduce

	his influence.
December 2011	UNM and some opposition parties agreed in approving the new electoral code that 77 members of the 150-seat legislature to be elected in October 2012 would be chosen through proportional voting and the remaining 73 through majoritarian voting in single.
February 2012	Saakashvili pledges free, transparent, and democratic October 2012 legislative elections.
April 2012	Ivanishvili's party, Georgian Dream, launched.
May 2012	Constitutional changes go into effect permitting Ivanishvili to run for office.
June 2012	State Audit Chamber imposes fine of USD 90 million on Georgian Dream. Businesses owned by Ivanishvili raided and assets seized.
July 2012	OSCE's Office for Democratic Institutions and Human Rights (ODIHR) reports that the political atmosphere in Georgia is tense; National Democratic Institute issues long list of abuses being perpetrated.
September 2012	A video tape of prison abuse released by Georgian Dream, resulting in widespread public outrage.
October 2012	Georgian Dream wins 85 of 150 legislative seats. Ivanishvili approved as Prime Minister, proposes sweeping reforms, states that the U.S. is Georgia's main ally, and calls for EU and NATO membership while pursuing dialogue with Russia to improve relations. Saakashvili accepts defeat and vows to go into opposition until the end of his presidential term.
November 2012	Ivanishvili government begins arresting officials in the previous Saakashvili government and prominent UNM supporters.
December 2012	Saakashvili criticizes investigations and arrests of his former colleagues by the Ivanishvili government.
January 2013	Ivanishvili government continues to launch investigations and to arrest former government officials and civil servants. Alleged victims of Saakashvili government released from prison and courts exonerate other prominent individuals. Bitsadze returns to Georgia after a Tbilisi court annuls his sentence.
February 2013:	Saakashvili blocked by pro-Ivanishvili demonstrators from giving presidential address to legislature, delivers it from his residence instead.
April 2013	Ivanishvili addresses Parliamentary Assembly of Council of Europe asserting Georgia's commitment to democracy and human rights.
May 2013	Ivanishvili announces that Georgian Dream had selected Deputy Prime Minister and Minister of Education Giorgi Margvelashvili as its candidate for president.
October, 2013	Georgian Dream candidate Giorgi Margvelashvili elected president with 62 percent of the vote. Ivanishvili resigns both his government and party positions and the President appoints Irakli Garibashvili as Prime Minister.

The box below provides details on the Abkhazian and South Ossetian Conflicts

Box 1 *The Abkhazian and South Ossetian Conflicts*

Separatist pressures in Abkhazia and South Ossetia date back to the late 1980s, but have escalated to a full-blown Russian-Georgian conflict inevitably drawing in the United States and the EU as interested parties. Western perceptions have often characterised these conflicts as ethnic, but research increasingly points to the instrumentalisation of underlying ethnic and cultural tensions by party elites (nomenclature) competing for resources and power structures.

Abkhazia declared independence in July 1992, prompting an attack by Georgian forces and the deployment of a UN Observer Mission in October. In 1993, Georgian forces were defeated by separatist forces consisting for the most part of Russian and North Caucasus volunteer militias. In May 2004, Abkhazian and Russian authorities agreed on a ceasefire and Russian peacekeepers were deployed. It is estimated that the conflict had resulted in 10,000 deaths and 200,000 displaced persons. Talks broke down on the Georgian insistence on repatriation of Georgian refugees prior to negotiation of an autonomy agreement, while Abkhazian officials insisted on autonomy first, followed by repatriation. Peace talks were suspended in October 2006. Tensions continued to rise and the presence of Russian “peacekeepers” was ratcheted upward in 2008 as Russia accused Georgia of maintaining a military presence in Abkhazia.

Pressure for independence or merger with North Ossetia can be dated at least from 1989. The strict reaction of the Georgian government in 1990 resulted in estimated 2-4,000 deaths and many displacements. A cease fire was brokered by Russia in June 1992 and enforced by peacekeepers consisting of approximately 500 Russian troops, 300 South Ossetian troops, and 300 Georgian troops supported by OSCE monitors. In 2004, Georgia tightened border controls and raised its peace-keeping contingent to the agreed limit of 500, claiming that it was responding to widespread smuggling. Russia alleged that militia were also among the personnel introduced and responded by introducing paramilitaries, allegedly from Abkhazia, Transnistria, and Russia, of its own. In November 2006, a referendum again indicated that South Ossetia wished to separate from Georgia. Peace talks ceased in October 2007.

The tensions began escalating in April 2008. Simmering long-time tensions erupted on the evening of August 7, 2008, when Georgian forces entered South Ossetia, Tskhinvali. There were major air attacks across the Georgian territory and Russian forces captured Tskhinvali. Having most of South Ossetia, Russian forces began artillery bombardments across the border. Four days later, Russia ceased operations, but remained in effective control of the region. On 15 August, Georgia accepted an EU peace plan brokered by France that left Russian forces in control of South Ossetia and Abkhazia. On 26 August, Russia officially recognized the independence of South Ossetia and Abkhazia, an independence recognized by only a handful of the international community. An EU legal analysis rejected the independence of South Ossetia and Abkhazia under accepted international law. Georgia, the United States, and the EU accuse Russia of not having abided by the points agreed upon in the EU peace agreement. Russian troops have not been removed, their number has not been reduced to pre-conflict levels, and OSCE and U.N. observers have been forced out of the regions. The only group of international monitors to remain after June 2009 is the EU Monitoring Mission (EUMM), consisting of about 400 staff of which 200 monitors. Georgia has generally co-operated well with the EUMM while Russia and the authorities in the breakaway regions have been resistant.

1.3 Main political and economic challenges of the last decade

The *Rose Revolution* at the end of 2003 occupies a central place in Georgia’s post-Soviet development. It brought to power President Mikheil Saakashvili and his United National Movement party. Saakashvili was widely praised in the West, and especially in the United States, as a pro-NATO, pro-Western liberal economic reformer. There were a number of accomplishments. Low-level corruption (e.g., among traffic police and as related to education and health) was reduced, as was criminal violence and extortion. The police force was vigorously reformed by the simple expedient of sacking almost all incumbents and appointing new ones. The electricity supply was stabilised. Taxes were streamlined and improvements in collection addressed the budget crisis, as a result of which, IMF support was resumed in 2004. Business practices were simplified and there was significant progress in privatisation.

Economic liberalisation, as well as the rebound effect, saw economic output triple between 2003 and 2013. Roughly over the evaluation period, 2005-2012, the IMF estimates that *economic growth* was about 6 percent per annum, this in the context of the global financial crisis from 2007 on. These developments made Georgia a magnet for international investment as well as a “donor darling”

Yet, the *democratic tendencies* of the Rose Revolution were nuanced with authoritarian ones from the very start. Power was concentrated in the Executive at the expense of Parliament. With the progressive weakening of the rule of law, and especially after the violent suppression of demonstrations in Tbilisi November 2007, the government was perceived as acting outside established institutions, often by *dictat*. Despite the demonstrations and declaration of state of emergency in November 2007, Saakashvili was re-elected with 53.4% of the votes in the January 2008 presidential elections. In August 2008, Georgia launched a military offensive in the breakaway region of South Ossetia which resulted in 2,000 casualties, almost all civilian, and the displacement of over 20,000 persons. Despite official justifications given in the form of unauthorised Russian military activities in the region, the attack proved to be a costly fiasco. Despite lack of international recognition, both South Ossetia and the other breakaway region of Abkhazia effectively became Russian protectorates.

In the economic sphere, the first easy gains from liberalisation were increasingly compromised during the period of the Saakashvili government, and the negative effects persisted. The *economy* remained unbalanced and much of the population did not benefit from macroeconomic growth. Agriculture, accounting for about half of total employment, suffered a precipitous decline, in large part because of government neglect of the sector. The World Bank estimates that agriculture continuously declined between 2005 and 2011, briefly recovered in 2012, and declined again in 2013. Land with functional irrigation and drainage systems shrank almost to the point of disappearance. The proportion of the labour force employed declined by five percentage points between 2003 and 2012 despite a labour code highly favourable to employers' interests. Official unemployment remains at 15 percent and youth unemployment has remained above 30 percent. While this is mostly due to weak employer demand, there are also problems of skills mismatch, with employers unable to find qualified candidates even when they are in hiring mode.

One of the benefits of liberalisation was rapid expansion of investment, but consumption grew rapidly, as well, with the result that much of investment was financed by *capital inflows* – initially FDI but, in later years, increasingly foreign debt. Total trade in 2012 was about USD 11.2 billion, USD 3.5 billion in exports and USD 7.7 billion in imports. The main trade partners were Turkey, Azerbaijan, and Ukraine. FDI amounted to slightly over USD 1 billion. Georgia's current account deficit has reached almost 12 percent of GDP in 2012, the highest in the region, and the trade deficit rose above 25 percent of GDP. In 2013, exports surged with the removal of Russian trade restrictions and the current account deficit retreated to about 6 percent of GDP.

Trade with Russia is an especially sensitive topic. Talks commenced in December 2012 to lift trade restrictions imposed by Russia in 2006 in violation of its accession to WTO membership in May of that year. Georgia had been the most active opponent of Russian membership due to disputes about the monitoring of goods going entering and leaving the breakaway regions, disputes settled at the Geneva talks in December 2011 but which have remained the subject of sniping from both sides. Despite some progress (for example, in May 2013, restrictions on wine and mineral water were lifted), the talks have been tense, with Russia accusing Georgia of being behind African swine fever outbreaks in southern Russia and of endangering Russia through its collaboration with the U.S. Army on pathogen research. However, as mentioned above, trade with Russia surged in 2013, rising from 2 to 7 percent of exports.

According to the World Bank, one reason for high *unemployment* outside of agriculture is the consistent under-performance of small and medium sized-enterprises. SMEs accounted for over 90 percent of registered businesses, close to 50 percent of employment, but only 20 percent of GDP. Virtually all employment in Georgia is either in agriculture or SMEs, both hampered by low productivity. The causes of the poor performance of the SME sector include lack of access to finance and poor infrastructure sector. Despite good natural agricultural resources, the sector has failed to develop for a range of reasons, government neglect during the Saakashvili period being one of them. Irrigation has sharply contracted and the infrastructure needed to bring product to the market is lacking.

The Baku-Tbilisi-Ceyhan pipeline carries 1 million barrels of oil per day from Azerbaijan to the Turkish coast, and a second pipeline carries over 2 billion cubic metres of natural gas from Azerbaijan to Georgia and Turkey. A third pipeline carries Russian gas from Russia to Armenia, with Georgia receiving some gas in lieu of transit fees. Largely thanks to the rising role of Azerbaijani gas, Georgia has become less dependent on Russian gas imports. Georgia has good water resources for hydropower, indeed, enough to potentially be a significant exporter, and has been upgrading its generating and transmission infrastructure. According to the World Bank, Georgia has succeeded in stabilizing its *energy supply* and now faces the challenge of sustainably developing its hydropower in order to participate better in regional electricity markets.

The Saakashvili government put in place a modest *social* safety net consisting of health insurance, pensions, and targeted social assistance; however, pensions remain below the poverty level, “universal” health coverage still has far to go, and targeted social assistance is inadequate. The World Bank estimates that health expenditure is now 10 percent of GDP, high for similar countries. Despite expansion of public financing, 72 percent of this is estimated to be out-of-pocket. In response the government instituted a universal health insurance plan to ensure access to a basic benefit package in February 2013, however, it is estimated that only half the population is actually covered. For the past five years, government capital spending at 8 percent of GDP has been high relative to other countries in the region while social expenditure at 11 percent of GDP has been low. The \$2 per day poverty head count, at over 35 percent, is virtually unchanged since 2003 and the Gini coefficient measuring inequality has increased from about 0.4 to 0.43. These statistics make Georgia a worse performer than comparator countries.

In another area, however, Georgia compares rather favourably to other countries in the region – democratisation. In mid-2011, a far-reaching *electoral reform* was implemented laying the groundwork for Parliamentary elections in October, 2012 and a new government to be formed following the Presidential election in October, 2013. The political atmosphere was fraught in the months leading up to the election, with the release of a video showing prison torture in May 2012 causing demonstrators to return to the streets. Efforts at damage control by President Saakashvili, in the form of promised penal reform, were insufficient to stop a haemorrhage of votes from the UNM to the Georgian Dream coalition led by Bidzina Ivanishvili. The October 2012 parliamentary elections saw Georgian Dream take 55 percent of the popular vote against 40.3 percent for the UNM. Turnout was 61.3 percent and international observers were generally satisfied with the free and fair nature of the election. Somewhat against many observers’ expectations, President Saakashvili accepted defeat and vowed to go into opposition until the end of his presidential term. In October, 2013, Georgian Dream candidate Giorgi Margvelashvili was elected president with 62 percent of the vote. Ivanishvili resigned both his government and party positions and the President appointed Irakli Garibashvili, an academic unaffiliated with any party, as Prime Minister.

2 EU co-operation with Georgia

2.1 Introduction

The following sub-sections provide details on the overarching framework which guided EU-Georgia co-operation efforts. When looking at the EU-Georgia co-operation framework, it is important to keep in mind that all co-operation is political but also that nowhere is the political dimension more evident than in the European Neighbourhood East, with possible spill-over effects of conflict and poverty in the whole region. There are also two broader aspects to take into account:

- First, the EU is a normative organisation; it actively seeks to promote the spread of European values. The historically close ties between the Eastern Neighbourhood and Europe and the institutional vacuum left by the collapse of communism would call for a strong European effort even if the region were not geopolitically contested. In the 2004 and 2007 expansions, and in current relations with Western Balkans and Turkey, the EU has had the reward of eventual accession to offer partner countries. In

the Eastern Neighbourhood, by contrast, what is being offered is not membership, but partnership in a shared European sphere – a concept attractively packaged but sufficiently vague to be subject to differing interpretations by different actors. A relevant question is how much leverage the EU has to promote European institutional structures and practices without the accession option at its disposal.

- Second, and as recent events have clearly reinforced, the region is contested. Russia regards EU, as well as US, actions in the region with suspicion and interprets them as interference in its legitimate sphere of influence. In the Georgian case, the frozen conflicts in Abkhazia and South Ossetia are at the centre of the EU's co-operation strategy and must assume corresponding importance in this evaluation. A less fraught political issue, but one of interest for the evaluation nonetheless, is the fact that the Saakashvili government was explicit in its taste for the American style of economic governance; the current government, while maintaining many of the liberal tenets of the previous one, is visibly more disposed towards a European-style social market economy.

2.2 Regional co-operation framework

2.2.1 The European Neighbourhood Policy (ENP)

Background and geographic coverage

The ENP was developed in the context of the 2004 enlargement, which in addition to bringing ten new Member States into the Union, radically changed its political geography. A policy was needed to deal with the fact that Europe's new neighbours to the East (the so-called European Neighbourhood-East)³ would all be former Soviet republics coping with serious political and economic challenges.⁴ At the same time, the ENP recognised the need for closer ties with its neighbours around the Mediterranean (the so-called European Neighbourhood-South), dealing with their own political and economic challenges.

The possibility of spill over effects from the European Neighbourhood East, such as but not limited to illegal migration, could not be ignored. At the same time, the new neighbours offered unprecedented opportunities for the EU to expand exchanges and co-operate in addressing transboundary issues ranging from crime and terrorism to the environment. The ENP recognised the EU's vital interest in preventing the emergence of new dividing lines with its neighbours and instead to strengthen prosperity, stability and security within and beyond its new borders.⁵

Through the ENP, the EU offers a privileged relationship, building upon a mutual commitment to common values (democracy and human rights, rule of law, good governance, market economy principles and sustainable development). The ENP includes political association and deeper economic integration, increased mobility and more people-to-people contacts. The ENP also offers concrete through its sector policies. These cover a broad range of issues, reaching from employment and social policy, trade, industrial and

³ ENP East: Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine; ENP South: Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, the occupied Palestinian Territory, Syria and Tunisia

⁴ EU relations with Russia, another key EU neighbour initially foreseen to be included in the ENP framework, are instead framed around a separate strategic partnership centred on four Common Spaces (Economic; Freedom, Security and Justice; External Security; Research, Education and Culture) as defined at the St. Petersburg summit (COM (2004) 106), although funding is provided under the ENPI Instrument.

⁵ European Commission (2003), *Wider Europe – Neighbourhood: A New Framework for Relations with our Eastern and Southern Neighbours*, Communication from the Commission to the Council and the European Parliament; COM(2003) 104 final of 11.3.2003. The European Neighbourhood Policy Strategy Paper [COM (2004) 373], developed in 2004, builds on two previous documents, most notably on the Commission's Communication *Wider Europe – Neighbourhood: A New Framework for Relations with our Eastern and Southern Neighbours* [COM (2003) 104] and the subsequent *Paving the Way for a New Neighbourhood Instrument* [COM (2003) 393].

competition policy to Agriculture and Rural development, climate change and environment. They include energy security, transport, research and innovation, as well as support to health, education, culture and youth.

Out of the 16 ENP countries, 12 (including Georgia) are already fully participating as partners in the ENP, having agreed on ENP action plans. Among the ENP-East countries, Belarus remains effectively outside the ENP framework.

Principles and objectives

The ENP operates on the basis of four core principles:

- *Mutual commitment to shared values*, including democracy and respect for human rights, the rule of law and good governance, the principles of market economy, open, rule based and fair trade, sustainable development and poverty reduction.
- *Integration*: The ENP provides a single, clear framework covering the neighbourhood as a whole, and through this framework the EU intends to discuss and handle the whole range of issues with each partner.
- *Partnership and joint ownership*: policy priorities identified by the ENP Action Plans are fully negotiated and mutually agreed by the Commission and the partner country; they are not an imposition by either side, but rather an agreed agenda for common work.
- *Differentiation*: Partner country's priorities vary from country to country based on each country's situation, needs and national agenda, the variety and intensity of its relations with the Union, the degree of commitment to common values as well as its own implementation capacity.

The main goal of the ENP policy is “*to develop a zone of prosperity and a friendly neighbourhood – a ring of friends – with whom the EU enjoys close, peaceful and co-operative relations.*”⁶ Two over-arching objectives for the ENP were formulated:

- To work with the partners to reduce poverty and create an area of shared prosperity and values based on deeper economic integration, intensified political and cultural relations, enhanced cross-border co-operation and shared responsibility for conflict prevention between the EU and its neighbours.
- To anchor the EU's offer of concrete benefits and preferential relations within a differentiated framework which responds to progress made by the partner countries in political and economic reform.

As made clear by the second point, the extent to which the relationship is privileged depends on how successfully shared values have been achieved. The EU encourages reform and offers in return for progress closer and deeper political, economic and cultural co-operation and a significant degree of economic integration to the EU market. This includes: (i) closer political links; (ii) enhanced access to the EU market; (iii) the perspective of gradual opening of or reinforced participation in certain Community programmes, promoting economic, cultural, educational, environmental, technical and scientific links; (iv) increased EU financial assistance; (v) increased mobility and more people-to-people contact. Note, however, that the ENP implicitly draws a line in the sand, as no country included has yet had held out to it the possibility of eventual accession to the EU.⁷

In 2010-2011, the EU reviewed the ENP and put a strong focus on the promotion of deep and sustainable democracy, accompanied by inclusive economic development. “Deep and sustainable democracy” includes free and fair elections, freedom of expression, assembly and association, independence of the judiciary, the fight against corruption, and democratic

⁶ COM(2003) 104 final

⁷ Candidate countries for EU membership (i.e. the Former Republic of Macedonia, Montenegro, Serbia, Turkey, Albania, Bosnia and Herzegovina, Kosovo) fall within the scope of a different policy and instrument (IPA).

control over the armed forces. The EU stressed the necessity of a vital Civil Society in order to achieve deep and sustainable democracy. The EU also unveiled "more for more" principle, under which the EU will develop stronger partnerships with those neighbours that make more progress towards democratic reform. In concrete terms, "more for more" translates into additional aid resources.

Central to the ENP are the bilateral Action Plans between the EU and each ENP partner. These set out a comprehensive agenda of political and economic reforms with short and medium-term priorities of three to five years. ENP Action Plans/Association Agendas reflect each partner's needs and capacities, as well as their and the EU's interests. While differing for each partner country, all Action Plans cover the following areas:

- Political dialogue and reform;
- Economic and social co-operation and development;
- Trade related issues, market and regulatory reform;
- Co-operation on justice, liberty and security;
- Sectoral issues including transport, energy, information society, environment, research and development;
- The human dimension covering people-to-people contacts, civil society, education, public health.

At the last review of its European Neighbourhood Policy in 2010-11, the EU introduced the *more-for-more principle*⁸: the EU will develop stronger partnerships and offer greater incentives to countries that make more progress towards goals most closely associated with democratic reform – free and fair elections, freedom of expression, of assembly and of association, judicial independence, fight against corruption and democratic control over the armed forces.

The ENP is supported by substantial EU financial assistance. Under the European Neighbourhood and Partnership Instrument (ENPI) 2007-2013, nearly EUR 12 billion was provided in grants. In addition, Neighbourhood countries have benefited from a variety of other EU programmes. For the period 2014-2020, the ENPI will be succeeded by a new European Neighbourhood Instrument (ENI).⁹

2.2.2 Eastern Partnership

The Eastern Partnership (EaP) was launched in Prague in May 2009 in response to the Commission Communication¹⁰ aimed at intensifying the level of engagement of the six Eastern countries with the EU. EaP works in the framework of the ENP but is specifically targeted at the Eastern neighbours¹¹ and goes beyond the original ENP package as it deepens bilateral co-operation, and introduces new mechanisms for regional co-operation. The main goal of the EaP is to create the conditions to accelerate political association and promote economic integration of the Eastern neighbourhood partner countries with the EU. It also aims to promote regional co-operation and good neighbourly relations.

Bilaterally, the EaP offers partners new contractual relations whereby the Partnership and Co-operation Agreements (PCAs) of the 1990s are gradually being replaced by more ambitious Association Agreements (AA), deeper economic integration with the EU (deep and comprehensive free trade agreements or DCFTAs), strengthened energy security co-operation and enhanced mobility of people, including gradual steps towards a visa-free regime as a long-term goal, provided that conditions for well-managed and secure mobility

⁸ COM(2011)303: A new response to a changing Neighbourhood

⁹ Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European Neighbourhood Instrument

¹⁰ COM (2008) 823: Eastern Partnership

¹¹ Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine

are in place. The EaP also introduces Comprehensive Institution Building Programmes, which are intended to enhance the capabilities of the partner states' public institutions.

Multilaterally, the EaP introduces four thematic platforms on: 1) democracy, good governance and stability; 2) socio-economic integration and convergence with EU policies; 3) energy security; and 4) contacts between people, with the aim of bringing the partners closer to the EU. The Platforms serve as forums for open discussion and include representatives from government ministries and agencies, parliaments, Civil Society, international organisations, international financial institutions, the private sector, as well as economic and social partners. Each Platform has established expert panels in various areas to guide the implementation of their work programmes.

As part of the multilateral dimension five flagship initiatives were launched with the EaP in the areas of: i) Integrated Border Management; ii) Small and Medium Enterprises (SMEs); iii) Electricity Markets; iv) Disaster Response, and v) Environmental Governance.

In addition, the EaP has broadened the scope for an increased involvement of non-state actors in multilateral fora with a view to enhancing their contribution to democratic discourses and processes. The creation of the EuroNest (parliamentary co-operation) and Civil Society Forum are examples of this.

In addition to strengthening bilateral and multilateral co-operation, it is expected that the EaP will: i) facilitate the development of common positions and joint activities, ii) foster links among the partner countries themselves; and iii) lead to a more regular and structured dialogue among partners and with the EU, whilst creating a stronger basis for multilateral co-operation.

In line with the ENP *more for more principle*, the Eastern Partnership Integration and Co-operation (EaPIC) programme provides additional financial assistance to Eastern Partnership (EaP) countries conditional on reform performance in democracy and human rights. Countries benefiting in 2012-13 were Moldova (EUR 28 million in 2012 and EUR 35 million in 2013), Georgia (EUR 22 million in 2012 and EUR 27 million in 2013) and Armenia (EUR 15 million in 2012 and EUR 25 million in 2013). Key themes for the EaP in coming years have been identified as: implementation of Association Agreements, strengthening of democracy and rule of law through the pursuit of judicial reform, further steps in economic integration, gradual steps towards visa free regimes, energy security and strengthening the Partnership's multilateral dimension, enhancing the involvement of Civil Society in general and the business community in particular.

2.3 Country level co-operation framework

The EU initiated diplomatic relations with Georgia in 1992 when it became an independent state following the breakup of the Soviet Union. The EC Delegation in Tbilisi opened in 1995. A *Partnership and Co-operation Agreement*¹² (PCA) entered into force in 1999, providing for wide-ranging co-operation in political dialogue, trade, investment, economic, legislative and cultural co-operation. Also through the PCA, the parties accorded each other Most Favoured Nation (MFN) status.

In 2001-2002, EU-Georgia relations were adversely affected by a number of security incidents, which led to the EC reviewing its co-operation programme and adopting a revised Country Strategy Paper (CSP) in September 2003. This revised CSP 2003-2006¹³ identified three areas for EU/EC policy support and financial assistance: 1) promoting rule of law, good governance and respect for human rights and democratic institutions, including the strengthening of Civil Society; 2) reducing poverty; and 3) confidence building measures

¹² Partnership and Co-operation Agreement, 22 April 1996;

OJ L 205/3: Partnership and Co-operation Agreement between the European Communities and their Member States, of the one part, and Georgia, of the other part; 4.8.1999

¹³ http://eeas.europa.eu/georgia/csp/03_06_en.pdf

aiming at the prevention and settlement of internal conflicts and actions in favour of the affected populations.

The “Rose Revolution” in November 2003 and the subsequent commitment of the Government of Georgia to reform, completely changed the bilateral EU-Georgia co-operation landscape. Moreover, the 2004 enlargement changed the broad geographical context and offered new opportunities, as well as challenges, for co-operation to the East. Following the recommendation of the Commission, the Council on 14 June 2004 offered Georgia, Armenia and Azerbaijan the opportunity to participate in the *European Neighbourhood Policy*.¹⁴

In December 2005 the EU granted Georgia General System of Preferences¹⁵ (GSP+), which was extended in 2008. The GSP+ provides non-reciprocal tariff reduction on duty free access to Georgian exports to the EU. The *EU-Georgia ENP Action Plan*¹⁶ was adopted in November 2006 for a period of five years. This sets forth strategic objectives for co-operation between Georgia and the EU, identifying the areas of political dialogue and reform; strengthening democracy and good governance; justice, freedom and security; conflict prevention; trade and measures preparing the partner country for gradually obtaining a stake in the EU’s Internal Market; energy, transport, telecommunication, environment and research; tackling illegal migration; as well as social policy and people-to-people contacts. As is clear from the scope of the areas identified, the Action plan is a political document setting forth the broad context for operational co-operation plans.

In the course of 2008, Russia took a number of steps to strengthen its relations with the separatist authorities in the breakaway regions of South Ossetia and Abkhazia. Following military incidents and provocations, armed conflict between Russia and Georgia broke out in August 2008 over control of South Ossetia. The result was a new wave of internal displacement (the first had occurred in the context of the post-independence civil war). The EU and international community heavily supported the Government of Georgia in providing accommodation and basic services to Internally Displaced Persons (IDPs). The EU assisted in brokering a cease fire and an emergency Council meeting of 1 September 2008 expressed support for Georgia’s territorial integrity and called for a range of measures to stabilise the situation and address the humanitarian crisis. These included dispatching an EU civilian monitoring mission (EUMM), organising a donor conference, appointing an EU special representative (EUSR) for the South Caucasus and the Crisis in Georgia, initiating international discussions in Geneva, and establishing an international inquiry into the causes of the conflict.

The crisis also led to deepening of the bilateral EU-Georgia partnership. Within the *Eastern Partnership*¹⁷ framework, the parties foresee stronger political engagement with the EU in the form of a new generation of *Association Agreements* (AA) and integration into the EU economy with *Deep and Comprehensive Free Trade Areas* (DCFTA). The EU High Representative for Foreign Affairs and Security Policy Catherine Ashton launched negotiations for an EU – Georgia Association Agreement in Batumi on 15 July 2010. The EU and Georgia completed the negotiation of the AA, including the DCFTA element, in July 2013 and initialled the Agreement at the Eastern Partnership Vilnius Summit of November 2013. Both sides hope that work on the texts can be completed in order to allow for their signature in 2014, before the end of the current Commission’s mandate.¹⁸ In May, the signature date was moved up from the end of 2014 to June 27, perhaps in reaction to the situation in Ukraine.

¹⁴ European Commission (2003), *Wider Europe —Neighbourhood: A New Framework for Relations with our Eastern and Southern Neighbours*, Communication from the Commission to the Council and the European Parliament; COM(2003) 104 final of 11.3.2003.

¹⁵ http://eeas.europa.eu/delegations/georgia/documents/eu_georgia/gsp_en.pdf

¹⁶ http://eeas.europa.eu/delegations/georgia/documents/eu_georgia/booklet_a4_2_en.pdf

¹⁷ COM (2008) 823: Eastern Partnership

¹⁸ EU-Georgia Association Agreement: http://eeas.europa.eu/georgia/assoagreement/assoagreement-2013_en.htm

2.4 EU assistance strategy

EU assistance to Georgia dates all the way back to 1992 and has involved a wide range of instruments: Prior to 2007, these included ECHO and Food Aid Operations through the European Agricultural Guarantee and Guidance Fund (EAGGF), Technical Assistance to the Commonwealth of Independent States (Tacis), Food Security Programme (FSP), Macro-Financial Assistance (MFA), European Instrument for Democracy and Human Rights (EIDHR), Rapid Reaction Mechanism (RRM) and Common and Foreign Instrument Joint Actions (CFSP). In the period 1992-2006 the EC provided over EUR 500 million to Georgia in grants.

In 2007, the set of available instruments changed. EU assistance during recent years has been provided by the ENPI, the Instrument for Stability (IfS), EIDHR, thematic programmes such as Investing in People and other programmes and tools such as Twinning, TAIX (Technical Assistance and Information Exchange) or SIGMA (Support for Improvement for Governance and Management). The ENPI (through national, regional and interregional programmes) is the main tool for providing assistance to Georgia. At a Donors Conference (held in Brussels on 22 October 2008) the European Union announced a EUR 500 million package for 2008-10 to enable Georgia to recover from the results of the August 2008 conflict.

The main EU-Georgia co-operation objectives and priority fields for the period 2007-2013 are outlined in three key documents: the Country Strategy Paper 2007-2013¹⁹ (CSP), the National Indicative Programme 2007-2010²⁰ and National Indicative Programme 2011-2013²¹ (NIP).

2.4.1 CSP 2007-2013

The broad context for the CSP 2007-13 is the European Neighbourhood Policy (ENP), the EU-Georgia PCA, and the EU-Georgia ENP Action Plan. Within this context, the CSP specifies strategic objectives for EU-Georgia co-operation, at global, regional and country-specific levels. These are:

- A mutually beneficial partnership promoting Georgia's transition;
- Implementing the ENP and the EU-Georgia ENP Action Plan;
- Tackling security challenges;
- Security and diversification of energy supply;
- Development policy objectives.

The CSP identified seven priority areas for action:

- Political dialogue and reform;
- Settlement of Georgia's internal conflicts;
- Justice, freedom and security;
- Economic and social reform, poverty reduction and sustainable development;
- Trade-related issues, market and regulatory reforms;
- Co-operation in specific sectors including transport, energy, environment, information society, and R&D, and
- People-to-people contacts.

¹⁹ http://ec.europa.eu/world/enp/pdf/country/enpi_csp_georgia_en.pdf

²⁰ http://ec.europa.eu/world/enp/pdf/country/enpi_csp_nip_georgia_en.pdf

²¹ http://ec.europa.eu/world/enp/pdf/country/2011_enpi_nip_georgia_en.pdf

2.4.2 NIP 2007-2010

The NIP 2007-2010 discusses in greater detail the focus of the co-operation under the national allocation of the European Neighbourhood and Partnership Instrument (ENPI)²². The priority areas identified were:

- Democratic Development, Rule of Law and Governance, with sub-priorities: i) Democracy, human rights and Civil Society development, ii) Rule of law and judicial reform, and iii) Good governance, public finance reform and administrative capacity building.
- Economic Development and ENP AP implementation, with sub-priorities: i) Promotion of external trade and improving the investment climate, ii) Supporting the PCA/ENP Action Plan implementation, and regulatory reforms, and iii) Education, science and people-to-people contacts.
- Poverty Reduction and Social Reforms, with sub-priorities: i) Strengthening social reforms in health and social protection, and ii) Rural and Regional development.
- Peaceful Settlement of Georgia's Internal Conflicts.

The indicative budget provided in the NIP for the period 2007-2010 was EUR 120.4 million, with the break-down for the four priority areas as given in the following table.

Table 2: *Indicative budget distribution for national ENPI allocations, NIP 2007-2010*

<i>Priority area</i>	<i>EUR million</i>	<i>%</i>
1. Support for democratic development, rule of law and governance	31.5	26%
2. Support for economic development and ENP AP implementation	31.5	26%
3. Poverty reduction and social reforms	38.4	32%
4. Support for peaceful settlement of Georgia's internal conflicts	19.0	16%

Source: Georgia NIP 2007-2010

2.4.3 NIP 2011-2013

The NIP 2011-2013 confirmed the validity of the CSP 2007-2013 priorities, while acknowledging the changes in the Georgian context and the impacts of the internal and external crises affecting Georgia in the first period of the CSP implementation, and the deepening of EU-Georgia relations. The worst of the South Ossetia crisis having abated, priority shifted to mitigating its human consequences and working towards a long-term resolution of the crisis. In the area of good governance, support to civil service reform was given priority, as were political pluralism, human rights and media freedom, and Civil Society development. For the first time, environment was also a priority sector. Reflecting the launch of the Eastern Partnership in 2009, the NIP also emphasises the need to mainstream the bilateral and multilateral agenda of the EaP in the co-operation.

The revised priority areas of the NIP 2010-2013 are as follows:

- Democratic development, rule of law, good governance, with sub-priorities: i) Media freedom, political pluralism, human rights, civil society; ii) Justice sector reform; iii) Public finance management and public administration reform.
- Trade and investment, regulatory alignment and reform, with sub-priorities: i) Export and investment promotion, in particular through market and regulatory reform;

²² Regulation (EC) No 1638/2006 of the European Parliament and of the Council of 24 October 2006 laying down general provisions establishing a European Neighbourhood and Partnership Instrument

preparations for a future deep and comprehensive FTA with the EU; ii) sector-specific regulatory alignment and reforms in line with PCA/ENP AP priorities

- Regional development, sustainable economic and social development, poverty reduction, with sub-priorities: i) Social reforms and social protection; ii) Regional development and sustainable development, including environmental protection; iii) Education, skills development and mobility
- Peaceful settlement of conflicts

The indicative budget provided in the NIP for the period 2011-2013 is EUR 180.29 million, this includes the additional allocations from the Eastern Partnership of EUR 30.86 million for the Comprehensive Institution Building programme (CIB) and EUR 7.43 m for Regional development programmes. The break-down for the four priority areas is given in the following table.

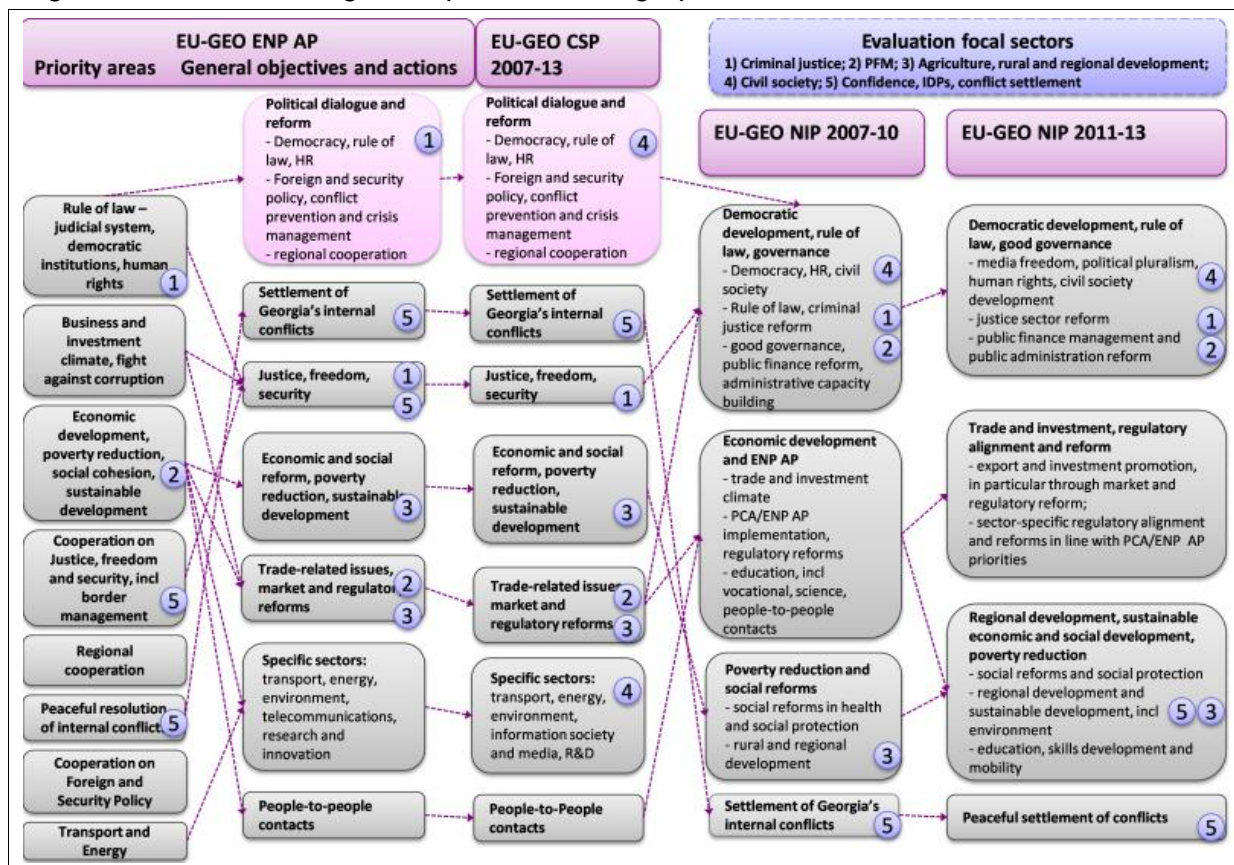
Table 3 Indicative budget distribution for national ENPI allocations, NIP 2011-2013

<i>Priority area</i>	<i>EUR million</i>	<i>%</i>
1. Democratic development, rule of law and governance	45-63	25-35%
2. Trade and investment, regulatory alignment and reform	27-45	15-25%
3. Regional development, sustainable economic and social development, poverty reduction	63-81	35-45%
4. Support for peaceful settlement of conflicts	9-18	5-10%

Source: Georgia NIP 2007-2010

The following figure summarises the key priority and sub-priority areas as outlined in the main strategic documents of the EU-Georgia co-operation, and indicates the coverage of the focal sectors identified for this evaluation.

Figure 2 EU-Georgia co-operation strategic priorities and evaluation focal sectors²³



Source: EU-Georgia ENP AP, CSP 2007-2013, NIP 2007-2010, NIP 2011-2013, Particip analysis

2.4.4 RSP 2007-2013

Apart from the national allocations of the ENPI, Georgia also benefitted from a number of regional and thematic instruments. The ENPI Inter-regional programme²⁴ finances programmes that are best implemented in the same way for all countries in the neighbourhood. Examples are TAIEX, SIGMA, TEMPUS and the Scholarship Programme. ENPI Cross-border co-operation (CBC)²⁵ includes support for multilateral co-operation around the Black Sea. Regional programmes are meant to complement bilateral ones.

The ENPI East Regional Strategy Paper 2007-2013²⁶ (RSP) outlines the priorities of the co-operation at regional level under the ENPI:

- Networks, in particular transport and energy networks;
- Environment and forestry;
- Border and migration management, the fight against international crime, and customs;
- People-to-people activities, information and support;
- Anti-personnel landmines, explosive remnants of war, small arms and light weapons.

For Georgia, the CSP places the regional priorities in the areas of transport, energy, environment, and border and migration management.

²³ Sectors: 1) Criminal Justice; 2) PFM; 3) Agriculture, Rural and Regional Development, 4) Civil Society; 5) IDPs.

²⁴ http://ec.europa.eu/world/enp/pdf/country/enpi_interregional_en.pdf

²⁵ http://ec.europa.eu/europeaid/where/neighbourhood/regional-co-operation/enpi-cross-border/documents/summary_of_strategy_paper_en.pdf

²⁶ http://ec.europa.eu/world/enp/pdf/country/enpi_eastern_rsp_en.pdf

2.4.5 Other instruments

The Instrument for stability has been particularly relevant for Georgia due to the persistent internal conflicts in Abkhazia and South Ossetia. Other thematic instruments relevant for Georgia have been EIDHR and the thematic programmes under the DCI: Migration and Asylum, Food Security and support to Non-state Actors and Local Authorities.

The EU also provided support under the Neighbourhood Investment Facility (NIF) designed to finance capital-intensive infrastructure projects in partner countries covered by the European Neighbourhood Policy (ENP) as well as to support their private sector.

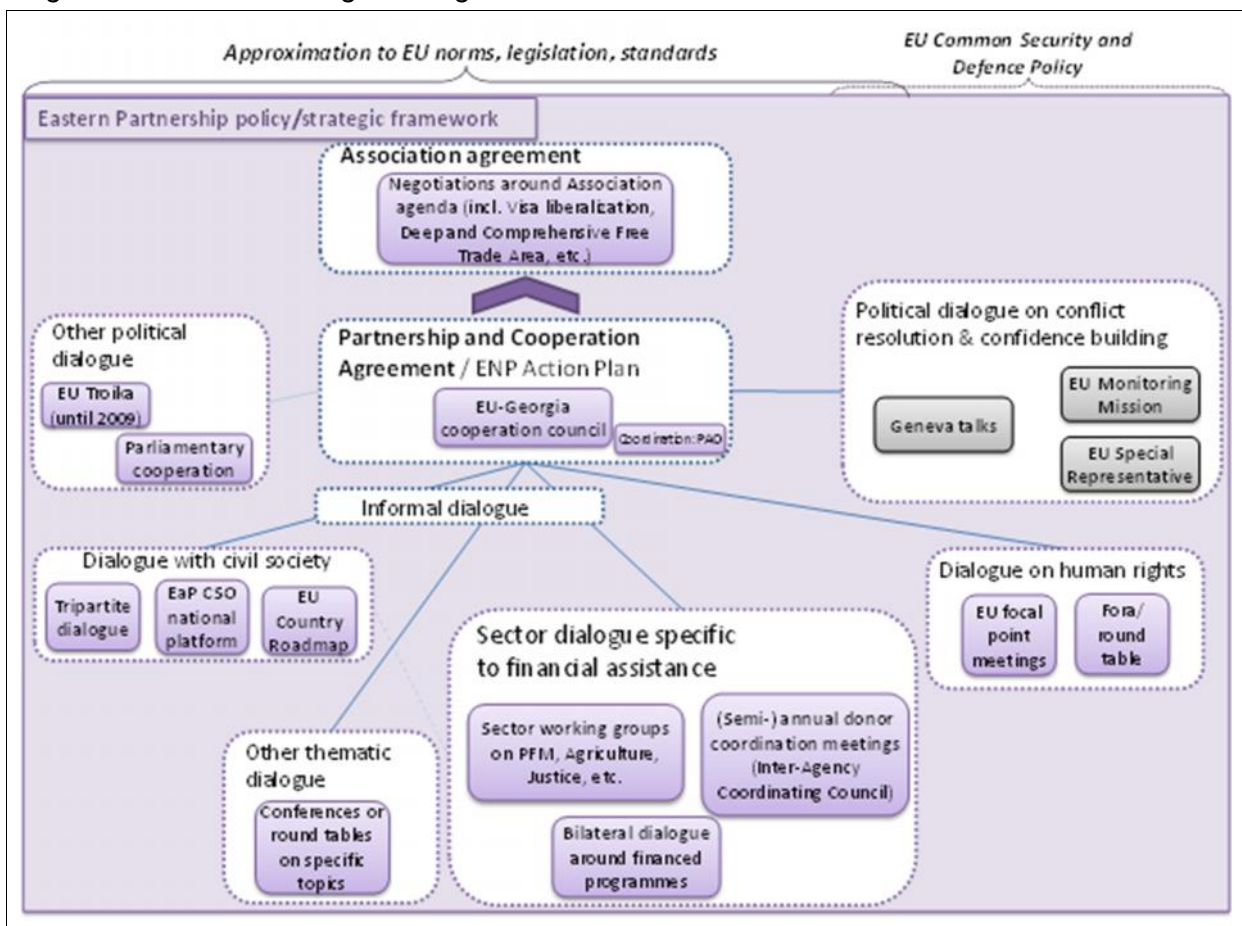
The details on the distribution of EU financial contributions across the various instruments are presented in Annex 2.

2.5 EU-Georgia Dialogue

2.5.1 Overview

As illustrated in the diagram below, policy and political dialogue between the EU and Georgia relies on a complex web of platforms and actors, and covers various intertwined dimensions. Dialogue instances and mechanisms substantially evolve over time as do the overarching framework in which they take place. That said, as detailed below, a few general characteristics still clearly come out.

Figure 3 EU-Georgia Dialogue



Source: Particip GmbH

Higher level dialogue mainly takes place in two specific contexts, with, in each case, a strong underlying regional dimension:

- *Dialogue around the Approximation agenda* via the Partnership and Co-operation Agreement (PCA) since 1999 which evolved into an Association Agreement (AA) in 2014.

- *Dialogue on security and stability* within the wider framework of the EU Common Security and Defence Policy, especially since the 2008 crisis.

Lower level forms of dialogue mainly concern:

- *Sector dialogue* in the context of EU financial assistance: bilateral dialogue on policy reforms supported by EU financed interventions (NIP) and wider exchanges on development co-operation between GoG, development partners and relevant national sector stakeholders.
- *Dialogue on specific thematic issues relevant to the Eastern Partnership*: dialogue with the Civil Society in the wider context of the EaP; exchange on specific thematic issues such as on Integrated Water Resources Management in the view of implementing EU Water Framework Directive (WFD) principles.

Informal dialogue takes place at all levels.

2.5.2 Focus on some dialogue platforms

2.5.2.1 Political dialogue around EU assistance

The Partnership and Co-operation Agreement (PCA) devotes a special chapter to political dialogue. The *joint institutional mechanisms* set up under the PCA monitor proper implementation of commitments undertaken by the governments and discuss country's progress achieved in reform related issues.

The major political institutions consist of the *Co-operation Council* which meets either once or twice per year and consists of the following Sub-Committees: 1) Trade, Economic and related legal issues; 2) Justice, Freedom and Security (JLS); 3) Transport, Environment and Energy; 4) Social Affairs, Public Health, Training, Education and Youth, Culture, Information Society, Audio-visual, Science and Technology

In addition, the *Parliamentary Co-operation Committee* (as provided in the PCAs), acts as an open forum for debate on issues of common interest. The same Committees are set up with Armenia and Azerbaijan.

Until 2009, the *EU Troika* was held regular meetings with the Georgian side, at senior official and expert level, to discuss developments of the EU-Georgia co-operation.

2.5.2.2 Political dialogue on conflict resolution & confidence building

Following the crisis 2008, the EU participated in policy dialogue aimed at stabilising the situation in the region e.g. through the establishment of a mediation forum aimed at security and stability in the South Caucasus. Thus in October 2008, an international mediation process - the *Geneva talks* - started over the Abkhaz and South Ossetian conflicts and involved the EU, the OSCE, the UN, the US, conflict parties (Georgia and Russia) and officials from Abkhazia and South Ossetia. As a consequence of the crisis, the *European Union Monitoring Mission in Georgia* (EUMM) conducted under the EU Common Security and Defence Policy (CSDP) was established with a main objective to foster confidence between parties, faced with a changing environment. The EUMM was one of the key actors to gather all parties around a table for Abkhazia and South Ossetia respectively. Finally, the appointed *EU Special Representative* (EUSR) played a crucial role in enhancing the EU's political dialogue, contributing to the partnership and encouraging regional co-operation, as well as, contributing to a peaceful settlement of conflicts in the region, including the crisis in Georgia (and the Nagorno-Karabakh conflict).

2.5.2.3 Dialogue on Civil Society

There have been major advances in the involvement of CSOs in policy dialogue. This has been made possible, in part by the institution of the National Platform of the EaP, which brings together a multitude of European-oriented CSOs in one group. The EU-brokered, highly structured "trialogue" between government, the EU Delegation, and Civil Society in the period running up to and after the landmark October 2012 elections. The *Roadmap* cites EU-funded dialogue involving the Georgian National Platform of the Civil Society Forum.

2.5.2.4 Dialogue on human rights

The human rights dialogue was initiated in 2008 and is carried out through fora and round tables. The 5th round of the human rights dialogue with Georgia took place in June 2012 and covered issues related to elections, media freedom, accountability of law enforcers and labour issues connected to trade. The dialogue was preceded by an EU-Georgia Civil Society seminar organised by the Delegation focusing on justice and labour reforms.

2.5.2.5 Other thematic dialogue

Other thematic dialogues exist, e.g. the Rule of Law Roundtable established by the EU Delegation in 2008, the Election Technical Working Group co-chaired by the EU Delegation and UNDP since 2008, the dialogue on Integrated Water Resources Management in the view of implementing EU Water Framework Directive principles.²⁷

2.5.2.6 Sector dialogue (EU financial assistance)

At sector level, the EU engaged in the following platforms:

1. Working groups: e.g. PFM Donor Coordination Cluster Working Group, working group in support of agricultural strategy development supported by the TAIEX workshop, Steering Committee on IDPs housed by the Ministry of Refugees and Accommodation.
2. Supporting dialogue platforms, e.g. Inter-agency Council on Criminal Justice Reform;
3. Supporting bilateral dialogue around financed programmes, e.g. policy dialogue related to PFM in the context of budget support or to promote the priority it gave to durable housing solutions and sustainable livelihoods (IDPs).

In addition, on Abkhazia there is a Strategic Partners Forum involving the major international players including donors, operational agencies (such as the UN and INGOs) with the EU being an active member. The EU also engaged regularly with the Government of Georgia to keep the GoG informed about its programming.

2.5.2.7 EU-Georgia coordination body²⁸

The EU supported the *Programme Authorising Office* (PAO) created at the Ministry for European and Euro-Atlantic Integration to coordinate EU assistance and facilitate the dialogue between the EU, GoG and other stakeholders.

Functions of the EU Assistance Coordination Department:

- Drafting of the International Agreements other respective documents, as well as project proposals related to the EU Assistance.
- Overall coordination of preparing and implementation process of EU Assistance programmes/projects to support the Georgian Public Services, Local Self-Governments, Non-Governmental Organizations, Educational Institutions and Trade Unions during the preparation process of the respective documents related to programmes and projects (SPSP, Twinning, Technical Assistance, TAIEX, SIGMA, CIB, CBC) accessible for Georgia within the framework of the Geographical Instruments;
- Informational and Consultation Activities, including organisation of the following events.

The EU Assistance Coordination Department (PAO) is supported by the EU funded technical assistance project "Support to the PAO in the Application and Coordination of Institution Building Facilities" which was launched in January 2012 and will last until the end of 2014.

²⁷ <http://www.oecd.org/countries/georgia/npd-georgia.htm>

²⁸ This sub-section is drawn from the webpage: <http://eu-nato.gov.ge/en/eu/assistance/department>

Annex 8: Minutes of the Seminar

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1 Introduction

This document presents the minutes of the seminar conducted in Tbilisi, Georgia on 17/04/2015. The purpose of the seminar was to present and discuss the findings and recommendations of the "*Evaluation of the European Union's co-operation with Georgia (2007-2013)*" with the main stakeholders.

The seminar was moderated by Dr Oliver Reisner, Project Manager, Civil Society, Higher Education, Culture, Social and Labour Affairs, EUD to Georgia.

The seminar consisted of three parts:

- Part 1: Introduction/welcoming addresses.
- Part 2: Presentation of evaluation approach and key conclusions and discussions.
- Part 3: Presentation of main recommendations and discussions.

2 Welcoming speeches

Ms Mariam Rakviashvili, Deputy State Minister on European and Euro-Atlantic Integration, welcomed the participants and thanked the evaluation team for the well-organized and participatory work conducted while evaluating the EU's co-operation with Georgia in 2007-2013. She mentioned that the Georgian Government pays great importance to external assistance, while putting due emphasis on the government ownership of the absorption processes. The vision of the GoG envisages starting new process of proper empowerment of the donor co-ordination process in the country that translated into establishment of a Donor Coordination Division under the PM. The Division has already enacted good co-operation with the State Ministry and all other relevant stakeholders. She recapped that the present evaluation served as good precondition for further steps in development of this area.

Mr. Boris Iarochevitch, Deputy Head of EU delegation to Georgia, stated that this external evaluation is covering the EU assistance for the period of 2007-2013, with Eastern Partnership just beginning in 2007. He emphasized that many things have since changed: Georgia has signed the Association Agreement and is starting harmonizing with legislation. He further mentioned that Joint Consultation Paper is also signed and invited the interested parties to contribute with their commentaries by the end of June. The European Union is currently in the process of designing a new framework for the ENP, hence the present evaluation is rather timely, though not giving any political assessment, but concentrating on more technical issues. It's about programs, co-operation, how to do better in future. Its findings and recommendations will be taken into consideration in the revised framework of the assistance/ co-operation leading to benefits from huge financial support for Georgia. He thanked all who contributed to the preparation of the evaluation report - the evaluation team, different ministries and institutions, especially the civil society.

Mr. Andreas Baggioli, EC DG NEAR, Unit A3, informed the attendees that the unit that mostly worked on neighbourhood and enlargement, was recently able to integrate monitoring and evaluation functions. Evaluation is regarded as precondition for funding provision and a tool to improve co-operation and efficiency. It allows to determine the coherence and added value of the provided assistance and identify what changes were achieved through particular financial interventions. This evaluation being draft opinion of external expert team needs to be adopted by the Commission and the GoG. The final approval of recommendations is expected in 6 months period, meanwhile he welcomed the stakeholders to contribute by comments and proposals.

Mr. Roman Kakulia, Director, EU co-operation Office of the State Ministry on European and Euro-Atlantic Integration, talked about the need of introducing the culture of evaluation in the country, he regarded the opportunity to be involved in the conducted evaluation as a contrib-

uting factor in the former's development. He further informed the audience that the report is intended to be presented and discussed at the ENP Committee chaired by the Prime Minister that will elaborate its conclusions (possibly including the issues that were not mentioned by the report) and share them. He also stressed the importance of improved communication with the EU.

Mr. Stephan Stork, Deputy Head of EU delegation to Georgia, mentioned that in 2008 the current framework of co-operation with Georgia has been revised through a participatory exercise resulting in opening the chapter to support rural development and agriculture, elaborating steps to better absorbing the support and establishing very comprehensive co-operation mechanism, enhancing complementarity and dynamics, representation of civil society being rooted into policy formulation, etc. He also informed the attendees that in 2015 the EU is launching a programme that will be based on horizontal support of civil society and emphasized that EC is striving to improve co-operation with the support of all relevant counterparts.

3 Presentation of evaluation approach and key conclusions

The evaluation approach and key conclusions were presented by the team leader of the evaluation Dr Landis MacKellar in three clusters: the overall strategy; the implementation of the strategy; and specific sector aspects.

Discussion

After the presentation, time was allowed for discussion. The following points were raised by the participants.

Ms Julia Kharashvili, IDP Women Association, Local NGO, praised the EU contribution to civil society development in Georgia and suggested supporting cooperative projects aimed at improving weak grass-roots organizations. She also proposed considering confidence building mechanisms in the regional context, since the bilateral ones fail to achieve the desired goals due to the existing constraints imposed by the conflict parties.

Mr. Niels Scott, United Nations, agreed that EU engagement in Abkhazia and South Ossetia needed more effective contributions aimed at helping people. He emphasized the inevitability of elaboration of a joined-up, more comprehensive approach of European Union and UN in the sphere of confidence building that will be aimed at creating enabling environment for improving people's lives.

HE Alexandra Hall Hall, British Ambassador to Georgia, congratulated the team on producing such an important and well-elaborated report. She informed the gathering that the UK government has announced funds for the region countries, including Georgia and mentioned that the present report will be taken into consideration while allocating the above funds. She further asked to elaborate on the issue of political will and selection of right partner institution from the Georgian side and how was EU going to react to that. She also mentioned that apart from the economic benefits of co-operation in the context of approximation, supporting increased respect for human rights is similarly rather important, especially of gay society and minorities, as well as consumer and environmental protection rights. Those, however, usually represent more expensive interventions.

Dr Landis MacKellar commented on the issue of political will, stating that it was more manifested in the criminal justice sector than, for instance, in IDPs and Conflict Resolution/Confidence Building, though some progress was marked in the latter as well in terms of moving away from the status-based approach towards livelihood policy that was recently enacted. He further mentioned that, with the economy remaining the main concern, social as-

pects required better analyses in the context of approximation, however, appreciating the remark. He also stressed the importance of increased role of the civil society in promoting values/benefits of approximation outside Tbilisi.

Mr. Boris Iarochevitch, Deputy Head of EU delegation to Georgia, informed the audience that the current report will be made available on the web-site of the Delegation. He assured that the forthcoming evaluation of the EU's co-operation with Georgia for the period of 2014-2020 will take into account the findings of the present report as well as the issues raised during the discussion, including the human rights, justice & juvenile justice sector, etc.

Ms Gvantsa Shengelia, Deputy Minister of IDPs, Accommodation and Refugees, thanked the contributors for the deep research into what has to be done in their field. She reiterated that the GoG attitude towards IDPs has changed with increased focus on their longer-term problems, working out ways to putting them back into the economy. This entailed the switch towards livelihood and needs-based approach rather than the status-based approach requiring courage to address that in a straightforward manner. This, eventually, has evoked positive responses from the civil society and the IDPs. She expressed her belief that the report will be helpful in going forward.

Ms Tamar Kintsurashvili, Media Development Foundation, suggested that it would be helpful to elaborate on missed opportunities in the area of conflict resolution/confidence building.

Dr Landis MacKellar explained that this highly technical area was not included in the mandate of present evaluation, whoever, the evaluation team included specialists in this direction. Working in South Ossetia is impossible due to Russia, while in Abkhazia GoG has certain restrictions. EU also has some limits on engagement. The more robust discussions between the EU co-operation section and the GoG could have led to better results/more projects even taking into account the Russian problem.

Ms Tamar Kochiratde, Office of the State Minister for Reconciliation and Civic Equality, thanked the evaluation team for taking into account their comments highlighting the role of Russia. She also mentioned improvement in communication of aims and goals of co-operation and coordination between EU and GoG in engagement sector. She explained that more profound engagement of the EU and international community is welcome in the conflict affected areas, especially Tskhinvali region that is severely restricted by Russia.

4 Presentation of main recommendations

The third part related to the main recommendations of the evaluation. This part was also presented by the evaluation team leader, Dr Landis MacKellar.

Discussion

After the presentation, time was allowed for discussion. The following points were raised by the participants.

Mr. Kaido Sirel, EUD to Georgia, remarked that many issues mentioned in the recommendations were known and acted upon by sharing with Member States through the Commission. He also called for more interaction and coordinated approach between the EU and the Government of Georgia.

Mr. Roman Kakulia, Director, EU co-operation Office of the State Ministry on European and Euro-Atlantic Integration, reminded that a consolidated GoG response on the recommenda-

tions will be elaborated by the ENP Commission. He also pointed out the need for establishing a format for permanent communication of such issues.

Ms Natia Natsvlashvili, UNDP Georgia, understanding that the evaluation team looked into specifically listed sectors, encouraged to also incorporate the results of the monitoring report on electoral assistance where Georgia has been given exemplary highest scores for EU support. She also inquired whether the team has looked into the difference in effectiveness of different funding instruments.

Dr Landis MacKellar thanked her for the reference to the report. He mentioned that TWINING worked as a particularly effective instrument in certain spheres, the necessity of complimenting TA with BS and assistance to civil society showed everywhere.

Dr Oliver Reisner, EUD to Georgia, announced that the EC is launching an evaluation of elections supported by EU-UNDP and TWINING instrument.

Mr. Giorgi Martiashvili, enquired whether the evaluation of the EU approach vis a vis the brake-away regions was just focused on the fine-tuning of the instruments or also entailed recommendations to improve policy?

Dr Landis MacKellar explained that the evaluation team had no contractual basis for recommending policy change, however, it suggested more dialogue, more co-operation discussion on a country and EU levels, call for better coordination and discussion among various levels of EU to improve their impact on people's lives.

Ms Julia Kharashvili, IDP Women Association, Local NGO, inquired whether the recommendations included any specific points on human rights dialogue in the IDP sphere, on eco-migrants or small projects in border areas that can produce quick impact.

Dr Landis MacKellar assured that the report is talking about the importance of human rights dialogue but does not provide any sharp list of recommendations in this area. He also mentioned that it does not provide any funding mechanism for small NGOs, on the contrary, it recommends the EU to stop supporting too small and too short projects and encouraging it to explore more innovative models.

Mr. Kaido Sirel, EUD to Georgia, agreed that Brussels has strict recommendation concerning the small projects, despite that the funding of the small activities might facilitate certain impact in Abkhazia. However, he informed the attendees that the Commission is currently in preparation of a Civil Society Facility aimed at improvement its capacity.

Stefan Stork, EUD to Georgia, added that this Facility will enhance EU's engagement with Georgian Civil Society and more effectively tackle the issues of accountability, sustainability, outreach, and enabling environment. It will also provide for co-funding opportunities that will strengthen its capacity. He also informed the audience that a new programming framework is being elaborated, supposedly to be finalized by spring 2016, to yield support to smaller NGOs, especially those based outside Tbilisi. This will be an additional instrument to the civil society components of programmes that will more comprehensively tackle the problem.

Dr Oliver Reisner, EUD to Georgia, informed the attendees that the ex-ante evaluation for 2014-2020 to introduce monitoring and evaluation mechanisms is currently under preparation

and invited all the stakeholders, including the government, the international community, media and the civil society to contribute to the elaboration of the participatory approach.

Ms Natia Kuprashvili, Georgian Association of Regional Broadcasters, mentioned the problems her organisation is encountering while promoting the DCFTA and other EU documents. The terminology used by such agreements is very often misunderstood by the Georgian audience, for example, the term “cooperative” under the Association Agreement is usually understood in a communist context. In trying to find appropriate wordings the programme is acquiring more educational features for raising the awareness of media, local authorities and population at large. She called for common effort to identify what can be done in this respect. She suggested conducting specialised trainings to enhance the comprehension of the terminology of Association Agreement, co-operation documentation and other EU directives.

Ms Nino Elizbarashvili, Georgian Association “Women in Business”-GAWB, referred to the achievements in the human rights sector that is in the scope of the organisation’s activities. She mentioned endeavours in facilitating the re-socialisation of former inmates (especially women) and enquired whether this direction will be taken into account in the future programmes and government financing. She also recommended to reflect the need to support SME development and business activities of especially the women.

Prof. Giorgi Chiladze, National Education Association of Georgia, talked about the absence of Georgian translation of the Association Agreement and its comments. The same problem is prevailing in the sphere of intellectual property rights. The Association being involved with youth would welcome introduction of the programs on the university level as well as programs in science.

Dr Landis MacKellar informed him that the research and inventions are more the mandate of the DG RID than the DG DEVCO. He also advised the Georgian researchers and institutions to better familiarise with what is already available in this direction.

Mr. Kaido Sirel, EUd to Georgia, agreed that there is no separate programme on research, but the Culture and Horizon 2020 programme provides some opportunities in that direction. However, this programme is not of bilateral character and Georgian researchers will have to find appropriate partners and elaborate joint proposals.

Ms Gvantsa Shengelia, Deputy Minister of IDPs, Accommodation and Refugees, commented on the recommendation to use combination of BS and other available instruments that the government is ready to contribute. Further she informed the audience that the GoG is already doing what is suggested in Recommendations 14 & 15. The temporary expert groups closely looking into those issues are created and functioning at the Ministry. She invited any interested party to join in their work and contribute to the process.

Ms Maka Jahkua, Association and Radio “Green Wave”, talked about the experience of their project on media freedom that works in 6 countries of the neighbourhood. Only about 20% of the population is aware of the current processes related to EU approximation/integration. Russian propaganda is penetrating the countries not just through media channels and increasing the risks of falling backwards. As an example she referred to what happened in Armenia when its population opted towards joining Eurasian Union. People should be given the possibility to make informed choices. Hence, raising population’s awareness is very important but cannot be accomplished only by the media. Some new instruments have to be introduced and more intense work on the grassroots level needs to be conducted. The co-operation in this area should be jointly planned.

Mr. Stephan Stork, Deputy Head of EU delegation to Georgia, informed the attendees that the Association Agreement is already translated into Georgian and will soon be made available on the web-site. In the context of rethinking the ENP, assuring that Georgia will remain high on the agenda, he encouraged any suggestions on how to increase the sense of ownership and visibility. He also informed about the consultation paper that will focus on joint initiatives, including reach out to Russia, Mid Asia, Sub Saharan Africa and invited different stakeholders to actively participate in discussions through a link-box available on the internet. In this connection the Commission is expecting to receive a policy paper from the GoG and is planning to organize round-table meetings with different ministries.

Mr. Roman Kakulia, Director, EU co-operation Office of the State Ministry on European and Euro-Atlantic Integration, in his effort to recap, mentioned that the GoG has an effective communication strategy. He also informed that some reserve money is available absorption of which should be decided in consultations. He reiterated that the ENP Commission will be elaborating a consolidated response on the evaluation report as it usually does through the annual report - main political document with the EU. He also emphasized the absence of evaluation indicators and the intention to introduce joint monitoring and assessment of aid delivery.

5 Conclusion

In closing, *Dr Oliver Reisner, EUD to Georgia*, thanked the evaluation team for the very ambitious and comprehensive evaluation and all attendees for very active participation in the discussions. He informed about the possibility of obtaining the electronic copy of the report and invited the attendees to further contribute to fine-tuning the report in the on-line format.

Annex 9: Slide Presentation

The cover slide features a background image of a mountainous landscape with a stone tower in the foreground. The top left corner contains a vertical strip of logos: LATTANZIO ADVISORY Public Sector, European Centre for Development Policy Management (ecdpm), ECORYS Research and Consulting, and particip. The top right corner includes logos for THE GLOBAL COMPACT WE SUPPORT and particip. The main title is centered in white text: "Evaluation of the European Union's co-operation with Georgia". Below the title, the text "Seminar Tbilisi – April 17, 2015" is displayed.

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Evaluation of the European Union's co-operation with Georgia

Seminar
Tbilisi – April 17, 2015

The slide has a light orange background. At the top, a dark purple horizontal bar contains the text "Structure of the presentation" in white. To the right of this bar is the particip logo. Below the bar, a white rectangular box with a dark purple border contains a numbered list of three items.

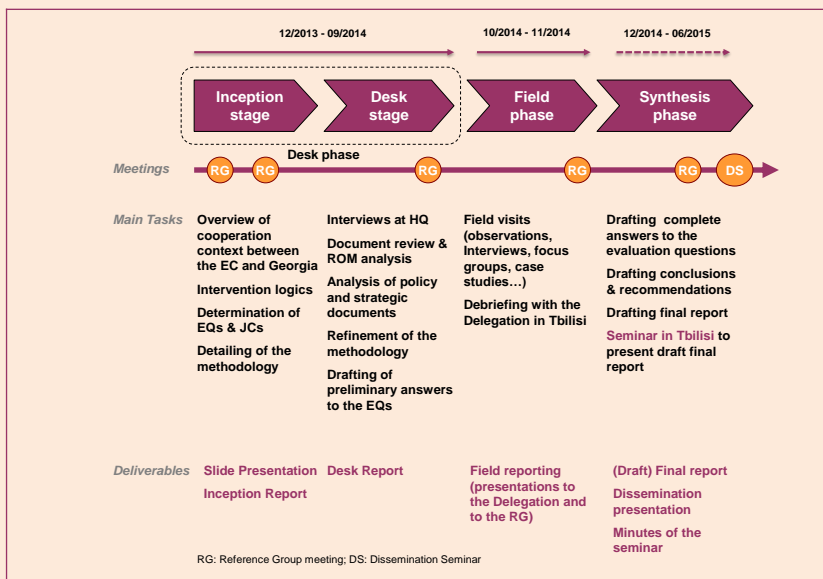
Structure of the presentation

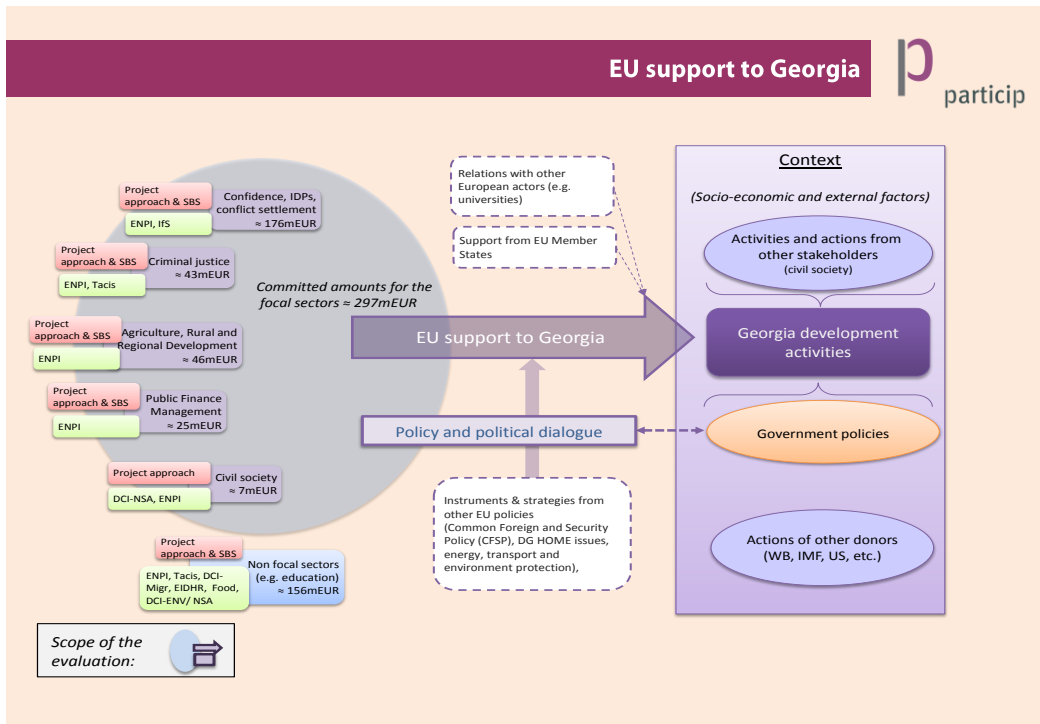
particip

- 1. Evaluation approach.**
- 2. Main findings and conclusions.**
- 3. Overall recommendations.**

I – Evaluation approach

Key steps of the evaluation process





Tools and methods

Evaluation question	Documentary analysis	Semi-structured interviews	Statistical analysis (descriptive)	Field visit	Focus Group
EQ1 – Criminal Justice	•	•	•	•	•
EQ2 – PFM	•	•	•	•	
EQ3 – Agriculture, rural and Regional development	•	•	•	•	•
EQ4 – Civil Society	•	•	•	•	•
EQ5 – IDPs	•	•	•	•	•
EQ6 – Conflict Resolution	•	•		•	
EQ7 – Aid modalities	•	•	•		
EQ8 – Relevance and flexibility	•	•			
EQ9 – Coordination and complementarity	•	•		•	

Evaluation questions

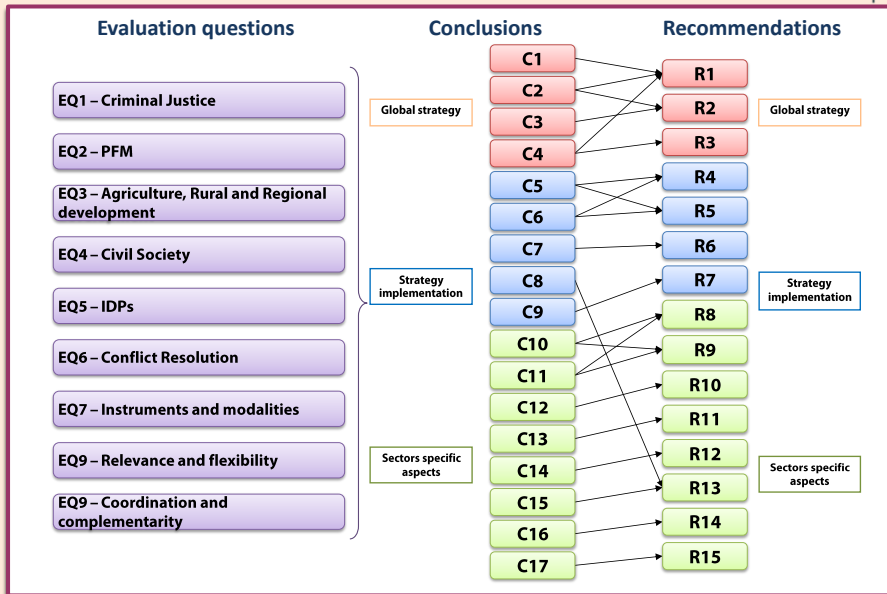


No.	Evaluation question	
EQ 1	To what extent, and how, has the EU support to the <u>criminal justice sector</u> contributed to strengthening the rule of law in Georgia?	Sector results and impacts
EQ 2	To what extent, and how, has the EU support contributed to improving the ability of the <u>PFM systems</u> in Georgia?	
EQ 3	To what extent, and how, has the EU support to <u>agriculture, rural and regional development</u> contributed to improving living standards, especially in rural areas?	
EQ 4	To what extent, and how, has EU support to <u>civil society</u> strengthened participative democracy?	
EQ 5	To what extent has EU financial and non-financial support contributed to timely and effective improvement of <u>living conditions of conflict affected populations</u> in Georgia?	
EQ 6	To what extent has EU action in <u>conflict prevention and peace building</u> constituted an added value?	
EQ 7	To what extent was the mix of aid modalities and instruments used by the EU appropriate in the Georgian context?	Relevance, 3Cs and added value
EQ 8	To what extent was EU support strategy and implementation aligned with Government priorities and responded flexibly to changing needs over the evaluation period?	
EQ 9	To what extent did EU support lead to strengthened national coordination of aid and contribute to donor complementarity and synergies?	

II – Overall conclusions



Conclusions and recommendations - clusters and linkages



Conclusions - Cluster 1 – on global strategy (1/1)



- C1. **EU strategy** was reasonably effective in pursuing the main ENP goals:
 - Potential for economic integration enhanced.
 - Promotion of European values (e.g., Criminal Justice, Civil Society).
 - Some poverty reduction at project level; e.g. improvements in living conditions of IDPs, agriculture projects.
- C2. Focus on **broader political aspects of the ENP** reform agenda tended to crowd out focus on actual sector outcomes and weaken strategic monitoring.
 - EU attention was focused on political aspects related to EU values, Human Rights, Conflict Resolution, Justice and the Rule of Law, etc.
 - Emphasis on policy and attitudes rather than concrete overall sector change (e.g. Criminal Justice, IDPs).
 - Strategic monitoring sometimes weak (e.g. PFM).

Conclusions - Cluster 1 – on global strategy (1/2)



- ❑ C3. **Approximation** was a strong framework for cooperation in some areas but weak in others:
 - Highly effective in pockets like food safety...
 - Yet, much of agriculture remains far from achieving approximation.
 - Same point might be made about criminal justice.
 - DCFTA : a double-edged sword.

- ❑ C4. Lack of linkages between **development co-operation** and the **wider (and complex) co-operation framework / negotiations process** :
 - Development cooperation ran pretty much in isolation.
 - Need for better information sharing, coordination, exploitation of complementarity between EU entities (e.g. EU MS/EEAS/EUSR/EUMM/COM/EUD in Conflict Resolution and Confidence Building).

Conclusions – Cluster 2 – on strategy implementation (1/2)



- ❑ C5. In general, the **mix of instruments** employed was satisfactory:
 - A wide range of instruments deployed, incl. TAIEX, TWINNING, CIB, thematic instruments.
 - Good complementarity between instruments. Example of creative use of instruments: IfS-financed INGO IDP projects after August 2008; EIDHR and sector budget support in Criminal Justice.
 - Lack of connection between regional and bilateral programmes.

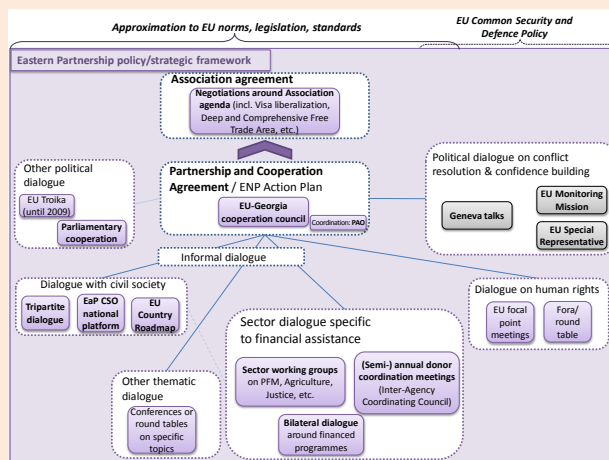
- ❑ C6. Appropriate use of the **budget support** modality but with mixed results in certain sectors:
 - 80% of bilateral ENPI funds.
 - Positive effect on the progress in key sector reforms (e.g., Agriculture and Regional Development, Criminal Justice).
 - Success depended on combination with TA and capacity development (e.g., PFM)
 - Success depended on the identification of the right national partners and political will (e.g. IDPs, Criminal Justice).

Conclusions – Cluster 2 – on strategy implementation (2/2)



❑ C7. A stronger combination of **political dialogue** and co-operation could have yielded better results:

- Stronger political voice (e.g. in IDPs, Conflict Resolution/Confidence Building) could have better leveraged the EU's co-operation programme.
- Good progress where the GoG wanted it and little where it did not.



Conclusions – Cluster 2 – on strategy implementation (2/2)



❑ C8. EU support strengthened **Civil Society**, leading to:

- Stronger capacity to contribute to co-operation programme design, implementation, and monitoring ...
- ... but NGOs at the grass roots level (esp. in minority regions) remain very weak and are little reached by the EU support.

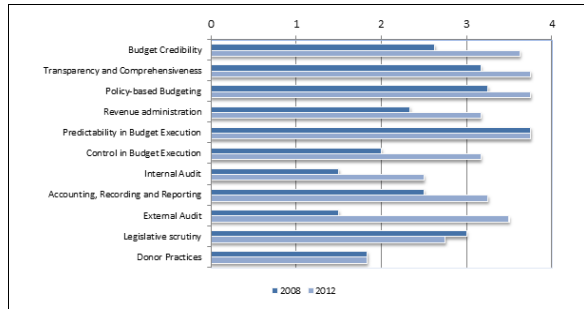
❑ C9. Challenging environment but some potential missed opportunities in **Conflict Resolution / Confidence Building** due to a lack of genuine EU-wide approach:

- EU support, while giving some positive results, was too timid.
- Potential collective added value of EU institutions not realised.

Conclusions – Cluster 3 – sector specific conclusions (1/3)



- ❑ C10. EU support strengthened the **rule of law** and **better functioning of the justice system**.
- ❑ C11. EU support improved **compliance with international standards and conventions**, yet some difficulties are experienced.
- ❑ C12. EU support improved monitoring of **PFM reforms** implementation, yet progress have been hampered by the lack of a systematic/comprehensive approach to PFM:

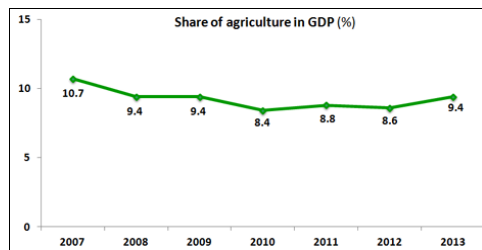


Source: PEFA 2008 and PEFA 2012.

Conclusions – Cluster 3 – sector specific conclusions (2/3)



- ❑ C13. EU support to agricultural sector reinforced the GoG's policy shift to prioritize **Agriculture** sector development.



Source: GeoStat, 2014

- ❑ C14. EU support to **Regional development** had effects at the national level, but not yet at the regional level.

Conclusions – Cluster 3 – sector specific conclusions (3/3)

- C14. EU support to **Regional development** had effects at the national level, but not yet at the regional level.
- C15. EU support contributed to the development of **Civil Society**, but this has not yet reached to the grass roots.
- C16. EU mounted a multifaceted response to the challenges posed by **conflict-affected populations**, but there were difficulties in the budget support process and progress was affected by the fact that area of IDPs is highly politicised.
- C17. While EU support to **Conflict Resolution and Confidence Building** was valuable, it suffered from the lack of a joined-up approach

**Discussion**

III – Overall recommendations



Recommendations- Cluster 1 – on global strategy (1/1)



- R1. Continue to focus on **financial assistance** for the reforms initiated while **holding GoG to account** for sector-wide reform results:
 - More attention should be paid to identifying shared goals and where the EU can add value in the context of Association.
 - Focus on broad sector-wide reform (rather than technical fixes at sub-sector level).
- R2. When pursuing **approximation** agenda, better communicate the broad **benefits of Europe**:
 - Stress social advantages of European approximation, while focusing on results at the sector level.
 - Benefits of Europe, should be communicated better outside the capital; increase the role of Civil Society where possible.
- R3. Better embed the **co-operation programme in the broader framework** of multiple EU-Georgia dialogues and processes:
 - Increase effectiveness by forming closer links with political section, other EU entities, and non-DEVCO /DG NEAR DGs in Brussels.

Recommendations – Cluster 2 – on strategy implementation (1/2)



- ❑ R4. Increase **coordination** between EU entities while better recognising the role of development assistance in the wider EU co-operation strategy:
 - Adopt a “Whole EU” strategy with the EUD at its centre and in communication with GoG.
 - While continuing to support the PAO, work with higher-level national coordination entity for co-operation within context of Joint Programming.
- ❑ R5. Continue **using BS as the main modality**, in combination with other specific measures:
 - Stress appropriate combination with TA, capacity building and policy dialogue.
 - Ensure that the interlocutor for BS is responsible for the entire scope of the reform supported.
 - Specific measures involving Civil Society (oversight / complementary measures) should be applied.

Recommendations – Cluster 2 – on strategy implementation (2/2)



- ❑ R6. Take advantage of **political dialogue** to further enhance results of development co-operation:
 - More closely align co-operation and political dialogue (esp. in sectors such as Justice, IDPs and Conflict Resolution and Confidence Building).
- ❑ R7. Develop and implement a **“Whole EU” approach** supporting Conflict Resolution and Confidence Building covering all relevant actors:
 - Maintain a diversity of implementing partners (Abkhazia and where possible in South Ossetia).
 - Look again at what resources could be mobilised.
 - Continue to explore how to support with limited financial resources rapid disbursements that can bolster political initiatives of EUSR and possibly EUMM.
 - Test more forcefully with all stakeholders the limits of engagement in relation to people centred development

Recommendations – Cluster 3 – sector specific aspects (1/4)



- R8. Continue to provide support to the **rule of law** reforms broadly defined with those institutions that demonstrate credible will to reform:
 - Put more emphasis on issues of transparency, accountability and impartiality of individual judges.
 - Broaden support to the rule of law and focus not only on Criminal Justice, but also on civil and administrative justice.

- R9. Adopt a strategic approach to enhance the **capacity of justice sector beneficiaries** to influence Criminal Justice policy making and implementation.
 - Improve legal awareness of justice sector beneficiaries.
 - Consider supporting the review of some legislation.
 - Ensure countrywide mobilization of Civil Society actors with regard to monitoring.

Recommendations – Cluster 2 – sector specific aspects (2/4)



- R9. Further strengthen support to the implementation of the **PFM** reforms by more systematic capacity development efforts.
 - Support the GoG in developing a comprehensive PFM capacity development strategy.
 - The strategy should cover the whole PFM sector and address / integrate the existing government commitments and obligations in PFM.

- R10. Continue to support a two-track strategic vision to **Regional and Rural development** programming:
 - Ensure that cooperative development is viewed in the long term and that expectation in the short are realistic and measured.
 - Link co-operative development to value chain processors and end markets, monitor and enhance capacity of co-operatives.
 - Ensure that cooperatives are viewed as viable partners for the agro-processing sector and become part of their supply chain.

Recommendations – Cluster 2 – sector specific aspects (3/4)



- ❑ R12. **Regional development strategies and Action Plans** need to be reviewed and updated:
 - Ensure consideration of all stakeholders, while revising and updating strategies.
 - Basing the strategy on administrative regions should be re-examined.

- ❑ R13. Continue to support national **Civil Society organisations**:
 - Seek ways to innovatively funding small CSO actions.
 - Prioritize minority regions and monitoring / accountability / transparency,
 - Explore means of integrating grass-roots NGOs into larger bilateral projects and having complementary measures to Budget Support.

Recommendations – Cluster 2 – sector specific aspects (4/4)



- ❑ R14. EU should integrate support to **conflict-affected populations** into its broader co-operation programme in areas such as Agriculture, Civil Society, Human Rights and RoL:
 - Develop a comprehensive transition strategy for EU work with IDPs.
 - Encourage full transparency and effective monitoring of EU's support to IDPs both through the government and directly.
 - Any large-scale BS to deal with future IDP crises should be accompanied by a robust political dialogue and a dispassionate reflection on successes and failures of past initiatives funded in this manner.

- ❑ R15. Develop a more broadly joined-up policy in **Conflict Resolution and Confidence Building**:
 - Develop a clearer and collectively shared strategic logic informed by a joint analysis across EU entities (including engaging member-states).
 - Enter into a dialogue with all stakeholders about how people-centred development components can be developed and implemented for Abkhazia.
 - Continue search for all creative ways to stay to engage in South Ossetia.



Discussion