

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



DIRECTION: PROVISION OF  
PUBLIC SERVICES





ევროკავშირი  
საქართველოსთვის  
The European Union for Georgia



GEORGIAN  
YOUNG  
LAWYERS'  
ASSOCIATION

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



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## MAIN FINDINGS OF THE MONITORING

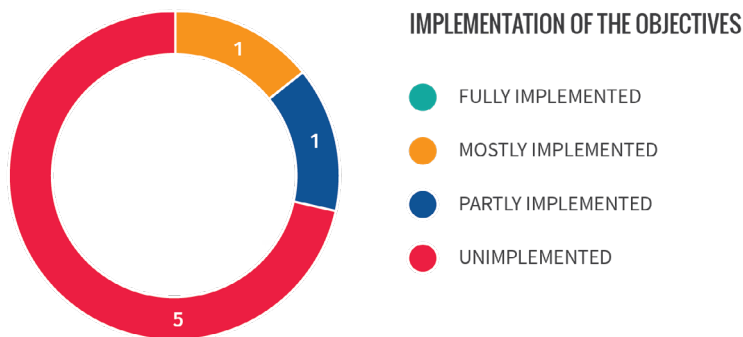
Analysis of the Public Administration Reform Roadmap and the direction of Public Services of the Action Plan for 2019-2020 reveals that the documents mainly address challenges relevant for the time of their adoption and prioritize directions accordingly. However, in number of cases, insufficient or technical activities are defined for the implementation of objectives, undermining the significance of these objectives.

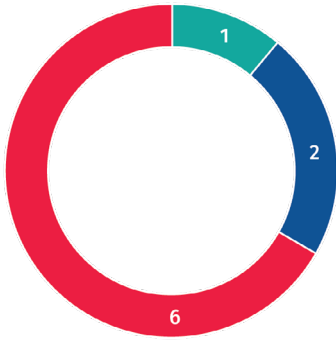
The Roadmap has not been updated since 2016, which is why there are number of inconsistencies between the Roadmap and the Action Plan. It is of utter importance for the Public Administration Reform Roadmap and the Action Plan to be in compliance with each other so that the Action plan is developed in line with challenges outlined in the Roadmap. Otherwise, the significance of the Roadmap is undermined.

In most of the cases, maximum one or two activities are defined for some of the objectives outlined in the two-year Action Plan, delaying the process of achieving these objectives. For the vast majority of objectives it has been impossible to obtain data for the interim monitoring purposes, due to the fact that the implementation of the majority of activities defined for these objectives are planned for the end of 2020.

Improperly formulated, incoherent objectives and indicators, insufficient activities, formally defined risks and the lack of ambitious reforms – all represent significant gaps in the direction of public services of the Public Administration Reform Action Plan.

As of 2019, out of the seven objectives defined by the Action Plan for the direction of public services, one is mostly implemented, one is partially implemented, and the remaining five are unimplemented. Out of eight indicators, one is implemented, two are partly implemented and six – are not.



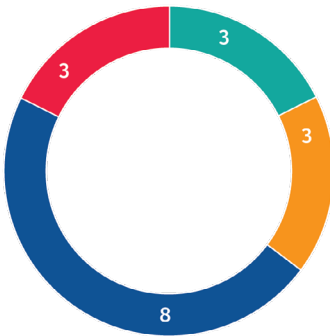


## OBJECTIVE INDICATORS

- FULLY IMPLEMENTED
- MOSTLY IMPLEMENTED
- PARTLY IMPLEMENTED
- UNIMPLEMENTED

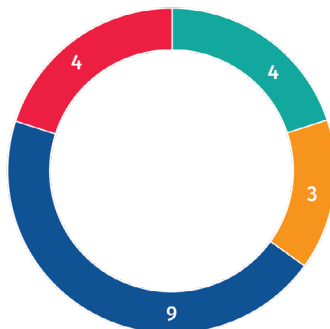
With regards to activities, as of 2019, out of 17 activities defined for the direction of public services, two have been fully implemented, three have been mostly implemented, eight – partly implemented, and three have been unimplemented.

Out of 20 output indicators, four have been fully implemented, three – mostly implemented, nine – partly implemented and four have not been implemented.



## IMPLEMENTATION OF THE ACTIVITIES

- FULLY IMPLEMENTED
- MOSTLY IMPLEMENTED
- PARTLY IMPLEMENTED
- UNIMPLEMENTED



## OUTPUT INDICATORS

- FULLY IMPLEMENTED
- MOSTLY IMPLEMENTED
- PARTLY IMPLEMENTED
- UNIMPLEMENTED





# INTRODUCTION

The Georgian Government has acknowledged the importance of public administration reforms along with signing of the Association Agreement between Georgia and the European Union. The Agreement emphasizes the importance of commitment to good governance, including the cooperation in reforming public administration and public service. According to the Association Agreement between Georgia and the European Union, the Country shall implement in-depth reforms in the areas of public administration and public Service.<sup>1</sup> In order to fulfil the mentioned commitment, the Government of Georgia approved the Public Administration Reform Roadmap of Georgia 2020 in 2015. The goal of the document is to create comprehensive conceptual framework and mechanisms by 2020 'aimed at transparent, predictable, accountable and effective public governance, satisfying public needs and meeting European standards'.<sup>2</sup>

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

The Public Administration Reform Roadmap and, therefore, the Action Plan, address the following six directions: policy planning, public service and human resource management, accountability, public service delivery, management of public funds and local self-government. This document addresses the fourth direction of the Action Plan – Public Services –2019 implementation results for objectives and activities defined by the Action Plan for this specific direction.

In order to successfully implement any policy, it is important to monitor the implementation of the policy document, to identify existing gaps and challenges, and to outline ways of responding to them. It should be specifically noted, that unlike previous years, the Administration of the Government of Georgia, has started monitoring the implementation of Public Administration Reform Action Plan and, this year, has for the first time, made the monitoring results public. This document is an alternative monitoring report and because of the differences in the methodologies, may not be in full compliance with monitoring results published by the Administration of the Government.

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

2 Page 6, Public Administration Reform [Roadmap](#) of Georgia 2020



## METHODOLOGY

The monitoring assessed the compliance of goals and objectives defined by the Public Administration Reform Roadmap and the Action Plan for 2019-2020 with challenges facing public administration. For this purpose, situational analysis was conducted based on the reports of local and international organizations, recommendations (including those in the direction of compliance with sustainable development goals (SDG), commitments foreseen by the Association Agreement and standards of the Organisation for Economic Co-operation and Development (OECD) and other sources. As a result, several priority problems/challenges were identified.

Structural order of the Action Plan was assessed based on the following criteria: to what extent do objectives, indicators and activities of the Action Plan address the so-called SMART criteria, according to which mentioned components of the Action Plan need to be specific, measurable, attainable, realistic and time-bound.

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

1. Fully implemented – the activity/objective has been fully implemented or almost fully implemented and only insignificant part needs to be completed;
2. Mostly implemented –the main part of the activity/objective has been implemented, however, some parts still need to be completed;
3. Partly implemented – some parts of the activity/objective have been implemented but the main part has yet not been completed;
4. Unimplemented – the activity/objective has not been implemented at all or such an insignificant part has been implemented, that it is almost impossible to track progress;

The assessment conducted within the frames of this monitoring was mainly based on the analysis of commitments related to Public Administration Reform, via legislation, international standards and other tools. The monitoring was based on public information – the primary source of information when conducting the monitoring was the Administration of the Government of Georgia and responsible agencies, as defined by the Public Administration Reform Action Plan. Therefore, at the beginning of the monitoring process, the information about the implementation of each objective and activity was requested from responsible agencies. The draft was submitted to responsible agencies for comments and their position, to the possible extent, was considered while shaping the final version of the document.



GENERAL ASSESSMENT OF THE DIRECTION OF PUBLIC  
SERVICES OF THE PUBLIC ADMINISTRATION REFORM  
ACTION PLAN FOR 2019-2020

The chapter on general assessment of the Public Administration Reform Action Plan for 2019-2020 reviews the compliance of objectives defined by the Public Administration Reform Roadmap and the Action Plan with challenges facing public administration in the direction of public service. For these purposes, the situation has been analysed based on the reports of international organisations, researches and recommendations; priority challenges have been identified and the compliance of objectives defined by strategic documents with existing challenges have been assessed. The same chapter assesses the structural order of the direction of public services of the Public Administration Reform Action Plan as well as sufficiency and relevance of the activities; to what extent do objectives, indicators and activities of the Action Plan meet the so-called SMART (specific, measurable, attainable, realistic and time-bound) criteria<sup>3</sup>.

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<sup>3</sup> Information available on the following link: <https://www.projectsmart.co.uk/smart-goals.php>.

### 3.1 THE COMPLIANCE OF THE PUBLIC ADMINISTRATION REFORM ROADMAP AND THE ACTION PLAN FOR 2019-2020 WITH CHALLENGES IN THE DIRECTION OF THE PROVISION OF PUBLIC SERVICES

The Public Administration Reform Roadmap<sup>4</sup> and the Action Plan for 2019-2020<sup>5</sup> were approved in the corresponding order in August 2015 and June 2019. The Public Administration Reform Roadmap was updated in 2016,<sup>6</sup> however, mainly technical amendments were incorporated and the content remained mostly unchanged. It should be noted that the Roadmap is a living document, which, if necessary, shall be updated in accordance with emerging challenges. However, the Roadmap has not been updated since 2016, despite the fact that, according to the 2017-2020 agenda of the Association Agreement between Georgia and the European Union, such an update is listed as one of the priorities.<sup>7</sup> Since the Public Administration Reform Action Plan is approved once in every two years, it is desirable to update the Roadmap with same periodicity and to approve the Action Plan in accordance with the updated roadmap. Taking all the afore-mentioned into consideration, this part of the document reviews challenges facing the Government when developing the Roadmap, on the one hand, and on the other hand, it reviews challenges relevant during the process of developing the Action Plan for 2019-2020, which should have been reflected in the Roadmap, as well as in the Action Plan.

There have been challenges in the direction of provision of public services for years. These challenges have been repeatedly discussed at international and local levels. During the past decades, several important changes were implemented in this area, facilitating access to services as well as the development of public services and e-governance (e.g. the development of community centers, provision of public services via the single window principle by public service halls, implementation of the unified platform (My.gov.ge) for the provision of public services for citizens). However, despite the progress achieved in the area of public services, no significant changes have been implemented for the practical improvement of these services in recent years and, therefore, there were number of challenges facing this direction in 2019. One of the main challenges was an absence of the unified standard for the creation and delivery of services, as a result of which, fragmented development as well as a heterogeneous nature and inconsistency were characteristic to public services. Due to this, the quantity and the quality of public services significantly

4 №2427 Resolution of the Government of Georgia, dated 19 August 2015, on the Approval of Strategic Documents for the Implementation of Public Governance – Public Administration Reform Roadmap 2020 and Policy Implementation System Reform Strategy 2015-2017; available on the following link: <https://matsne.gov.ge/document/view/2953552?publication=1>.

5 №274 Resolution of the Government of Georgia, Dated 10 June 2019 on the Approval of the Public Administration Reform Action Plan for 2019-2020; available on the following link: <https://matsne.gov.ge/document/view/4586360?publication=0>.

6 №186 Resolution of the Government of Georgia, Dated 18 April 2016, on the Amendments to the №2427 Resolution of the Government of Georgia, dated 19 August 2015, on the Approval of Strategic Documents for the Implementation of Public Governance – Public Administration Reform Roadmap 2020 and Policy Implementation System Reform Strategy 2015-2017; available on the following link: <https://matsne.gov.ge/document/view/3259832?publication=0>.

7 Association Agenda between the European Union and Georgia, 2017 – 2020, page 17; available on the following link: [https://eeas.europa.eu/sites/eeas/files/annex\\_ii\\_-\\_eu-georgia\\_association\\_agenda\\_text.pdf](https://eeas.europa.eu/sites/eeas/files/annex_ii_-_eu-georgia_association_agenda_text.pdf).

differed at the agency levels. Additional challenge, in parallel to the absence of unified standard for the implementation of services, was the fact that each agency, according to its own need, was independently creating services, making it difficult to further standardize services (e.g. integration of citizens on my.gov.ge platform). In addition to all the afore-mentioned, the process of designing public services was not following the principles defined by the policy document developed under the structured and unified approach.<sup>8</sup> **Therefore, in the process of creation of strategic documents, the priority should have been the development and practical implementation of the unified policy for the creation and delivery of public services.** Mentioned challenges were noted in the Public Administration Reform Roadmap and the lack of the unified policy for the provision of high quality services as well as the absence of unified legislative framework in the direction of service provision were identified as problems.<sup>9</sup> Creation of the policy document on the creation, delivery, quality assurance and evaluation of public services is identified as one of activities under the development of the unified standard for public services (Objective 4.1.) in the Public Administration Reform Action plan for 2019-2020. The objective 4.1. does reflect the challenge relevant during the creation of the document, however, the policy document on the creation, delivery, quality assurance and evaluation of public services was developed in 2018 and, therefore, identifying its submission to the Government as one of the activities under the new Action Plan, gives purely technical character to the objective. This suggests that, instead of offering new ambitious reforms, the document, in some instances, elaborates on commitments that should have been implemented and completed years ago.

Offering electronic services to consumers was one of the equally important challenges facing the direction of public services during the approval period of the Document. By 2019, only very few of Government agencies in Georgia offered online services to customers especially in the regions. Georgia ranks number 60 among 193 countries with 0.69 points, according to the Electronic Governance Index of the UN. In the direction of electronic services, Georgia lags far behind not only the European average, but also the countries such as Russia, Kazakhstan, Azerbaijan, Belarus and others.<sup>10</sup> In its Action Plan for 2018-2020, the Government confirmed the need of sophisticating online services and digitalizing new additional public services and listed the creation of electronic governance policy as one of the priorities.<sup>11</sup> **Deriving from the afore-mentioned, improving access to electronic services should have been made a priority when developing the Document.**

It is important to emphasize public involvement when discussing the provision of public services. According to the study prepared by ACT, more than half of the respondents (51%) did not have an opportunity to provide service-related feedback, while only 7% of those who did have such an

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8 ACT – Analysis and Consulting Team, Interim Report on the Current State of the Public Administration Reform, 2019, page 105, available on the following link: [https://www.undp.org/content/dam/georgia/docs/publications/DG/UNDP\\_GE\\_DG\\_PAR\\_civil%20service\\_public%20perceptions\\_midterm%20study\\_2019\\_geo.pdf](https://www.undp.org/content/dam/georgia/docs/publications/DG/UNDP_GE_DG_PAR_civil%20service_public%20perceptions_midterm%20study_2019_geo.pdf).

9 Administration of the Government of Georgia; The Public Administration Reform Action Plan for 2019-2020, 2015 page 29; available on the following link: [http://gov.ge/files/423\\_49307\\_925454](http://gov.ge/files/423_49307_925454).

10 UN E-Government Survey 2018; available on the following link: <https://publicadministration.un.org/en/research/un-e-government-surveys>

11 The Government of Georgia, Governmental Programme for 2018 – 2020, pages 35–36; available on the following link: [http://gov.ge/files/68\\_67099\\_111823\\_2018-2020.pdf](http://gov.ge/files/68_67099_111823_2018-2020.pdf)



opportunity, actually provided their feedback.<sup>12</sup> 18% of respondents cited the lack of the information on the form/means of complaint submission as the reason for refraining from the provision of service-related comments to the public agency. This clearly indicates the need for raising public awareness. In addition, public awareness levels differ according to services offered by different agencies; awareness level is low for electronic services. As an example, in 2019, the majority of ID card holders (84%) had never used cards for electronic operations. In addition, the population does not frequently take advantage of the possibility of electronic submission of their application.<sup>13</sup> **Deriving from the afore-mentioned, one of the Government priorities should have been the development of electronic governance, raising public awareness of government services and increasing public involvement in the direction of the provision of public services.**

Analysis of the Public Administration Reform Roadmap and the Action Plan for 2019-2020 reveals that the Document, in most cases, take into account challenges relevant during the process of their development and list afore-mentioned directions as priorities. However, as it has already been pointed out, in number of cases, insufficient or technical activities are defined for achieving objectives (objectives 4.1.1.; 4.6.1. as examples), undermining the significance of the objective itself. With regards to the Roadmap, it addresses relevant challenges, however, it has never been further updated and the edition active in 2020 still lists the implementation of 2014-2018 Electronic Strategy and the Action Plan as one of the objectives.<sup>14</sup> The deadline for the implementation of the mentioned strategy document has already expired. In addition, in the process of developing the Roadmap – the framework document – instead of choosing the easy path and setting the implementation of sectoral plans as objectives, it is absolutely necessary to define such priority objectives, as a response to existing challenges, that will be guiding the development of the relevant action plan. It should be noted that ‘for the purposes of the new Action Plan [of the Public Administration Reform], number of objectives that were formulated for the Roadmap have been changed and new objectives have been added. The new Action Plan does not repeat objectives that were deemed irrelevant for the challenges [existing in the process of developing the Document] or those that were fully implemented by the end of 2018’.<sup>15</sup> The compliance of the Public Administration Reform Action Plan and the Roadmap with each other and the development of the new Action Plan in accordance with challenges defined in the Roadmap are of utter importance. Otherwise, the significance of the Roadmap is undermined. Considering this, it is necessary to periodically update the Roadmap.

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12 ACT – Analysis and Consulting Team, Interim Report on the Current State of the Public Administration Reform, 2019, page 107-108, available on the following link: [https://www.undp.org/content/dam/georgia/docs/publications/DG/UNDP\\_GE\\_DG\\_PAR\\_civil%20service\\_public%20perceptions\\_midterm%20study\\_2019\\_geo.pdf](https://www.undp.org/content/dam/georgia/docs/publications/DG/UNDP_GE_DG_PAR_civil%20service_public%20perceptions_midterm%20study_2019_geo.pdf).

13 Ibid, page 133.

14 The Administration of the Government of Georgia, The Public Administration Reform Roadmap 2020, 2015 pages 30-32; available on the following link: [http://gov.ge/files/423\\_49307\\_925454](http://gov.ge/files/423_49307_925454).

15 The Administration of the Government of Georgia, The description of the Public Administration Reform Action Plan for 2019-2020, page 7; available on the following link: [http://gov.ge/files/72422\\_72422\\_512614\\_%E1%83%A1%E1%83%90%E1%83%9B%E1%83%9D%E1%83%A5%E1%83%9B%E1%83%94%E1%83%93%E1%83%9D%E1%83%92%E1%83%94%E1%83%92%E1%83%9B%E1%83%902019-2020\\_%E1%83%90%E1%83%A6%E1%83%AC%E1%83%94%E1%83%A0%E1%83%98%E1%83%9A%E1%83%9D%E1%83%91%E1%83%90.pdf](http://gov.ge/files/72422_72422_512614_%E1%83%A1%E1%83%90%E1%83%9B%E1%83%9D%E1%83%A5%E1%83%9B%E1%83%94%E1%83%93%E1%83%9D%E1%83%92%E1%83%94%E1%83%92%E1%83%9B%E1%83%902019-2020_%E1%83%90%E1%83%A6%E1%83%AC%E1%83%94%E1%83%A0%E1%83%98%E1%83%9A%E1%83%9D%E1%83%91%E1%83%90.pdf).

## 3.2 THE ASSESSMENT OF THE DIRECTION OF PUBLIC SERVICES OF THE PUBLIC ADMINISTRATION REFORM ACTION PLAN FOR 2019-2020

The Public Administration Reform Action Plan for 2019-2020 defines seven objectives for the direction of provision of public services. Outcome indicators, as well as basic and final targets, outcome confirmation sources and risks are defined under each objective. The Action Plan lists relevant activities for achieving objectives; in order to assess the implementation quality of these activities output indicators and output confirmation sources are defined. The Action Plan defines responsible agencies (together with partner agencies, if relevant) for the implementation of each activity and sets deadlines for the implementation (by indicating years and quarters). The Action plan includes columns for the budget (indicating whether administrative expenses are used to implement the activity) and sources of funding (indicating whether the financing comes from the State budget, the donor or whether there is a shortage) for each activity. Objectives, activities and indicators (if there are more than one) are numbered.

It should be noted that the new Action Plan of the Public Administration Reform has significantly improved technically in comparison to the previous version – for the purposes of better tracking progress, measurable indicators have been added and additional objectives, that are included in the new Action Plan, have been formulated specifically enough. Numbering objectives, activities and indicators makes the Document easier for guidance and perception. The existence of basic and final targets allows for the measurement of objectives and activities and simplifies the monitoring process. The new Action Plan for the Public Administration Reform includes every element of the mandatory structure of the similar policy documents, except for goals and impact indicators. Despite the fact that the Policy Planning Guide, applicable for the period of approving the Action Plan for 2019-2020<sup>16</sup>, did not make it mandatory to define the goal in the Action Plan (unlike the new Guideline for planning, monitoring and evaluating policy documents approved by the resolution of the Government<sup>17</sup>), it is crucial for the effectiveness of monitoring and evaluation of the Action Plan to define goals – as the mean of solving problems identified for the sector, as well as Government’s long-term vision on desired results.

In the process of developing the Public Administration Reform Action Plan for 2019-2020, the method of public consultations was applied for the first time and the draft of the Plan was published on official Government website<sup>18</sup> for the comments and opinions of wider audience. Civil society, including the Institute for Development of Freedom of Information (IDFI), in the capacity of the NGO member of the Interagency Coordinating Council of the Public Administration Reform,

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16 Resolution №629 of the Government of Georgia, dated 20 December 2019, on the Approval of the Policy Planning, Monitoring and Evaluation Handbook; available on the Following link: <https://matsne.gov.ge/ka/document/view/4747283?publication=0>

17 Resolution №629 of the Government of Georgia, dated 20 December 2019, on the Approval of Policy Planning, Monitoring and Evaluation Handbook; available on the Following link: <https://matsne.gov.ge/ka/document/view/4747283?publication=0>

18 Declaration on Launching Public Consultations, Official Webpage of the Government of Georgia: [http://gov.ge/index.php?lang\\_id=GEO&sec\\_id=423&info\\_id=69990](http://gov.ge/index.php?lang_id=GEO&sec_id=423&info_id=69990).

was also involved in the process of developing the Plan.

However, despite the positive trends mentioned above, there are several gaps in the Public Administration Reform Action Plan for 2019-2020:

**IMPROPERLY DEFINED RISKS** – the absence of the need for the creation of new services and inactivity of state agencies are defined as risks, for instance. In the first case, actual data is confused with the risk. More specifically, it is not acceptable to describe the absence of the need/necessity for the creation of new services as a risk, as it actually represents part of situation analysis that defines commitments and had to be carried out in the process of the development of the Action Plan. Therefore, the Action Plan shall not include items for which no need of creation exists. Listing the inactivity of state agencies as a risk, implies gaps in the planning process, since in order to meet the criteria of ‘realistic’ and ‘achievable’, each objective and activity of the Action plan shall be planned taking the readiness of the Agency into consideration. Otherwise, the significance of the policy planning process is undermined. The existence of such gaps suggest that neither an in-depth situation analysis nor proper coordination was carried out in the process of developing the Action Plan. Identifying risks in the policy documents is necessary to plan relevant steps for their elimination or reduction. Therefore, **risks in the Action Plan is recommended to come along with the information on measures of their elimination/reduction and this is not the case for the PAR Action Plan.** This leaves an impression that either risks are only formally defined or they are aimed at allowing the agencies to justify their failure to implement the specific objective or activity, in the process of monitoring the Action Plan.

**IMPROPERLY DEFINED INDICATORS** – although indicators have been improved in comparison to the previous Action Plan, there still are some vague ones, incapable of properly measuring outcomes. E.g., the indicator under objective 4.1 is insufficient for measuring the outcome (this objective is formulated more like an activity, which is discussed below). The indicator, in this case, could have been the increased quantity of customers and/or the increased level of customer satisfaction. There is a similar situation with regards to 4.2. and 4.5 outcome indicators. The indicators are insufficient for measuring outcomes. ‘Increased access to electronic services on My.gov.ge; (the content itself is poorly formulated) cannot fully measure whether access to state and private sector electronic service has been improved. In order to measure this, it is necessary to assess customer satisfaction and/or the daily usage of adapted services on My.gov.ge by the user. Similarly, 4.7 outcome indicator, ‘an increase in the total weighted score of the assessment of critical infrastructure entities by 20%’ cannot actually assess whether the safety of critical infrastructure has been strengthened. For this measurement, the indicator could have been the response rate on gaps identified as a result of assessing critical infrastructure entities.

The policy document may define outputs and output indicators for each activity. Output indicators are used to identify to what extent expected result for the specific activity has been achieved. Quantitative as well as qualitative measurement of output is feasible via the output indicator. The new PAR Action Plan features columns for activities and output indicators, however, instead of output indicators, mentioned columns mainly list outputs (or sub and parallel activities, in some

cases), making quantitative and/or qualitative measurement of the output result difficult when monitoring the implementation of the Action Plan.

Couple of examples from the direction of provision of service of the new PAR Action Plan, where outputs are listed instead of output indicators in the relevant column, are given below.<sup>19</sup> We also write out what the output indicator should have been:

#	ACTIVITY AS PER THE ACTION PLAN	OUTPUT INDICATOR AS PER THE ACTION PLAN	WHAT THE OUTPUT INDICATOR COULD HAVE BEEN
4.2.1.	Preparing legislative amendment package on public services	Amendment package has been submitted to the Government	1. quantity of [international standards/recommendations] reflected in the amendment package 2. duration of public consultations in the process of preparing legislative amendments
4.2.2.	Creation of service provision guide and procedures	Service provision guide and procedures have been created	Specific examples and practical advice is offered in the service provision guide

In several cases, output indicators are not the same as outputs, but are formulated in a way that they become insufficient for measuring outputs. E.g. for the activity 4.5.5 – ‘raising knowledge on the usage of My.gov.ge’ – the following indicator is defined: ‘conducting training on the usage of my.gov.ge’. This indicator does not comply with either qualitative or quantitative requirements and is incapable of measuring the output; ‘the increased usage of My.gov.ge platform’ could have been used as an indicator instead (as the number of trainees is insufficient for measuring whether the awareness of the usage of electronic platform has really risen).

**IMPROPERLY FORMULATED OBJECTIVES** – According to the existing international standards, the Guide for planning, Monitoring and Evaluation of Policy Documents approved by the Government<sup>20</sup> defines ‘objective’ as a specific declaration on the improvement of the relatively narrow aspect (related to the trigger of the problem) in the area (or areas) of the sector, while the ‘activity’ is defined as a measure or measures used for the implementation of the policy. Unlike the definition provided by Government decree, the Action Plan features objectives that are formulated as specific activities. In case of the objective 4.1. – ‘[...] developing unified standard for the creation of public services, based on the involvement of the user - ‘developing a standard’ can not actually be applied as an objective of the Action Plan, since it is too specific and can only be used as an activity or sub-activity. Instead of the mentioned statement, the objective could have been defined as, for instance, ‘the provision of public services tailored to customer needs’. Another example

19 Same is relevant for the following activities: 4.1.1.; 4.1.2.; 4.3.1.; 4.3.3.; 4.3.6.; 4.5.1.; 4.5.2.; 4.5.3.; 4.6.1.; 4.7.1.; 4.7.3.; 4.7.4.

20 Resolution N9629 of the Government of Georgia, dated 20 December 2019, on the Approval of the rule for the Planning, Monitoring and Evaluation of Policy Documents; available on the Following link: <https://matsne.gov.ge/ka/document/view/4747283?publication=0>.

of such objective is ‘the introduction of compatibility framework’ (4.6.) Introducing compatibility framework is more of an activity, while the objective could have been defined as ‘ensuring the development of e-governance and access to information’.

Improperly formulated objectives and non-ambitious activities, not measurable and vague indicators and formally identified risks featured in the direction of service provision of the Public Administration Reform Action Plan – all represent significant gaps of the Plan.



## IMPLEMENTATION OF OBJECTIVES AND ACTIVITIES

The Provision of Public services is the fourth direction of the Public Administration Reform Action Plan and it implies seven objectives. Implementation of each objective is assessed by indicators defined by the Action Plan and, wherever the outcome indicator does not comply with the SMART criteria <sup>21</sup> making it impossible to assess the implementation of the objective, additional indicators are defined. By 2019, one out of seven objectives, defined for the fourth direction, were partly implemented and the remaining six were unimplemented. Out of eight indicators defined for the objective, one was implemented and seven – were not. Out of 17 activities defined in the direction of public services, one was fully implemented, three were mostly implemented, eight – partly implemented and five were not implemented. Out of 25 outputs, two were fully implemented, three – mostly implemented, eight – partly implemented and 12 – unimplemented.

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21 S.M.A.R.T.: S - specific, significant, stretching; M - measurable, meaningful, motivational; A - agreed upon, attainable, achievable, acceptable, action-oriented; R - realistic, relevant, reasonable, rewarding, results-oriented; T - time-based, time-bound, timely, tangible, trackable; information available on the following link: <https://www.projects-smart.co.uk/smart-goals.php>.

## 4.1 IMPLEMENTATION OF OBJECTIVE 4.1

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

**Objective 4.1.** Development of unified standard for the creation of public services based on the principle of customer involvement and aimed at the consideration of customer needs.

**Objective indicator(s):** number of services created/adapted at the central level, after the approval of the Policy Document on the Creation and Delivery of Public Services (PSDP), which comply with basic requirements of the Standard.

**Implementation Status:** Unimplemented

Basic target for 2018: 0%

Target for 2020: 15%

According to the information provided by the Public Service Development Agency, implementation of objective 4.1., as defined by the Action Plan, is aimed for the end of 2020 and, therefore, information on the implementation of the indicator cannot be provided at this stage.

Although the Public Administration Reform Action Plan sets 2020 as a deadline for the implementation of the objective and does not define interim indicator, in order for the objective to be implemented by that time, the responsible agency should make relevant efforts before the deadline. It should also be noted that in order to successfully implement any objective, the responsible agency should define and monitor interim targets on its own even when the specific sectoral action plan does not provide for such. The response provided by the Public Service Development Agency makes it impossible to assess the implementation of the objective. **Therefore, objective 4.1 should be considered as unimplemented.**

## 4.2 IMPLEMENTATION OF THE ACTIVITIES OF OBJECTIVE 4.1

Objective 4.1 of the Public Administration Reform Action plan implies two activities for the reporting period; three outputs are defined to assess the implementation of activities. According to output indicators, one activity has been partly implemented and the other one has been considered as unimplemented.



### ACTIVITY 4.1.1.

The first activity under the objective 4.1 of the Action Plan implies the submission of the Policy Document for the Creation, Delivery, Quality assurance and Evaluation of Services to the Government. One output indicator has been defined for the activity and it suggests partial implementation of the activity.

**Activity 4.1.1.** Submission of the Policy Document on the Creation, Delivery, Quality Assurance and Evaluation of Public Services to the Government.

**Output indicator(s):** The policy document has been discussed with the stakeholders and is submitted to the Government for the review.

**Implementation Status:** Partly implemented

According to the information provided by the Public Service Development Agency, final version of the Policy Document for the Creation, Delivery, Quality Assurance and Evaluation of Public Services has been created; the document has been shared with the Public Administration Reform Working Group as well as with all the Ministries and their sub-agencies. Comments and offers received have been reflected in the final version which has now been sent to non-governmental organizations for comments. After the receipt of comments and offers from NGOs, the document will be submitted to the Government for approval.

The indicator for the activity 4.1.1 consists of two parts. More specifically, the document shall be submitted for the review to the stakeholders and then to the Government. However, as revealed from provided information, only the first part of the indicator has been met. **The Activity 4.1.1 shall be considered as partly implemented.**

### ACTIVITY 4.1.2.

The second activity defined for the objective 4.1 of the Action Plan implies the preparation of instructions and the guide for service design, integrating approach and methodologies necessary to ensure customer involvement in the process of service creation. Two output indicators have been defined for the activity and none of them suggests its implementation.

**Activity 4.1.2.** Preparation of instructions and the guide of service design, integrating approach and methodologies necessary to ensure customer involvement in the process of service creation.

**Output Indicators:**

4.1.2.1. Developing instructions and the guide for service design

4.1.2.2. Conducting public presentation for the service design guide and instructions

**Implementation status:** Unimplemented

The Public Service Development Agency has developed part of the instructions necessary for the Service Design Guide based on the principles of design thinking. According to the provided information, contracting international experts was planned in order to fully develop instructions and the Service Design Guide, however, the selection of the appropriate candidate was delayed, resulting in the delay of activity implementation. The international expert has now been contracted and the work has started.

As it has already been mentioned, the implementation of activity 4.1.2 is measured according to two indicators – creation of the Service Design Guide and Instructions and public presentation of Instructions and the Guide as the next step. The implementation of the activity is at a very early stage in the reporting period, even the initial draft has not yet been prepared. None of the indicators suggests the implementation of the activity. **Therefore, the activity 4.1.2 shall be considered as unimplemented.**

### 4.3 IMPLEMENTATION OF THE OBJECTIVE 4.2

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

**Objective 4.2.** Increasing access to public services by implementing the common standards for service delivery addressing the customers' needs

**Indicator(s):** the number of central services, created/adapted after the approval of PSDP, which meet basic requirements of the unified standard.

**Implementation status:** unimplemented

Basic target for 2018: 0

Target for 2020: 15

According to the Public Service Development Agency, the implementation of objective 4.2., defined in the Public Administration Reform Action Plan, is planned for the end of 2020 and, therefore, the responsible agency is unable to provide information on the implementation of the indicator.

Similar to the objective 4.1., in order to implement the objective by the end of the Action Plan period, the responsible agency shall make relevant efforts within the period of the Action Plan. It should be noted that for the successful implementation of the objective defined by the Action

Plan, the responsible agency should define and monitor the interim target on its own, even when this is not provided by the specific sectoral action plan. The response provided by the Public Service Development Agency makes it impossible to assess the implementation of the objective. **Therefore, objective 4.2 shall be considered as unimplemented.**

## 4.4 IMPLEMENTATION OF THE ACTIVITIES OF OBJECTIVE 4.2

The objective 4.2 of the Public Administration Reform Action plan implies one activity for the reporting period and one output indicator is defined for the assessment of its implementation. According to the indicator, mentioned activity is considered as partly implemented.

### Activity 4.2.1.

The activity of objective 4.2 of the Action Plan implies the preparation of the package of legislative amendments. The Action Plan defines the submission of the amendment package to the Government as an output indicator.

**Activity 4.2.1.** Preparation of the package of legislative amendments on public services

**Output indicator(s):** submission of the amendment package to the Government

**Additional output indicator:** list of the stakeholders involved in the preparation of legislative amendments

**Implementation status:** partly implemented

According to the information provided by the Public Service Development Agency, contracting the relevant expert was planned for the preparation of legislative amendments, which was delayed since the proper candidacy could not be found. The expert is now contracted and the work is in progress, the document of primary assessment has been prepared, meetings with the part of service provider agencies have been conducted and additional meetings with other agencies are underway. After the latter, the package of relevant legislative amendments will be prepared.

Since the activity implies the preparation of the document of legislative amendments and, according to the provided information, the process is at the initial stage only (meetings with agencies, preparation of initial assessment report) and the draft version of the amendment package has not yet been prepared, the progress in the implementation of the activity cannot be assessed as important. **Therefore, the activity 4.2.1 shall be considered as partly implemented.**

## 4.5 IMPLEMENTATION OF THE OBJECTIVE 4.3

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

**Objective 4.3.** Quality assurance of public services by implementing the unified standard for the assessment and improvement of quality.

**Indicator(s):** the number of public services, quality of which is assessed according to the Service Index Methodology.

Basic target for 2018: 0

Target for 2020: 5

Customer satisfaction results provided by three service provider agencies.

Basic target for 2018: 0

Target for 2020: 70%

**Implementation status:** partly implemented

According to the information provided by the Public Service Development Agency, in order to fulfil the objective, a concept of the State Services Index was developed, which reflects the feedback of the working group member agency representatives and is approved by them. Work is underway to create a portal of the index. The concept document outlines a specific plan for the implementation of the index, according to which public service providers will be periodically involved in the service evaluation process. According to the plan, the evaluation process will begin in September 2020, so it will be possible to determine the number of services evaluated according to the State Services Index during the same period. Active work is also underway with a local expert who will develop a universal guide to customer satisfaction survey for public service users, taking into account the views of all agencies and stakeholders who are members of the working group. After the final version of the guide is developed, the relevant training module will be introduced and the staff of the service providers will be trained, customer satisfaction surveys will be conducted in specific agencies based on the same methodology, and the relevant research results of the agencies will be revealed.

Analysis of the provided information makes it clear that in order to achieve the objective the responsible agency has already undertaken specific measures, which, although does not allow for measuring the result, but is an important precondition for fulfilling the objective. **Therefore, objective 4.2 should be considered as partly implemented.**

## 4.6 IMPLEMENTATION OF THE ACTIVITIES OF OBJECTIVE 4.3

The objective 4.3 of the Public Administration Reform Action Plan defines four activities for the reporting period; four output indicators are listed for the assessment of these activities. According to output indicators, two activities have been fully implemented, one activity has been partly implemented and one was considered as unimplemented.

### ACTIVITY 4.3.1.

The first activity of objective 4.3 of the Action Plan implies the development of service index concept and methodology and reaching agreement with stakeholders (state agencies and the civil society). According to the Action Plan, the development of service index concept and methodology is considered as an output indicator for the objective.

**Activity 4.3.1.** Development of service index concept and methodology and reaching agreement with stakeholders (state agencies, the civil society)

**Output indicator(s):** service index concept and methodology has been developed.

**Implementation status:** Partly implemented

According to the information provided by the Public Service Development Agency, final version of service index has been created and has been shared with state agencies and stakeholders. In the process of developing the index, involvement of interested parties was ensured, namely, the document was introduced to the state agencies and to some civil society representatives as well as international organizations.

Although according to the provided information, the service index document has been shared with state agencies and some civil society representatives, the activity 4.3.1 implies the development of service index concept and methodology and reaching agreement on it with the stakeholders. Therefore, the subject of assessment is to what extent the involvement of stakeholders was ensured on the initial stage of index development – this is while working on the creation of the concept and the methodology. The provided information does not allow for identification whether the document was based on the concept and methodology agreed with the interested parties. **Therefore, the activity 4.3.1 may be considered as partly implemented.**

### ACTIVITY 4.3.3.

The third activity of objective 4.3 of the action plan implied the development of research standard for customer satisfaction. The development of the standard is defined as an output indicator, according to the Action Plan.

**Activity 4.3.3.** The development of research standard for customer satisfaction

**Output indicator(s):** the standard is developed

**Alternative output indicator:** research standard for customer satisfaction sets common mandatory criteria for all service providers

**Implementation status:** unimplemented

According to the information provided by the Public Service Development Agency, contracting an individual expert and/or organization was planned for the purposes of developing research standard for customer satisfaction, however, the announced competition failed and it became necessary to conduct additional research in order to find the new expert. The expert has now been contracted and work on the development of the relevant standard is in progress.

As revealed from provided information, the implementation of the activity is at a very initial stage for the reporting period. At the same time, the output indicator is identical to the activity, suggesting that the indicator for the assessment of activity implementation is not actually defined. Due to the afore-mentioned, alternative indicator was defined for the purposes of the monitoring, however, because of the initial stage of activity implementation, it is impossible to measure the implementation quality on the bases of alternative indicator either. **Therefore, the activity 4.3.3 shall be considered as unimplemented.**

### **ACTIVITY 4.3.6.**

The sixth activity of objective 4.3 of the Action Plan implies the creation of the methodology guide and the manual for the Common Assessment Framework – CAF. The Action Plan defines the creation of the Common Assessment Framework manual and the implementation of the methodology guide as output indicators.

**Activity 4.3.6.** The creation of methodology guide and the manual for Common Assessment Framework – CAF

**Output indicator(s):** Common Assessment Framework manual has been created and the methodology guide has been implemented.

**Alternative output indicator:** Common Assessment Framework manual is based on international/European experience

**Implementation status:** fully implemented

According to the information provided by the Public Service Development Agency, CAF Methodology Guide was developed by the end of 2019 and it was based on the latest guideline document proposed by the European Public Administration Union at a time. Updated version of the men-

tioned guideline document was published by the European Public Administration Union at the end of December; therefore, the responsible agency started to update the document according to 2020 version.

As revealed from provided information, the responsible agency prepared the Common Assessment Framework Manual. Since the output indicator is identical to the activity itself, bringing in the alternative indicator, capable of measuring activity implementation, becomes necessary. Therefore, the compliance of the prepared document with the European/international experience was defined as an alternative indicator. According to provided information, the document was based on European experience. **Therefore, the activity 4.3.6 should be considered as fully implemented.**

### **ACTIVITY 4.3.8.**

The eighth activity of objective 4.3 of the Action Plan implies the implementation of CAF methodology and the output indicator was defined as the implementation of CAF methodology in one pilot service-provider agency as well as in two additional service provider agencies.

**Activity 4.3.8.** The implementation of CAF methodology

**Output indicator(s):** the CAF methodology has been implemented in one pilot service provider agency

**Implementation Status:** fully implemented

According to the information provided by the Public Service Development Agency, the CAF methodology has been implemented in the Public Service Hall. The output indicator implied the implementation of CAF methodology in one service provider agency in 2019. **Therefore, activity 4.3.8 should be considered as partly implemented.**

## 4.7 IMPLEMENTATION OF THE OBJECTIVE 4.4

The objective 4.4 of the Action Plan implies the development of fair and effective pricing approach for public services by creating unified methodology for service pricing. The indicator for this objective is defined as the number of newly created/adapted public services, for which the pricing emerged based on the new methodology.

**Objective 4.4.** The development of fair and effective pricing approach for public services by creation of unified methodology for service pricing.

**Objective indicator(s):** the number of newly created/adapted public services for which the pricing emerged based on the new methodology.

Basic target for 2018: 0

Target for 2020: 15

**Implementation status:** unimplemented

According to the information provided by the Public Service Development Agency, measuring the implementation of objective 4.4 of the Public Administration Reform Action Plan is planned for the end of 2020 and the agency does not possess interim information on the implementation of the indicator.

Since no data exists on the interim status of the implementation and, at the same time, the activity compliance of which is detrimental to achieve the objective has not been fully implemented for the reporting period, the **objective 4.4 should be considered as unimplemented.**

## 4.8 IMPLEMENTATION OF THE ACTIVITIES OF OBJECTIVE 4.4

The objective 4.4 of the Public Administration Reform Action Plan implies one activity, for the assessment of which one indicator is defined. According to the indicator, the activity may be considered as partly implemented.

### ACTIVITY 4.4.1.

The first activity of objective 4.4 of the Action Plan implies the creation of the new methodology guide for pricing. The output indicator has been defined as the discussion of the pricing guide and methodology with all service provider agencies and receiving their approval.



**Activity 4.4.1.** The creation of new pricing methodology

**Output indicator(s):** the pricing guide and the methodology is discussed with all service provider agencies and has been approved by them

**Implementation status:** partly implemented

According to the information provided by the Public Service Development Agency, contracting local and international experts was planned for the preparation of the manual, but was delayed since relevant candidacy could not be found. Both experts are now contracted and the work is underway. The international expert has prepared the first report and the local expert has conducted meetings with public agencies in order to study the existing practice. Report on the local practice will be prepared afterwards. The unified pricing methodology will be developed as a result of joint work of local and international experts.

Clearly, some measures have been undertaken for the implementation of the activity and the work is underway. As per the indicator, service provider agencies are also involved in the process. However, the process is still at the initial stage and the main part of the work still needs to be completed. **Therefore, activity 4.4.1 should be considered as partly implemented.**

## 4.9 IMPLEMENTATION OF THE OBJECTIVE 4.5

The objective 4.5 of the Action Plan implies improving the access to state and private electronic services by strengthening My.gov.ge. The indicator for the objective is defined as the increased access to state electronic services on My.Gov.ge.

**Objective 4.5** improving the access to state and private electronic services by strengthening My.gov.ge.

**Objective indicator(s):** increased access to state electronic services on My.Gov.ge.

Basic target for 2018: 427

Target for 2020: 470

**Additional indicator:** increased number of private sector electronic services on My.gov.ge

Basic target for 2018: 0

Target for 2020: 10

**Implementation status:** mostly implemented

According to the information provided by the responsible agency – LEPL ‘Data Exchange Agency’, 467 state electronic services were available on the unified portal of electronic services (My.gov.ge), as of 31 December, 2019. With regards to private electronic services, only one service of ‘Ardi’ insurance agency is available on the unified portal. In addition, customers have an opportunity to make payments for 83 communal and other services on the portal, via the JSC Liberty Bank payment system. It should also be noted that in 2019, new service -‘workspace (licensees)’ - was added to the portal. The service allows for the licensees of electricity and natural gas distribution as well as the water supply, to receive the application on subscriber change from the Public Service Hall System (PSH) on My.gov.ge and to send the response to the PSH system from the portal. Total number of licensees is 19.

Since the target outcome indicator for 2020 is 470 state electronic services and only three are missing, it may be considered that, according to this indicator, objective 4.5 has been mostly implemented. It should be noted that within only a year, 40 new services were added to My.gov.ge, while it was planned to add 43 new services in two years time. Taking this into consideration, it may be assumed that by 2020 the target indicator will exceed the set target. It is desirable to define more ambitious target indicators for the next Action Plan in order to achieve the real progress.

However, it should also be noted that the aforementioned indicator only is not sufficient to really assess the implementation of the objective as the objective implies increased access to state and private services, while the indicator used for the assessment of the objective only measures the increase in state services. Therefore, increase in private sector electronic services was defined as an additional indicator for the purposes of the monitoring. Since the opportunity of using some private electronic services emerged on the unified portal of electronic services in the reporting period, it may be considered that **objective 4.5 has been mostly implemented.**

## 4.10 IMPLEMENTATION OF THE ACTIVITIES OF OBJECTIVE 4.5

The objective 4.5 of the Public Administration Reform Action Plan implies five activities for the reporting period and defines five indicators for the assessment of these activities. According to these indicators, two activities have been partly implemented and three have been mostly implemented.

### ACTIVITY 4.5.1.

The first activity of objective 4.5 of the Action Plan implies the development of legislative amendments in order to regulate the provision of state electronic services. Output indicator was defined as the preparation of legislative amendments and submission to the Government.

**Activity 4.5.1** Development of legislative amendments in order to regulate the provision of state electronic services.

**Output indicator(s):** legislative amendments have been prepared and submitted to the Government

**Implementation status:** partly implemented

According to the information provided by LEPL ‘Data Exchange Agency’, the agency has prepared the package of legislative amendments in order to regulate the provision of state electronic services; the package has not yet been submitted to the Government. Since only one component of the indicator has been met, the **activity 4.5.1 should be considered as partly implemented.**

### **ACTIVITY 4.5.2.**

The second activity of the objective 4.5 of the Action Plan implies the adaptation of the environment for visually impaired users on My.gov.ge after consulting these users. The output indicator has been defined as the existence of adapted environment for visually impaired users on My.gov.ge.

**Activity 4.5.2.** Adaptation of the environment for visually impaired users on My.gov.ge after consulting these users

**Output indicator(s):** the environment adapted to visually impaired users is in place on My.gov.ge

**Implementation status:** partly implemented

According to the information provided by LEPL ‘Data Exchange Agency’ one meeting was conducted in 2019 with visually impaired individuals with regards to adapting the environment of the portal. Technical work has also been carried out in the reporting period in order to adapt the unified portal of electronic services – My.gov.ge – to the needs of visually impaired individuals. The majority of mentioned changes are already available to customers as of now. Therefore, since a large number of services for visually impaired users still needs to be added to the portal, **activity 4.5.2 should be considered as partly implemented.**

### **ACTIVITY 4.5.3.**

The third activity of the objective 4.5 of the Action Plan implies the implementation of the feedback mechanism on My.gov.ge. The output indicator has been defined as the integration of the feedback mechanism into My.gov.ge.

**Activity 4.5.3.** The implementation of the feedback mechanism on my.gov.ge

**Output(s):** the feedback mechanism has been integrated into My.gov.ge

**Implementation status:** mostly Implemented

According to the information provided by LEPL 'Data Exchange Agency', customer feedback mechanism has been prepared for the unified portal of electronic services and it was functioning in a test regime in 2019. According to the Plan, the mechanism will become available in real regime in the first half of 2020 and users will be informed accordingly. Since the mechanism was tested in the reporting period for the purposes of its final integration, as defined by the output indicator, the **activity 4.5.3 should be considered as mostly implemented.**

#### **ACTIVITY 4.5.4.**

The fourth activity of the Objective 4.5 of the Action Plan implies the development of training material on the utilization of State services of My.gov.ge. The output indicator was defined as the upload of training materials on the utilization of electronic services on My.gov.ge.

**Activity 4.5.4.** The development of training material on the utilization of state services of My.gov.ge

**Output(s):** The video training material on the utilization of electronic services has been uploaded on my.gov.ge

**Implementation status:** mostly implemented

According to the information provided by LEPL 'Data Exchange Agency', in 2019, My.gov.ge utilization instructions were created for the users of the portal. Instead of traditional video instructions or a text document, the users are given information on the use of different functionalities of the portal in the process of using the portal and via interactive graphic instructions. These instructions are in a test regime during the reporting period and after the completion of this process, they will become available for the wider audience. Although the indicator implied the upload of video training material on the portal, the approach of graphic interactive method can be assessed as more effective. However, given that the function is not yet available for the wider audience, **the activity 4.5.4 should be considered as mostly implemented.**

#### **ACTIVITY 4.5.5.**

The fifth activity of objective 4.5 of the Action Plan implies raising awareness on the utilization of My.gov.ge portal. The output indicator has been defined as conducting training on the topic of using My.gov.ge portal.

#### **Activity4.5.4.** Raising awareness on the usage of My.gov.ge portal

**Output indicator(s):** Training on the usage of My.gov.ge portal was provided for:

1. The employees of the Public Service Hall and community centers
2. Representatives of central and local governments
3. Representatives of private sector and the media
4. Students

**Implementation Status:** mostly implemented

According to the information provided by LEPL 'Data exchange agency', no training was conducted for the employees of the public service halls and community centers in 2019. Trainings for this focus group were conducted at the end of 2018.

Meetings were conducted in Batumi, Telavi, and Akhaltsikhe municipality City Halls in 2019. Within the frames of trainings, up to 50 City Hall employees were provided information on legal aspects of electronic signature and trustworthy electronic service as well as on the practical purpose of the unified portal for electronic services (my.gov.ge). Up to 50 representatives of different agencies of central government were provided training on the same topics in the reporting period.

Meetings with about 20 private sector representatives were conducted in 2019 and the integration of existing electronic services on My.gov.ge was discussed (meetings with potential service providers). Full information on the purpose and use of the unified portal of electronic services was given to the representatives of private sector during these meetings. Training for the media and NGO representatives was conducted in the reporting period for up to 50 representatives.

Four public lectures on the topic of the practical purpose of the unified portal for electronic services and cyber hygiene, attended by the 80 students, were conducted in the reporting period in State Universities of Batumi, Kutaisi, Telavi and Samtskhe-Javakheti.

As revealed from the provided information, meetings and trainings with different groups on the topic of the unified portal of electronic services were actively conducted, with the support of donors. However, trainings were not conducted for the employees of the public service halls and community centers and only the small part of municipalities was covered. Given that, out of four target groups, two were more or less actively covered, one was partly covered and one was not involved at all, the **activity 4.5.5 should be considered as mostly implemented.**

## 4.11 IMPLEMENTATION OF THE OBJECTIVE 4.6

The Objective 4.6 of the Action Plan implies the implementation of compatibility framework for the purposes of ensuring access to information and developing electronic governance. The indicator for the objective has been defined as number of public services integrated in the data exchange infrastructure.

**Objective 4.6.** The implementation of compatibility framework for the purposes of ensuring access to information and developing electronic governance

**Indicator(s):** the number of state services integrated into data exchange infrastructure

Baseline for 2018: 140

Target for 2020: 196

**Implementation status:** unimplemented

Information on the mentioned objective has not been provided by the responsible agency, given that the measurement is planned for the end of 2020. Deriving from this and considering that every activity relevant for the objective has been planned for the end of 2020, it may be assumed that no measures were taken in the reporting period for the implementation of the objective. **Therefore, the objective 4.6 should be considered as unimplemented.**

## 4.12 IMPLEMENTATION OF THE OBJECTIVE 4.7

The objective 4.7 of the Action Plan implies strengthening of critical infrastructure by raising awareness and creating training methodology. The indicator for this objective has been defined as an increase by 20% of the overall weighted score of the assessment of critical infrastructure entities.

**Objective 4.7.** Strengthening of critical infrastructure by raising awareness and creating training methodology.

**Indicator(s):** the overall weighted score of the assessment of critical infrastructure entities has been increased by 20%

Baseline for 2018: 24

Target for 2020: 29

**Implementation status:** unimplemented

According to the information provided by LEPL Public Services Development Agency and LEPL Data Exchange Agency, the overall weighted score for critical infrastructure entities has not yet been calculated since, according to the Action Plan, the completion of relevant activities is planned for the end of 2020.

Although the Public Administration Reform Action Plan sets 2020 as the target for the implementation of the objective and does not define mid-term target, some measures for the implementation of the objective should still have been taken in the reporting period. It is important to note that, for the successful completion of the objective defined by the Action Plan, the responsible agency shall define and monitor interim target on its own, even if this is not provided by the specific sectoral action plan. Absence of information regarding the implementation of the objective suggests that **the objective 4.7 should be considered as unimplemented.**

### 4.13 IMPLEMENTATION OF THE ACTIVITIES OF OBJECTIVE 4.7

The objective 4.7 of the Public Administration Reform Action Plan implies five activities for the reporting period and their implementation is assessed by four output indicators. According to the indicators, one activity was fully implemented, two were considered as partly implemented and one was considered as unimplemented.

#### ACTIVITY 4.7.1.

The first activity of the objective 4.7 of the Action Plan implies the development of methodology for defining critical information system entities. The indicator for this activity has been defined as the development of methodology for defining critical information system entities.

**Activity 4.7.1.** The development of methodology for defining critical information system entities

**Output indicator(s):** The methodology for defining critical information system entities has been created

**Additional output indicator(s):** the methodology for defining critical information system entities is based on the best practice

**Implementation status:** fully implemented

According to the information provided by LEPL Data Exchange Agency, with the participation of Britain's Cyber Security field experts, the methodology for defining critical information system entities has been created. The methodology is based on Britain's experience of implementing similar

products and on internationally recognized best practices and standards - ISO 27001 and Oxford School Methodology Cybersecurity Capacity Maturity Model for Nations (CMM).

Within the frames of the methodology, the list of potential entities of critical information system was developed. The list consists of not only public, but also commercial organizations. Due to organizational changes that were underway in the Ministry of Health at a time, relevant organizations from the health sector could not be added to the list of critical information system entities.

In order to implement the methodology, the special questionnaire was created, which needs to be filled out by each potential organization. The questionnaire identifies critical nature of important systems in every organization. For the convenience of filling out the questionnaire, the Data Exchange Agency created an electronic portal for the collection and processing of the data.

As confirmed by the provided information, the activity implemented by the responsible agency meets the indicator defined by the Action Plan, as well as the additional indicator and, therefore, **the activity 4.7.1 should be considered as fully implemented.**

### **ACTIVITY 4.7.2.**

The second activity of objective 4.7 of the Action Plan implies the implementation of the sensory monitoring system of network in state agencies. The output has been defined as the implementation of sensory monitoring system of networks in at least three agencies.

**Activity 4.7.2. The implementation of sensory monitoring system of networks in State agencies**

**Output indicator(s):** the sensory monitoring system of networks has been implemented in a minimum of three agencies.

**Implementation status:** partly implemented

According to the information provided by LEPL Data Exchange Agency, test network sensors were placed in LEPL Public Service Development Agency and LEPL Data Exchange Agency during the reporting period. Funds are currently being sought for the installation of network sensors in five organizations.

As confirmed by provided information, sensory monitoring system of networks was installed in two agencies, instead of three as defined by the indicators, however, the mentioned two are still working in a test regime. Therefore, **the activity 4.7.2 should be considered as partly implemented.**

### **ACTIVITY 4.7.3.**

The third activity of the objective 4.7 of the Action Plan implies the update of basic cyber-security



training material on the electronic training platform. The output for the activity has been defined as the update of basic cyber-security training material on the electronic training platform.

**Activity 4.7.3.** The update of the basic cyber-security training material on the electronic training platform.

**Output indicator(s):** the basic cyber-security training material on the electronic training platform has been updated

**Alternative Output indicator:** the updated basic cyber security training material is available for the stakeholders

**Implementation status:** partly implemented

According to the information provided by LEPL Data Exchange Agency, the basic course of cyber security was fully updated as of 31 December 2019. In addition, video classes have been filmed. Publishing mentioned material on electronic training portal ([elearning.dea.gov.ge](http://elearning.dea.gov.ge)) is planned for February 2020.

As confirmed by provided information, training material, defined by the indicator, has been updated. Given that the indicator defined by the Action Plan is identical to the activity, setting alternative indicator became necessary. According to the alternative indicator, the updated training material needs to be available for stakeholders. Since the material has not yet been published on the electronic training platform, the **activity 4.7.3 should be considered as partly implemented.**

#### **ACTIVITY 4.7.4.**

The fourth activity of the objective 4.7 of the Action Plan implies the creation of academic discipline for cyber hygiene for schools. The indicator for this activity has been defined as the development of cyber hygiene academic discipline for schools.

**Activity 4.7.4.** The creation of Cyber Hygiene academic discipline for schools

**Output indicator(s):** the Cyber hygiene academic discipline for schools has been created

**Alternative output indicator:** The involvement of teachers and relevant field experts in the creation of cyber hygiene academic discipline is ensured

**Implementation status:** unimplemented

According to the information provided by LEPL Data Exchange Agency, with the justification that relevant expert could not be found throughout 2019, the activity was not implemented. Representatives of leading countries in the field of cyber security (including the British Embassy, Estonian Cyber Security experts and others) were involved in the process of searching for an expert. An

expert with relevant experience is currently being sought through additional channels.

As revealed from provided information, neither the indicator defined by the action plan nor the alternative indicator suggest the implementation of the objective, therefore, the **activity 4.7.4 should be considered as unimplemented.**



## CONCLUSION AND RECOMMENDATIONS

Situational analysis of the direction of public services of the Public Administration Reform Roadmap and the Action Plan reveals that strategic documents take into consideration challenges facing public administration during the period of their adoption and define relevant objectives. However, indicators and targets defined for the confirmation of the implementation undermine the significance of objectives and/or make it impossible to measure their implementation.

Although the Action Plan for 2019-2020 has been significantly improved in comparison to the previous plan, current objectives and indicators still require sophistication against the SMART criteria. In addition, defining more activities and setting realistic deadlines for their implementation is necessary in order to achieve the objectives.

Risk assessment standards of the Action Plan need to be sophisticated. Often, factors that represent actual circumstances rather than risks are described as 'risks'. The Action Plan does not offer mechanisms for risk elimination.

Interim monitoring of objectives defined by the Action Plan was impossible to be carried out properly due to the lack of the relevant data. This is because the Action Plan does not actually provide interim targets.

Most of the activities defined by the Action Plan are unimplemented, making the successful implementation of the Plan in 2020 questionable. Quite frequently, unimplemented activities are justified by reasons that could have been anticipated and avoided.

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

1. Periodically update the Public Administration Reform Roadmap and ensure the compliance of the Action Plan with the Roadmap;
2. Define ambitious/significant commitments for the Action Plan;
3. Include SMART objectives and indicators in the Action Plan;
4. Define indicators necessary for the actual implementation of objectives;
5. Define interim targets along with basic and final ones, in order to simplify monitoring of the implementation of the Action Plan;
6. Consider activities necessary for the implementation of objectives and set realistic deadlines for their implementation;
7. When defining activities, accurately assess required resources in order to avoid the delay in activity implementation for the future.



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