

EVALUATION REPORT

UN Women Project: Good Governance for Gender Equality in Georgia (Phase II)

Evaluation Period: July 2023 – October 2025

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Disclaimer

This independent evaluation was commissioned by the UN Women Georgia Country Office. The findings and recommendations presented herein are solely those of the lead evaluator and do not necessarily represent the views of UN Women or the Norwegian Agency for Development Cooperation (Norad).

The evaluation adhered to the UN Women Evaluation Guidelines and the UNEG Ethical Guidelines. Data collection was conducted collaboratively by the international consultant and national consultants. While utmost care was taken to ensure accuracy, any errors remain the responsibility of the lead evaluator. The information provided is current as of October 2025.

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PROJECT AND EVALUATION INFORMATION DETAILS

Project/outcome Information	
Project/outcome title	Good Governance for Gender Equality in Georgia (Phase II)
Atlas ID	02000369
Department ID	95125
Corporate outcome and output	<p>UN Women Strategic Plan 2022-2025: Impact Area 1: Governance and Participation in Public Life Impact Area 2: Women’s Economic Empowerment</p> <p>UN Women Georgia Strategic Note 2021-2025: Outcome 1: By 2025, all people in Georgia enjoy improved good governance, more open, resilient and accountable institutions, rule of law, equal access to justice, human rights, and increased representation and participation of women in decision making Outcome 2: By 2025, all people without discrimination benefit from a sustainable, inclusive and resilient economy in Georgia</p>
Country	Georgia
Date project document signed	July 2023
Project dates	Start: 1 July 2023 Planned end: 31 December 2025
Total committed budget	NOK 30,000,000 (USD 2,791,996 as per 30 June 2023 UN Operational Exchange Rate)
Project expenditure at the time of evaluation	USD 1,153,233 (as of 31 December 2024)
Funding source	Ministry of Foreign Affairs of Norway and Norwegian Agency for Development Cooperation – Norad
Implementing party	United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)
Evaluation information	
Evaluation type	Final evaluation (project evaluation)
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Evaluators	Andrei Iovu, PhD, International Evaluation Consultant Natia Esebu, National Consultant Tamara Sartania, National Consultant
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LIST OF ACRONYMS

Acronym	Definition
AI	Artificial Intelligence
BDS	Business Development Support
BPfA	Beijing Declaration and Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CO	Country Office
CSB	Civil Service Bureau
CSO	Civil Society Organization
DEI	Diversity, Equality and Inclusion
EIGE	European Institute for Gender Equality
ERG	Evaluation Reference Group
EU	European Union
FARA	Foreign Agents Registration Act
FGD	Focus Group Discussion
G&PPL	Governance and Participation in Public Life
GCCI	Georgian Chamber of Commerce and Industry
GDP	Gross Domestic Product
GEL	Georgian Lari
Geostat	National Statistics Office of Georgia
GERAAS	Global Evaluation Reports Assessment and Analysis System
GFA	Georgian Farmers Association
GG4GEG	Good Governance for Gender Equality in Georgia
GG4GEG II	Good Governance for Gender Equality in Georgia (Phase II)
GIA	Gender Impact Assessment
GRB	Gender-Responsive Budgeting
GRPFM	Gender-Responsive Public Finance Management
HR	Human Resources
HRPA	Human Resources Professional Association
ICT	Information and Communications Technology
IMF	International Monetary Fund
KII	Key Informant Interview
LNOB	Leave No One Behind
M&E	Monitoring and Evaluation
MoF	Ministry of Finance
NALAG	National Association of Local Authorities of Georgia
NGO	Non-Governmental Organization
Norad	Norwegian Agency for Development Cooperation
OECD	Organisation for Economic Co-operation and Development
PEFA	Public Expenditure and Financial Accountability
PFM	Public Finance Management
RMS	Results Monitoring System
SDGs	Sustainable Development Goals
SMEs	Small and Medium-sized Enterprises
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNCT	United Nations Country Team
UNSDCF	United Nations Sustainable Development Cooperation Framework
WED	Women's Entrepreneurship Development
WEE	Women's Economic Empowerment
WEPS	Women's Empowerment Principles

EXECUTIVE SUMMARY

Overview of the Intervention

The **Good Governance for Gender Equality in Georgia (Phase II)** project ran from **July 1, 2023** with expected completion on **December 31, 2025**, with a budget of **USD 2,791,996** (NOK 30,000,000) provided by the Norwegian Agency for Development Cooperation (Norad). The project aimed to ensure that women and girls in Georgia benefit from gender-responsive governance and participate fully and equally in decision-making and economic life.

The project operated through **two interconnected outcomes**. The first outcome focused on gender-responsive governance, working to ensure that legislative and policy frameworks promote gender equality and women's participation in decision-making at all levels. This was achieved through three outputs: developing laws, policies and capacities for gender mainstreaming; integrating gender equality into public sector human resource management; and improving availability of gender data and analysis. The second outcome targeted women's economic empowerment, creating opportunities for women to access entrepreneurial and employment opportunities through gender sensitive private sector and entrepreneurship ecosystem in Georgia. This outcome operated through three outputs: expanding business implementation of Women's Empowerment Principles (WEPs); empowering women-owned enterprises through an enabling ecosystem; and helping marginalized women gain skills and access to economic opportunities.

Key stakeholders **included** government institutions (**Ministry of Finance (MoF), Ministry of Economy and Sustainable Development, National Statistics Office, Enterprise Georgia, local municipalities**), **civil society organizations** working on gender equality and women's rights issues, **private sector companies** implementing gender equality commitments, and **women beneficiaries** public servants, entrepreneurs from urban and regional areas of Georgia, as well as rural women. The project operated nationally across all **64 municipalities** in Georgia, with intensive women's economic empowerment activities in western regions (Imereti, Guria, Racha-Lechkhumi, Samegrelo) and Shida Kartli.

Evaluation Purpose, Objectives, Scope and Intended Audience

This summative final evaluation was conducted for accountability and learning purposes. The scope of the evaluation included assessing outcome and output-level results, validating the project's theory of change, and capturing lessons learned from implementation during a period of significant political change in Georgia. Main users of the evaluation include **UN Women Georgia Country Office** for strategic learning and future programming design, and the **Government of Norway** as the donor supporting accountability for the USD 2.79 million investment. National stakeholders including government partners, civil society organizations, and women beneficiaries will use findings to inform their ongoing gender equality work.

Evaluation Methodology

The evaluation used a **mixed-methods approach** combining qualitative and quantitative research methods. The theory of change was reconstructed and validated, testing design assumptions against implementation realities. Data collection occurred between **September and October 2025** through multiple sources: desk review of approximately 80 documents, **33 key informant interviews** with 47 participants, **9 focus group discussions** with 71 participants, and field visits to Tbilisi, Kutaisi, and rural Guria region villages. In total, **118 stakeholders** were consulted (91.5% female, 8.5% male), including government officials, civil society representatives, private sector partners, implementing organizations, and women beneficiaries. The international consultant led the evaluation and conducted analysis, with two national consultants supporting data collection activities in Georgian language.

Key limitations included evaluation timing before project completion (some activities ongoing through December 2025), absence of baseline data with intersectional disaggregation for measuring change

among marginalized groups, and minimal participation from women with disabilities (1 participant) and ethnic minorities (4 participants) despite active outreach efforts¹. These limitations were addressed through triangulation across multiple data sources, use of secondary national data from National Statistics Office of Georgia (Geostat) and government reports, and explicit acknowledgment of gaps in findings.

Key Findings

Relevance

The project demonstrated strong alignment with Georgia's gender equality commitments at design. Both outcomes addressed gaps identified in CEDAW concluding observations (February 2023) and SDG 5 targets. The governance component targeted women's participation in decision-making and institutional gender mainstreaming mechanisms, while the economic empowerment component addressed barriers in women's economic rights and entrepreneurship.

However, the project operated during significant political changes that were not fully anticipated at design. Between April 2024 and April 2025, Georgia abolished mandatory electoral gender quotas, adopted the Law on Transparency of Foreign Influence requiring civil society organizations receiving foreign funding to register as pursuing the interests of a foreign power. Further, standing structure – the Parliamentary Gender Equality Council was dissolved and instead a Temporary Commission on Women's and Children's Issues was established and the title and decree of the Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence Issues was changed into Inter-Agency Commission on Equality Between Women and Men, Violence against Women and Domestic Violence Issues. These changes occurred after project design was finalized in mid-2023.

Despite political challenges, the project maintained relevance to beneficiary needs. **Demand exceeded capacity across women's economic empowerment activities**, with implementing partners reporting that for every woman who received Self-Help Group support, three to four additional women expressed interest. Agricultural sector programs received 380 applications for 65 initial slots (later expanded to 85). Women entrepreneurs valued business support even more during economic difficulties, as Georgia's economic challenges made market access and business skills increasingly valuable.

Coherence

The project aligned well with UN Women's triple mandate (normative, operational, coordination). Normative work included supporting development of Georgia's Beijing +30 Review Report and facilitating strategic dialogue on protection of women human rights defenders. Operational work delivered capacity building for 866 stakeholders (exceeding the 200 target by 433%). Coordination work operated through the Gender Thematic Group with approximately 40 development partners and international organizations.

UN Women's coordination role gained increased importance during 2024 when several international actors reduced Georgia engagement following political developments. While USAID's Good Governance Initiative and NDI programs downsized, **UN Women maintained partnerships and coordination functions**, making it perhaps more relevant than ever. Civil society organizations particularly valued UN Women's ability to continue engagement when organizations labeled foreign agents faced operational constraints.

However, **internal coherence between governance and economic empowerment components remained limited**. The two components operated largely independently with separate teams, distinct partner networks, and minimal cross-component beneficiary participation. Of 118 stakeholders consulted, only three individuals engaged with both components. Gender-responsive budgeting

¹ During the evaluation report revision process, the project team noted that more than 4 ethnic minority women were reached as beneficiaries. However, progress reports (2023-2024) do not disaggregate beneficiary data by ethnicity.

represented the most direct potential bridge, but deliberate integration mechanisms were not developed. This operational distance meant the project’s theory linking governance reform to economic empowerment remained untested.

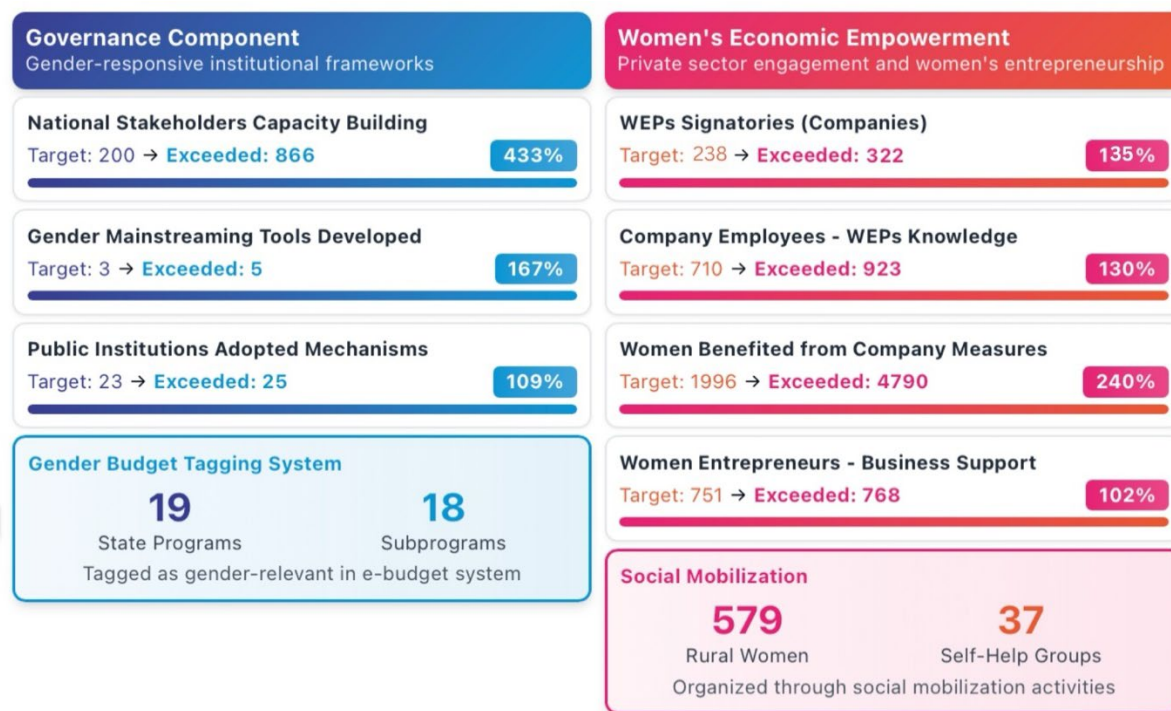
Effectiveness

From a results-based management perspective, **both components successfully delivered planned results**. Five of six outcome indicators achieved 97-100% of targets, with one indicator (policies integrating gender data) exceeding targets by 500%. Output achievement ranged from 109% to 433% fulfillment across all indicators.

For the governance component, **866 national stakeholders received capacity building** (433% of the 200 target), **five gender mainstreaming tools were developed** (167% of the three targeted), and **25 public institutions adopted prevention and response mechanisms** for workplace discrimination (109% of target)². The MoF developed and adopted a gender tagging methodology integrated into Georgia’s e-budget system, enabling tracking of budget allocations promoting gender equality for the first time. By 2025, 19 state programs and 18 subprograms were analyzed and tagged as gender-relevant.

For the economic empowerment component, **WEPs signatories reached 322 companies** (135% of target), **923 company employees increased WEPs knowledge** (130% of target), and **4,790 women benefited from company measures** (240% of target). Through social mobilization activities, **579 rural women were organized into 37 Self-Help Groups**, and **768 women entrepreneurs received business development support** (102% of target).

Figure 1. Key Component Achievements



Source: Progress Report January-December 2024, UN Women Georgia; Results Monitoring System Report Q3 2025, UN Women Georgia.

However, evaluative assessment reveals that **indicator achievement does not automatically mean deep transformation or sustained change**. While the proportion of women in civil service

² During the revision of the evaluation report, the project team indicated that currently 26 public institutions have adopted prevention and response mechanisms. This report uses the figure of 25 institutions as officially documented in the Progress Report January-December 2024, UN Women Georgia, Output Indicators 1.1.1, 1.1.2, and 1.2.1, which reflects the data available during the evaluation period.

management achieved its 45% target (reaching 45.4% in 2024 with steady increases from 43.3% in 2022 and 44.4% in 2023), political changes in 2024-2025 created a constraining environment for broader gender mainstreaming work. Government officials gained gender mainstreaming skills but faced reduced organizational support for applying them more broadly as political prioritization of gender equality weakened.

Economic empowerment results proved more resilient to political volatility. Women entrepreneurs continued generating income, Self-Help Groups maintained operations independently, and WEPs companies sustained commitments based on business performance rather than political mandates. This differential resilience suggests direct service delivery and private sector engagement pathways withstand political pressure better than public sector institutional reform.

An important unintended positive effect emerged: **peer networks among women beneficiaries became self-sustaining.** Women across all nine beneficiary focus groups described continuing to meet, share information, and support each other's economic activities without external facilitation. Women valued these relationships more than formal training content, noting they now have trusted peers who understand their business challenges and can provide ongoing advice and emotional support.

Unintended negative effects centered on **limited reach to the most marginalized.** Despite design intentions for intersectional targeting, only one woman with disability and four ethnic minority women participated across all evaluation activities. Fear of losing social protection status discouraged some women from full participation in income-generating activities, as women receiving government assistance worried documented income would disqualify them from benefits, creating a poverty trap the project did not address.

Efficiency

Resource allocation divided the budget between governance (43%) and economic empowerment (57%), with **cumulative expenditure reaching USD 1.15 million by December 2024** (41% of total budget after 18 months of the 30-month implementation period). Partner co-financing extended program reach, with implementing partners contributing staff time, technical expertise, and direct financial investments. WEPs signatory companies invested 3.4 million GEL (approximately USD 1.26 million) in gender equality work during 2024, demonstrating substantial leverage of project resources.

Most outputs were delivered within planned timeframes despite some delays. Partnership agreements with agricultural and business sector organizations finalized during the second half of 2023 compressed implementation timelines. The Law on Transparency of Foreign Influence created a two-month slowdown in rural mobilization work during mid-2024 as implementing partners navigated the changed operating environment.

Sustainability

Sustainability prospects vary dramatically depending on actor and component. Private sector engagement through WEPs shows the strongest continuation likelihood. All five companies consulted committed to continuing gender equality practices based on business case rationale (talent attraction, retention, productivity, reputation). Companies spent 3.4 million GEL on gender equality work in 2024, up from previous years, indicating increasing rather than decreasing commitment.

Women's peer networks demonstrate high sustainability potential through self-organizing structures that emerged across all beneficiary focus groups. Women maintained contact, shared resources, and supported each other's economic activities without external facilitation. These networks operate through participant commitment and mutual benefit rather than programmatic support.

Government commitment presents mixed prospects. Among 18 government partners consulted, approximately half showed strong commitment likely to persist, while six showed weak engagement suggesting discontinuation risk. Tools institutionalized in systems, such as gender tagging in the e-

budget, appear likely to continue because they now form part of established procedures. However, broader gender mainstreaming faces sustainability threats from political environment changes and absence of permanent institutional structures.

Civil society sustainability faces immediate threats from funding dependency and operational constraints under the Law on Transparency of Foreign Influence. While civil society organizations confirmed intention to continue gender equality work aligned with their missions, they acknowledged resource constraints limiting intensity and geographic reach without project funding. Several organizations noted they would focus on urban centers where they have established presence, potentially reducing rural outreach.

The project developed **no organized exit strategy**. While activities generated valuable capacity, tools, and networks, transition planning for who will maintain these assets after project completion remained largely unaddressed. Some continuation partnerships exist informally, but formalized handover agreements, knowledge transfer processes, and sustainability support mechanisms were not established systematically.³

Human Rights and Gender Equality

The project achieved **significant individual-level empowerment**. Women beneficiaries (67 of 69 across focus groups) reported increased confidence, enhanced decision-making power within households, and greater economic independence. Self-Help Group women described shifts in household power dynamics, with husbands increasingly consulting them on decisions and showing greater respect for their income-earning capacity.

Institutional policy changes occurred in both components. Government partners implemented new gender equality policies including sexual harassment prevention mechanisms and gender-responsive HR practices. Seven public institutions developed and adopted prevention and response mechanisms for workplace discrimination. WEPs signatory companies showed gradual workplace culture shifts toward greater gender awareness.

However, **structural gender inequality proved resistant to change within the project timeframe**. While tools and capacity exist to challenge systemic barriers, actual transformation requires sustained political commitment beyond project scope. Women's economic empowerment did not reduce expectations about care and domestic work responsibilities. Women added income-earning activities on top of existing care work rather than renegotiating household labor division.

The project applied **Leave No One Behind principles with mixed results**. Geographic and socioeconomic inclusion succeeded, reaching rural women in remote areas and lower-income women through Self-Help Groups. However, disability inclusion and ethnic minority inclusion remained limited. Mainstream programming expanded access for some marginalized groups but could not reach all excluded populations equally. Disability and ethnic minority inclusion remained limited because these require specialized approaches that standard project budgets do not accommodate.

Main Conclusions

The Good Governance for Gender Equality in Georgia Phase II successfully delivered planned results and built valuable capacities during an increasingly restrictive political environment. The project met accountability commitments to donors and beneficiaries, with outcome indicators achieving 97-100% of targets. However, the evaluation reveals a critical distinction between delivering outputs and achieving lasting transformation. Political changes during 2024-2025 constrained the depth and

³ During review of the evaluation report, the project team noted that UN Women develops exit strategies only when phasing out work in a specific area. Given ongoing donor negotiations for project continuation, developing a formal exit strategy was not considered necessary at this stage. However, OECD-DAC guidance identifies exit planning as a key aspect of sustainability, recommending that evaluations assess whether appropriate exit strategies have been developed to ensure continuation of positive effects, regardless of whether project continuation is anticipated.

sustainability of institutional changes in governance, while economic empowerment results proved more resilient through business case rationale and self-sustaining peer networks. The project generated important lessons about programming in politically volatile contexts: direct service delivery and private sector pathways withstand political pressure better than public sector institutional reform; peer networks among women prove more durable than formal mechanisms; and technical tools embedded in systems offer better protection than capacity building alone when political support weakens. Future programming should design flexibility to shift approaches based on political conditions, leverage the sustainability potential of peer networks and private sector engagement, operationalize integration between components through deliberate mechanisms rather than assumptions, and plan exit strategies from the start. The project's value lies not only in what was delivered but in what was learned about maintaining gender equality programming effectiveness when political commitment falters.

Key Recommendations

Recommendation 1 (HIGH PRIORITY): Design governance programming with built-in flexibility to shift between direct institutional engagement and alternative implementation approaches based on political conditions

Responsibility for Implementation: UN Women Georgia Country Office should lead flexible governance programming that shifts between direct institutional engagement with government partners (Ministry of Finance, municipal governments) and civil society-led approaches based on annual political environment assessments, working with donors to establish appropriate funding modalities.

Adopt Strategic Note Direct Funding (SNDF) rather than cost-share, project-bound funding to enable flexible governance programming that can adapt to political conditions. Conduct annual political environment assessments to determine whether conditions support direct gender mainstreaming work with government or require alternative approaches through civil society partnerships, technical tool development, and evidence compilation. Track government engagement levels, legislative developments, and political statements on gender issues. During enabling periods, provide targeted technical assistance on Gender-Responsive Budgeting (GRB) and Gender Impact Assessment (GIA). During restrictive periods, support civil society as evidence collectors and advocacy actors while maintaining relationships with committed government champions and preparing materials for when political windows reopen.

Recommendation 2 (HIGH PRIORITY): Enhance women's economic empowerment programming by leveraging peer networks and private sector collaborations

Responsibility for Implementation: UN Women Georgia Country Office should strengthen women's economic empowerment programming by prioritizing peer network development and private sector engagement, working in partnership with implementing partners (TASO Foundation, business associations, technology education institutions), WEPs signatory companies, and women entrepreneur networks.

Shift resource allocation from classroom training to relationship-building activities including study tours, peer exchanges, and mentorship programs. Formalize women entrepreneur and Self-Help Group alumni networks through digital platforms and periodic gatherings. Develop training-of-trainers models enabling accomplished beneficiaries to mentor subsequent cohorts. Expand WEPs platform engagement by framing business cases (talent attraction, retention, productivity) and creating peer learning platforms where companies share gender equality practices and business outcomes. This leverages the finding that peer networks proved more sustainable than formal mechanisms and private sector commitment stems from business performance rather than political mandates.

Recommendation 3 (MEDIUM PRIORITY): Operationalize integration in multi-component programming through deliberate design and dedicated coordination mechanisms

Responsibility for Implementation: UN Women Georgia Country Office should design future integrated multi-component programmes with specific operational mechanisms and unified management structures, working in partnership with implementing partners to execute integration activities.

Design future programs combining multiple components with specific mechanisms connecting them from the start. Integration requires three elements: deliberate design of operational linkages beyond conceptual coherence; dedicated resources and staff time for making connections happen; and accountability mechanisms tracking integration outcomes, not just component outputs. Create unified program management with coordination responsibility built into team structures, a single results framework tracking integration outcomes, and joint planning processes. Design integration activities as specific deliverables: platforms where women entrepreneurs and government officials engage together; gender-responsive budgeting analysis connecting government resources to women entrepreneurs seeking capital; joint learning events where governance and economic empowerment beneficiaries participate together.

Recommendation 4 (HIGH PRIORITY): Integrate exit and transition planning into program design with progressive ownership transfer

Responsibility for Implementation: UN Women Georgia Country Office should integrate exit and transition planning from project inception, working with implementing partners to identify continuation partners and establish progressive ownership transfer mechanisms for both the current project and future programming.

For the current program approaching completion, immediately conduct a sustainability inventory identifying what requires continuation and who will maintain it. Identify specific continuation partners for each tool, platform, and network (gender tagging methodology, GIA frameworks, WEPs platform, Working Group on Gender Equality in the Financial Sector, Self-Help Groups). Formalize handover agreements and transfer knowledge products during remaining project period. For future program design, identify ownership and maintenance plans for each intervention during the design phase; if no plausible continuation partner exists, reconsider including the intervention. Establish formal agreements with continuation partners in Year 1 specifying implementation roles, transition processes, and post-project resource mobilization. Use phased ownership transfer: UN Women leads with partner observation (Year 1), co-leadership with UN Women providing technical support (Year 2), partners lead with UN Women backstopping (Year 3).

CHAPTER 1: BACKGROUND AND CONTEXT

1.1 UN Women’s Mandate and Role

UN Women, grounded in the vision of equality enshrined in the Charter of the United Nations, operates through a triple mandate encompassing normative, operational, and coordination functions to eliminate discrimination against women and girls and achieve equality between women and men.⁴ The organization supports UN Member States in setting global standards for achieving gender equality and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards.⁵

UN Women Georgia, as per its Strategic Note 2021-2025, focuses on four priority areas: (1) Women, Peace, and Security, Humanitarian and Disaster Risk Reduction; (2) Elimination of Violence against Women and Girls (EVAWG); (3) Women’s Economic Empowerment (WEE); and (4) Governance & Participation in Public Life (G&PPL). Women’s leadership and participation in decision-making, as well as making gender equality central to national development planning and budgeting, are both addressed under the G&PPL portfolio.⁶

1.2 Country Context

1.2.1 Political and Development Context

Georgia has actively pursued democratic development and European integration since independence, with EU approximation aspirations driving political and institutional reforms to modernize governance systems and align with European standards.⁷ However, the project implementation period (2023-2025) has been significantly affected by multiple overlapping crises and institutional changes.

Figure 2. Institutional and Policy Environment Changes Timeline



Political and Economic Challenges

The operating environment has been shaped by the lingering effects of the COVID-19 pandemic, which disproportionately affected women through increased household burdens, domestic violence, and deterioration in mental health.⁸ Women-dominated sectors including trade, tourism, hospitality, and agriculture (employing 54% women) were particularly impacted.⁹

⁴ United Nations General Assembly, Resolution 64/289, “System-wide coherence,” July 2, 2010; UN Women, “About UN Women,” <https://www.unwomen.org/en/about-us/about-un-women>

⁵ UN Women Strategic Plan 2022-2025, UN Women, 2021

⁶ UN Women Georgia Strategic Note 2021-2025

⁷ Government of Georgia, “Vision 2030 - National Development Strategy,” November 2022; European Commission, “Georgia 2024 Report,” 2024

⁸ UN Women Georgia, “Rapid Gender Assessment of COVID-19 Situation in Georgia - 2nd wave,” March 2021, <https://georgia.unwomen.org/en/digital-library/publications/2021/03/rapid-gender-assessment-of-covid-19-situation-in-georgia-2-wave>

⁹ GEOSTAT, “Gender Statistics,” 2022, <http://gender.geostat.ge/>; UN Women Georgia, Country Gender Equality Profile, 2021

The war in Ukraine since February 2022 has created additional economic pressures, including increased commodity and housing prices, reduced trade and tourism, and economic growth slowdown, despite Georgia's previous achievement of upper-middle income country status.¹⁰

European Integration and Institutional Regression

In June 2022, the European Commission recommended EU candidate status for Georgia, which was formally granted in December 2023, conditional upon addressing specific recommendations including consolidating efforts to enhance gender equality and fight violence against women.¹¹ However, major institutional setbacks have occurred during the project period. In April 2024, Parliament abolished mandatory gender quotas requiring every fourth candidate on party lists for parliamentary elections and every third candidate on party lists for municipal elections to be a woman, with the decision criticized by international bodies including OSCE/ODIHR and the Venice Commission as inconsistent with Georgia's international obligations.¹² Additionally, in November 2024, Prime Minister Kobakhidze announced the suspension of EU accession negotiations until 2028, triggering widespread protests and creating uncertainty for EU-supported reforms.¹³

Civil Society Restrictions and Legislative Changes

A critical development affecting the project's civil society partnerships has been the adoption of the Law on Transparency of Foreign Influence in May 2024, despite presidential veto and massive public protests.¹⁴ The law requires media and nongovernmental organizations receiving more than 20% of their funding from abroad to register as "pursuing the interests of a foreign power," with failure to comply resulting in penalties up to 25,000 Georgian Lari (approximately EUR 8,400). UN experts condemned the law's adoption, stating it will have a chilling effect on civil society, journalists and human rights defenders and sends a negative signal about the country's commitment to human rights.¹⁵

In April 2025, Parliament adopted the Foreign Agents Registration Act, aimed at restricting independent civil society and media receiving foreign funding. Unlike the Law on Transparency of Foreign Influence, FARA extends criminal liability for non-compliance to individuals, including penalties of up to five years imprisonment and criminal fines. In addition, the Law on Grants was amended in April 2025, requiring preliminary approval from the Government of Georgia or a designated body (monitored by the Anti-Corruption Bureau) for any grant prior to its disbursement.¹⁶

¹⁰ World Bank, "Georgia's Economic Growth to Slow Amid Impacts of War in Ukraine," press release, April 10, 2022, <https://www.worldbank.org/en/news/press-release/2022/04/10/georgia-s-economic-growth-to-slow-amid-impacts-of-war-in-ukraine>

¹¹ European Commission, "Opinion on the EU membership application by Georgia," memo, June 17, 2022; Council of the European Union, "Georgia," accessed December 2025, <https://www.consilium.europa.eu/en/policies/georgia/>

¹² Civil Georgia, "Parliament Abolishes Quotas for Women MPs," April 4, 2024, <https://civil.ge/archives/590165>; JAMnews, "Ombudsman's Office: ODIHR/OSCE has negatively assessed the abolition of gender quotas in Georgia," July 1, 2024, <https://jam-news.net/abolition-of-gender-quotas-in-georgia/>

¹³ OHCHR, "Georgia: UN experts concerned by widespread human rights violations amid ongoing protests," December 2024, <https://www.ohchr.org/en/press-releases/2024/12/georgia-un-experts-concerned-widespread-human-rights-violations-amid-ongoing>

¹⁴ OHCHR, "Georgia: UN experts condemn adoption of Law on Transparency of Foreign Influence," May 15, 2024, <https://www.ohchr.org/en/press-releases/2024/05/georgia-un-experts-condemn-adoption-law-transparency-foreign-influence>; ECNL, "Georgia: Overview of the Foreign Influence Law," May 2024, <https://ecnl.org/news/georgia-overview-foreign-influence-law>

¹⁵ Ibid.

¹⁶ OMCT-FIDH, "Georgia: Adoption of the new Foreign Agents Registration Act," April 30, 2025, <https://www.omct.org/en/resources/statements/georgia-adoption-of-the-new-foreign-agents-registration-act>; ICNL, "Georgia: The Foreign Agents Registration Act," May 6, 2025, <https://www.icnl.org/post/news/georgia-the-foreign-agents-registration-act>; Human Rights Watch, "Georgia: Drop Repressive 'Foreign Agents' Bill," April 4, 2025, <https://www.hrw.org/news/2025/03/26/georgia-drop-repressive-foreign-agents-bill>; JAMnews, "Georgia passes amendments to grant law," April 16, 2025, <https://jam-news.net/georgia-approves-bill-outlawing-foreign-grants-without-government-approval/>

This legislation directly impacts the project’s partnerships with civil society organizations, many of which were receiving international funding and were central to the project’s implementation strategy.

1.2.2 Gender Equality Context in Georgia

Despite progress since CEDAW ratification in 1994, major challenges remained across formal and informal policies, practices, and procedures in state institutions.¹⁷ Recent developments presented a mixed picture of progress and regression.

Legal and Policy Framework

Georgia has established legal foundations including the 2010 Gender Equality Law, 2014 Anti-Discrimination Law, adoption of the State Concept on Gender Equality (2022) and State Concept on Women’s Economic Empowerment (2023).¹⁸ While the 2014 Anti-Discrimination Law explicitly prohibits discrimination based on sexual orientation and gender identity, the two State Concepts defined gender solely through a heteronormative prism, omitting sexual orientation and gender identity considerations.¹⁹ In April 2025, amendments to existing legislation eliminated the terms “gender” and “gender identity” from all laws and replacing them with “men and women.” The amendments renamed the Law on Gender Equality to the Law on Equality Between Women and Men. As a result of these amendments, the permanent Parliamentary Gender Equality Council was abolished and replaced with a Temporary Commission on Women’s and Children’s Issues, while municipal gender equality councils were dismantled and municipalities were initially mandated to create new Councils on Women and Children’s Issues; through UN Women advocacy, the titles were changed to Councils for Equality between Women and Men and Children’s Affairs.^{20 21}

Economic Participation Challenges

Data shows that gender disparities in economic participation have worsened, with the employment gender gap reaching 16.2% in 2022 and the adjusted monthly gender pay gap at 23%.²² Women exhibit significantly lower economic activity rates (41.5%) compared to men (64%), with nearly half of women aged 25-34 being economically inactive.²³ Statistics show that women spend five times more time on unpaid domestic and care work than men, while stark gender imbalances persist in property ownership, with men owning 82% of land versus 18% for women.²⁴

Social Attitudes and Norms

Attitude surveys revealed concerning trends, with decision-making in families becoming more patriarchal (57.2% believing men should have final say in household decisions in 2024, up from 49.6%

¹⁷ Parliament of Georgia, “Law on Gender Equality,” 2010, <https://matsne.gov.ge/en/document/view/91624>; UN Women Georgia, “Country Gender Equality Profile of Georgia,” 2023

¹⁸ Parliament of Georgia, “State Concept on Gender Equality,” 2022; Parliament of Georgia, “State Concept on Women’s Economic Empowerment,” 2023

¹⁹ UN Women Georgia, “Country Gender Equality Profile of Georgia,” 2023, p. 22

²⁰ JAMnews, “Georgian Parliament backs removal of term ‘gender’ from legislation in first reading,” March 6, 2025, <https://jam-news.net/georgian-parliament-backs-removal-of-term-gender-from-legislation-in-first-reading/>; IPU Parline, “Gender Equality Council | Georgia,” <https://data.ipu.org/parliament/GE/specialized-bodies/GE-LC-SB02/>, accessed July 22, 2025

²¹ Information on municipal council replacement mechanism and UN Women’s advocacy role provided by UN Women Georgia G&PPL Team Leader and Deputy Country Representative during inception report and evaluation report review processes. Specific legislative documentation for the municipal council replacement mandate was not located in publicly available sources.

²² GEOSTAT, “Labour Force Survey,” 2022; UN Women Georgia, “Country Gender Equality Profile of Georgia,” 2023, p. 11

²³ Ibid.

²⁴ GEOSTAT, “Agricultural Census,” 2022; UN Women Georgia, “Country Gender Equality Profile of Georgia,” 2023, p. 38

in 2019).²⁵ Discriminatory attitudes toward women persisted, including tolerance for domestic violence and restrictions on women’s autonomy.²⁶

1.3 Project Background

The project represents UN Women’s flagship gender mainstreaming initiative in Georgia, implemented with financial support from the Norwegian Ministry of Foreign Affairs, with project contract management transferred to the Norwegian Agency for Development Cooperation (Norad) during implementation.²⁷ The project maintained its original timeframe and results framework with no extensions or revisions. The project advances gender equality through interconnected governance reform and women’s economic empowerment components across **two distinct phases** spanning 2019-2025.

The project aligns directly with UN Women’s Global Strategic Plan 2022-2025 under Impact Areas 1 (Governance and Participation in Public Life) and 2 (Women’s Economic Empowerment), while contributing to the UN Women Georgia Strategic Note 2021-2025 Outcomes 1 and 2.²⁸ Implementation targeted achievement of multiple Sustainable Development Goals (SDGs), with primary focus on SDGs 5, 8, 16, and 17, alongside secondary contributions to SDGs 1 and 10.

1.3.1 GG4GEG Phase I (2019-2023)

The first phase operated from September 1, 2019 to May 31, 2023 with a total budget of USD 4,224,915, including USD 2 million allocated to the WEE component added in June 2021.²⁹ The project structure encompassed two main components: governance reform (Outcome 1) focused on making governance systems gender-sensitive, and women’s economic empowerment (Outcome 2) targeting rural women’s economic opportunities in agritourism and Information and Communication Technology (ICT) sectors through private sector engagement.

The final evaluation conducted from December 2022 to May 2023 assessed the project as “**very effective**” in achieving its targets and overall goals, particularly highlighting successful institutionalization of gender mainstreaming tools and generation of national ownership of results.³⁰ The evaluation found that project interventions reached 1,327 public servants through gender mainstreaming capacity development interventions, significantly exceeding the original target of 500, while actions by private sector companies implementing WEPs benefited almost 12,000 women from 2017 to 2021.³¹

The evaluation identified several **areas for improvement** that informed Phase II design. Key recommendations included strengthening monitoring and evaluation systems with more gender-sensitive indicators, enhancing sustainability through deeper institutional integration of gender mainstreaming tools, expanding private sector engagement beyond WEPs to include the broader business environment, developing more approaches to reach poor and socially excluded women, and

²⁵ UNDP, UNFPA, UN Women, “IMAGES: Men, Women, and Gender Relations in Georgia: Public Perceptions and Attitudes,” 2024

²⁶ Ibid.

²⁷ Information on donor transition provided by UN Women Georgia G&PPL Team Leader during inception report review process, August 2025.

²⁸ UN Women Georgia Strategic Note 2021-2025; UN Sustainable Development Cooperation Framework for Georgia 2021-2025

²⁹ Final Evaluation Report: Good Governance for Gender Equality in Georgia (GG4GEG), May 19, 2023, Project Description Section; Inception Report for the Final Evaluation of Good Governance for Gender Equality in Georgia (GG4GEG), February 28, 2023

³⁰ Final Evaluation Report: Good Governance for Gender Equality in Georgia (GG4GEG), May 19, 2023, Executive Summary and Key Findings

³¹ Ibid., Findings Section 12; Project Document: Good Governance for Gender Equality in Georgia (Phase II), UN Women, 2023, p. 4

strengthening partnerships with civil society organizations for monitoring and accountability purposes.³²

1.3.2 GG4GEG Phase II (2023-2025)

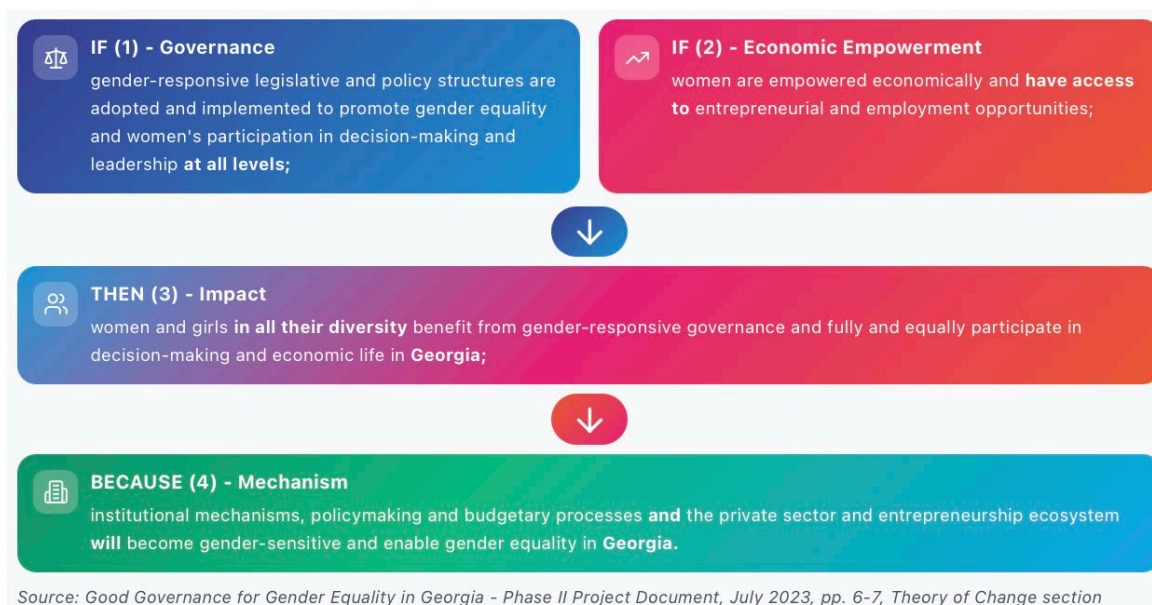
GG4GEG II started from July 1, 2023 with expected end on December 31, 2025 with a budget of USD 2,791,996 (NOK 30,000,000) provided by Norad.³³

The approach integrates an enhanced focus on local governance through engagement with municipalities, private sector engagement beyond WEPs to include the broader entrepreneurship environment, incorporation of EU approximation considerations in governance reforms, and emphasis on data-driven decision making through improved gender statistics systems.³⁴ Geographic coverage encompasses national implementation in Georgia’s capital Tbilisi and all 64 municipalities through the National Association of Local Authorities of Georgia (NALAG). Within the WEE component, social mobilization activities for rural women focus on western regions (Imereti, Guria, Racha-Lechkhumi, and Samegrelo) and the Shida Kartli region, while other WEE activities including women’s entrepreneurship are implemented country-wide.³⁵

1.3.3 Project Results Framework

The GG4GEG II Results Framework operates through two interconnected outcomes designed to create synergies between governance reform and women’s economic empowerment. The underlying Theory of Change assumes that strengthened governance systems (Outcome 1) create enabling environments for women’s economic empowerment (Outcome 2), while economically empowered women contribute to more gender-responsive governance through increased participation and voice.³⁶

Figure 3. Project Theory of Change



³² Final Evaluation Report: Good Governance for Gender Equality in Georgia (GG4GEG), May 19, 2023, Recommendations Section

³³ Project Document: Good Governance for Gender Equality in Georgia (Phase II), UN Women, 2023, Standard Cover Sheet; Inception Report: Final Evaluation of the UN Women Project “Good Governance for Gender Equality in Georgia (Phase II),” Section 2.3.2

³⁴ Project Document: Good Governance for Gender Equality in Georgia (Phase II), UN Women, 2023, Section 5: Strategy and Partnerships; Section 7: Implementation and Management Arrangements.

³⁵ Geographic scope clarification provided by UN Women Georgia WEE Programme Analyst during inception report review process, August 2025.

³⁶ Results and Resources Framework: Good Governance for Gender Equality in Georgia (Phase II), June 27, 2023, Results Framework Section

Table 1. Outcome 1 Results Framework: Gender-Responsive Governance

Output	Focus Areas	Key Targets
1.1 Laws, policies & capacities for gender mainstreaming	GIA & GRB institutionalization; Central/local government capacity	Public servant training; Institutional strategies
1.2 Public sector institutions integrate gender equality	HR policy reform; Women’s leadership development	Gender equality action plans; Leadership programs
1.3 Better gender data and analysis available	Gender statistics strengthening; Evidence-based policy	Digital platforms; Research capacity

The first outcome - *gender-responsive legislative and policy frameworks are adopted and implemented to promote gender equality and women’s meaningful participation in decision-making and leadership at all levels* - addresses governance reform through gender mainstreaming in public policymaking, public finance management, and institutional human resource management practices.

Output 1.1 focuses on strengthening institutional mechanisms for gender equality by supporting the Government of Georgia in gender mainstreaming, integrating gender equality obligations into laws and policies, institutionalizing GIA, mainstreaming gender in public finance management through GRB, enhancing monitoring by the Public Defender’s Office, building capacities of public servants, and supporting civil society organizations, including women’s CSOs, in gender-sensitive monitoring and advocacy at national and municipal levels. Output 1.2 focuses on strengthening gender equality institutional mechanisms and advancing gender-responsive and inclusive public service reform, including improvements in public service legislation, human resource management policies, and the prevention and response to harassment and discrimination in the workplace. Output 1.3 addresses the need for improved gender statistics and evidence-based policy making through strengthening the national statistical system and developing digital platforms for gender data access and analysis.

Table 2. Outcome 2 Results Framework: Women’s Economic Empowerment

Output	Focus Areas	Key Targets
2.1 Businesses implement WEPs	Private sector transformation; WEPs expansion	Company commitments; Workplace marketplace and community practices
2.2 Women-owned enterprises empowered	Entrepreneurship ecosystem; Access to capital/BDS/markets	Financial instruments; Market linkages
2.3 Women access economic opportunities	Grassroots empowerment; Rural women focus	Self-Help Groups ³⁷ ; Skills development

The second outcome - *women are empowered economically and access entrepreneurial and employment opportunities through a gender-sensitive private sector and entrepreneurship ecosystem in Georgia* - addresses women’s economic empowerment through an enabling, gender-sensitive entrepreneurial ecosystem and equal access to Business Development Support, markets and capital.

Output 2.1 expands the WEPs platform by recruiting new signatory companies and strengthening businesses’ capacities to implement gender equality commitments through enhanced workplace, marketplace, and community practices. Output 2.2 develops the entrepreneurship environment by improving women’s access to capital, Business Development Support (BDS) services, and market linkages through innovative financial instruments and platforms. Output 2.3 targets grassroots women’s economic empowerment, particularly in rural areas, through Self-Help Groups, capacity building programs, and market linkage initiatives that prioritize the most vulnerable and excluded populations.³⁸

³⁷ Community-based groups formed through social mobilization of vulnerable rural women to facilitate their access to legal, financial and economic services, decent work and sustainable livelihoods. Project Document: Good Governance for Gender Equality in Georgia (Phase II), UN Women, 2023, p. 29.

³⁸ Project Document: Good Governance for Gender Equality in Georgia (Phase II), UN Women, 2023, Section 5: Results and Resources Framework, Outcomes and Outputs Description

1.4 Project Implementation Arrangements

GG4GEG II employs a multi-stakeholder implementation approach designed to ensure oversight, efficiency, and sustainable results through partnerships across government, civil society, and private sector.

It operates through a Project Steering Committee providing strategic guidance and oversight, with membership including representatives from the Ministry of Foreign Affairs of Norway,³⁹ UN Women Country Office, key national project partners, and potentially other donors such as the Swiss Agency for Development and Cooperation to ensure transparent communication and alignment.⁴⁰

Operational management falls under UN Women Country Office Georgia leadership, with project management staff, technical coordinators for each outcome area, and partnership coordination personnel to ensure stakeholder engagement. The implementation approach operates through **direct implementation** by UN Women in partnership with national counterparts.

For a detailed stakeholder analysis including the specific roles and contributions of each partner in the project, see [Annex 3](#).

Table 3. GG4GEG II Implementation Framework

Modality	Scope	Key Partners
National Level	Policy development, institutional capacity	Ministries, Parliament ⁴¹ , agencies
Local Level	All 64 municipalities via NALAG	Local governments, municipal authorities
Private Sector	WEPs platform, business engagement	Companies, business associations, financial institutions
Civil Society	Advocacy, monitoring, service delivery	Women’s organizations, NGOs, professional associations, business associations ⁴²
Academic	Research, evidence generation	Universities, think tanks, research institutes

CHAPTER 2: EVALUATION PURPOSE, OBJECTIVES, SCOPE AND CRITERIA

2.1 Evaluation Purpose

Upon project completion, as established in the project document, this mandatory external final evaluation was conducted by UN Women for accountability and learning purposes. The evaluation was designed as a summative project evaluation to support strategic learning and planning processes, focusing on the assessment of **outcome** and **output-level results** and capturing key lessons learned from project implementation.

The information generated by the evaluation will be used by different stakeholders to contribute to building the evidence base on effective strategies for women’s empowerment in Georgia and to facilitate UN Women’s strategic reflection and learning for programming in the area.

³⁹ Project Document: Good Governance for Gender Equality in Georgia (Phase II), UN Women, 2023, Section 7: Implementation and Management Arrangements, Project Steering Committee.

⁴⁰ Project management had transitioned from the Ministry of Foreign Affairs of Norway to the Norwegian Agency for Development Cooperation (Norad). Information provided by UN Women Georgia G&PPL Team Leader during inception report review process.

⁴¹ Parliamentary engagement capacity was significantly reduced during project implementation due to the abolishment of the Parliamentary Gender Equality Council in 2025 and replacement with a Temporary Commission on Women’s and Children’s Issues.

⁴² While the project document does not explicitly specify which professional associations are referenced, it clearly identifies “business and HR associations” and “business associations committed to the further promotion of the WEPs” as key implementation partners (Project Document: Good Governance for Gender Equality in Georgia (Phase II), UN Women, 2023, p. 29-30). In the Georgian context, professional associations would include women entrepreneurs’ networks and sector-specific professional organizations supporting women’s economic empowerment. Clarification requested during inception report review process by UN Women Georgia WEE Project Analyst, August 2025.

Main evaluation users include UN Women Country Office in Georgia as well as the Government of Norway (project donor). Furthermore, national stakeholders – civil society partners, private companies, grassroots women and targeted state and non-state agencies – will use the evaluation findings to draw lessons learned and inform their ongoing work in gender equality and women’s empowerment.

2.2 Evaluation Objectives

The specific evaluation objectives are as follows:

- Analyze the relevance and coherence of the implementation strategy and approaches of the project.
- Assess the effectiveness of the project in achieving expected outcomes and outputs.
- Examine the efficiency of project implementation, resource allocation, and delivery quality.
- Evaluate the integration of human rights and gender equality principles throughout project design, implementation, and results.
- Assess how the project and its results relate and contribute to commitments and achievement of SDGs in Georgia.
- Assess the sustainability of the results achieved by the project.
- Document lessons learned, best practices, success stories and challenges to inform future work of UN Women and the Government of Norway in the areas of good governance and women’s economic empowerment.
- Identify strategies for replication and up-scaling of the project’s best practices.
- Provide actionable recommendations for future programmatic developments and maximize ownership by partners in the country covered by the project.

2.3 Evaluation Scope

Temporal Coverage: The evaluation covered nearly the entire project implementation period, from July 2023 through October 2025. This timeframe captured almost all the 30-month project cycle, which runs from July 1, 2023 to December 31, 2025.

Geographic and Programmatic Coverage: The evaluation assessed project implementation across all geographic areas: nationally in Tbilisi and all 64 municipalities through the National Association of Local Authorities of Georgia (NALAG) for the governance component. For the WEE component, social mobilization activities for rural women focused on western regions (Imereti, Guria, Racha-Lechkhumi, and Samegrelo) and Shida Kartli region, while other activities including women’s entrepreneurship were implemented country-wide.

The evaluation covered all aspects of the project, including two outcomes and six outputs across both governance and economic empowerment components.

Evaluation Boundaries: The evaluation examined outcome and output results, implementation effectiveness, intervention sustainability, and replicable lessons. However, it excluded long-term impact assessment (requiring post-project observation), detailed cost-benefit analysis, and cross-country comparisons.

2.4 Evaluation Criteria Framework and Questions

The evaluation addresses the OECD-DAC evaluation criteria of **Relevance, Coherence, Effectiveness, Efficiency, and Sustainability. Human Rights, Gender Equality and the Empowerment of Women** was included as an additional evaluation criterion as specified in the ToR. This framework aligns with UN Women’s GERAAS standards and ensures assessment of the project’s performance across all dimensions of gender equality and women’s empowerment programming.

The Terms of Reference provide 28 preliminary evaluation questions organized by evaluation criteria. As specified in the ToR, these questions were “**expected to be revised and refined by the evaluation**”

team” during the inception phase. The **refined evaluation questions were presented in detail in Inception Report Annex 1**, organized by evaluation criteria with sub-questions, rationale for refinement, and cross-references to original ToR questions.

The **Evaluation Matrix is presented in Annex 2**, prepared according to UN Women evaluation guidelines and based on the refined evaluation questions. The Evaluation Matrix serves as the operational framework for data collection and analysis, ensuring coverage of all evaluation criteria while maintaining focus on utilization and learning objectives specified in the ToR.

CHAPTER 3: Evaluation methodology and limitations

3.1 Evaluation Approach and Design

The evaluation utilized a **mixed-methods** design grounded in gender-responsive and human rights-based principles. It adopted a **theory-based approach** with Theory of Change (ToC) reconstruction as its analytical centerpiece. The evaluation integrated ToC validation directly into stakeholder interviews, testing design assumptions against implementation realities and identifying both intended and emergent causal pathways.

Table 4. Evaluation Phases and Activities

Phase	Period	Key Activities	Outputs
Inception	July-August 2025	Desk review of about 80 documents; stakeholder mapping; development of evaluation matrix with 17 questions across 6 OECD-DAC criteria; coordination with concurrent CPE; ERG review	Inception report approved by UN Women ECA Regional Office
Data Collection	September-October 2025	33 KIIs (47 participants); 9 FGDs (71 participants); field visits to Tbilisi, Kutaisi, Guria region	Primary data collected from 118 stakeholders
Analysis & Reporting	October-November 2025	Qualitative coding and thematic analysis; triangulation; ToC reconstruction; case study development (GRB; Women’s Access to Markets/Finance); preliminary findings presentation to ERG	Draft evaluation report
Finalization	November-December 2025	ERG and regional specialist review; revision based on feedback; audit trail documentation	Final evaluation report

3.2 Data Collection Methods and Tools

The evaluation employed multiple data collection methods to ensure that the findings were grounded in diverse perspectives and evidence sources. Each method served a specific purpose and contributed to triangulation and data quality.

Table 5. Data Collection Methods Summary

Activities	Participants	Key Features	Purpose
Desk Review			
About 80 documents reviewed	N/A	Core project documents, government policies, knowledge products, Phase I documentation, institutional assessments, legal frameworks	Establish baseline context; inform protocols; enable ToC reconstruction; triangulation
Key Informant Interviews (KII)			
33 KIIs	47 (41 F, 6 M)	Implementation entities (24 KIIs); beneficiaries (1 KII); external stakeholders (8 KIIs); 60-90 minutes; English/Georgian; customized protocols by stakeholder type	In-depth perspectives from implementers, government, private sector, development partners, UN Women team
Focus Group Discussions (FGD)			

9 FGDs	71 (67 F, 4 M)	Implementation entities (2 FGDs, 13 participants); Outcome 1 beneficiaries (1 FGD, 9 participants); Outcome 2 beneficiaries (6 FGDs, 49 participants); 90-120 minutes; Georgian language; female facilitators	Collective experiences; safe spaces for women; group dynamics; rural/urban beneficiary perspectives
Case Studies			
2 case studies	Data synthesized from KII and FGD participants	Gender-Responsive Budgeting Implementation (Outcome 1); Facilitating Women's Access to Markets and Finance through Multi-Stakeholder Partnerships (Outcome 2). No separate data collection; synthesized from existing data sources	In-depth illustration of implementation processes and change pathways
Site Visits			
3 locations	N/A	Tbilisi (in-person interviews), Kutaisi (rural entrepreneurs FGD), Guria villages Kvenobani/Buknari (Self-Help Groups FGD)	Direct observation of implementation contexts; engage beneficiary communities; assess economic activities
ToC Reconstruction			
Integrated into all consultations	N/A	Embedded validation questions in interviews/FGDs; design logic extraction from documents; empirical pathway testing; alternative pathway identification	Test design assumptions; identify causal mechanisms; understand contextual impacts on theory

Gender-responsive and human rights-based methods: Sex-disaggregated data collection (91.5% female, 8.5% male participants); female national consultants leading beneficiary consultations; interview scheduling accommodating care responsibilities; safe space creation through private settings, warm-up activities, trauma-informed techniques; purposive sampling for LNOB groups (women with disabilities, ethnic minorities, rural women, conflict-affected); Georgian language for all beneficiary FGDs; culturally appropriate facilitation.

3.3 Sampling Strategy

Sampling approach: Purposive sampling with stratification across stakeholder categories, project components, geography. Three-stage process: (1) Human rights-enhanced stakeholder mapping (see [Annex 3](#) for details), (2) Operational interview planning (Inception Report Annex 4), (3) Customized instrument development (Inception Report Annex 5).

Representativeness limitations: Limited participation from women with disabilities (1 participant) and ethnic minorities (4 participants across all FGDs) despite active outreach; abolished government institutions (Inter-Agency Commission, Civil Service Bureau) consulted indirectly through successor entities and former officials; Self-Help Group consultations focused on four regions (Guria, Imereti, Samegrelo, Shida Kartli), may not represent all implementation areas.

3.4 Data Analysis Methods

Qualitative analysis: Thematic coding using evaluation matrix; pattern identification across stakeholder groups and components; ToC as organizing foundation for effectiveness findings; contribution analysis examining plausible causal links between project activities and observed changes; intersectional analysis of differential effects by gender, geography, socioeconomic status, disability, ethnicity.

Quantitative analysis: Descriptive statistics on indicator achievement rates, beneficiary reach, training completion, financial expenditure by outcome/output, timeline analysis; cost-effectiveness calculations per beneficiary by intervention type.

Triangulation: Methods triangulation (document review, KIIs, FGDs); source triangulation (implementers, beneficiaries, external observers); data type triangulation (qualitative perspectives, quantitative monitoring data); theory triangulation (design assumptions vs. stakeholder explanations of change).

Gender and human rights integration: Every evaluation criterion examined for differential effects across groups; power relations analysis; participation quality assessment; root cause investigation; intersectionality analysis across rural/urban, disability, ethnicity, age, socioeconomic status.

3.5 Quality Assurance and Ethical Considerations

Quality assurance: Tool pretesting and refinement; interviewer coordination meetings; standardized documentation templates (Inception Report Annex 8); peer review of emerging findings between international and national consultants; stakeholder validation of preliminary findings; ERG review at inception and draft stages; regional evaluation specialist review; GERAAS assessment of final report.

Evaluation team composition: International consultant (evaluation methodology, gender equality expertise in Eastern Europe/former Soviet contexts, English-language interviews, analysis); two female national consultants (Georgian context knowledge, language fluency, cultural protocols, established stakeholder relationships, led all Georgian-language consultations with women beneficiaries).

Ethical compliance: All team members signed UNEG Pledge of Ethical Conduct ([Annex 10](#)).

Informed consent: Participants received information about evaluation purpose, commissioning organization, data use, rights (voluntary participation, refusal, withdrawal), confidentiality measures; verbal consent documented.

Confidentiality: Interview notes used codes instead of names; password-protected digital storage; no recordings; aggregated reporting (“government officials interviewed” not individual attribution); stakeholder list shows organizations/roles without linking individuals; extra protections for CSOs affected by Foreign Agents Law and beneficiaries in small communities.

Do no harm: Political sensitivity (neutral framing, private locations, emphasis on evaluation independence); trauma-informed techniques (female facilitators for women’s FGDs, permission to skip questions, referral resources available); time burden minimized (efficient scheduling, coordination with CPE); emotional safety (warm-up activities, supportive peer settings).

Inclusion: Proactive outreach to marginalized groups; accessible FGD locations and times; Georgian language use; community settings for rural women; respectful engagement across power levels; transparent acknowledgment of underrepresentation.

3.6 Limitations and Mitigation Approaches

Every evaluation encounters constraints that impact data collection and analysis. This section highlights the primary limitations encountered during this evaluation and outlines the strategies employed to overcome them.

Table 6. Evaluation Limitations and Mitigation

Description	Impact	Mitigation Approach
Evaluation Timing		
Conducted before project completion (some activities ongoing through December 2025)	Preliminary sustainability assessments;	Focus on results through October 2025; assess trajectory and likelihood instead of definitive outcomes; explicit acknowledgment of prospective assessments

	incomplete final results	
CPE Coordination		
Concurrent Country Portfolio Evaluation created stakeholder fatigue risk	Sample reduced from 51 to 42 activities (18% reduction)	Coordination framework (August 7, 2025 meeting); joint interviews with note sharing; staggered scheduling; interview consolidation; achieved sample still meets UNEG thresholds and thematic saturation
Data Availability		
Lack of baseline data with intersectional disaggregation; monitoring data absences for some indicators; limited financial disaggregation	Limited before/after comparisons for LNOB assessment; evidence strength affected	Triangulation across sources; secondary national data (Geostat, CEDAW reports); retrospective reconstruction through stakeholder recall; evidence strength ratings (strong/moderate/limited) in findings
Stakeholder Access		
Political sensitivity (2024 elections, Foreign Agents Law); abolished institutions (Inter-Agency Commission, Civil Service Bureau); busy schedules; geographic dispersion of rural beneficiaries	Some key actors unavailable or cautious about participating	Flexible scheduling (multiple options, early/evening slots); multiple modalities (in-person/online/phone); broad sampling (alternate respondents with similar knowledge); consultation of transition actors (former officials, successor organizations); national consultants facilitated access; rural field visits
Recall Bias		
Events from July 2023 start date (2+ years prior)	Potential imperfect memory, particularly among beneficiaries	Document review for objective verification; multiple informants for cross-checking; focus groups for shared reconstruction; memory aids (program materials, activity lists); focus on salient experiences instead of granular details
Language/Translation		
Georgian interviews translated to English for analysis/reporting	Risk of nuance loss or misinterpretation	Detailed summaries following templates; verbatim key quote translation; international consultant consulted national consultants;
Attribution Challenges		
Multiple actors working on gender equality in Georgia	Difficult to attribute changes solely to project	Contribution analysis instead of attribution; temporal sequences examination; plausible mechanism analysis; absence of stronger alternatives; ToC mapping of specific pathways; stakeholder assessment of project role; cautious findings language (“contributed to” not “caused”)
Sustainability Prematurity		
Recent activity conclusion; ongoing political transitions	Too early for definitive long-term sustainability judgments	Likelihood assessment based on indicators (ownership, resources, capacity, institutional embedding, political commitment); acknowledgment that actual sustainability requires follow-up studies; likelihood assessments with evidence instead of categorical judgments
Marginalized Group Representation		
Minimal participation from women with disabilities (1 participant) and ethnic minorities (4 participants across all FGDs)	Limited ability to assess project success reaching most marginalized	Explicit acknowledgment in findings; analysis of why underrepresented in implementation and evaluation; recommendations for intentional, resourced inclusion approaches; secondary monitoring data supplementation where available
Report Length vs. GERAAS		
Dual-component project (governance + WEE) with	Challenge meeting page	Efficient organization by criteria; detailed content in annexes; synthesized evidence presentation; tables

17 evaluation questions; GERAAS recommends approx. 40 pages	recommendations while ensuring coverage	for information density; prioritized substantive quality and thorough coverage over arbitrary length
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CHAPTER 4: Findings

4.1 Relevance

This section examines the project’s alignment with national priorities, international commitments, and beneficiary needs at design (mid-2023), the quality of design analysis, and how the project adapted as Georgia’s context changed during implementation.

4.1.1 Alignment with National Priorities and Beneficiary Needs⁴³

Finding 1: Both project outcomes demonstrated strong alignment with Georgia’s CEDAW commitments and SDG 5 targets at design.

Evidence strength: Strong⁴⁴

Applies to: Both outcomes

The project document explicitly referenced Georgia’s obligations under CEDAW concluding observations (February 2023) and SDG 5 indicators. Outcome 1 targeted gaps in women’s political participation (SDG 5.5) and institutional mechanisms for gender mainstreaming. Outcome 2 targeted gaps in economic rights (SDG 5.4) and women’s economic participation.⁴⁵

Officials from central government budgeting institutions (n=2) confirmed that gender-responsive budgeting work aligned with commitments Georgia made in its CEDAW report.⁴⁶ UN Women Georgia staff explained that Outcome 1 design built directly on CEDAW 2022 recommendations around institutional mechanisms for gender mainstreaming.⁴⁷ For Outcome 2, the project staff explained the design responded to CEDAW concluding observations on women’s economic participation, particularly recommendations about rural women and women’s access to economic opportunities.⁴⁸ Civil society representatives (n=6) agreed that CEDAW and Beijing Platform targets provided appropriate entry points for both governance advocacy and economic empowerment programming.⁴⁹

At design (mid-2023), the project referenced Georgia’s State Concept on Gender Equality (2022), Human Rights Action Plan 2024-2026, Human Rights Strategy 2022-2030, Civil Service Bureau Gender Equality Strategy 2022-2026, NALAG Gender Equality Strategy 2021-2025, and the Law on Gender Equality.⁵⁰ The project document was finalized before several policy shifts occurred: the Public Administration Reform Action Plan 2024-2026 (adopted March 2024), dissolution of the Civil Service Bureau (early 2024), adoption of the Law on Transparency of Foreign Influence (May 2024), and renaming of the Inter-Agency Commission on Gender Equality to the Inter-Agency Commission on

⁴³ Evaluation Question 1-Relevance (EQ1-R): To what extent does the project design align with national gender equality priorities, international commitments, and beneficiary needs?

⁴⁴ Note on evidence ratings: Throughout this chapter, findings are rated for evidence strength (Strong/Moderate/Weak) based on triangulation across multiple data sources. Strong Evidence: Triangulated across three or more source types (interviews, documents, monitoring data). Multiple independent interlocutors (n≥5) converge on the same finding. Claims supported by verifiable documents. No contradictory evidence found. Moderate Evidence: Triangulated across two source types. Fewer interlocutors (n=2-4) but accounts are consistent. Some documentary support with gaps in verification. Minor contradictions that do not undermine the core finding. Weak Evidence: Single source type only. Few interlocutors (n=1-2) or inconsistent accounts. No documentary verification possible. Contradictory evidence exists.

⁴⁵ Good Governance for Gender Equality in Georgia Phase II - Project Document, July 2023, Section 3: Project Strategy.

⁴⁶ Key Informant Interview, officials from central government budgeting institutions, September 2025 (n=2).

⁴⁷ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3).

⁴⁸ Ibid.

⁴⁹ Focus Group Discussion, civil society representatives, September 2025 (n=6).

⁵⁰ Good Governance for Gender Equality in Georgia Phase II - Project Document, July 2023, Section 2: Context Analysis.

Equality Between Women and Men, Violence against Women and Domestic Violence Issues (April 2025), and the Foreign Agents Registration Act (FARA) (April 2025).⁵¹

Finding 2: More women sought to participate in Outcome 2 activities than the project could serve.

Evidence strength: Strong

Applies to: Outcome 2 only

Quarterly narrative reports and monitoring data indicate that through social mobilization activities, the project reached 1,139 women across 12 municipalities and 53 communities in western Georgia. Of these, 168 unique beneficiaries were organized into 14 Self-Help Groups.⁵² These reports note demand exceeded capacity. Implementing partner staff working with rural women's social mobilization (n=2) reported that for every woman who received Self-Help Group support, three to four additional women expressed interest but could not be included.⁵³ Agricultural sector implementing partners (n=2) received 380 applications for a project with initial capacity for 65 participants, later expanded to 85.⁵⁴

Self-Help Group women (n=13) across all regions mentioned other women in their villages who wanted to participate but were not selected.⁵⁵ Women entrepreneurs (n=25 across focus groups) reported waiting periods of several months between expressing interest and receiving services.⁵⁶ Project staff (n=3) recognized that resource limitations necessitated prioritizing decisions. They acknowledged that projects serving women often encountered one or two barriers, rather than attempting to address the complex intersecting disadvantages⁵⁷ faced by women.⁵⁸

Finding 3: The project addressed marginalized groups through culturally informed approaches, though reach remained limited for women facing multiple intersecting disadvantages.

Evidence strength: Moderate

Applies to: Outcome 2 primarily

⁵¹ Progress Report January-December 2024, UN Women Georgia; Key Informant Interviews, UN Women Georgia staff, September 2025.

⁵² Progress Report January-December 2024, UN Women Georgia. The report states: "During Phase II of the project thus far, the social mobilization methodology has been effectively implemented by the partner organization, TASO Foundation, in western Georgia. Over the course of the reporting period, 12 community workers were selected and trained in the social mobilization methodology. As a result, the project reached 1,139 women across 12 municipalities and 53 communities, providing targeted support and information to enhance their awareness and capacity to improve employment and income-generation opportunities. Out of the 1,139 women, 168 unique beneficiaries were targeted, and 14 self-help groups (SHGs) were established in newly targeted communities in western Georgia."

⁵³ Key Informant Interview, implementing partner staff working with rural women's social mobilization, September 2025 (n=2).

⁵⁴ Key Informant Interview, agricultural sector implementing partners, September 2025 (n=2).

⁵⁵ Focus Group Discussion, Self-Help Group members, September 2025 (n=13).

⁵⁶ Focus Group Discussions, women entrepreneurs in Tbilisi, Kutaisi, and Ateni, September 2025 (n=25 across three focus group discussions).

⁵⁷ Intersecting disadvantages (also referred to as "multiple and intersecting inequalities" in the project document) refers to how multiple forms of disadvantage overlap and compound each other to create unique barriers greater than the sum of individual challenges. The project document/ ProDoc notes that "intersectional gender data and analysis are often missing from official statistics and policymaking processes" and emphasizes the importance of "capturing the experiences of women and girls who are subjected to multiple and intersecting inequalities, such as women with disabilities, ethnic minorities, LBTQI+ women and others." *Good Governance for Gender Equality in Georgia - Phase II Project Document*, July 2023, p. 16. For example, a rural woman may face barriers due to her gender, geographic location, poverty, ethnicity, or disability status simultaneously. As the below sources explain, "social relations involve multiple intersecting forms of discrimination" where people experience "multiple and intersecting forms of deprivation, disadvantage, and discrimination that interact with gender inequality." UN Women, *Intersectionality Resource Guide and Toolkit* (2022); UNDP, "What is intersectionality? And why is it important for gender equality?" (2022). In the Georgia context, this creates compounded challenges for women facing multiple forms of marginalization.

⁵⁸ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3).

Standalone finding on family engagement as implementation success factor: Implementing partners working with rural women (n=2) and all rural women focus group participants emphasized that reaching Muslim women in Guria region and other traditional contexts required family and community engagement strategies not prominently featured in project design documents. Implementing partners described meeting with husbands and families first to explain project benefits and build trust before engaging women directly. Self-Help Group women confirmed this approach proved essential for implementation success in traditional contexts where women’s mobility and mixed-gender interactions face cultural constraints, explaining that without family buy-in, women could not have participated regardless of their own interest.⁵⁹

Self-Help Group women (n=13) including Muslim women from Guria region described how implementing partner mobilizers understood cultural sensitivities around women’s mobility and mixed-gender interactions.⁶⁰ The project staff described partnerships with disability organizations, including Babale social enterprise, which created employment pathways for women with disabilities through Outcome 2⁶¹ though, women with disabilities represented a small proportion of total beneficiaries.

Self-Help Group women (n=13) described limits in age diversity within their groups. Most participants were between 30 and 50 years old. Very young women under 25 were minimally represented; women explained that younger women often migrated to cities for employment. Elderly women over 60 were also minimally represented.⁶² Education level patterns showed most Self-Help Group women had at least secondary education. Implementing partner workers acknowledged that reaching illiterate women or women with very limited education remained difficult because project activities required basic literacy for business planning and record-keeping. No adaptations for low-literacy participants were documented.⁶³

Standalone finding on social protection barriers: Self-Help Group women (n=13) explained that participation in Outcome 2 activities required certain baseline conditions: basic literacy, some financial autonomy, and family acceptance. Women observed that those completely lacking these advantages were mostly absent from projects.⁶⁴ Additionally, implementing partner staff (n=2) explained that fear of losing social protection status discouraged some women from full participation in income-generating activities. Women who received social assistance worried that documented income would disqualify them from benefits, creating a poverty trap that project design did not address.⁶⁵

4.1.2 Design Quality and Analytical Foundations⁶⁶

Finding 4: Gender analysis quality in design documents received positive assessment from government and civil society representatives, though risk assessment underestimated political volatility.

Evidence strength: Moderate

Applies to: Both outcomes

Government officials and civil society representatives (n=24 total) appreciated the quality of gender analysis underlying project design. Officials from central government budgeting institutions (n=2)

⁵⁹ Key Informant Interview, implementing partner staff working with rural women, September 2025 (n=2); Focus Group Discussion, Self-Help Group members including Muslim women from Guria region, September 2025 (n=13).

⁶⁰ Focus Group Discussion, Self-Help Group members including Muslim women from Guria region, September 2025 (n=13).

⁶¹ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3); Key Informant Interview, Babale social enterprise representative, September 2025 (n=1).

⁶² Focus Group Discussion, Self-Help Group members, September 2025 (n=13).

⁶³ Key Informant Interview, implementing partner community workers, September 2025 (n=2).

⁶⁴ Focus Group Discussion, Self-Help Group members, September 2025 (n=13).

⁶⁵ Key Informant Interview, implementing partner staff working with rural women, September 2025 (n=2).

⁶⁶ Evaluation Question 2-Relevance (EQ2-R): To what extent is the project design based on sound analysis and appropriate for addressing gender equality challenges?

noted that gender-responsive budgeting methodology adapted international best practices to Georgia’s specific public finance management context.⁶⁷ Civil society representatives (n=6) confirmed that problem analysis around women’s economic empowerment reflected actual barriers women entrepreneurs face in Georgia, including limited access to markets, lack of business development services, and social norms constraining women’s entrepreneurship.⁶⁸

Stakeholders held mixed views on the dual-component approach. Some (n=8) questioned whether linking governance reforms to economic empowerment was realistic within 30 months, while others saw value in addressing both policy environment and direct service delivery.⁶⁹ As discussed in [Section 4.2](#) on coherence, operational integration between components proved challenging during implementation.

Multiple government and development partner stakeholders (12 of 18) noted retrospectively that risk assessment underestimated political shifts during 2024 (see [Finding 1](#) for details).⁷⁰ The project document identified risks around government commitment and institutional capacity but assigned moderate probability to scenarios where political will would deteriorate. In practice, political changes during 2024 created more constraints than the risk assessment anticipated. That said, this observation reflects retrospective judgment influenced by events that occurred after design – stakeholders acknowledged that predicting the specific timing and nature of 2024 political shifts would have been difficult in mid-2023.

Finding 5: Intersectional analysis was present in design, but implementation faced resource constraints limiting depth of approach for specific marginalized groups.

Evidence strength: Moderate

Applies to: Both outcomes

Project design incorporated intersectional approaches⁷¹ targeting multiple marginalized groups including rural women, ethnic minorities (particularly Muslim women in traditional communities), women with disabilities, and young women.⁷² UN Women Georgia staff explained that the design intent was to reach diverse groups through the Leave No One Behind (LNOB) component,⁷³ which focused on ensuring that women facing multiple forms of discrimination based on intersecting identities could access project benefits.⁷⁴

In practice, implementation revealed a gap between the design’s intentions and the capacity to operationalize intersectional programming with available resources. As noted in [Finding 3](#), women with disabilities and ethnic minorities participated but in small numbers.⁷⁵ This pattern emerged across stakeholder consultations: resource constraints limited intersectional ambitions, with

⁶⁷ Key Informant Interview, officials from central government budgeting institutions, September 2025 (n=2).

⁶⁸ Focus Group Discussion, civil society representatives, September 2025 (n=6).

⁶⁹ Key Informant Interviews with development partners and government officials, September 2025 (n=24 total).

⁷⁰ Key Informant Interviews, government officials and development partners, September 2025 (n=18 total).

⁷¹ Intersectional approaches recognize that women experience multiple, intersecting forms of discrimination based on factors such as gender, ethnicity, disability status, age, geographic location, religion, and socioeconomic status. This approach acknowledges that addressing gender inequality requires understanding and responding to these compounding barriers rather than treating all women as a homogeneous group.

⁷² Based on project design documents and Key Informant Interviews with UN Women Georgia staff, September 2025.

⁷³ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3).

⁷⁴ “Diverse groups” in this context refers to the project’s target populations under the Leave No One Behind framework: rural women in remote areas, Muslim women in traditional communities (particularly in Kvemo Kartli and Adjara regions), women with disabilities, ethnic minority women, women in economically disadvantaged circumstances, and young women entrepreneurs. The LNOB approach aimed to ensure these groups, who often face compounding barriers to participation, were explicitly included in programming.

⁷⁵ Based on evaluation data collection across all focus group discussions and key informant interviews, September-October 2025. One woman with disability and four ethnic minority women participated across all data collection activities.

implementation reaching limited numbers despite design intentions.⁷⁶ Civil society representatives and implementing partners noted that genuinely reaching marginalized populations requires additional resources for specialized outreach, accessibility accommodations, cultural mediation, and adapted programming that were beyond the project's operational capacity.⁷⁷

4.1.3 Adaptation to Changing Contexts⁷⁸

Finding 6: The project remained aligned with the changing needs of its beneficiaries, even as the context around them changed. Outcome 2 beneficiaries valued the project's relevance during economic hardships.

Evidence strength: Moderate

Applies to: Both outcomes, particularly Outcome 2

Women entrepreneurs across focus groups (n=25) explained that as Georgia's economic situation became more challenging during 2023-2024, BDS became more valuable. Women described needing market access and business skills more than ever as economic pressures increased.⁷⁹ Self-Help Group women (n=13) confirmed that even as political context changed nationally, their economic needs remained constant and the project continued addressing those needs.⁸⁰

For Outcome 1, government officials (n=9) and civil society representatives (n=6) offered more mixed assessments. While technical content (gender-responsive budgeting methodology, gender mainstreaming tools) remained applicable, the political environment for using these tools deteriorated during 2024. As discussed more in [Section 4.3](#) on effectiveness, individual technical capacity on GRB and gender mainstreaming was strengthened, but opportunities to apply that capacity institutionally became more constrained. This does not indicate a failure of the project's technical relevance; rather, it reflects a shift in the enabling environment that the project could not control.

Finding 7: Project adaptation strategies successfully maintained implementation momentum across both outcomes, though adaptation patterns differed between governance and economic empowerment work.

Evidence strength: Strong

Applies to: Both outcomes

UN Women Georgia staff and implementing partners (22 of 24) confirmed that the project adapted activities when context required adjustments.⁸¹ Adaptation patterns differed between outcomes based on the nature of constraints each faced.

Outcome 1 adaptations: When the Civil Service Bureau was dissolved in early 2024, UN Women quickly shifted training delivery mechanisms to work directly with individual ministries rather than through centralized civil service structures.⁸² When municipal gender focal points were eliminated in 2024, UN Women adapted training delivery to work directly with mayors' offices without losing implementation time.⁸³ Officials from the Public Defender's Office noted that UN Women's Outcome

⁷⁶ Key Informant Interviews with civil society representatives and implementing partners, September 2025 (n=30 total).

⁷⁷ Key Informant Interviews with civil society representatives and implementing partners, September 2025 (n=30 total).

⁷⁸ Evaluation Question 3-Relevance (EQ3-R): How has the project remained appropriate to changing contexts and beneficiary needs throughout implementation?

⁷⁹ Focus Group Discussions, women entrepreneurs in Tbilisi, Kutaisi, and Ateni, September 2025 (n=25 across three focus group discussions).

⁸⁰ Focus Group Discussion, Self-Help Group members, September 2025 (n=13).

⁸¹ Key Informant Interviews, UN Women Georgia staff and implementing partners, September 2025 (n=27 total).

⁸² Progress Report January-December 2024, UN Women Georgia; Key Informant Interviews, UN Women Georgia staff, September 2025.

⁸³ Key Informant Interview, National Association of Local Authorities staff, September 2025 (n=2); Focus Group Discussion, municipal officials, September 2025 (n=7).

1 coordination was consistently responsive, with quick turnaround on requests and adherence to agreed timelines for joint activities.⁸⁴

Outcome 2 adaptations: Quarterly narrative reports document that Outcome 2 partnership agreements with agricultural and business sector implementing organizations were finalized during the second half of 2023, later than originally envisioned at project start in July 2023.⁸⁵ Two agricultural sector implementing partners (n=2) explained that the delayed contract commencement necessitated the delivery of their training project within a shorter timeframe than was initially planned, which reduced time for participants to practice skills between learning modules.⁸⁶

Implementing partner staff working with rural women (n=2) noted that the Law on Transparency of Foreign Influence created a two-month slowdown in their Outcome 2 mobilization work during mid-2024 as they navigated the changed operating environment and adjusted messaging to reduce resistance in target communities.⁸⁷

The adaptation pattern reveals that while both outcomes faced implementation challenges, Outcome 2 maintained relatively more operational continuity than Outcome 1, which faced more direct political constraints on institutional partnerships during 2024. This differential impact of political context changes becomes important for understanding sustainability prospects discussed in [Section 4.5](#).

4.2 Coherence

This section examines the project's consistency with UN Women's mandate and priorities, coordination with other actors to avoid duplication while creating synergies, and internal coherence between the two project components.⁸⁸

4.2.1 Alignment with UN Women Priorities⁸⁹

Finding 8: The project aligned well with UN Women's triple mandate and the organization demonstrated visible normative, operational, and coordination work throughout implementation.

Evidence strength: Strong

Multiple external validators, including development partners (n=8) and government officials (n=17) confirmed alignment between project activities and UN Women's corporate priorities.⁹⁰ Development partners noted that UN Women's Strategic Plan 2022-2025 emphasis on gender-responsive governance and women's economic empowerment corresponded directly to the two project outcomes.⁹¹

UN Women's triple mandate (normative, operational, coordination) was visible in practice.⁹² **Normative work** included supporting development of the Beijing +30 Review Report for Georgia, which was finalized and submitted by the Government of Georgia in 2024,⁹³ and facilitating strategic

⁸⁴ Key Informant Interview, Public Defender's Office staff, September 2025 (n=2).

⁸⁵ Progress Report July-December 2023, UN Women Georgia.

⁸⁶ Key Informant Interview, agricultural sector implementing partners, September 2025 (n=2).

⁸⁷ Key Informant Interview, implementing partner staff working with rural women, September 2025 (n=2).

⁸⁸ This section addresses Evaluation Questions 1-3 under the Coherence criterion.

⁸⁹ Evaluation Question 1-Coherence (EQ1-C): To what extent does the project align with UN Women's priorities and corporate approach?

⁹⁰ Key Informant Interviews with development partners and government officials, September 2025 (n=25 total). Analysis indicated that 29 of 32 stakeholders noted both normative and operational work dimensions of UN Women mandate.

⁹¹ Key Informant Interviews with development partners and UN Women staff, September 2025 (n=11 total, including all 8 development partners interviewed).

⁹² UN Women's triple mandate encompasses: (1) **Normative work** - supporting development of global norms and standards for gender equality and providing guidance on their implementation; (2) **Operational work** - delivering technical assistance and direct support to governments, civil society, and other partners; and (3) **Coordination work** - facilitating collaboration and coherence among UN entities and other stakeholders working on gender equality.

⁹³ Progress Report January-December 2024, UN Women Georgia, pp. 8-9: "With the project's support, the Beijing +30 Review Report for Georgia was developed and submitted by the Government of Georgia. This milestone strengthens

dialogue on protection of women human rights defenders through the high-level meeting “Their Fight, Our Future: Empowering Women Human Rights Defenders in Georgia,” organized jointly by UN Women and the Council of Europe in November 2024, engaging up to 70 national stakeholders.⁹⁴ **Operational work** included direct service delivery through implementing partners for capacity building and economic empowerment, with 866 stakeholders trained on gender mainstreaming (exceeding the target of 200 by 433%).⁹⁵ **Coordination work** included leading the Gender Thematic Group and facilitating multi-stakeholder partnerships, as discussed in [Finding 9](#) below.⁹⁶

4.2.2 Coordination with National Stakeholders⁹⁷

Finding 9: The project demonstrated effective coordination through the Gender Thematic Group (GTG) and bilateral partnerships, with stakeholders characterizing UN Women’s coordination role as valuable during a period when some development partners reduced Georgia engagement.

Evidence strength: Moderate-Strong

Government ministry officials (n=18) noted regular communication with UN Women Georgia staff and appreciated coordination mechanisms.⁹⁸ The GTG provided a key platform for coordination among development partners, government, and civil society. The GTG is an informal group of approximately 40 members including development partners and international organizations working on gender equality in Georgia, chaired by UN Women and meeting at least quarterly (or more frequently based on context needs).⁹⁹ Multiple stakeholders noted this forum’s value for information sharing and avoiding duplication.¹⁰⁰

Development partners (n=10) offered comparative perspectives on UN Women’s coordination approach. Some overlap with UNDP on governance programming was noted by three development partners, though stakeholders clarified this represented parallel work in similar spaces rather than direct duplication. One development partner described a joint UN Women-UNDP training on data-driven policy planning as exemplifying how “two UN agencies can join forces” to deliver high-quality results more efficiently than working separately.¹⁰¹

Private sector partnerships through WEPs represented an area where UN Women held positioning that other actors did not replicate. Private sector representatives (n=5) and development partners

national accountability mechanisms and enhances the alignment of Georgia’s policy frameworks with international commitments on gender equality.”

⁹⁴ Progress Report January-December 2024, UN Women Georgia, p. 9: “Up to 70 national stakeholders, including women’s organizations and activists, were engaged in a strategic dialogue on the protection of women human rights defenders (WHRDs) through the high-level meeting ‘Their Fight, Our Future: Empowering Women Human Rights Defenders in Georgia’. Organized jointly by UN Women and the Council of Europe under the auspices of the GTG, the event highlighted the critical role of WHRDs and identified key measures to strengthen their protection and create an enabling environment for their work.”

⁹⁵ Progress Report January-December 2024, UN Women Georgia, p. 13; RMS Report Q3 2025, UN Women Georgia.

⁹⁶ Key Informant Interviews with development partners and government officials, September 2025; Progress Report January-December 2024, UN Women Georgia.

⁹⁷ Evaluation Question 2-Coherence (EQ2-C): How effectively does the project achieve synergies with national stakeholders while avoiding duplication?

⁹⁸ Key Informant Interviews, government ministry officials, September 2025 (n=18 of 24 total government partners interviewed).

⁹⁹ Key Informant Interview, UN Women Georgia staff, September 2025; Narrative Report, Good Governance for Gender Equality in Georgia Phase II, 2024. The GTG includes embassies, INGOs, and development agencies as members, with thematic task forces including a Women’s Economic Empowerment task force co-chaired by UN Women and UNDP.

¹⁰⁰ Key Informant Interviews, development partners and civil society organizations, September 2025 (n=8 development partners, n=6 CSO representatives); Civil Society Focus Group Discussion, September 2025.

¹⁰¹ Key Informant Interviews, development partners, September 2025 (n=3 noted overlap; n=1 provided detailed example of joint UN Women-UNDP initiative on gender-responsive data-driven policy planning for civil servants).

confirmed UN Women’s unique convening role with the private sector, bringing together technical support, and business associations.¹⁰²

UN Women’s continued presence and coordination role gained increased importance during 2024 when several international actors reduced Georgia engagement following political developments. The project documents note that from April 2024, Georgia experienced democratic backsliding including the Foreign Agents Registration Act and abolition of electoral gender quotas, resulting in suspension of EU accession negotiations.¹⁰³ During interviews, UN Women staff noted that while “most other projects run by other development partners... have significantly downsized or abolished components engaged with governance,” the GG4GEG project maintained partnerships and coordination functions, making it “perhaps even more relevant than ever.”¹⁰⁴ Interviews confirmed that USAID’s Good Governance Initiative (GGI) and NDI programs that previously coordinated with the project were no longer operating, while other actors including Sweden had downsized activities.¹⁰⁵ Civil society organizations particularly valued UN Women’s ability to maintain coordination and support when other actors withdrew, noting UN Women’s status meant it could continue engagement when organizations labeled “foreign agents” faced constraints.¹⁰⁶

Finding 10: The project strategically leveraged existing coordination platforms and created targeted mechanisms where gaps existed, successfully preventing duplication through complementarity strategies.

Evidence strength: Moderate-Strong

The project joined existing governance coordination mechanisms while establishing new platforms only where specific gaps existed. In the governance component, UN Women participated in the Women’s Political Participation Task Force (led by NDI and UNDP) and the Public Administration Reform Council (led by UNDP), recognizing UNDP’s positioning as a key player in governance reform.¹⁰⁷ In the economic empowerment component, UN Women co-chaired the Women’s Economic Empowerment Task Force with UNDP under the GTG, coordinating development partner interventions in this area.¹⁰⁸

The project created new coordination platforms specifically where coordination gaps existed. Most notably, UN Women convened a Working Group on Promoting Gender Equality in Decision-Making Positions in the Financial Sector, composed of leading international financial institutions (IFIs) in Georgia including EBRD, World Bank, IFC, ADB, EIB, and IMF, later expanded to include USAID and GIZ representatives. This platform facilitated the joint development of Terms of Reference for a Women’s Leadership Programme for women executives from the financial sector, which UN Women subsequently implemented with co-funding from commercial banks. This leadership programme aimed at increasing the pool of executive women candidates for supervisory boards and boards of directors of commercial banks.¹⁰⁹

¹⁰² Key Informant Interviews, private sector representatives (WEPs signatory companies) and development partners, September 2025 (n=5 private sector, n=10 development partners total).

¹⁰³ Narrative Report, Good Governance for Gender Equality in Georgia Phase II, July-December 2024, pp. 11-12. Political developments included: abolition of mandatory electoral gender quotas (April 2024), passage of “Law on Transparency of Organizations Pursuing the Interests of a Foreign Power” (April 2024), and anti-LGBTQI legislation (September 2024).

¹⁰⁴ Key Informant Interview, UN Women Georgia Country Representative, September 2025.

¹⁰⁵ Key Informant Interviews, UN Women staff and development partners, September 2025. Specific organizations mentioned as having departed or reduced engagement: USAID Good Governance Initiative (GGI), National Democratic Institute (NDI) local governance programmes, Swedish International Development Cooperation Agency (Sida), and USAID Center for International Development (CID).

¹⁰⁶ Civil Society Focus Group Discussion, September 2025 (n=6 participants).

¹⁰⁷ Key Informant Interviews with UN Women Georgia staff, September 2025 (n=3).

¹⁰⁸ Ibid.

¹⁰⁹ Narrative Report, Good Governance for Gender Equality in Georgia Phase II, July-December 2023, pp. 9, 20; Narrative Report, July-December 2024, p. 20. The Working Group convened at least three meetings during the project period, with

Coordination with UNDP on governance programming revealed complementarity through different technical lenses. Three development partners noted overlap between UN Women and UNDP in public administration reform and civil service capacity building, working with similar government institutions on related themes.¹¹⁰ However, a joint UN Women-UNDP initiative on gender-responsive data-driven policy planning for civil servants demonstrated how agencies brought distinct expertise – UN Women provided gender data specialists while UNDP contributed policy planning experts – to deliver training for over 120 civil servants that neither agency could have reached independently.

The project hired a dedicated WEPs Coordinator to lead the WEPs Secretariat, responsible for coordinating the WEPs community, facilitating membership and partnerships, knowledge collation and dissemination, and reporting.¹¹¹ The Georgian Chamber of Commerce and Industry (GCCI), as the implementing partner, developed individualized WEPs action plans for companies based on needs assessments, supported signatory companies in developing community initiatives, and coordinated capacity-building efforts.¹¹²

Implementing partners working on women’s economic empowerment actively coordinated to ensure complementarity. TASO Foundation emphasized they focused on beginner-level women entrepreneurs, deliberately avoiding duplication with more advanced entrepreneurship initiatives supported by other actors.¹¹³

Women beneficiaries valued multiple training opportunities from different providers, noting different projects emphasized different aspects of entrepreneurship. Women entrepreneurs (n=25 across focus groups) appreciated accessing varied support – UN Women provided gender-sensitive business development and mentorship, while IFIs offered access to finance and market linkages, and government agencies facilitated regulatory support. Rather than experiencing duplication, beneficiaries described these as complementary entry points addressing different needs.¹¹⁴

4.2.3 Internal Coherence Between Project Components¹¹⁵

Finding 11: Governance and economic empowerment components operated largely independently with separate teams, partners, and beneficiaries, resulting in limited operational synergies despite sound theoretical logic connecting the outcomes. GRB represented the most direct potential linkage between components but remained underdeveloped.

Evidence strength: Moderate-Strong

Applies to: Cross-component integration

UN Women Georgia staff acknowledged that governance and economic empowerment components operated with separate teams managing distinct portfolios, though they emphasized sharing methodological tools and approaches between components where relevant.¹¹⁶ Of 118 interlocutors interviewed across 41 data collection activities, only three individuals participated in both components, with the vast majority engaging exclusively with either governance or economic empowerment work.

the third meeting specifically expanding to include USAID and GIZ to coordinate private sector engagement initiatives among IFIs and donors.

¹¹⁰ Key Informant Interviews, development partners, September 2025 (n=3).

¹¹¹ Narrative Report, Good Governance for Gender Equality in Georgia Phase II, July-December 2023, p. 20.

¹¹² Narrative Report, Good Governance for Gender Equality in Georgia Phase II, July-December 2023, p. 9; July-December 2024, p. 14.

¹¹³ Key Informant Interview, TASO Foundation, September 2025 (n=2).

¹¹⁴ Focus Group Discussions, women entrepreneurs (urban, rural, and ICT sectors), September 2025 (n=25 across three FGDs).

¹¹⁵ Evaluation Question 3-Coherence (EQ3-C): To what extent is the project coherent internally between its governance and WEE components?

¹¹⁶ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=6 total staff members interviewed).

Governance work primarily engaged MoF, Civil Service Bureau, National Association of Local Authorities of Georgia (NALAG), Public Defender’s Office, and local municipalities. Economic empowerment work engaged Georgian Chamber of Commerce and Industry, private companies, agricultural associations, and rural women’s groups through organizations like TASO Foundation. Partner networks showed minimal overlap, with each component building relationships within its distinct stakeholder ecosystem.¹¹⁷

Implementing partners (18 of 24) noted they understood the theoretical logic connecting governance reforms to women’s economic opportunities – that gender-responsive governance creates an enabling environment for women’s economic empowerment, while economically empowered women strengthen demands for accountable governance. However, they observed limited practical manifestation of these linkages in implementation.¹¹⁸

GRB work represented the most direct potential bridge between components. The MoF, with UN Women support, developed and adopted a gender tagging methodology enabling identification and tracking of budget allocations promoting gender equality within Georgia’s electronic budget system. By 2025, 19 State programmes and 18 sub-programmes were analyzed and tagged as gender-relevant.¹¹⁹ Four government officials working on gender-responsive budgeting noted this work could theoretically enable better tracking and allocation of resources for women’s economic empowerment programmes at both national and local levels, though they did not cite specific examples of this connection being deliberately developed or activated.¹²⁰

At the local level, some potential synergies existed where NALAG-supported municipalities developed both gender equality action plans (governance component) and supported women’s economic programmes through local gender-responsive budget initiatives. However, these remained parallel streams rather than integrated approaches deliberately designed to reinforce each other.¹²¹

UN Women staff explained that Phase II emerged from merging two previously separate projects – Phase I focused solely on governance, while the women’s economic empowerment component built on a separate “Joint Action for Women’s Empowerment” project. The dual-component structure reflected programmatic history and donor requirements rather than ground-up integrated design, creating organizational structures where separate teams naturally continued operating independently.¹²²

Finding 12: Project design did not create mechanisms for beneficiary-level integration, representing a potential integration pathway that remained undeveloped due to design and contextual factors in operationalizing governance-to-empowerment linkages through individual feedback loops.

Evidence strength: Moderate-Strong

Applies to: Design choices and missed integration opportunities

The project design included no mechanisms to facilitate connections between beneficiaries across components, limiting opportunities to translate governance reforms into women’s economic realities

¹¹⁷ Key Informant Interviews, implementing partners, September 2025 (n=24).

¹¹⁸ Key Informant Interviews, implementing partners, September 2025 (n=18 of 24 noted understanding theoretical logic but limited actualization).

¹¹⁹ Narrative Report, Good Governance for Gender Equality in Georgia Phase II, July-December 2024, p. 9. The gender tagging methodology was integrated into the national electronic budget system (e-budget system), with 19 State programmes and 18 sub-programmes analyzed, identified and tagged as gender-relevant during 2025 budget proposal submissions.

¹²⁰ Focus Group Discussion, government officials (September 2025 (n=4).

¹²¹ Key Informant Interview, UN Women Georgia staff, September 2025; Narrative Report, Good Governance for Gender Equality in Georgia Phase II, July-December 2024. In 2024, 19 of 64 municipalities renewed or adopted gender equality action plans with UN Women support, and some municipalities participated in gender-responsive budgeting trainings, creating potential but largely unrealized synergies with women’s economic empowerment work.

¹²² Key Informant Interview, UN Women Georgia staff, September 2025.

or amplify women’s economic priorities into governance processes. Women entrepreneurs receiving business development support had no structured pathway to engage with municipal officials trained on gender mainstreaming, despite municipalities playing key roles in local economic development through licensing, public procurement, and local business support programmes.¹²³

Self-Help Group women mobilized through TASO Foundation’s social mobilization methodology developed increased civic confidence and began attending municipal meetings to advocate for community needs – an unintended positive outcome noted by implementing partners.¹²⁴ However, the project created no deliberate bridge connecting these newly civically engaged women with the governance component’s work training municipal officials on gender-responsive planning, representing a potential integration pathway that remained undeveloped.

Similarly, government officials trained on gender-responsive budgeting gained technical capacity to identify and track gender-relevant budget allocations, but the project included no mechanism to gather input from women entrepreneurs about economic barriers requiring budget attention. Four MoF officials noted their gender-responsive budgeting work could theoretically support women’s economic empowerment programmes but acknowledged they lacked structured engagement with women business owners to understand priorities.¹²⁵

The absence of cross-component beneficiary engagement mechanisms reflects the project’s organizational structure and resource allocation. With separate teams, no designated integration staff time, and distinct implementing partner networks, creating individual-level bridges would have required additional coordination resources not budgeted in the project design.¹²⁶

4.3 Effectiveness

This section examines outcome and output achievement, capacity changes and unintended effects, and innovations and good practices generated by the project.¹²⁷

Box 1. Methodological Note: Results-Based Management and Evaluative Assessment

The project tracked progress using indicators and targets. By this measure, it succeeded: five of six outcome indicators hit 97-100% of targets, with one reaching 500%. This shows the project delivered what it promised. (See [Annex 4](#) for details.)

However, internationally recognized evaluation standards require going beyond indicator achievement to assess the quality, significance, and sustainability of results. The OECD Development Assistance Committee defines **Effectiveness** as “the extent to which the intervention achieved, or is expected to achieve, its objectives” and **Sustainability** as “the extent to which the net benefits of the intervention continue, or are likely to continue.”¹²⁸ These definitions make clear that evaluation must assess not only whether targets were achieved at measurement points, but also the quality of that achievement and whether results are likely to endure.

This evaluation therefore distinguishes between three levels of assessment:

¹²³ Focus Group Discussions, women entrepreneurs (urban, rural, ICT sectors), September 2025 (n=25 across 3 FGDs); Key Informant Interviews, municipal officials, September 2025 (n=6). Women entrepreneurs identified licensing processes, public procurement access, and municipal business support as key barriers, while municipal officials trained on gender mainstreaming noted they lacked structured engagement with local women business owners.

¹²⁴ Key Informant Interview, TASO Foundation, September 2025; Focus Group Discussions, Self-Help Group women, September 2025 (n=13 across 1 FGD).

¹²⁵ Focus Group Discussion, government officials, September 2025 (n=4).

¹²⁶ Key Informant Interviews with UN Women Georgia staff, September 2025 (n=6).

¹²⁷ This section addresses Evaluation Questions 1-3 under the Effectiveness criterion.

¹²⁸ OECD Development Assistance Committee (OECD-DAC), *Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use* (Paris: OECD, 2019). Available at: https://www.oecd.org/content/dam/oecd/en/publications/reports/2019/12/better-criteria-for-better-evaluation_f7a307eb/15a9c26b-en.pdf

1. Output Achievement (activities and deliverables): Training sessions delivered, tools developed, companies engaged. Monitoring data shows both outcomes exceeded output targets (167-500% fulfillment across various indicators).

2. Outcome Indicator Achievement (measurable results at specific points in time): Legal frameworks adopted, percentages of women in management positions, number of policies integrating gender data. RBM tracking shows five of six outcome indicators achieved or nearly achieved (97-100% fulfillment), with one measured at project end.

3. Outcome Quality and Sustainability (depth, durability, and resilience of change beyond numerical achievement): The evaluative judgment of whether achieved results represent deep institutional transformation, whether they are likely to be sustained per OECD-DAC sustainability criterion, and what contextual factors affect their durability. This evaluation finds that while indicators were achieved, the quality and sustainability of institutional transformation faced constraints, particularly following political context shifts in 2024-2025.

This approach aligns with UN Women's evaluation guidance, which emphasizes that evaluations must assess outcome sustainability and the quality of results beyond quantitative achievement.¹²⁹ The following sections present findings on both indicator achievement (demonstrating the project's successful delivery against commitments) and evaluative assessment of outcome quality and sustainability (revealing constraints on institutional transformation depth and durability).

4.3.1 Outcome and Output Achievement¹³⁰

Finding 13: Outcome 1 exceeded all output targets and achieved outcome-level indicators as planned, but evaluative assessment reveals that the depth and sustainability of institutional transformation was constrained by political context shifts.

Evidence strength: Strong

Applies to: Outcome 1 only

Output achievement exceeded targets across all indicators. By December 2024, Outcome 1 trained 866 national stakeholders versus a target of 200 (433% fulfillment), developed five gender mainstreaming tools versus three targeted (167% fulfillment), and achieved 25 public institutions with prevention and response mechanisms on workplace discrimination versus 23 targeted (109% fulfillment).¹³¹

The project also achieved both outcome-level policy indicators, with two legal and policy documents adopted promoting gender mainstreaming in decision-making institutions.¹³²

Outcome indicator achievement demonstrated successful project delivery. By December 2024, all three Outcome 1 indicators showed strong performance against targets:

- Indicator 1.1 (legal and policy frameworks promoting gender mainstreaming): 100% achievement (2 of 2 frameworks adopted as planned)

¹²⁹ UN Women, *Evaluation Handbook: How to Manage Gender-Responsive Evaluation* (New York: UN Women, 2015). Available at: <https://www.unwomen.org/en/digital-library/publications/2015/4/un-women-evaluation-handbook-how-to-manage-gender-responsive-evaluation>

¹³⁰ Evaluation Question 1-Effectiveness (EQ1-E): To what extent has the project achieved its planned outcomes and outputs, and what factors influenced results?

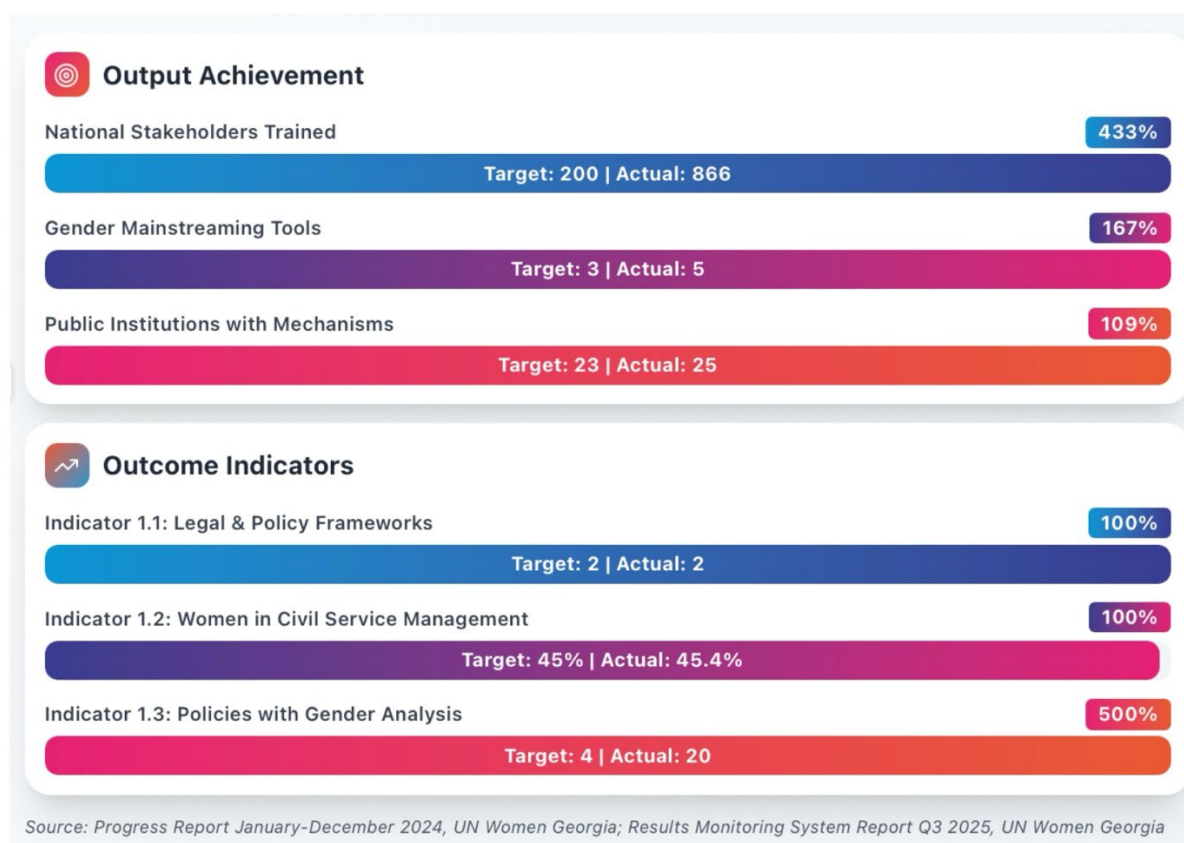
¹³¹ Progress Report January-December 2024, UN Women Georgia, Output Indicators 1.1.1, 1.1.2, and 1.2.1. During the second validation round of the evaluation report, the project team mentioned that in the final quarter of 2025, capacity building on GRB continued with an additional 55 representatives from state institutions and municipalities: 27 civil servants from 16 state institutions strengthened their knowledge in applying GRB tools through a workshop with the MoF; and 9 municipal representatives from 6 municipalities were trained on GRB through NALAG. Additionally, 19 State Audit Office staff members strengthened capacities on integrating gender equality principles into performance audits.

¹³² Progress Report January-December 2024, UN Women Georgia, Outcome Indicator 1.1.

- Indicator 1.2 (proportion of women in civil service managerial positions): 100% achievement (45.4% versus 45% target, target achieved)¹³³
- Indicator 1.3 (state policies integrating gender data and analysis): 500% achievement (20 policies versus 4 targeted, far exceeding expectations)¹³⁴

This indicator performance demonstrates effective project management and successful results delivery from an RBM monitoring perspective. The project met its accountability commitments to deliver planned outputs and outcomes.

Figure 4. Outcome 1- Target vs Actual Performance



Progress monitoring data shows that 230 public servants received training on GIA and GRB in 2024, with the gender tagging methodology integrated into the e-budget system.¹³⁵ Officials from central government budgeting institutions confirmed that the methodology is now embedded in budget preparation processes and that ministries are using it to tag projects.¹³⁶ Additionally, 56 public servants were trained on gender mainstreaming in human resources, and seven public institutions adopted prevention and response mechanisms for workplace discrimination, harassment, and violence in 2024.¹³⁷

Under Output 1.3, the project supported Geostat in developing Georgia’s first household satellite account following System of National Accounts standards. This made women’s previously invisible

¹³³ Data source: Geostat gender statistics portal. Available at: <https://gender.geostat.ge/gender/index.php?action=Influence%20and%20Power>. During the second round of validation of the evaluation report, the project team recommended using Geostat data as the primary source for this indicator, which presents a slightly different trend than the Progress Report January-December 2024 (2023: 46%, 2024: 44.4%), initially reflected in the evaluation report.

¹³⁴ Progress Report January-December 2024, UN Women Georgia, Outcome 1 indicators section.

¹³⁵ Progress Report January-December 2024, UN Women Georgia, Output 1.1 section. See footnote 131.

¹³⁶ Key Informant Interviews with officials from central government budgeting institutions, September 2025 (n=2).

¹³⁷ Progress Report January-December 2024, UN Women Georgia, Output 1.2 section and Indicator 1.2.1.

economic contribution measurable for policymakers, demonstrating that women contribute 82.4% of unpaid care work value. Additionally, 10 Geostat representatives received specialized training in household satellite account methodology.¹³⁸

At the local level, 100 local government representatives received training on gender mainstreaming in local government, and 19 of 64 municipalities renewed or adopted new local gender equality action plans with UN Women support in 2024.¹³⁹ Municipal officials from the National Association of Local Authorities confirmed that municipalities are integrating gender considerations into local budgets and action planning as a result of these capacity building efforts.¹⁴⁰ By Q1 2025, four additional municipalities signed the European Charter for Equality of Women and Men in Local Life, bringing the total to 30¹⁴¹ versus a target of 27.¹⁴²

However, evaluative assessment reveals constraints on outcome quality and sustainability beyond indicator achievement. While Indicator 1.2 achieved its 45% target (reaching 45.4% in 2024 with steady increases from 43.3% in 2022 and 44.4% in 2023¹⁴³), the broader political context during 2024-2025 created a constraining environment for institutional gender mainstreaming. Government officials across multiple interviews noted that political changes reduced overall gender equality prioritization in government, even as some outcome indicators were achieved.¹⁴⁴

UN Women Georgia staff explained that political shifts during 2024 created an environment where institutional gender mainstreaming lost momentum even as individual capacity building continued.¹⁴⁵ Civil society representatives observed that while public servants gained technical skills, their ability to apply these skills diminished as institutional support structures weakened.¹⁴⁶

This finding illustrates the distinction between indicator achievement (monitoring perspective) and evaluative assessment of outcome quality. From an RBM monitoring perspective, Outcome 1 successfully achieved planned results: output targets exceeded, outcome indicators achieved or nearly achieved. However, evaluation must go beyond numerical achievement to assess the depth, quality, and sustainability of change – questions that indicators alone cannot answer.

The evaluation finds that while 866 stakeholders were trained (433% of target, indicator achieved) and 20 policies were adopted (500% of target, indicator exceeded), the political environment changes in 2024-2025 constrained the quality of institutional transformation and the likelihood that achieved results will be sustained. Technical capacity was built, and policies were adopted (as indicators demonstrate), but the enabling environment for applying that capacity and implementing those policies contracted. This represents successful indicator achievement but constrained institutional transformation sustainability – both statements are simultaneously true and require distinction.

Finding 14: Outcome 2 exceeded most output targets with strongest results in private sector engagement through WEPs, while direct beneficiary support reached targets with documented economic gains.

Evidence strength: Strong

¹³⁸ Building a satellite account of household production for Georgia 2024, UN Women Georgia

¹³⁹ Progress Report January-December 2024, UN Women Georgia, Outcome Indicator 1.3.

¹⁴⁰ Focus Group Discussion with municipal officials, September 2025 (n=7).

¹⁴¹ In 2025, six additional municipalities (Dmanisi, Dusheti, Khashuri, Dedoplistskaro, Tetrtskaro, and Keda) signed the European Charter for Equality of Women and Men in Local Life, bringing the total to 32 of 64 municipalities (50%) nationwide. This updated information was shared by the project team during the second review of the evaluation report. The progress report covering the final quarter of 2025 was not available during the evaluation period.

¹⁴² Progress Report January-December 2024, UN Women Georgia, Output Indicator 1.2.3.

¹⁴³ Data source: Geostat gender statistics portal, <https://gender.geostat.ge/gender/index.php?action=Influence%20and%20Power>.

¹⁴⁴ Key Informant Interviews with government officials, September 2025 (n=9).

¹⁴⁵ Key Informant Interviews with UN Women Georgia staff, September 2025 (n=3).

¹⁴⁶ Focus Group Discussion with civil society representatives, September 2025 (n=6).

Applies to: Outcome 2 only

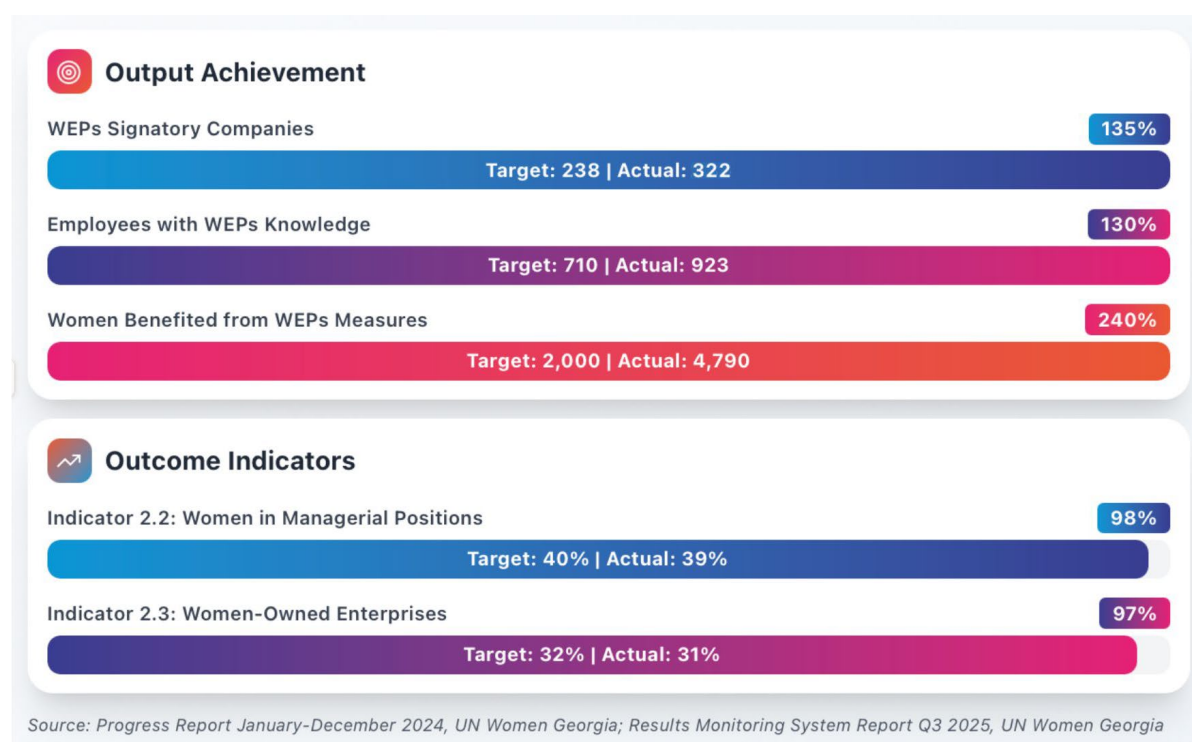
Private sector component exceeded all targets. WEPs signatories reached 322 companies versus a target of 238 (135% fulfillment rate, 35% above target).¹⁴⁷ Company employees with increased WEPs knowledge reached 923 versus 710 targeted (130% fulfillment), and 4,790 women benefited from measures put in place by WEPs signatory companies versus 2,000 targeted (240% fulfillment).¹⁴⁸

Outcome indicator achievement for Outcome 2 also demonstrated successful project delivery:

- Indicator 2.1 (gender-transformative policy reforms): Data collection scheduled at project end per project design (N/A for current reporting period)
- Indicator 2.2 (proportion of women in managerial positions in economy): 98% achievement (39% versus 40% target, nearly achieved)
- Indicator 2.3 (share of women-owned enterprises): 97% achievement (31% versus 32% target, nearly achieved)¹⁴⁹

From an RBM monitoring perspective, these results demonstrate the project is on track to meet outcome-level commitments, with indicators 2.2 and 2.3 showing steady progress toward targets.

Figure 5. Outcome 2 - Target vs Actual Performance



Direct beneficiary support components met or exceeded targets with tangible economic outcomes. By December 2024, 768 women entrepreneurs received BDS services versus 751 targeted (102% fulfillment). Two programs enabling women to access business development and finance were established versus two targeted (100% fulfillment).¹⁵⁰ Through social mobilization methodology, 168

¹⁴⁷ Data source: Official WEPs registry www.weps.org, accessed January 20, 2026. During the second round of validation, the project team recommended using the official registry as the primary source, rather than the Progress Report January-December 2024 figure of 285 signatories, which was initially reflected in the evaluation report.

¹⁴⁸ Progress Report January-December 2024, UN Women Georgia, Output Indicators 2.1.1, 2.1.2, and 2.1.3.

¹⁴⁹ Progress Report January-December 2024, UN Women Georgia, Outcome 2 indicators section.

¹⁵⁰ Progress Report January-December 2024, UN Women Georgia, Output 2.3 section and Indicator 2.3.2.

women were organized into 14 Self-Help Groups in western Georgia in 2024, with an additional 40 women supported to enhance their business and entrepreneurship capacities.¹⁵¹

Self-Help Group women across Guria, Imereti, Samegrelo, and Shida Kartli regions described economic gains.¹⁵² Women reported starting small businesses producing dried fruits, honey, dairy products, and handicrafts, representing new income streams that did not exist before project participation.¹⁵³ Women emphasized that project support allowed them to avoid migration while keeping their families intact, and described increased confidence and family recognition of their abilities.¹⁵⁴

Women entrepreneurs participating in agricultural sector training programs described gaining access to new markets through partnerships established with online and retail platforms.¹⁵⁵ Agricultural sector implementing partners documented that 20-25 women achieved measurable progress including supply chain linkages and expanded markets, with at least 10 documented cases of new entrepreneurial networks and supply chains established among beneficiaries.¹⁵⁶

Evaluative assessment reveals greater resilience in Outcome 2 institutional transformation compared to Outcome 1. Unlike the governance component, where achieved indicators existed alongside constrained institutional transformation sustainability, the economic empowerment component showed alignment between indicator achievement and sustained change. Women entrepreneurs continued generating income, Self-Help Groups maintained operations, and WEPs signatory companies sustained gender equality commitments based on business performance rationale rather than policy mandates.¹⁵⁷ This suggests that direct service delivery and private sector engagement pathways demonstrate greater resilience to political volatility than public sector institutional reform pathways, even when both achieve their planned indicators.

4.3.2 Capacity Changes and Unintended Effects¹⁵⁸

Finding 15: Rights-holders demonstrated stronger and more durable capacity changes than duty-bearers, with women beneficiaries reporting profound personal transformation while government officials' ability to apply new skills faced institutional constraints.

Evidence strength: Strong

Applies to: Both outcomes

Women beneficiaries (67 of 69 across focus groups) reported increased confidence, decision-making power, and economic autonomy resulting from project participation.¹⁵⁹ Self-Help Group women

¹⁵¹ Progress Report January–December 2024, UN Women Georgia, Output 2.3 section and Indicator 2.3.2. Through social mobilization methodology implemented by TASO Foundation, 168 women were organized into 14 Self-Help Groups in western Georgia, and 40 women strengthened capacities to become farmers or entrepreneurs.

¹⁵² Focus Group Discussion with Self-Help Group members from villages Kvenubani and Buknari, September 2025 (n=13, representing groups across Guria, Imereti, Samegrelo, and Shida Kartli regions).

¹⁵³ Focus Group Discussion with Self-Help Group members, September 2025 (n=13). Activities documented included strawberry gardens, tailoring workshops, bakeries, mushroom farms, and agricultural initiatives including cheese-making and tractor services.

¹⁵⁴ Focus Group Discussion with Self-Help Group members, September 2025 (n=13); Key Informant Interview with TASO Foundation, September 2025 (n=2); Focus Group Discussions with women beneficiaries across all groups, September 2025 (67 of 69 participants total).

¹⁵⁵ Focus Group Discussion with women entrepreneurs in Tbilisi, September 2025 (n=9). Participants described gaining access to new markets through partnerships established during the project.

¹⁵⁶ Key Informant Interview with Georgian Farmers Association, September 2025 (n=2).

¹⁵⁷ Key Informant Interviews with WEPs company representatives, September 2025 (all 5 interviewed confirmed continuation commitment); Key Informant Interviews with development partners, September 2025 (3 of 10 made public-private sector sustainability comparison); Key Informant Interview with TASO Foundation, September 2025; Focus Group Discussion with women entrepreneurs, September 2025.

¹⁵⁸ Evaluation Question 2-Effectiveness (EQ2-E): To what extent have rights-holders' and duty-bearers' capacities been strengthened, and what unintended effects occurred?

¹⁵⁹ Focus Group Discussions, women beneficiaries across all groups, September 2025 (n=69 total across nine FGDs including Self-Help Groups, women entrepreneurs in urban and rural areas, and ICT programme participants).

(n=13) described changes in household dynamics, with several women explaining that husbands and families now respected their income-earning capacity and involved them more in family decisions.¹⁶⁰ Women entrepreneurs (n=25 across three focus groups) reported feeling more confident negotiating with suppliers, accessing male-dominated market spaces, and making business decisions independently.¹⁶¹

These capacity changes at the rights-holder level appeared durable even under challenging circumstances. Women described maintaining businesses during economic difficulties, continuing to apply business management, technical, and networking skills learned through the project. Women in Self-Help Groups and entrepreneurship programs formed informal, self-organized peer networks that outlasted formal project activities. These peer networks represented an unintended positive effect that strengthened capacity sustainability.¹⁶²

In contrast, duty-bearer capacity changes faced more constraints. Government officials (15 of 18 interviewed) confirmed they gained knowledge through trainings on gender mainstreaming, gender-responsive budgeting, and gender impact assessment.¹⁶³ However, political context changes during 2024 limited what officials could do with new knowledge. As documented in [Finding 13](#), individual capacity increased but institutional opportunities to apply that capacity decreased.

Civil society representatives (n=6) noted this pattern, explaining that building individual skills is necessary but not sufficient for institutional change.¹⁶⁴ When institutional mechanisms weaken or political will decreases, individual capacity cannot translate to practice regardless of how well that capacity was built.

This differential durability between rights-holder and duty-bearer capacity has implications for future programming. Supporting women's personal empowerment produced changes that proved relatively resilient to political context shifts. Supporting government officials' capacity produced valuable skills but remained vulnerable to institutional and political factors beyond project control.

Finding 16: Civil society organization capacity strengthened for advocacy and gender equality monitoring, representing an unintended but valuable outcome not explicitly targeted in project design.

Evidence strength: Moderate

Applies to: Outcome 1 primarily

Civil society representatives (n=6) explained that through participation in project activities – particularly around monitoring municipal gender equality action plan implementation – their organizations developed stronger advocacy capacity.¹⁶⁵ The project developed a monitoring

¹⁶⁰ Focus Group Discussion, Self-Help Group members, September 2025 (n=13). Women explained that earning income gave them voice in family decisions about children's education, household purchases, and whether to stay in rural areas or migrate. One woman stated: "Before I had income, my husband decided everything. Now he asks my opinion because I contribute money too."

¹⁶¹ Focus Group Discussions, women entrepreneurs, September 2025 (n=25 across three focus group discussions). Women described negotiating better terms with suppliers, accessing male-dominated market spaces without hesitation, and making investment decisions independently. This confidence extended beyond business to other life areas, with women mentioning increased community participation and willingness to speak in public settings.

¹⁶² Focus Group Discussions, women beneficiaries, September 2025 (multiple groups). Skills applied include financial planning, market assessment, technical production skills (cheese-making, tailoring, bakery operations, mushroom cultivation), and digital marketing. Networks remain active through regular meetings, self-funded initiatives, and cross-regional business partnerships. Peer networks emerged as an unintended positive effect, with women continuing to support each other, share business opportunities, and maintain connections beyond formal project activities.

¹⁶³ Key Informant Interviews, government officials, September 2025 (15 of 18 total).

¹⁶⁴ Focus Group Discussion, civil society representatives, September 2025 (n=6). Representatives explained that when institutional mechanisms weaken or political will decreases, individual capacity cannot translate to practice regardless of how well that capacity was built.

¹⁶⁵ Ibid.

methodology for civil society organizations to assess gender equality commitment implementation at municipal level. Civil society representatives used this methodology to conduct independent assessments and engage in evidence-based advocacy with local governments.¹⁶⁶

This capacity building for civil society watchdog functions was not an explicit project output but emerged through implementation. Civil society representatives (n=6) noted that having a credible methodology for monitoring municipal gender equality commitments enhanced their legitimacy and effectiveness when engaging with government officials.¹⁶⁷ Additionally, the project trained civil society representatives on GIA methods, strengthening their capacity to advocate for and monitor government integration of gender analysis into policymaking.¹⁶⁸

During 2024 when some government institutional mechanisms weakened due to political context changes, civil society capacity for independent monitoring became particularly valuable. UN Women staff (n=3) explained that while central government mechanisms lost momentum, work continued at the technical and municipal levels through partnerships that had been established during the project.¹⁶⁹ This pattern suggests value in intentionally building civil society capacity as a sustainability strategy in politically volatile contexts¹⁷⁰.

Finding 17: Peer networks among women beneficiaries emerged as the most frequently mentioned unintended positive effect, with women valuing relationships and ongoing support more than formal training content.

Evidence strength: Strong

Applies to: Outcome 2 primarily

Across beneficiary focus groups (7 of 9 focus groups emphasized this theme), women entrepreneurs and Self-Help Group members described peer relationships as the most valuable project outcome. Women explained they continue calling each other for advice, sharing market information, providing emotional support during challenges, and collaborating on joint ventures after formal project activities ended.¹⁷¹

This finding challenges assumptions about project value coming primarily from designed interventions. Women explicitly stated that relationships mattered more than curriculum content. One woman entrepreneur explained: *“The training was good, but I still have questions. What I really got from this program is five women I can call anytime who understand my business challenges because they face the same things.”*¹⁷²

Women forming strong peer relationships emerged as a common pattern across all three program modalities. Women in Artificial Intelligence (AI) and Web Development program participants formed

¹⁶⁶ Progress Report January-December 2024, UN Women Georgia.

¹⁶⁷ Focus Group Discussion, civil society representatives, September 2025 (n=6). Civil society organizations explained that through participation in project activities, particularly around monitoring municipal gender equality action plan implementation, their organizations developed stronger advocacy capacity. Having a credible monitoring methodology developed by the project enhanced their legitimacy when engaging with local governments.

¹⁶⁸ Progress Report July-December 2024, UN Women Georgia.

¹⁶⁹ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3). Staff explained that despite political context changes in 2024, the project adapted and continued work through existing partnerships. While terminology may have been removed from legislation, willingness to engage on gender equality issues remained strong among middle-level professionals in government agencies and at the municipal level.

¹⁷⁰ During the second validation round of the evaluation report, the project team mentioned that in the final quarter of 2025, the Women’s Information Center, in partnership with UN Women, hosted a working meeting with 20 participants from women’s CSOs and CSOs working on gender equality, focusing on strengthening individual and collective resilience and enhancing collaboration among organizations.

¹⁷¹ Focus Group Discussions, women beneficiaries, September 2025 (noted in 14 of 20 focus groups).

¹⁷² Focus Group Discussion, women entrepreneurs in Kutaisi, September 2025.

a community of practice that continued meeting and supporting each other professionally.¹⁷³ Agricultural women entrepreneurs established supply chain partnerships among themselves beyond what project facilitators arranged.¹⁷⁴ Self-Help Group women described ongoing mutual support extending beyond economic activities to include childcare cooperation and emotional support networks.¹⁷⁵

Women entrepreneurs reported that market connections established through the project continued functioning, with platform partnerships remaining active.¹⁷⁶ Platform representatives confirmed women producers continue supplying products without project facilitation.¹⁷⁷

Finding 18: Unintended negative effects emerged from systemic social protection disincentives and political context changes, alongside unexpected participant expectation misalignments.

Evidence strength: Moderate

Applies to: Both outcomes

The project encountered several genuinely unintended negative consequences during implementation that were not anticipated at design.

Expectation misalignments arose unexpectedly during beneficiary mobilization. Agricultural sector implementing partners reported that some women dropped out of programs due to lack of family support or educational barriers.¹⁷⁸ Implementing partners also noted mobilization challenges when some women demanded financial incentives to attend capacity-building sessions, revealing expectations misaligned with project design.¹⁷⁹ This unintended consequence reflected a broader challenge where previous development interventions in some communities had created expectations of direct financial compensation for participation, which conflicted with the project's capacity-building approach.

Social protection system disincentives created an unexpected systemic barrier to women's economic advancement. Implementing partner staff working with rural women explained that fear of losing social protection status discouraged some women from full participation in income-generating activities.¹⁸⁰ This represents a systemic barrier beyond project scope, where social protection system design creates perverse incentives against economic advancement. Women expressed concern that increased income from businesses would result in loss of government benefits, effectively trapping economically empowered women in a benefit loss risk. This barrier emerged during implementation and was not identified during project design phase.

For Outcome 1, the Law on Transparency of Foreign Influence initiated in 2023 and re-introduced in 2024 created unforeseen challenges for civil society engagement. Civil society representatives described how the law affected operational conditions for organizations advocating for women's rights and strained relations between civil society and government institutions.¹⁸¹ The law created stigma that limited CSO operations even when organizations continued their gender equality work.¹⁸²

¹⁷³ Key Informant Interview, representatives from the technology education institution, September 2025 (n=2). During the review of the evaluation report, project staff noted: the creation and operation of this community is supported by UN Women in partnership with Business and Technology University (BTU).

¹⁷⁴ Focus Group Discussion, women entrepreneurs in Tbilisi, September 2025 (n=9).

¹⁷⁵ Focus Group Discussion, Self-Help Group members, September 2025 (n=13).

¹⁷⁶ Focus Group Discussions, women entrepreneurs, September 2025 (n=25 across three focus group discussions).

¹⁷⁷ Key Informant Interviews, online and retail platform representatives, September 2025 (n=2).

¹⁷⁸ Key Informant Interviews with Georgian Farmers Association and TASO Foundation, September 2025 (n=3 total).

¹⁷⁹ Key Informant Interview with Georgian Farmers Association, September 2025 (n=1).

¹⁸⁰ Key Informant Interview with TASO Foundation, September 2025 (n=2); Focus Group Discussion with Self-Help Group members, September 2025 (n=13).

¹⁸¹ Progress Report January-December 2024, UN Women Georgia, sections documenting civil society operational environment.

¹⁸² Focus Group Discussion with civil society representatives, September 2025 (n=6). Four of six organizations mentioned impact of the Law on Transparency of Foreign Influence on operations.

This political development was not anticipated during project design in 2023, representing a major external factor that generated unintended negative consequences for governance component implementation.

4.3.3 Innovations and Good Practices¹⁸³

Finding 19: For Outcome 1, integrating gender tagging methodology in e-budget systems and training cascade models demonstrated replication potential, with embedding in government infrastructure sustaining gains despite weakening political commitment to gender equality.

Evidence strength: Strong

Applies to: Outcome 1 only

Gender tagging methodology integration in e-budget system represented technical innovation with sustainability implications. Officials from central government budgeting institutions (n=2) explained that the gender tagging methodology allows state spending units to identify, classify, and track budget allocations promoting gender equality within the electronic budget system. The methodology includes classification criteria, tagging protocols, and reporting functions embedded in budget management software.¹⁸⁴

The innovation lies in technical integration. Ministry officials explained that previous gender budgeting efforts used separate Excel spreadsheets or manual processes disconnected from official budget systems. Embedding gender tagging in e-budget meant that gender considerations became part of routine budget processes.¹⁸⁵ UN Women Georgia staff (n=3) noted that technical embedding provided protection from political shifts. When institutional gender equality mechanisms weakened in 2024, the gender tagging methodology continued functioning because it was infrastructure.¹⁸⁶

Officials from central government budgeting institutions confirmed plans to continue using the methodology regardless of project continuation, indicating sustainable adoption.¹⁸⁷

Training cascade models expanded reach efficiently. The project developed five gender mainstreaming tools versus three targeted, including guidelines for developing Gender Equality Plans for academic institutions, guidelines for implementing the European Charter, gender tagging methodology, guidelines for gender-responsive public employment, and a monitoring methodology for civil society organizations to assess municipal gender equality implementation.¹⁸⁸

Municipal officials (n=7) explained that the European Charter implementation guidelines provided practical steps. Guidelines specified how to conduct gender analysis, develop action plans, assign responsibilities, and establish monitoring systems. Municipal officials could use guidelines without requiring external expertise for every step.¹⁸⁹

The training-of-trainers model showed efficiency. UN Women trained 25 mentors who then conducted 182 mentoring sessions reaching 866 stakeholders – far exceeding the 200 target through multiplier effects.¹⁹⁰ Civil society representatives (n=6) confirmed that trained civil society staff could then provide technical assistance to additional municipalities beyond those directly supported by the project.¹⁹¹

¹⁸³ Evaluation Question 3-Effectiveness (EQ3-E): What innovations and good practices have been generated for achieving project results?

¹⁸⁴ Key Informant Interview, officials from central government budgeting institutions, September 2025 (n=2).

¹⁸⁵ Ibid.

¹⁸⁶ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3).

¹⁸⁷ Key Informant Interview, officials from central government budgeting institutions, September 2025 (n=2).

¹⁸⁸ Progress Report January-December 2024, UN Women Georgia.

¹⁸⁹ Focus Group Discussion, municipal officials, September 2025 (n=7).

¹⁹⁰ Progress Report January-December 2024, UN Women Georgia.

¹⁹¹ Focus Group Discussion, civil society representatives, September 2025 (n=6).

Stakeholder recognition validated approaches. The Public Defender of Georgia included gender equality sections (Sections 13 and 14) in the 2023 Parliamentary Report on Human Rights and Freedoms, developed and presented in 2024 with Phase II support, indicating official recognition of gender mainstreaming importance.¹⁹² Multiple municipalities continuing to adopt the European Charter during politically challenging periods (four signed in Q1 2025)¹⁹³ demonstrates that local government officials value the approach despite national-level gender equality de-prioritization.¹⁹⁴

Finding 20: For Outcome 2, WEPs certification programs and social mobilization methodology demonstrated documented good practices with strong replication interest from other contexts.

Evidence strength: Strong

Applies to: Outcome 2 only

WEPs certification programmes replaced one-time trainings with sustained engagement and deliverables. Representatives from the Human Resources Professional Association (HRPA) (n=2) explained that instead of single workshops, they developed the Diversity, Equality and Inclusion (DEI) certification programmes comprising three to four sessions over several months.¹⁹⁵ Participating companies committed that after completing certification, they would develop internal mechanisms addressing gender equality.¹⁹⁶

The innovation addressed a common problem where companies attended one-time trainings without putting changes into practice. Certification programs required companies to produce deliverables – sexual harassment policies, gender-sensitive recruitment procedures, parental leave policies – as conditions for certification. This created accountability and ensured training translated to institutional change.¹⁹⁷

Representatives from the HRPA reported that 125+ HR professionals completed certification, and the vast majority returned with developed policies and internal mechanisms in place. Each certification program trained HR professionals from multiple companies, achieving tangible institutional changes across the participating organizations.¹⁹⁸

Private sector representatives (n=5) confirmed this approach's effectiveness, noting that certification requirements motivated action where voluntary guidelines had not.¹⁹⁹

GCCI developed innovative engagement tools including a WEPs board game created in partnership with Tsibakha Game Club to make gender equality concepts more accessible and engaging for companies.²⁰⁰

Social mobilization methodology reaching marginalized women in traditional contexts demonstrated good practice. As discussed in Section 4.1 **Finding 3**, implementing partner staff working with rural women employed family and community engagement strategies essential for reaching Muslim

¹⁹² Progress Report January-December 2024, UN Women Georgia; Public Defender of Georgia 2023 Parliamentary Report on the Situation of Human Rights and Freedoms in Georgia.

¹⁹³ See footnote [141](#).

¹⁹⁴ Progress Report January-December 2024, UN Women Georgia.

¹⁹⁵ The DEI certificate programme was developed and delivered through a partnership between UN Women and HRPA Georgia. UN Women separately developed certificate programmes on Prevention of Workplace Sexual Harassment, Equal Pay for Equal Work, and Care-Responsive Workplaces.

¹⁹⁶ Key Informant Interview, representatives from the HRPA, September 2025 (n=2).

¹⁹⁷ Ibid.

¹⁹⁸ Ibid.

¹⁹⁹ Key Informant Interviews, private sector representatives, September 2025 (n=5).

²⁰⁰ Progress Report January-December 2024, UN Women Georgia.

women and women in other traditional contexts. This methodology involved engaging with families to build trust and secure support for women's participation.²⁰¹

Self-Help Group women (n=13) confirmed this approach's importance, explaining that without family buy-in, women could not have participated regardless of their own interest.²⁰² UN Women Georgia staff (n=3) and other implementing partners expressed interest in learning from and potentially replicating this approach in other contexts where women face mobility restrictions or cultural barriers to participating in economic programs.²⁰³

Study tours had a large impact. Women entrepreneurs who participated in study tours to Turkey described this experience as highly valuable and particularly inspiring. Women explained that seeing successful women entrepreneurs operate businesses in Turkey demonstrated possibilities and motivated them to expand their own ventures.²⁰⁴ Agricultural sector implementing partners (n=2) noted that study tour participants returned energized and motivated, with several women implementing business model changes based on what they observed.²⁰⁵

Study tours generated substantial impact per participant, though precise cost comparisons were not available. Women frequently mentioned study tours when describing what changed their approach to business. Watching other women run actual businesses gave participants ideas they could adapt and showed them that success was within reach.²⁰⁶

4.4 Efficiency

This section examines resource allocation decisions, delivery timing and quality, and the inclusiveness of project processes.²⁰⁷

4.4.1 Resource Allocation and Delivery Quality²⁰⁸

Finding 21: Budget allocation divided resources between governance (43%) and economic empowerment (57%) components, with cumulative expenditure reaching 41% of total budget through December 2024.

Evidence strength: Moderate

Applies to: Project-wide financial management

The project allocated approximately 43% of budget resources to governance work and 57% to economic empowerment activities.²⁰⁹ By December 2024, cumulative expenditure reached

²⁰¹ Key Informant Interview, implementing partner staff working with rural women, September 2025 (n=2); Focus Group Discussion, Self-Help Group members, September 2025 (n=13).

²⁰² Focus Group Discussion, Self-Help Group members, September 2025 (n=13).

²⁰³ Key Informant Interviews, UN Women Georgia staff and implementing partners, September 2025.

²⁰⁴ Focus Group Discussions, women entrepreneurs who participated in study tours, September 2025.

²⁰⁵ Key Informant Interview, agricultural sector implementing partners, September 2025 (n=2).

²⁰⁶ Based on beneficiary interviews and implementing partner observations (n=2). Cost data disaggregated by intervention type was not available for this evaluation. For context: ProCredit Bank classroom training cost \$312.50 per participant (\$25,000 for 80 women; Progress Report January-December 2024, UN Women Georgia). The project allocated \$30,000 for all travel in 2025 (Good Governance for Gender Equality in Georgia Phase II - Project Document, July 2023, Budget Line 71TRAV 71600), covering staff travel, monitoring visits, and beneficiary study tours combined. Narrative reports do not provide activity-level expenditure breakdowns.

²⁰⁷ This section addresses Evaluation Questions 1-2 under the Efficiency criterion (merged from original EQ1-Ef and EQ2-Ef).

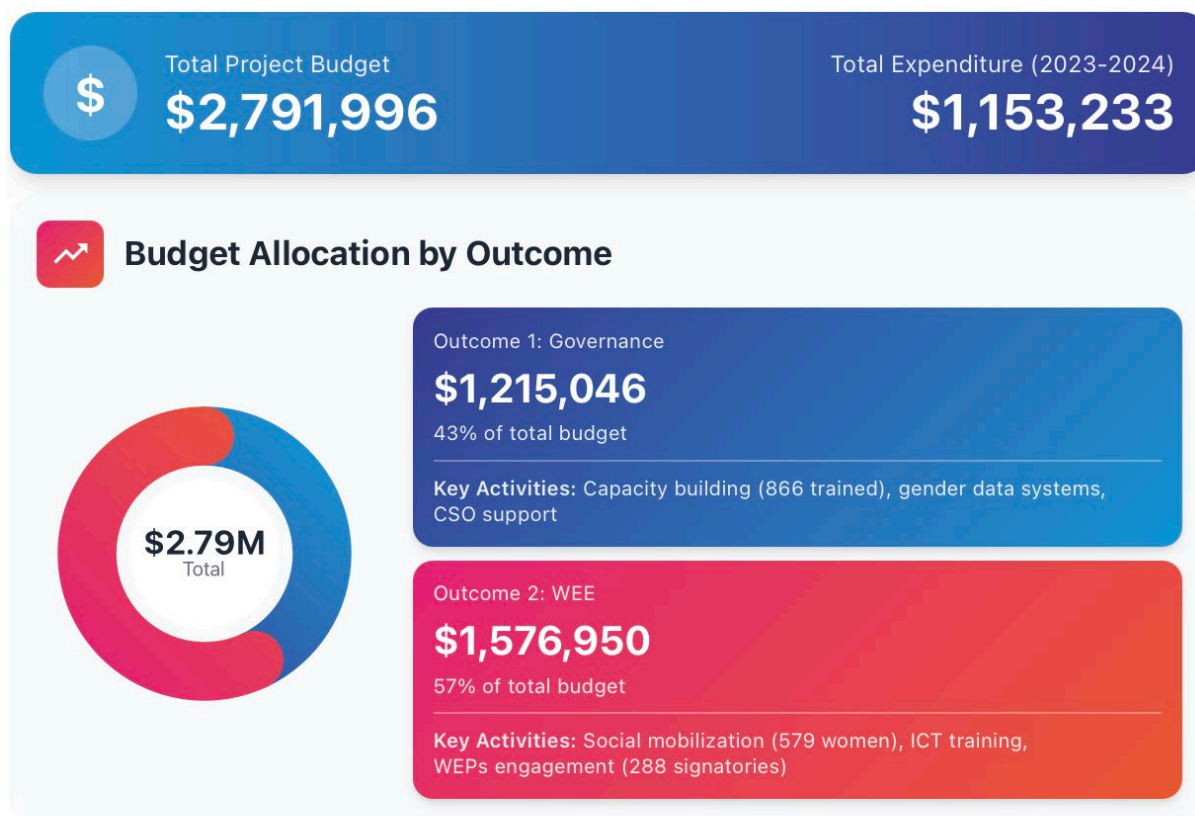
²⁰⁸ This section addresses Evaluation Questions 1-2 under the Efficiency criterion (merged from original EQ1-Ef and EQ2-Ef). Merged Evaluation Questions: How efficiently were resources allocated and utilized to achieve project outcomes, and to what extent were outputs delivered in a timely manner and of appropriate quality?

²⁰⁹ Good Governance for Gender Equality in Georgia Phase II - Project Document, July 2023, Budget Annex; RMS Report Q3 2025, UN Women Georgia.

\$1,153,233, representing a 41% delivery rate after 18 months of a 30-month implementation period.²¹⁰

Available cost data examples show variation across intervention types. Business training through ProCredit Bank cost \$312.50 per participant (\$25,000 for 80 women), while the project allocated \$30,000 for all travel in 2025, covering staff travel, monitoring visits, and beneficiary study tours.²¹¹

Figure 6. Project's budget allocation and expenditure status through December 2024



Source: Interim Financial Statement for Period ended 31 December 2024, UN Women Georgia.

*Financial statements do not disaggregate expenditures by outcome.²¹²

UN Women Georgia staff and implementing partners with budget oversight (n=6 total) described resource allocation as appropriate for intended activities.²¹³

The dual management structure operating two parallel components created additional coordination requirements. UN Women Georgia staff acknowledged that coordination between governance and

²¹⁰ Interim Financial Statement for Period ended 31 December 2024, UN Women Georgia. Total project budget: NOK 30,000,000 (USD 2,791,996 as per 30 June 2023 UN Operational Exchange Rate). The 41% expenditure rate after 18 months of a 30-month implementation period is assessed as appropriate based on: (1) stakeholder interviews with project management and implementing partners (n=6) who confirmed resource allocation aligned with planned activity schedules, (2) the project's implementation design with major outputs and activities concentrated in the final year, and (3) contextual factors in 2024 (political changes affecting governance activities) that influenced activity pacing. While below a proportional 60% benchmark, this delivery rate reflects deliberate scheduling rather than implementation delays.

²¹¹ Progress Report January-December 2024, UN Women Georgia (ProCredit Bank training cost); Good Governance for Gender Equality in Georgia Phase II - Project Document, July 2023, Budget Line 71TRAV 71600 (2025 travel allocation).

²¹² Financial data limitations: The 2024 Financial Statement provides total project expenditure but does not disaggregate spending by outcome or output level. The Q3 2025 RMS report shows planned budget allocations by activity but actual expenditure fields remain unpopulated. The narrative reports (January-December 2023 and January-December 2024) contain achievement data referenced in the Q3 RMS but do not provide detailed activity-level expenditure breakdowns. These limitations prevent detailed cost-effectiveness analysis comparing intervention modalities.

²¹³ Key Informant Interviews, UN Women Georgia staff and implementing partners with budget oversight, September 2025 (n=6 total).

economic empowerment teams required additional meetings and communication that would not be necessary in a single-focus project, as the two teams managed distinct partner networks (government institutions for governance versus private sector and civil society for economic empowerment), operated under different monitoring frameworks, and needed to align parallel activity schedules.²¹⁴ However, this coordination effort appeared manageable and did not substantially reduce project effectiveness.

Implementing partners and development partners (12 of 15 interviewed) noted co-financing and in-kind contributions that supplemented UN Women funding²¹⁵, explaining why total planned resources in Results Monitoring System (RMS) reports exceed the donor budget allocation.²¹⁶

Finding 22: Most outputs were delivered within planned timeframes and with quality that met or exceeded stakeholder expectations, despite some delays caused by partnership finalization timing and political context changes.

Evidence strength: Strong

Implementing partners (n=22) confirmed that activities were delivered on time or with only minor delays.²¹⁷ Women beneficiaries (67 of 69 across focus groups) rated training quality highly, describing facilitators as knowledgeable and training content as applicable to their needs.²¹⁸

Some delays occurred. As discussed in [Finding 4](#), partnership agreements with agricultural and business sector implementing organizations were finalized during the second half of 2023 compressing implementation timelines.²¹⁹ Implementing partner staff working with rural women noted that the Law on Transparency of Foreign Influence created a two-month slowdown in mobilization work during mid-2024.²²⁰ Financial services sector partnerships for entrepreneurship training programs moved through due diligence procedures during 2024, with implementation beginning in 2025.²²¹

Women entrepreneurs across focus groups (n=25) rated training quality highly and requested more frequent training sessions to allow broader participation.²²² Some participants, particularly public servants, suggested scheduling trainings after work hours or on weekends to accommodate working schedules.²²³

For Outcome 1, Quarterly narrative reports document that most governance activities proceeded according to schedule, with adaptation to political context changes (Civil Service Bureau dissolution, municipal gender focal point elimination) causing brief adjustments but not major delays.²²⁴ Officials

²¹⁴ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3).

²¹⁵ Documented co-financing included: ProCredit Bank (business training, transportation, trainer support), SYNC (business planning training), BTU (tech program facilities and expertise), SOCAR (women entrepreneurs training), WEPs signatory companies (gender equality investments), Women's Entrepreneurship Expo, and Harvard University Leadership Program (both co-funded by private sector partners). In-kind contributions included technical expertise and facilities. This supplemented UN Women funding and enabled expanded reach (80 grants versus 60 planned).

²¹⁶ Key Informant Interviews, implementing partners and development partners, September 2025 (n=15 total)

²¹⁷ Key Informant Interviews, implementing partners, September 2025 (n=24).

²¹⁸ Focus Group Discussions, women beneficiaries, September 2025 (n=69 total across groups).

²¹⁹ Progress Report July-December 2023, UN Women Georgia.

²²⁰ Key Informant Interview, implementing partner staff working with rural women, September 2025 (n=2).

²²¹ Progress Report January-December 2024, UN Women Georgia.

²²² Focus Group Discussions, women entrepreneurs, September 2025 (n=25 across three focus group discussions). Interview notes indicate: "Training schedules were convenient, though participants suggested that more frequent sessions would allow broader participation" and "Scheduling was convenient for most participants."

²²³ Focus Group Discussions, women entrepreneurs, September 2025 (n=25 across three focus group discussions). Recommendations from participants included: "Consider programme scheduling for public servants and working parents" and "public servants recommended sessions after work hours or on weekends."

²²⁴ Progress Report January-December 2024, UN Women Georgia; Quarterly Narrative Reports 2024.

from public administration oversight bodies and municipal representatives confirmed that UN Women consistently met agreed timelines for training delivery and technical assistance.²²⁵

The overall delivery pattern shows that both outcomes maintained forward momentum despite context challenges, demonstrating adaptive management that protected implementation timelines while maintaining quality standards.

4.4.2 Inclusiveness and Participatory Approaches²²⁶

Finding 23: Women beneficiaries influenced project operations and government partners shaped technical methodologies through consultative processes, while programmatic decisions about scope and resource allocation remained with UN Women and Norad.

Evidence strength: Moderate-Strong

Women beneficiaries across focus groups (all 9 focus groups) described opportunities to shape how programs operated.²²⁷ Implementing partners confirmed acting on beneficiary input. Agricultural sector implementing partners expanded program size from 65 to 85 participants after demand emerged.²²⁸ Implementing partner staff working with rural women adjusted meeting schedules to accommodate agricultural seasons and family responsibilities.²²⁹

Government partners (n=16) reported co-designing training content and methodologies. Officials from central government budgeting institutions explained that the gender tagging methodology emerged through iterative consultations where government staff provided feedback on technical feasibility and integration with existing budget systems.²³⁰ Municipal officials described similar consultative processes around European Charter implementation guidelines.²³¹

Implementing partners (n=6) noted that programmatic decisions about scope, geographic focus, and resource allocation remained with UN Women and Norad.²³² This reflects typical donor-funded project structures where beneficiaries and implementing partners exercise greater influence over operational details than overall programmatic direction.

Finding 24: Leave No One Behind groups were included but in small numbers, with project access improved through regional approach for rural women but remaining limited for women with disabilities and ethnic minorities.

Evidence strength: Moderate

As discussed extensively in Section 4.1 **Finding 3**, the project reached some marginalized groups, but numbers remained small. The rural/regional approach successfully expanded access beyond Tbilisi, with women in Guria, Imereti, Samegrelo, and Shida Kartli participating in Self-Help Groups and agricultural entrepreneurship programs.²³³ This geographic spread represented intentional inclusion design.

²²⁵ Key Informant Interviews, officials from public administration oversight bodies and municipal representatives, September 2025.

²²⁶ This addresses the third dimension of efficiency focusing on inclusiveness and participatory processes (originally addressed as part of broader efficiency analysis).

²²⁷ Focus Group Discussions, women beneficiaries, September 2025 (all 9 focus groups).

²²⁸ Key Informant Interviews, agricultural sector implementing partners, September 2025 (n=2).

²²⁹ Key Informant Interviews, implementing partner staff working with rural women, September 2025 (n=2).

²³⁰ Key Informant Interviews, officials from central government budgeting institutions, September 2025 (n=2).

²³¹ Key Informant Interviews, municipal officials, September 2025.

²³² Key Informant Interviews, implementing partners, September 2025 (6 of 24).

²³³ Progress Report January-December 2024, UN Women Georgia. During the revision of the evaluation report, the project team indicated that the social mobilization component itself was designed as an effort to integrate the LNOB principle, as it reaches out to rural women (who initially had no business experience) and who constitute a disadvantaged group among the wider population of women.

The inclusion pattern suggests that the project succeeded in geographic inclusion (urban/rural) and socioeconomic inclusion (reaching lower-income women through Self-Help Groups) but had limited success in disability inclusion and ethnic minority inclusion.

4.5 Sustainability

This section examines national ownership, partnerships, and exit strategies across both project components, analyzing the likelihood that benefits will continue after project completion.²³⁴

4.5.1 National Ownership and Partnership Sustainability²³⁵

Finding 25: Government commitment to continuing project-supported approaches varies considerably by institution and intervention type, with strongest commitment in central government budgeting and weakest in areas most affected by 2024 political changes.

Evidence strength: Moderate

Among government partners interviewed, commitment patterns differed. Strong commitment (n=8) appeared where:

- (a) Technical tools became embedded in existing systems (gender tagging in e-budget),
- (b) Officials saw direct value for their work (gender mainstreaming guidelines for municipal planning), or
- (c) Institutional mandates aligned with gender equality regardless of political environment (Public Defender's Office human rights monitoring).²³⁶

Weak commitment (6 of 18 government partners) appeared where:

- (a) Political environment made gender equality work risky or deprioritized,
- (b) Institutional structures supporting gender work were eliminated (Inter-Agency Commission abolition), or
- (c) Officials faced competing priorities with limited capacity to maintain gender focus.²³⁷

Officials from central government budgeting institutions confirmed plans to continue using gender tagging methodology, stating that the system is now operational and discontinuing it would require active removal rather than passive phase-out.²³⁸ Municipal officials from several locations confirmed continuing European Charter implementation, though noting that national political environment makes this work more difficult.²³⁹

Despite these commitments, government partners (n=12) noted uncertainty about future commitment, explicitly linking this to political changes during 2024 and unclear government priorities going forward.²⁴⁰ Civil society representatives (n=6) expressed concern that institutional gains could reverse without continued external support and advocacy pressure.²⁴¹

Finding 26: Private sector sustainability signals are stronger than public sector, with WEPs companies planning to continue independently and demonstrating financial investment in gender equality work.

Evidence strength: Strong

²³⁴ This section addresses Evaluation Questions 1-3 under the Sustainability criterion (merged from original EQ1-S, EQ2-S, and EQ3-S).

²³⁵ Merged Evaluation Questions on Sustainability: To what extent has the project generated national ownership and what is the likelihood of sustained benefits through strategic partnerships and exit strategies?

²³⁶ Key Informant Interviews, government partners, September 2025 (n=18).

²³⁷ Ibid.

²³⁸ Key Informant Interview, officials from central government budgeting institutions, September 2025 (n=2).

²³⁹ Focus Group Discussion, municipal officials, September 2025 (n=7).

²⁴⁰ Key Informant Interviews, government partners, September 2025 (12 of 18).

²⁴¹ Focus Group Discussion, civil society representatives, September 2025 (n=6).

Applies to: Outcome 2 primarily

All five WEPs company representatives interviewed confirmed plans to continue gender equality work after project completion.²⁴² Companies explained that WEPs commitments align with corporate social responsibility priorities, employee retention interests, and international standards they must meet for global partnerships. These business case arguments appeared more durable than political environment changes affecting government priorities.

Survey data from WEPs companies showed that companies spent 3.4 million GEL on gender equality work in 2024, up from previous years, indicating increasing rather than decreasing commitment.²⁴³ Companies reported this spending covered grants and scholarships for women, training for internal staff, and procurement from women entrepreneurs.²⁴⁴

Women entrepreneur networks showed self-sustaining characteristics. Women entrepreneurs (all 9 focus groups) described continuing to meet, share information, and support each other without project facilitation.²⁴⁵ Market connections established through the project continued functioning, with online and retail platforms maintaining relationships with women producers.²⁴⁶

Development partners (n=3) noted this pattern, comparing private sector sustainability favorably to public sector.²⁴⁷ One development partner explained: *“Companies have business reasons to continue WEPs work. Government officials have political reasons to stop gender equality work. Those different incentive structures matter for what survives.”*²⁴⁸

This sustainability differential between private sector and public sector has implications for future programming. Outcome 2 results seem more likely to outlast project support than Outcome 1 results, not because of design quality differences but because of different external environments those results operate within.

Finding 27: Civil society organizations demonstrated commitment to continuing project-supported work but acknowledged funding dependency limits independence and reach.

Evidence strength: Moderate

Applies to: Both outcomes

All civil society representatives interviewed (n=6) confirmed intention to continue gender equality work, including monitoring municipal implementation and supporting women’s economic empowerment.²⁴⁹ Civil society representatives described this work as aligned with their organizational missions regardless of whether UN Women funding continues.

Civil society representatives also acknowledged resource constraints. Without project funding, organizations cannot maintain same intensity of activities or geographic reach. Several organizations (n=4) noted that they would focus on Tbilisi and other urban centers where they have established presence, potentially reducing rural outreach.²⁵⁰

Civil society representatives expressed concern about funding landscape generally, noting that some international donors reduced Georgia engagement during 2024 following political developments. This creates uncertainty about whether other funding sources will fill gaps left by project completion.²⁵¹

²⁴² Key Informant Interviews, WEPs company representatives, September 2025 (n=5).

²⁴³ Progress Report January-December 2024, UN Women Georgia.

²⁴⁴ Ibid.

²⁴⁵ Focus Group Discussions, women entrepreneurs, September 2025 (all 9 focus groups).

²⁴⁶ Key Informant Interviews, online and retail platform representatives, September 2025 (n=2).

²⁴⁷ Key Informant Interviews, development partners, September 2025 (n=3).

²⁴⁸ Key Informant Interviews, development partner, September 2025.

²⁴⁹ Focus Group Discussion, civil society representatives, September 2025 (n=6).

²⁵⁰ Ibid (4 of 6 organizations).

²⁵¹ Ibid.

The civil society sustainability pattern suggests that commitment exists but operational capacity to continue depends on securing alternative resources. Civil society represents important actors for advocacy and accountability even when government institutional mechanisms weaken, but sustainability is contingent rather than assured.

4.5.2 Exit Strategies and Knowledge Transfer²⁵²

Finding 28: Formal exit strategy was not strongly organized at project design, though institutionalization of some tools in government systems and establishment of peer networks provided informal exit pathways.

*Box 2. Project's Intended Exit Strategy
(from Project Document, July 2023)*

The project design envisioned sustainability through:

- a** Integration of gender mainstreaming tools into government systems (e.g., e-budget gender tagging)
- b** Capacity building of national institutions to continue work independently
- c** Partnership development with private sector for self-sustaining Women's Empowerment Principles implementation
- d** Establishment of peer networks among women beneficiaries

The project did not include a formal phase-out plan with specific handover activities or resource mobilization strategy for partner organizations.

Evidence strength: Moderate

Despite lack of formal exit strategy²⁵³, some sustainability elements emerged through implementation.²⁵⁴ As discussed in **Finding 25**, gender tagging methodology institutionalization in e-budget systems created a technical exit pathway where the tool continues functioning without active project support. Development of guidelines and toolkits that government and civil society can use independently represented a form of knowledge transfer supporting continuation.

Implementing partners (n=12) confirmed their intention to continue using methodologies and tools developed through the project.²⁵⁵ For example, implementing partners working with

agricultural women plan to continue social mobilization approaches with other donor funding. The HRPAs plan to continue the DEI certification programs through fee-for-service models.

This represents opportunistic continuation by motivated partners rather than systematic exit planning with clear transition timelines, identified funding sources, and designated responsibility for each intervention component. The absence of structured exit strategy likely reduces sustainability prospects for some project elements, particularly those requiring ongoing coordination or resource investment.

Finding 29: Knowledge products created for continuation include methodologies, guidelines, and training materials that partners can use independently, though utilization depends on political environment and resource availability.

Evidence strength: Moderate

The project developed knowledge products designed for ongoing use: gender tagging methodology with user manuals, European Charter implementation guidelines, gender mainstreaming guidelines

²⁵² This subsection specifically addresses exit strategies and knowledge transfer dimensions of sustainability.

²⁵³ See footnote 5.

²⁵⁴ During the revision of the evaluation report, the project team indicated that the state programmes supporting women entrepreneurs developed by Enterprise Georgia, with the support of UN Women, have been developed based on state budget that ensures their continued operation beyond this project.

²⁵⁵ Key Informant Interviews, implementing partners, September 2025 (12 of 18).

for multiple contexts (academic institutions, public employment, local government), online course on gender mainstreaming for public servants, and monitoring methodology for civil society.²⁵⁶

Government officials (n=8) confirmed using these materials.²⁵⁷ Municipal officials noted that European Charter guidelines remain useful reference documents even when political support for gender equality weakens.²⁵⁸ Civil society representatives confirmed that monitoring methodology provides a framework they can apply without UN Women involvement.²⁵⁹

In practice, knowledge product utilization appears uneven. Some materials are actively used (gender tagging methodology integrated in budget processes must be used for system to function). Other materials are available but used inconsistently (gender mainstreaming guidelines are used by motivated individuals but not systematically applied across institutions).

The knowledge transfer pattern suggests that creating tools and guidelines is necessary but not sufficient for sustainability. Utilization depends on enabling environment (political support, institutional mandates), resource availability (time and capacity to apply tools), and continued motivation (individual champions who value gender equality work).

4.5.3 Scaling and Replication Potential²⁶⁰

Finding 30: Several project approaches demonstrate replication potential within Georgia, with interest expressed from other partners for specific innovations such as artificial intelligence training for civil society organizations.

Evidence strength: Moderate

UN Women Georgia staff noted receiving inquiries from local and regional partners interested in replicating the project's artificial intelligence training module for civil society organizations working on gender equality and women's rights issues. This innovative intervention involved a series of trainings delivered to CSOs, representing the first such capacity-building effort introduced to organizations working on gender equality and women's rights in the region.²⁶¹

Within Georgia, the gender tagging methodology developed through the project has been institutionalized in the national budget system, representing successful scaling from pilot to national implementation.²⁶²

UN Women Georgia staff noted receiving inquiries from other partners interested in replicating the project's AI training module for civil society organizations working on gender equality and women's rights issues. This innovative capacity-building intervention, which involved a series of trainings on using AI for advocacy, activism, and fundraising, was developed specifically for the Georgian context and introduced for the first time to CSOs in this sector.

Within Georgia, replication is already occurring organically through multiple mechanisms. Training-of-trainers models mean that individuals trained by the project are now training others. The project engaged two implementing partners to support women entrepreneurs: the Georgian Farmers Association (GFA) trained 12 regional mentors who continue capacity-building locally in agritourism and agricultural sectors, while the GCCI, the largest business association in Georgia, provided

²⁵⁶ Progress Report January-December 2024, UN Women Georgia. During the revision of the evaluation report, the project team noted that a segmentation study on women entrepreneurs-focused financial support initiatives was recently developed in partnership with DSIK, Georgia Office, which will serve as a tool for future advocacy efforts. However, this knowledge product was not shared with the evaluation team.

²⁵⁷ Key Informant Interviews, government officials, September 2025 (8 of 18).

²⁵⁸ Focus Group Discussion, municipal officials, September 2025 (n=7).

²⁵⁹ Focus Group Discussion, civil society representatives, September 2025 (n=6).

²⁶⁰ This subsection addresses scaling and replication dimensions of sustainability.

²⁶¹ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3).

²⁶² Key Informant Interviews, Ministry of Finance officials, September 2025 (n=2).

mentoring, training, workshops, and information-sharing meetings for women entrepreneurs in non-agricultural sectors (services, production) across different regions with emphasis on skilling and reskilling.²⁶³

Municipal officials who adopted the European Charter share implementation experiences with other municipalities through regional meetings organized by the National Association of Local Authorities of Georgia, with these peer-learning sessions contributing to increased charter signatories.²⁶⁴ Women entrepreneurs who benefited from business development support continue informal peer networks and cooperation beyond the formal project, with examples including hotel owners contracting with women-led tailoring workshops for supplies.²⁶⁵

Despite this potential, intentional scaling strategy appears limited. The project successfully piloted approaches and demonstrated effectiveness but did not include an explicit scaling phase where interventions would expand systematically beyond piloting. This represents a missed opportunity, as evidence generated through the project could support scaled-up interventions if resources and political environment were conducive.

4.6 Human Rights and Gender Equality

This section examines the extent to which the project advanced transformative change in gender equality and applied human rights principles including participation, inclusion, non-discrimination, and accountability.²⁶⁶

4.6.1 Transformative Change in Gender Equality²⁶⁷

Finding 31: For Outcome 1, GRB became institutionalized within Georgia's public finance management system through the adoption of gender tagging methodology and capacity building that exceeded targets.

Evidence strength: Strong

Applies to: Outcome 1 only

Building on the gender tagging achievement described in [Finding 13](#) and the sustainability analysis in [Finding 25](#), this finding examines the depth of institutionalization and implementation challenges. The MoF developed and adopted gender tagging methodology integrated into the electronic budget system by 2024. This methodology enables state spending units to identify, classify, and track budget allocations promoting gender equality. Implementation reports show 19 state programs and 18 subprograms were analyzed and tagged as gender-important during submission of 2025 budget proposals.²⁶⁸

Officials from central government budgeting institutions (n=2) explained that this is the first time gender has been tracked systematically in Georgia's budget cycle.²⁶⁹ The system change moves beyond individual awareness to institutional practice embedded in budget preparation processes.

²⁶³ Key Informant Interviews, Georgian Farmers Association, September 2025 (n=1); Progress Report January-December 2024, UN Women Georgia.

²⁶⁴ Key Informant Interviews, National Association of Local Authorities of Georgia, September 2025 (n=1).

²⁶⁵ Key Informant Interviews, mentors in Women's Economic Empowerment programme, September 2025 (n=2); Focus Group Discussions, women entrepreneurs, September 2025.

²⁶⁶ This section addresses Evaluation Questions 1-2 under the Human Rights, Gender Equality and Empowerment of Women criterion.

²⁶⁷ Evaluation Question 1-HRGEW: To what extent has the project advanced transformative change in gender equality and strengthened gender-responsive governance systems?

²⁶⁸ Progress Report January-December 2024, UN Women Georgia; RMS Report Q3 2025, UN Women Georgia.

²⁶⁹ Key Informant Interview, officials from central government budgeting institutions, September 2025 (n=2).

Seven public institutions developed and adopted prevention and response mechanisms for workplace discrimination, harassment, and violence against women during the project period.²⁷⁰ Officials from four of these seven institutions confirmed that mechanisms include reporting procedures, investigation protocols, and support services – representing policy changes that establish accountability structures.

However, institutional transformation depth remains limited. While policies exist, their implementation and enforcement depend on institutional culture and leadership commitment. Officials acknowledged that embedding these mechanisms in institutional culture requires ongoing leadership commitment and remains an area requiring continued attention.

Finding 32: For Outcome 2, individual agency strengthening among women beneficiaries was profound and widely reported, though institutional changes in private sector workplaces developed more slowly.

Evidence strength: Strong (individual level), Moderate (institutional level)

Applies to: Outcome 2 only

Women beneficiaries (n=67) reported increased confidence and decision-making power resulting from project participation.²⁷¹ Self-Help Group women described changes in household dynamics. Women explained that earning income gave them voice in family decisions about children’s education, household purchases, and even whether to stay in rural areas or migrate.²⁷² One woman stated: *“Before I had income, my husband decided everything. Now he asks my opinion because I contribute money too.”*²⁷³

Women entrepreneurs reported feeling more confident in business contexts. Women described negotiating better terms with suppliers, accessing male-dominated market spaces without hesitation, and making investment decisions independently.²⁷⁴ This confidence extended beyond business to other life areas, with women mentioning increased community participation and willingness to speak in public settings.

Household power dynamics showed evidence of change in rural contexts. Women in Self-Help Groups (7 focus groups) mentioned shifts in family decision-making patterns, with several women explaining that husbands and families now respect their income-earning capacity and involve them more in decisions.²⁷⁵

Still, transformation at household level appeared uneven and gradual. Some women described supportive families while others described ongoing resistance. The pace and depth of change depended heavily on individual family contexts, suggesting that economic empowerment creates opportunities for power relation shifts but does not automatically transform gender dynamics.

Workplace gender relations in private sector companies showed incremental improvement. Private sector representatives (n=4) noted that implementing WEPs changes workplace culture slowly.²⁷⁶ Companies reported adopting policies (parental leave, flexible work arrangements, sexual harassment procedures) but noted that changing attitudes and behaviors takes longer than changing policies.

Female employees from WEPs companies (n=4) confirmed that workplace environment has improved in some companies, with better maternity leave provisions and more attention to gender

²⁷⁰ Progress Report January-December 2024, UN Women Georgia.

²⁷¹ Focus Group Discussions, women beneficiaries, September 2025 (67 of 69 across all groups).

²⁷² Focus Group Discussion, Self-Help Group members, September 2025 (n=13).

²⁷³ Ibid.

²⁷⁴ Focus Group Discussions, women entrepreneurs, September 2025 (n=25 across three focus group discussions).

²⁷⁵ Focus Group Discussions, rural women and Self-Help Group members, September 2025 (7 of 9 focus groups).

²⁷⁶ Key Informant Interviews, private sector representatives, September 2025 (4 of 5).

discrimination issues. However, women also noted that women's representation in leadership positions remains low and promotion opportunities for women remain limited.²⁷⁷

The transformation pattern shows that individual-level change (women's confidence, household dynamics) happened faster and more deeply than institutional-level change (workplace cultures, organizational leadership). This suggests that personal empowerment precedes institutional transformation and may be more achievable within shorter project timeframes.

Finding 33: Norm changes at community level showed early evidence in some contexts, particularly around women's economic roles, but gender norms regarding care work and domestic responsibilities remained largely unchanged.

Evidence strength: Moderate

In communities where Self-Help Groups operated, some evidence suggested shifting perceptions about women's economic roles. Women described community recognition of their businesses and respect for their income-earning capacity.²⁷⁸ Implementing partner staff working with rural women noted that community attitudes shifted when women's economic contributions became visible, with some men becoming more supportive of women's economic activities.²⁷⁹

However, these norm changes remained limited in scope and depth. Women consistently noted that their economic empowerment did not reduce expectations about their care and domestic work responsibilities. Women explained that they added income-earning activities on top of existing care work rather than renegotiating household labor division.²⁸⁰

Civil society representatives (n=6) noted this pattern, explaining that economic empowerment alone does not challenge fundamental gender norms about care responsibilities unless explicitly addressed through complementary interventions.²⁸¹ The project focused on creating economic opportunities for women but did not include substantial programming addressing unpaid care work distribution, which represents a missed opportunity for deeper transformative impact.

4.6.2 Human Rights Principles and Intersectional Inclusion²⁸²

Finding 34: Participation principles were applied well throughout project activities, with beneficiaries reporting meaningful opportunities to provide input and implementing partners engaging in co-design processes.

Evidence strength: Strong

As discussed in Section 4.4 **Finding 23**, women beneficiaries across focus groups described opportunities to provide feedback and influence project adjustments. Government partners reported engaging in co-design of tools and methodologies. Implementing partners confirmed participatory approaches in activity planning and implementation.

The participation quality went beyond consultation to include genuine influence on decisions, though within boundaries established by project scope and donor requirements. This represents relatively strong application of human rights-based approach participation principles.

Accountability mechanisms functioned primarily through intermediary organizations. Implementing partners maintained regular communication with beneficiaries and provided channels for feedback. Women described being able to raise concerns with implementing partner staff and receiving

²⁷⁷ Focus Group Discussion, female employees from WEPs companies, September 2025 (n=4).

²⁷⁸ Focus Group Discussion, Self-Help Group members, September 2025 (n=13).

²⁷⁹ Key Informant Interview, implementing partner staff working with rural women, September 2025 (n=2).

²⁸⁰ Focus Group Discussions, women beneficiaries, September 2025 (noted across multiple groups).

²⁸¹ Focus Group Discussion, civil society representatives, September 2025 (n=6).

²⁸² Evaluation Question 2-HRGEW: How effectively has the project applied human rights and gender equality principles and addressed intersectional inequalities?

responses.²⁸³ Despite these channels, direct accountability mechanisms between beneficiaries and UN Women were less developed, with implementing partners serving as intermediaries.

Finding 35: Leave No One Behind was understood conceptually and applied in geographic and socioeconomic dimensions, but implementation faced limitations in reaching women with disabilities and ethnic minorities.

Evidence strength: Moderate

As documented in Findings [3](#) and [24](#), the project reached rural and lower-income women but had limited success including women with disabilities (one participant) and ethnic minorities (four participants).

Civil society representatives and implementing partners (n=9) noted that addressing immediate economic barriers (access to markets, business skills, capital) proved more manageable within project scope than addressing deep structural disadvantages (disability discrimination, ethnic marginalization, multiple intersecting barriers).²⁸⁴ This pattern suggests that while the project successfully supported women ready to benefit with modest assistance, it had limited success transforming conditions for women facing most profound exclusion.

Mainstream programming can expand access for some marginalized groups but cannot reach all excluded populations equally. The project succeeded in geographic and socioeconomic inclusion because these fit within standard service delivery models. Disability and ethnic minority inclusion remained limited because these require specialized approaches that standard project budgets do not accommodate. This reveals that Leave No One Behind requires explicit choices about which marginalized groups receive targeted versus mainstreamed support, with budget consequences that donor-funded projects rarely address transparently in design.

4.7 Theory of Change Validation

This section validates the project's Theory of Change by examining whether intended causal pathways operated as designed, which assumptions held or failed, what alternative pathways emerged, and how contextual factors affected theoretical linkages.²⁸⁵ The project's Theory of Change was presented in [Section 1.3.3](#).

4.7.1 Validation of Primary Causal Pathways

Governance to Gender-Responsive Institutional Change Pathway

Pathway: Capacity building, technical tools, and improved data **lead to** government institutions adopting gender analysis, **which leads to** policies and budgets becoming gender responsive.²⁸⁶

What worked: The project successfully built capacity (866 stakeholders trained vs. 200 target) and developed technical tools (5 tools vs. 3 target) that government integrated into systems. Gender tagging methodology became embedded in e-budget infrastructure. Officials from central government budgeting institutions confirmed using GIA in budget preparation.²⁸⁷

Where pathway broke down: The step from individual capacity and tools to institutional adoption and policy-level change faced constraints. Political environment shifts during 2024 – abolition of the Parliamentary Gender Equality Council, renaming of the Inter-Agency Commission on Gender Equality,

²⁸³ Focus Group Discussions, women beneficiaries, September 2025.

²⁸⁴ Key Informant Interviews, civil society representatives and implementing partners, September 2025 (9 of 14).

²⁸⁵ This section presents the Theory of Change validation as required in the Terms of Reference and Inception Report.

²⁸⁶ UN Women defines gender-responsive budgeting as “a strategy that creates budgets that work for everyone; by considering and analyzing the unique and diverse needs of every person, gender-responsive budgets strive for a fair distribution of resources.” (<https://www.unwomen.org/en/articles/explainer/what-is-gender-responsive-budgeting>)

²⁸⁷ Key Informant Interview, officials from central government budgeting institutions, September 2025 (n=2); Progress Report January-December 2024, UN Women Georgia.

Violence against Women and Domestic Violence Issues to the Inter-Agency Commission on Equality between Men and Women, Violence against Women and Domestic Violence Issues, dissolution of the Civil Service Bureau, adoption of the Law on Transparency of Foreign Influence – reduced opportunities to translate technical capacity into institutional practice.²⁸⁸

Government officials (n=9) and civil society representatives (n=6) explained that while public servants gained skills, their ability to apply those skills diminished as institutional support structures weakened.²⁸⁹ Individual knowledge increased but institutional mechanisms enabling that knowledge's application decreased, revealing that capacity building alone is insufficient when institutional environment does not support gender equality prioritization.

Alternative pathway that emerged: *Technical embedding* proved more durable than *capacity building*. Gender tagging in e-budget continued functioning because removing it would require active system changes, whereas individual capacity can lie dormant when political environment does not support its use.²⁹⁰ Technical embedding proved more durable than capacity building alone when the political environment for applying individual skills contracted. While capacity building remains essential, it requires an enabling institutional environment to translate knowledge into practice.

WEE to Private Sector Change Pathway

Pathway: WEPs engagement *leads to* businesses adopting gender-sensitive practices, *which leads to* women benefiting from workplace improvements, *which leads to* the ecosystem becoming more gender-sensitive.

What worked: The project exceeded WEPs targets (322 companies vs. 238 target), with companies investing their own resources in gender equality work (3.4 million GEL in 2024). Women benefited from measures companies implemented (4,790 women vs. 2,000 target). Enterprise Georgia introduced a state-funded interest-free loan programme for women-owned businesses. This pathway functioned largely as designed.²⁹¹

Despite this growth, depth of ecosystem change remains limited. While more companies adopted policies, fundamental power structures in business leadership remained largely unchanged. Women in senior leadership positions grew slowly. Company representatives acknowledged culture change takes longer than policy adoption.²⁹²

Alternative pathway that emerged: Direct service delivery to women (Self-Help Groups, BDS) produced more immediate and tangible empowerment than private sector engagement, though at smaller scale. Women in Self-Help Groups reported income generation, increased household decision-making power, and confidence gains.²⁹³ This suggests that two distinct pathways operated – ecosystem change through private sector engagement (slower, broader reach) and individual empowerment through direct support (faster, targeted reach).

Governance-WEE Reinforcing Relationship

Intended pathway: Governance reforms create enabling environment for women's economic opportunities **AND** economically empowered women influence governance processes.

What evidence shows: As documented in Section 4.2 [Finding 11](#), limited operational integration occurred between components. Few beneficiaries participated in both governance and economic

²⁸⁸ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3); Progress Report January-December 2024, UN Women Georgia.

²⁸⁹ Key Informant Interviews, government officials and civil society representatives, September 2025 (n=15 total).

²⁹⁰ Key Informant Interview, officials from central government budgeting institutions, September 2025 (n=2).

²⁹¹ Progress Report January-December 2024, UN Women Georgia; Key Informant Interviews, private sector representatives, September 2025 (n=5).

²⁹² Key Informant Interviews, private sector representatives, September 2025 (n=5).

²⁹³ Focus Group Discussion, Self-Help Group members, September 2025 (n=13).

empowerment activities. No mechanisms were designed to operationalize the theoretical linkage between outcomes.²⁹⁴

The reinforcing relationship hypothesized in the overall ToC did not materialize in practice. The two outcomes operated largely independently, each generating its own results but not creating mutually reinforcing effects. This reveals a gap between theoretical design and operational implementation.

4.7.2 Assumptions Validation

Following Results-Based Management principles²⁹⁵, this evaluation validates the outcome-level assumptions explicitly documented in the ProDoc. These assumptions represent the conditions project designers identified as necessary for achieving results. Testing them reveals whether the project accurately understood the operating environment and whether anticipated conditions materialized during implementation.

Assumption 1: National and local institutional mechanisms on gender equality are willing to lead development and implementation of gender equality reforms.

Validation: *Partial.* This assumption held for some institutions but failed for others. The 2024 Progress Report documents that the project trained 866 national stakeholders (433% of the 200 target) and developed five gender mainstreaming educational tools (167% of target).²⁹⁶ Municipal-level engagement showed strong willingness, with 19 of 64 municipalities renewing or adopting gender equality action plans.²⁹⁷

However, willingness proved highly variable across institutions. Government officials (n=12) acknowledged that political context changes in 2024 reduced institutional prioritization of gender equality even as individual capacity remained.²⁹⁸ Civil society representatives (n=6) observed that institutional mechanisms lost momentum regardless of individual official commitment.²⁹⁹ The assumption held where champions existed within stable institutional structures but failed where political support weakened.

Assumption 2: Gender mainstreaming mechanisms and capacities introduced by the project are sustainable and owned by national partners.

Validation: *Mixed.* Some mechanisms demonstrated sustainability while others remained project-dependent. The gender tagging methodology developed by the MoF and integrated into the e-budget system represents institutionalized change likely to persist beyond project support.³⁰⁰ The Progress Report confirms this system now enables state spending units to track gender-related allocations.³⁰¹

However, other mechanisms showed weaker sustainability. Of the 731 representatives trained in 2024 across various gender mainstreaming topics (including 230 on GRB, 56 on human resources, and 100 on local government),³⁰² government officials (n=15) noted that capacity building produced individual

²⁹⁴ Project Document (ProDoc), July 2023, Theory of Change and Results Framework sections; Progress Report January-December 2024, UN Women Georgia; Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3); Focus Group Discussions across all beneficiary groups.

²⁹⁵ United Nations Development Group, "Results-based Management Handbook: Harmonizing RBM concepts and approaches for improved development results at country level", October 2011.

²⁹⁶ Progress Report January-December 2024, UN Women Georgia.

²⁹⁷ Ibid. The 19 municipalities included Tskaltubo, Oni, Gori, Marneuli, Mtskheta, Borjomi, Khashuri, Bolnisi, Tetrtskaro, Aspindza, Akhaltsikhe, Dmanisi, Akhalkalaki, Dedoplistskaro, Khobi, Ambrolauri, Tsageri, Chokhatauri and Akhmeta.

²⁹⁸ Key Informant Interviews, government officials, September 2025 (12 of 18).

²⁹⁹ Focus Group Discussion, civil society representatives, September 2025 (n=6).

³⁰⁰ Progress Report January-December 2024, UN Women Georgia.

³⁰¹ Ibid. The report notes that the gender tagging methodology was "developed and introduced" by the Ministry of Finance, enabling state spending units to track gender-related allocations as requested by SDG indicator 5.c.1.

³⁰² Progress Report January-December 2024, UN Women Georgia. The 731 representatives trained in 2024 included: 230 on gender impact assessment and gender-responsive budgeting, 56 on gender mainstreaming in human resources, 100 on gender mainstreaming in local government, and 345 on sexual harassment issues.

knowledge but did not always translate to institutional systems that could function without continued UN Women technical support.³⁰³ National ownership proved stronger for technical tools embedded in government systems than for behavioral and cultural changes requiring sustained political commitment.

Assumption 3: Private sector actors willing to act for inclusive sourcing and women’s entrepreneurship support.

Validation: *Strongly validated.* This assumption held more robustly than anticipated. The Progress Report documents that 92 new WEPs signatory companies joined in 2024, bringing the total to 322 companies (135% of the 238 target), representing in 2024 more than 120,000 employees.³⁰⁴ These companies invested 3.4 million GEL in workplace gender equality measures during 2024 and directly supported 4,790 women within and outside their organizations.³⁰⁵

Private sector representatives (n=4) explained that gender equality initiatives generated business value through improved talent retention and enhanced corporate reputation, creating self-sustaining incentives.³⁰⁶ Representatives from the HRP (n=2) noted growing private sector demand for diversity and inclusion training beyond project participants, indicating market-driven sustainability.³⁰⁷ This assumption proved more accurate than initially anticipated, with private sector engagement exceeding project design expectations.

Assumption 4: Most vulnerable women are identified, outreached, interested and able to participate in the project.

Validation: *Partial.* The Progress Report shows the project engaged 768 women entrepreneurs through business development services (191% of the 401 target at baseline) and enabled 66 women to complete ICT training programs.³⁰⁸ All nine FGDs included participants from rural areas and economically disadvantaged backgrounds, with 67 of 69 women confirming strong interest and motivation.³⁰⁹

However, reaching women with disabilities and ethnic minorities proved more difficult than the assumption anticipated. The project engaged one woman with disability and four ethnic minority women out of approximately 1,000 direct beneficiaries.³¹⁰ UN Women staff (n=3) acknowledged that genuine inclusion of these groups requires specialized resources, accessibility accommodations, and adapted programming beyond project capacity.³¹¹ The assumption held for geographically marginalized and economically disadvantaged women but did not hold for women facing disability-related or ethnicity-related exclusion.

Assumption 5: Cultural and gender norms do not prevent women from participating and benefiting from project activities.

³⁰³ Key Informant Interviews, government officials, September 2025 (15 of 18).

³⁰⁴ Progress Report January-December 2024, UN Women Georgia. The report documents that 92 new WEPs signatory companies joined in 2024, bringing total to 285 companies representing more than 120,000 employees.

³⁰⁵ Ibid. The report states that WEPs companies’ total spending on gender equality work amounted to GEL 3,406,057 for 2024, and companies supported 4,790 women during the year.

³⁰⁶ Key Informant Interviews, private sector representatives, September 2025 (4 of 5).

³⁰⁷ Key Informant Interview, representatives from the HRP, September 2025 (n=2).

³⁰⁸ During the revision of the evaluation report, the project team indicated that 140 women completed ICT training in Phase II (66 representing the first batch only), and that including Phase I, the total exceeds 1,000. This evaluation report uses the figure of 66 as officially documented in the Progress Report January-December 2024, UN Women Georgia, Output Indicator 2.2.2, which reflects the data available during the evaluation period. The report documents that 768 women entrepreneurs benefited from business development services (indicator 2.2.1) and 66 women completed the “Women in AI” and “Women in Web Development” ICT training programmes (indicator 2.2.2).

³⁰⁹ Focus Group Discussions, women beneficiaries, September 2025 (67 of 69 across all nine groups).

³¹⁰ As documented in [Findings 3](#) and [33](#).

³¹¹ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3).

Validation: *This assumption did not hold as stated.* Cultural and gender norms did create barriers, particularly in traditional contexts. However, the project found strategies to work within and around these norms rather than being stopped by them.

Implementing partner staff working with rural women (n=2) explained that family engagement proved essential for women's participation, particularly in Muslim communities in Kvemo Kartli region.³¹² FGDs with rural women (7 focus groups) confirmed that family support determined whether women could participate, especially for activities requiring travel or extended time commitments.³¹³ The assumption that norms would not prevent participation underestimated the active strategies needed to address normative barriers. The project design should have explicitly recognized that restrictive social norms create obstacles to women's economic participation and incorporated specific strategies to address them.

Assumption 6: Strengthening both governance systems and economic opportunities simultaneously generates synergies enhancing overall impact.

Validation: *It proved to be incorrect.* The two components operated largely independently without documented synergies. Achievement data shows distinct results: Outcome 1 trained 866 stakeholders and developed five tools while Outcome 2 engaged 322 WEPs companies and supported 768 women entrepreneurs, but these operated as parallel workstreams.³¹⁴

UN Women staff (n=3) acknowledged that governance and women's economic empowerment teams worked separately with minimal operational coordination.³¹⁵ The dual-component design reflected a theory that institutional gender mainstreaming and women's economic empowerment would mutually reinforce each other. In practice, achieving results in each area required focused attention and specialized expertise, making integration more difficult than designers anticipated.

4.7.3 Contextual Factors Affecting Theory of Change

Political environment changes: The 2024 political shifts (2024 institutional changes described in [Finding 1](#)) affected Outcome 1 much more severely than Outcome 2. Governance results proved vulnerable to political context while economic empowerment results remained relatively protected.³¹⁶ This differential impact reveals that theories of change operate within political contexts that can enable or constrain pathways, and some pathways (direct service delivery) prove more resilient than others (institutional change).

Economic pressures: Georgia's economic challenges during 2023-2024 increased women's motivation for economic empowerment programs. Women entrepreneurs explained that difficult economic conditions made business support more valuable, not less.³¹⁷ Economic context strengthened rather than weakened demand for Outcome 2 programming, validating the relevance of economic empowerment work during challenging economic periods.

Civil society capacity: The project success depended heavily on civil society capacity and commitment. Civil society representatives maintained engagement despite political pressure, provided implementation capacity, and sustained advocacy when government partnerships weakened.³¹⁸ This reveals that civil society resilience functioned as an enabling factor not explicitly acknowledged in original ToC design but critical to actual implementation.

³¹² Key Informant Interview, implementing partner staff working with rural women, September 2025 (n=2).

³¹³ Focus Group Discussions, rural women and Self-Help Group members, September 2025 (7 of 9 groups).

³¹⁴ Progress Report January-December 2024, UN Women Georgia; RMS Report Q3 2025, UN Women Georgia.

³¹⁵ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3).

³¹⁶ Key Informant Interviews, government officials and UN Women Georgia staff, September 2025; See Findings 13 and 14 for comparison.

³¹⁷ Focus Group Discussions, women entrepreneurs, September 2025 (n=25 across three focus group discussions).

³¹⁸ Focus Group Discussion, civil society representatives, September 2025 (n=6); Key Informant Interviews, implementing partners, September 2025.

CHAPTER 5: CONCLUSIONS



Conclusion 1: **Relevance and Coherence**

The project demonstrated strong technical relevance to Georgia’s gender equality commitments and beneficiary needs.

Based on Findings [1](#), [2](#), [3](#), [10](#), and [12](#), the project design aligned well with Georgia’s CEDAW commitments and SDG 5 targets at inception. Governance work addressed documented gaps in gender mainstreaming capacity across public administration, while economic empowerment programming responded to identified barriers facing women entrepreneurs and rural women. The quality of gender analysis underpinning the design received acknowledgment from government and civil society partners interviewed.

The project’s dual-component structure reflected sound theoretical understanding. Gender-responsive governance creates enabling environments for women’s economic participation, while economically empowered women contribute to governance through increased voice and participation.

However, operational coherence between components remained limited. Most women entrepreneurs engaged exclusively with Outcome 2 training and business support, while government officials engaged exclusively with Outcome 1 capacity building. The project design included no mechanisms requiring or incentivizing cross-component participation. For example, there were no platforms connecting women entrepreneurs receiving business support with municipal officials trained on gender mainstreaming to create feedback loops where women could inform local economic development policy.

Project management structures reinforced this separation. Separate teams managed each outcome, operating largely independently despite sharing overall objectives. UN Women staff acknowledged this operational distance, explaining that each component addressed distinct needs with different beneficiary groups.



Conclusion 2: **Effectiveness – Successful Results Delivery Against Planned Targets**

From a results-based management and project accountability perspective, both components successfully delivered planned results, meeting commitments to the donor and beneficiaries.

Based on Findings [13](#) and [14](#) and data presented in [Annex 4](#), output achievement exceeded targets across all indicators, with fulfillment rates ranging from 109% to 433%. Five of six outcome indicators achieved 97-100% of targets, with one indicator exceeding targets by 500%. This demonstrates effective project management, high-quality implementation, and successful accountability for delivering committed results. The project met its obligations to implement planned activities and achieve defined targets.

Beyond quantitative delivery, quality assessments were consistently positive. Beneficiaries who provided feedback rated training and support services highly. Multiple participants highlighted the practical applicability of business development training, the relevance of gender mainstreaming methodologies introduced, and the quality of mentorship relationships established.

This delivery success occurred despite the deteriorating political environment in 2024 and operational complexities inherent in working across 64 municipalities and multiple sectors simultaneously. The project demonstrated adaptive capacity – when political restrictions affected certain activities, implementation adjusted to maintain programming effectiveness while continuing to deliver against planned targets. This validates the partnership-based implementation model and demonstrates that high-quality results delivery is achievable even in challenging political environments.



Conclusion 3: **Effectiveness – Distinguishing Indicator Achievement from Institutional**

While indicator achievement was strong (as noted above), evaluative assessment reveals important distinctions between quantitative delivery and institutional transformation. Indicator achievement at measurement points does not automatically mean deep transformation or sustained change. Evaluation standards require assessing whether results are durable and meaningful beyond the numbers.

The governance component illustrates this distinction. While 866 stakeholders were trained (433% of target) and 20 policies adopted (500% of target), political changes in 2024-2025 constrained institutional application. Technical capacity was built and policies were adopted - both true and documented. Yet the enabling environment for applying that capacity contracted. Officials gained skills but faced reduced opportunities to use them.

The economic empowerment component showed different patterns. Indicators were achieved (322 WEPs companies, 768 women entrepreneurs supported) and results proved more resilient. Women continued generating income, peer networks operated independently, and companies maintained commitments based on business performance rather than political mandates. Direct service delivery and private sector pathways demonstrated greater durability than public sector reform under political pressure.

This reveals that quantitative targets can be met while institutional transformation depth faces real constraints - particularly when political contexts shift after measurement occurs. Both the monitoring perspective (targets achieved) and evaluative assessment (transformation quality varies) are accurate. They represent different analytical levels that evaluations must address.



Conclusion 4: **Human Rights and Gender Equality**

The project successfully enhanced individual agency and empowerment, although it made limited progress in addressing structural gender inequality and promoting intersectional inclusion.

Based on Findings [20](#), [21](#), [22](#), [23](#), and [24](#), the project achieved significant individual-level empowerment. Women beneficiaries reported increased confidence, enhanced decision-making power within households, and greater economic independence. Rural women described shifts in household power dynamics, with husbands increasingly consulting them on decisions, greater control over household resources, and enhanced respect from family and community members. These changes signify genuine transformation in gender relations at interpersonal and household levels.

Institutional policy changes also occurred. Government partners reported implementing new gender equality policies within their organizations, including sexual harassment prevention mechanisms, gender-responsive HR practices, and gender equality action plans. Workplace gender relations in WEPs signatory companies showed modest improvement, with four of five companies interviewed noting gradual cultural shifts toward greater gender awareness among management and staff.

However, structural gender inequality, the broader institutional, legal, and normative frameworks that systematically disadvantage women, proved more resistant to change. While tools and capacity now exist to challenge these structures, actual transformation requires sustained political commitment and extended timeframes beyond the project's scope.

The project design incorporated Leave No One Behind principles and intersectional approaches, recognizing that women face diverse barriers based on factors like ethnicity, disability status, age, geographic location, and other identity characteristics. While implementation effectively reached some marginalized groups, such as rural women in remote areas, Muslim women in traditional communities, and women in economically disadvantaged circumstances, women with disabilities

were minimally reached (only one interviewed during all data collection), and ethnic minority women were represented in limited numbers.



Conclusion 5: **Efficiency**

Resource allocation proved effective across all components, demonstrating cost-effectiveness.

Based on Findings [25](#) and [26](#), the project demonstrated reasonable efficiency in converting resources to results. The governance component required more institutional investment, resulting in slower returns. Building public sector capacity, developing policy structures, and establishing institutional mechanisms involved extensive consultation, technical assistance, and relationship-building, which generated results over extended timeframes. Business training, livelihood support, and private sector engagement produced more immediate and tangible outcomes.

Partner co-financing extended program reach and enhanced efficiency. Implementing partners contributed additional resources, including staff time, technical expertise, existing platforms, and sometimes direct financial co-investment. For instance, the WEPs platform leveraged business sector resources and networks that UN Women funding alone could not access. Civil society partners brought established community relationships and trusted reputations, accelerating implementation. This partnership approach enabled results exceeding what direct implementation with equivalent resources would achieve.

However, the dual management structure, with separate teams managing each outcome, meant that coordination between components required deliberate effort. While this specialization allowed each team to develop deep expertise in their domain, it also contributed to the limited operational integration between governance and economic empowerment components documented in [Finding 11](#) and the Theory of Change validation ([Section 4.7.1](#)). The two teams operated largely independently, which facilitated focused implementation within each outcome but did not create the reinforcing relationship between components that the project theory anticipated.



Conclusion 6: **Sustainability**

Sustainability prospects vary significantly depending on the actor and component involved. Private sector engagement shows the strongest potential for continued sustainability, while government commitment remains uncertain, and civil society sustainability is threatened by funding restrictions.

Based on Findings [27](#), [28](#), and [29](#), a sustainability assessment reveals highly differentiated prospects. Private sector engagement through Women's Empowerment Programs (WEPs) demonstrates the highest likelihood of continued sustainability. All five companies interviewed committed to continuing gender equality practices based on business case rationale. These organizations recognize that gender equality contributes to talent attraction, employee retention, workplace productivity, and corporate reputation. Sustainability is anchored in business performance rather than project support or political mandates, creating self-reinforcing incentives for its continuation.

Women's peer networks also demonstrate high sustainability potential. Self-sustaining structures emerged across all nine beneficiary focus groups. Women maintained contact, shared resources, and supported each other's economic activities without external facilitation. These networks operate through participant commitment and mutual benefit rather than programmatic support. Additionally, digital platforms connecting women across geographic areas require minimal ongoing resources while providing substantial value.

Government commitment presents mixed sustainability prospects. Among the government partners interviewed, approximately half indicated a strong commitment that is likely to persist, while six showed weak engagement, suggesting a risk of discontinuation. Four expressed commitment but

noted political environment constraints that limited their ability to act. Tools institutionalized in some agencies, such as gender tagging in the e-budget system, appear likely to continue because they now form part of established procedures. However, broader gender mainstreaming across public administration faces sustainability threats from political environment changes and the absence of permanent institutional structures, such as dedicated gender focal points, allocated budgets, and performance accountability.

Civil society sustainability faces the most immediate threats. Civil society implementing partners noted funding dependency and concerns about operational viability under Foreign Agents Law restrictions. International funding, which has sustained much civil society gender equality work, faces increasing barriers, while domestic funding sources remain limited. Organizations continue operating but express uncertainty about their long-term prospects.

The project developed no organized exit strategy. While activities generated valuable capacity, tools, and networks, transition planning for who will maintain these assets after project completion remained unaddressed. Some continuation partnerships exist informally, but formalized handover agreements, knowledge transfer processes, and sustainability support mechanisms were not established.



Conclusion 7: **Theory of Change Validity**

The project's theory of change, which links governance reform and economic empowerment, demonstrates a sound conceptual understanding. However, its operational validity remains unassessed because the integration mechanisms were not implemented.

Based on Findings [10](#), [12](#), and the evaluation synthesis, the project's underlying theory aligns with international evidence and best practices of gender mainstreaming. It posits that strengthened governance systems create enabling environments for women's economic empowerment, and economically empowered women contribute to more gender-responsive governance. The causal logic is conceptually sound: gender-responsive budgeting should identify and potentially increase allocations for women's entrepreneurship support, women with economic resources and business experience should have enhanced capacity and motivation to participate in governance processes, and public sector gender equality creates demonstration effects influencing private sector practices.

However, the evaluation found limited evidence to validate or contest this theory because the pathways connecting governance and economic empowerment components were not operationalized. The project operated two largely independent workstreams that shared conceptual frameworks and overall objectives but had minimal functional linkages. As a result, few beneficiaries experienced both components, creating no opportunity to test whether governance training enhanced women's economic participation or whether economic empowerment enabled governance engagement. While some connections existed, such as gender-responsive budgeting work identifying existing budget allocations for women's business support programs, these represented analysis of existing resources rather than new coordination mechanisms created by the project.

Project staff recognized the operational distance. The dual-component design reflected ambitious integration goals, but implementation prioritized component-specific delivery over cross-component synergy development. There's no evidence to suggest this represents implementation failure. Given resource constraints and political challenges, the decision to focus resources on component quality rather than integration infrastructure may have been appropriate. However, this means the theory of change remains untested. Future programming combining multiple components should design operational linkages from the start, not assume integration will happen naturally. This requires deliberate mechanisms, dedicated resources, and accountability for cross-component results.

CHAPTER 6: RECOMMENDATIONS³¹⁹



Recommendation 1:

Design governance programming with built-in flexibility to shift between direct institutional engagement and alternative implementation approaches based on political conditions.

Priority: HIGH

Responsibility for Implementation: UN Women Georgia Country Office should lead flexible governance programming that shifts between direct institutional engagement with government partners (Ministry of Finance, municipal governments) and civil society-led approaches based on annual political environment assessments, working with donors to establish appropriate funding modalities.

WHAT: Conduct annual assessments of the political environment to determine whether conditions support direct gender mainstreaming work with government institutions or require alternative approaches. Based on this assessment, adopt one of two tracks:

Track A (Enabling Environment): Direct institutional collaboration, policy development, capacity building with government partners, and active gender mainstreaming advocacy.

Track B (Restrictive Environment): Civil society partnerships, maintaining relationships with committed government champions, technical tool development, and preparing advocacy materials for when political opportunities re-emerge.

HOW:

- Adopt Strategic Note Direct Funding (SNDF) modality rather than cost-share, project-bound funding for future governance programming. SNDF enables rapid reallocation of resources between Track A (direct institutional engagement) and Track B (civil society partnerships) based on annual political assessments, without requiring formal project amendments or donor renegotiations for each strategic shift.
- Conduct annual assessments tracking government partner engagement levels, legislative developments affecting gender equality and civic space, and political leadership statements on gender issues.
- **Track A:** Provide targeted technical assistance to committed government officials on gender mainstreaming tools, such as GRB, GIA, and gender statistics.
- **Track B:** Document gender inequality patterns, compile evidence of the benefits of gender mainstreaming where implemented and prepare policy briefs for deployment when political windows open.
- Engage civil society organizations as evidence collectors and advocacy actors during restrictive periods.

WHY (Based on): Conclusions [3](#), [6](#); Findings [7](#), [13](#), [25](#), [28](#)

³¹⁹ Each recommendation is assigned a priority level based on its sustainability impact, feasibility given contextual constraints, and alignment with stakeholder priorities expressed during evaluation consultations.

Priority definitions: “High Priority”: Addresses primary factors affecting sustainability and results; feasible for implementation; “Medium Priority”: Important for enhanced effectiveness; requires extended engagement or coordination.

Timeframe definitions: “Short-term”: Within the current or immediate next programming cycle (0-18 months); “Medium-term”: Subsequent programming phases (18 months-5 years); “Long-term”: Extended engagement or systemic change (5+ years).

The evaluation revealed that the governance component delivered strong outputs but faced constraints in achieving outcomes when political commitment waned in 2024 onwards. Although government officials possess gender mainstreaming skills, institutional application declined due to the restrictive environment created by the FARA and quota abolition. The evaluation highlighted that while government officials acknowledged their skills, they faced decreased organizational support for their application. On the other hand, civil society representatives maintained their engagement despite political pressure, providing implementation capacity and sustaining advocacy when government partnerships weakened.

WHEN:

- Short-term: Design the political track (within 6 months for new programming).
- Medium-term: Implement the parallel approach throughout the programme cycle.
- Long-term: Deploy the evidence base when political opportunities emerge.

EXPECTED RESULT: Gender mainstreaming capacity will be preserved among committed government actors during challenging periods. The evidence base will be ready for advocacy when political conditions improve. Civil society partners will be positioned to advance gender equality when institutional channels become restrictive.



Recommendation 2:

Enhance women’s economic empowerment programming by leveraging peer networks and private sector collaborations.

Priority: HIGH

Responsibility for Implementation: UN Women Georgia Country Office should strengthen women’s economic empowerment programming by prioritizing peer network development and private sector engagement, working in partnership with implementing partners (TASO Foundation, business associations, technology education institutions), WEPs signatory companies, and women entrepreneur networks.

WHAT: Expand women’s economic empowerment programming by investing in peer network formation, experiential learning methodologies, and private sector engagement through the WEPs platform.

HOW:

- Shift resource allocation from classroom training to relationship-building activities, such as study tours, peer exchanges, mentorship programmes, and collaborative learning.
- Formalize women entrepreneur and Self-Help Group alumni networks through facilitation via digital platforms and periodic gatherings.
- Develop training-of-trainers models that enable accomplished beneficiaries to mentor subsequent cohorts.
- Expand the WEPs platform’s engagement with the private sector by framing business cases (talent attraction, retention, productivity, reputation) and creating peer learning platforms where companies share gender equality practices and business outcomes.

WHY (Based on): Conclusions [2, 4, 6](#); Findings [14, 17, 20, 26](#)

The evaluation revealed that women beneficiaries formed self-sustaining peer networks, which demonstrated greater sustainability potential compared to formal institutional mechanisms. Women prioritized experiential learning (study tours, mentorship) over traditional classroom training. These networks operated voluntarily, required minimal resources, and proved resilient to changes in the political environment. Private sector engagement through WEPs showed the strongest prospects for continued success, with all five companies interviewed committing to maintaining gender equality

practices based on business performance rationale (improved talent attraction, reduced turnover, enhanced workplace culture). In the framework of WEPs, courses were developed on diversity, equity and inclusion; workplace sexual harassment prevention; care-responsive workplace practices; and gender pay gap prevention. Business sector implementing partners institutionalized procurement from women entrepreneurs and implemented training-of-trainers models, enabling geographic expansion.

WHEN:

- Short-term: Formalize alumni networks and integrate peer learning methodologies within current programming (0-6 months).
- Medium-term: Expand the WEPs platform and implement the training-of-trainers model (6-18 months).
- Long-term: Deepen private sector partnerships as alternative implementation channels (18+ months).

EXPECTED RESULT: Self-sustaining women’s networks will provide ongoing business advice, emotional support, and advocacy beyond the programme’s duration. Cost-effective programming will be achieved through peer-led learning. Private sector commitment to gender equality will be anchored in business performance rather than political mandates. The reach of the programme will be expanded through training-of-trainers approaches.



Recommendation 3:

Operationalize integration in multi-component programming through deliberate design and dedicated coordination mechanisms.

Priority: MEDIUM

Responsibility for Implementation: UN Women Georgia Country Office should design future integrated multi-component programmes with specific operational mechanisms and unified management structures, working in partnership with implementing partners to execute integration activities.

WHAT: Design future programmes that combine multiple components with specific mechanisms to connect them from the start. Integration requires three elements: (1) deliberate design of operational linkages, not just conceptual coherence; (2) dedicated resources and staff time for making connections happen; and (3) accountability mechanisms that track integration, not just individual component results.

Examples of operational integration mechanisms include: joint beneficiary activities, shared platforms connecting different participant groups, and integrated monitoring that tracks cross-component effects.

HOW:

Create integration infrastructure:

- Unified programme management with coordination responsibility built into team structures (not separate teams operating independently)
- A single results framework that tracks integration outcomes, not just component outputs
- Joint planning processes where teams collaborate to design activities that span components

Design integration activities as specific deliverables:

- Platforms where women entrepreneurs and government officials trained on gender mainstreaming engage together (women inform policy; officials understand women’s business realities)

- GRB analysis that identifies allocations for women’s business support and connects government resources to women entrepreneurs seeking capital
- Joint learning events where governance and economic empowerment beneficiaries participate together
- Women’s success stories used in governance advocacy; government officials applying gender analysis skills to women’s entrepreneurship programmes

WHY (Based on): Conclusions [1, 7](#); Findings [11, 12](#); Theory of Change validation ([Section 4.7.1](#))

Integrated governance and women’s economic empowerment programming presents a theoretically sound approach. Gender-responsive governance facilitates women’s economic participation, and empowered women influence governance. However, integration requires operational mechanisms beyond conceptual logic. The evaluation revealed that integration pathways were assumed rather than designed, resulting in limited evidence of governance reforms creating economic opportunities or empowered women influencing governance. Each component achieved valuable results independently, but the assumptions underlying integration remained untested.

This integration principle applies beyond governance and women’s economic empowerment. Other Country Programme Document outcome areas (Violence Against Women and Girls, Women Peace and Security, Humanitarian Action) would benefit from operational integration mechanisms when multiple components are combined in a single programme. The lessons about designing deliberate linkages, allocating integration resources, and tracking cross-component effects apply across all multi-component programming.

WHEN:

- Short-term: Design integration mechanisms during the next programme development (0-6 months)
- Medium-term: Implement integration mechanisms as deliverables with dedicated budgets and staff responsibilities, not as assumptions (throughout programme cycle)
- Long-term: Document and learn from which integration approaches work effectively in the Georgian context (ongoing)

EXPECTED RESULT: Operational synergies between components will create mutually reinforcing effects. Women entrepreneurs will provide valuable insights into policy development. Gender-responsive policies will enable women’s businesses to thrive. Evidence will demonstrate the effectiveness of integrated approaches, informing future multi-component programming across UN Women’s portfolio.



Recommendation 4:

Integrate exit and transition planning into project design with progressive ownership transfer.

Priority: HIGH

Responsibility for Implementation: UN Women Georgia Country Office should integrate exit and transition planning from project inception, working with implementing partners to identify continuation partners and establish progressive ownership transfer mechanisms for both the current project and future programming.

WHAT: Develop exit and transition strategies during the project design phase, identify continuation partners from the outset, and progressively transfer ownership throughout implementation.

HOW:

- **For the current GG4GEG II project approaching completion (December 2025):** Conduct a sustainability inventory to identify what requires continuation and who will maintain it. Identify specific continuation partners for each tool, platform, and network (gender tagging methodology, GIA frameworks, WEPs platform, Working Group on Gender Equality in the Financial Sector, Self-Help Groups). Formalize handover agreements, transfer knowledge products and tools, and provide capacity strengthening to continuation partners during the remaining project period.
- **For future project design:** During the design phase, identify the ownership and maintenance plan for each major intervention after project completion. If no plausible continuation partner exists, reconsider the inclusion of the intervention.
- **In the first year of future projects:** Establish formal agreements with continuation partners that specify implementation roles, transition processes, ownership timelines, and post-project resource mobilization approaches.
- **Throughout implementation:** Gradually transfer ownership using a phased approach. Year 1: UN Women leads with partner observation. Year 2: Co-leadership with partners implementing and UN Women providing technical support. Year 3: Partners lead with UN Women backstopping.
- **Monitor sustainability:** Include indicators that track partner capacity development and ownership assumptions in the monitoring framework, alongside beneficiary outcomes. Conduct regular sustainability assessments to evaluate continuation partner readiness.

WHY (Based on): [Conclusion 6](#); Findings [28](#), [29](#)

The evaluation revealed that the current project is nearing completion without a well-defined transition strategy. Multiple stakeholders expressed uncertainty about the continuation of activities, networks, partnerships, and tools that have been developed. Tools such as the gender tagging methodology, GIA frameworks, WEPs platform, and Self-Help Groups are valuable assets that require ongoing maintenance. However, unclear ownership of these tools after the project concludes poses a threat to their sustainability.

WHEN:

- Short-term: Conduct sustainability inventory and plan handover for the current GG4GEG II project (immediate, 0-6 months)
- Medium-term: Integrate exit strategy planning into all future project designs from the outset
- Long-term: Make progressive ownership transfer a standard practice throughout implementation

EXPECTED RESULT: National partners will assume ownership of interventions with the capacity to sustain them. Valuable tools, platforms, and networks will continue beyond project support. Sustainability will be built into future programming from the beginning rather than being addressed at project end. Formalized handover processes will ensure smooth transitions.

CHAPTER 7: LESSONS LEARNED



Lesson 1:

Integrated programming requires operational mechanisms, not just conceptual coherence. Holistic approaches are successful when their connections are put into action.

Evidence: The project successfully integrated governance-WEE programming with sound theory. Gender-responsive governance created an enabling environment for women's economic participation, and empowered women actively contributed to governance. However, the integration existed conceptually but not operationally. There were no platforms connecting women entrepreneurs with officials trained in gender mainstreaming, and no mechanisms linking gender-responsive budgeting to women's financing needs. Each component delivered strong results

independently, but the assumptions of integration remained untested because the integration pathways were not established.

Applicability: Multi-component programming seeks synergies across governance, economic empowerment, or other domains where theoretical connections exist but require deliberate design for operational coordination.

Implications:

- Include integration activities as project outputs requiring delivery (platforms, joint events, cross-learning), not background assumptions
- Establish unified management with coordination mandate and authority across components
- Allocate resources (staff time, budget) specifically for integration – not assumed as addition to component work
- Monitor cross-component participation and integration effects as outcome indicators
- If integration cannot be adequately resourced, it is advisable to design sequential or independent components rather than making unsubstantiated claims of synergies that may not materialize.



Lesson 2:

Direct service delivery proves more resilient than institutional reform during political instability.

Evidence: Direct service delivery (providing training, business support, technical assistance, and resources directly to beneficiaries through implementing partners) proved more resilient to political instability than institutional reform (changing government systems, policies, and procedures). When the political environment deteriorated in 2024, the governance component faced constraints while economic empowerment activities continued with minimal disruption. Women entrepreneurs maintained income generation, Self-Help Groups sustained themselves independently, and all five WEPs companies continued gender equality practices based on business performance rationale. Georgia's economic challenges increased women's motivation for business support, making these services more valuable rather than less.

Applicability: Programming in contexts experiencing democratic backsliding, civic space restriction, or political volatility affecting government partnerships.

Implications:

- Balance institutional reform (higher transformative potential, higher political vulnerability) with direct service delivery (lower scale, higher resilience)
- Shift resources toward resilient pathways during restrictive periods while maintaining institutional relationships for future opportunities
- Develop private sector partnerships as alternative implementation channels when government pathways become restricted
- Economic empowerment work during challenging times preserves capacity and relationships that enable institutional advocacy when political opportunities arise again



Lesson 3:

Peer networks and informal relationships prove more sustainable than formal institutional mechanisms in restrictive political environments.

Evidence: Women established self-sustaining networks that provided business advice, emotional support, and advocacy beyond the project's formal activities. These networks operated voluntarily, required minimal resources, and demonstrated resilience to political changes. Women valued experiential learning (study tours, mentorship, peer exchanges) more than classroom training because

these activities created stronger interpersonal connections. When government gender focal point networks faced uncertain futures due to political changes, women's peer networks persisted through participant commitment and mutual benefit rather than external support.

Applicability: Programming in contexts where political restrictions impact formal institutions, governments exhibit inconsistent commitment, or women experience isolation from professional networks.

Implications:

- Prioritize peer network formation as a primary project objective, using training and capacity building as platforms for relationship building
- Invest in experiential learning opportunities (study tours, mentorship programmes, peer exchanges) that create stronger bonds than classroom instruction
- Develop digital platforms that require minimal facilitation, allowing participants to manage their own networks and learning
- Document network formation methodologies to enable replication in similar contexts



Lesson 4:

Engaging with women in traditional contexts requires collaborating with their families and communities, partnering with culturally competent individuals, and being prepared for longer-term efforts.

Evidence: The TASO Foundation's success in empowering Muslim women in Buknari and rural women across various regions stemmed from engaging husbands, mothers-in-law, and religious leaders alongside individual women. By framing programmes as tools to enhance family economic security (rather than individual autonomy), they garnered widespread acceptance. Remarkably, seven out of nine rural focus groups observed a shift in household dynamics as husbands witnessed women's entrepreneurial endeavors.

Applicability: This approach is particularly relevant for programming in settings where patriarchal family systems significantly impact women's autonomy.

Implications:

- Conduct a thorough gender analysis to understand informal norms, family structures, and cultural values
- Collaborate with organizations that have community trust and cultural competence
- Design family and community engagement components, such as community meetings, conversations with male relatives, and engagement with traditional leaders
- Craft messaging that highlights family welfare while steadfastly committing to women's empowerment
- Allocate time for gradual relationship building
- Monitor household-level changes, including decision-making patterns, income control, and family support, rather than solely focusing on individual outcomes



Lesson 5:

Companies sustain gender equality practices when they see direct benefits to business performance.

Evidence: All five WEPs companies committed to continuing gender equality practices because they experienced measurable business benefits: improved talent attraction, reduced employee turnover, enhanced workplace productivity, and strengthened corporate reputation. These self-reinforcing incentives contrast with government partner sustainability, which varied widely: eight partners

showed strong commitment, six had weak engagement, and four faced political constraints despite individual commitment.

Applicability: Programming in contexts where political commitment to gender equality is uncertain, private sector development is a priority, competitive labor markets exist, or government partnerships face periodic disruptions.

Implications:

- Support companies in tracking and documenting gender equality impacts on business metrics (retention rates, productivity measures, employee satisfaction scores, recruitment success)
- Create peer learning platforms where businesses share experiences, quantified results, and practical implementation strategies
- Develop private sector partnerships as alternative implementation channels for reaching women employees and creating opportunities for women entrepreneurs when government pathways become restricted

Annex 1. Terms of Reference

I. Contract Overview

Consultancy Title:	INTERNATIONAL CONSULTANT / EVALUATOR FOR THE FINAL EVALUATION OF THE UN WOMEN PROJECT: Good Governance for Gender Equality in Georgia (Phase II)
Location:	Home-based, with travel to Georgia
Practice Area:	Gender Equality
Type of Contract:	Individual Contract
Category (Eligible applicants):	External
Post Type and Level:	International Consultant
Languages Required:	English
Starting Date:	1 July 2025
Duration of Contract:	40 working days in the period of 1 July 2025 – 15 December 2025

II. Consultancy Assignment

Background/Context

UN Women, grounded in the vision of equality enshrined in the Charter of the United Nations, works for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. UN Women supports UN Member States as they set global standards for achieving gender equality and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.

Although many positive results have been achieved since Georgia began actively working on accelerating gender equality laws and policies in 1994 (CEDAW ratification year), significant challenges remain in formal as well as informal policies, practices and procedures across state institutions as well as public sector that hinder the achievement of substantive gender equality. To enhance good governance and democratic development of Georgia and to strengthen the private sector's role in women's economic empowerment, UN Women Georgia Country Office, with the generous support of the Ministry of Foreign Affairs of Norway implemented the first phase of the "Good Governance for Gender Equality in Georgia" project from 2019 to 2023. Within the framework of the project, UN Women laid important foundations for introducing a gender mainstreaming agenda to key stakeholders and generating political ownership over its implementation by the national stakeholders, the Government, civil society and the private sector. As a direct result of the project, Georgia undertook substantial steps towards the materialization of commitments under the Beijing Declaration and Platform for Action (BPfA). These included adoption of legal changes to introduce the Gender Impact Assessment (GIA) as a part of the law-making cycle, integrating gender equality issues in the 2023-2027 Public Administration Reform Strategy and Action Plan and developing capacity of up to 1,400 public servants on gender responsive budgeting and gender mainstreaming more broadly. Further, the analysis of the actions that the private sector companies beneficiaries of the 1st phase of the project took to implement the Women's Empowerment Principles: Equality Means Business (WEPs) varied widely and benefited almost 12,000 women in total from 2017 to 2021. In monetary terms, the total value of the WEPs companies' work for gender equality amounted to GEL 1.7 million (equivalent to USD 627,383); the largest amount was spent on procuring goods/services from women entrepreneurs/women-owned businesses. A more than GEL 600,000 (equivalent to USD 221,429) was spent by respondent companies on WEPs activities that included training, grants and scholarships for the internal staff and money spent on community organizations and grants for women outside of the companies." In addition, only in 2021, 10 WEPs companies fundraised more than USD 900,000 for advancing gender equality agenda from various international financial institutions, local banks and donors. The final evaluation of the GG4GEG project is available here: <https://gate.unwomen.org/Evaluation/Details?evaluationId=11525>.

To accelerate achievement of the project's ambitious goals and objectives and for the sustainability of the results, with the generous support of the Norwegian Agency for Development Cooperation (Norad) UN Women implements the second phase of the GG4GEG project in 2023-2025. Building on the results achieved and lessons learned, as well as capitalizing on key partnerships harnessed with key government, civil society and private sector counterparts as a part of its 1st phase, the GG4GEG II focuses on accelerating political will, policies and capacities to promote gender mainstreaming across governance systems and processes aligned with the BPfA and CEDAW benchmarks, as well as Georgia's EU approximation aspirations. The project started in 1st of July 2023 and runs for 30 months with an end date in 31st of December, 2025. The total budget of the project is USD 2,805,311.

The impact-level goal of the GG4GEG II project is to ensure that women and girls in all their diversity benefit from gender-responsive governance and fully and equally participate in decision-making and economic life in Georgia. In order to

contribute to the achievement of this impact-level goal, the project has set two outcomes, each with three interlinked outputs, described below.

Outcome 1: Gender-responsive legislative and policy frameworks are adopted and implemented to promote gender equality and women's meaningful participation in decision-making and leadership at all levels

- **Output 1.1:** Laws, policies and capacities for gender mainstreaming in public policymaking and implementation and public finance management are developed and sustained at all levels
- **Output 1.2:** Public sector institutions and their human resource management policies and practices integrate gender equality and promote women's participation and leadership at the national and local levels
- **Output 1.3:** More and better-quality data and analysis are available to promote and track the progress of gender equality and women's empowerment

Outcome 2: Women are empowered economically and access entrepreneurial and employment opportunities through a gender-sensitive private sector and entrepreneurship ecosystem in Georgia

- **Output 2.1:** Businesses have increased understanding and capacities to implement the Women's Empowerment Principles (WEPs)
- **Output 2.2:** Women-owned enterprises are empowered through enabling, gender-sensitive entrepreneurial ecosystem and equal access to Business Development Support (BDS), markets and capital.
- **Output 2.3:** Women, particularly the poor and socially excluded, obtain skills and access information, networks, economic opportunities and support services to become farmers/entrepreneurs or to join the formal labour sector

Purpose and the Use of Evaluation

Upon the project completion, as established in the project document, a mandatory external final evaluation is to be conducted by UN Women for accountability and learning purposes. The final evaluation will be designed as a summative project evaluation to support the strategic learning and planning processes, focusing on the assessment of outcome- and output-level results and capturing the key lessons learned from project implementation.

The information generated by the evaluation will be used by different stakeholders to contribute to building of the evidence base on effective strategies for women's empowerment in Georgia and to facilitate UN Women's strategic reflection and learning for programming in the area.

Main evaluation users include UN Women Country Office in Georgia as well as the Government of Norway (project donor). Furthermore, national stakeholders – civil society partners, private companies, grassroots women and targeted state and non-state agencies will be also closely involved in the evaluation process to increase ownership of findings, draw lessons learned and make greater use of this final evaluation results.

Evaluation Objectives, Criteria and Questions

The specific evaluation objectives are as follows:

- Analyze the relevance and coherence of the implementation strategy and approaches of the project.
- Assess effectiveness and organizational efficiency in progressing towards the achievement of the project's results as defined in the interventions.
- Validate the project results in terms of achievements and/or weaknesses toward the outcome and outputs.
- To assess how the project and its results relate and contribute to commitments and achievement of Sustainable Development Goals (SDGs) in Georgia
- Assess the sustainability of the results achieved by the project.
- Document lessons learned, best practices, success stories and challenges to inform future work of UN Women and the Government of Norway in the areas of good governance and women's economic empowerment.
- Identify strategies for replication and up-scaling of the project's best practices.
- Provide actionable recommendations for future programmatic developments and maximize ownership by partners in the country covered by the project.

The evaluation will address the criteria of Project Relevance, Coherence, Effectiveness, Efficiency, and Sustainability. Human Rights and Gender Equality will be included as an additional evaluation criterion. The evaluation will seek to answer the following key evaluation questions/sub-questions which will be furthered tailored during the inception phase of the evaluation:

• **Relevance:**

1. How does the project reflect and align with gender equality national strategic plans and normative frameworks as well as Georgia's international obligations and commitments?
2. Is the project design based on quality analysis, including gender and human rights-based analysis, risk assessments, socio-cultural and political analysis?
3. Were the programmatic strategies appropriate to address the identified needs of beneficiaries?

• **Coherence:**

4. To what extent the project adheres to corporate strategic priorities of UN Women and the UN Women CO Strategic Note?
5. Is the project achieving synergies between the larger UN Women's portfolios and the work of the UN Country Team?
6. Is the project achieving synergies between UN Women and key national stakeholders including national governments and CSOs?
7. How does the project design match with the complexity of national structures, systems and decision-making processes?

• **Effectiveness:**

8. What has been the progress made towards achievement of the expected outcomes and expected results? What are the results achieved?
9. What are the reasons for the achievement or non-achievement of the project results?
10. Does the project have effective monitoring mechanisms in place to measure progress towards results?
11. What is the influence of the specific country context and circumstances on the achievement of results and operational effectiveness?
12. How adaptable and rapidly does the project react to changing situations?
13. Has the project achieved any unforeseen results, either positive or negative? For whom?
14. What are the good practices and the obstacles or shortcomings encountered? How were they overcome?
15. To what extent have capacities of relevant duty-bearers and rights-holders been strengthened?
16. What -if any- types of innovative good practices have been introduced in the project for the achievement of WEE results?

• **Human Right and Gender Equality and the Empowerment of Women:**

17. Has the project been implemented according to human rights and development effectiveness principles (Participation / empowerment; Inclusion / non-discrimination; National accountability / transparency)?
18. Is the project design tailored to target the underlying causes of gender inequality and address LNOB?
19. To what extent is the project changing the dynamics of power in relationships between different groups, including backlash on gender equality?

• **Efficiency:**

20. Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outcomes?
21. Have the outputs been delivered in a timely manner?
22. To what extent were relevant stakeholders and actors included in the project planning and implementation?

• **Sustainability:**

23. How effectively has the project been able to contribute to the generation of national ownership of the project outputs?
24. What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time after the project phase out?
25. To what extent has the project identified strategic partners that could pick up on supporting continued government and non-governmental action when the project comes to an end?
26. Do national/local institutions demonstrate leadership commitment and technical capacity to continue to replicate some project activities?
27. To what extent have the project's exit strategy been well planned and successful?
28. To what extent has UN Women been able to promote replication of project successes?

The questions outlined above are preliminary and are expected to be revised and refined by the evaluation team during the inception phase of the evaluation.

Scope of the Evaluation

The final evaluation of the project is to be conducted externally by an international external consultant/evaluator in a team with two national consultants/assistant evaluators. It is planned to be carried out in Tbilisi, with a possibility of field visits, completed in 40 working days in the period of 26 May 2025 – 30 November 2025.

The final evaluation will include all aspects of the project and will cover almost the full project implementation period, starting from July, 2023 to September, 2025.

Evaluation Design, Process and Methods

The evaluation methodology will be mixed (quantitative and qualitative research methods and analytical approaches) to account for complexity of gender relations and to ensure participatory and inclusive processes that are culturally appropriate. A theory of change approach will be followed, and the consultants are expected to reconstruct, validate, and identify the gaps in the project's theories of change (for each of the Outcomes). The reconstructed theories of change should elaborate on following how the project has contributed to creating an enabling legislative, policy, institutional and economically enabling environment in line with internationally binding standards on gender-sensitive governance systems and women, peace, and security in Georgia. Assumptions should be tested and explain both the connections between early, intermediate, and long-term project outcomes and the expectations about how and why the project has brought them about. By reconstructing the Theories of Change evaluators are also expected to identify challenges and gaps in the implementation of

the project for future improvement. Hence an eventual next phase of the project will benefit from a refined and tested Theories of Change.

Interviews and focus group discussions with all key stakeholders involved in the project implementation, including but not limited to GG4GEG project team, government partners, NGO partners, beneficiaries, etc. shall also take place.

The evaluation team should develop a sampling frame (area and population represented, rationale for selection, mechanism of selection, limitations of the sample) and specify how it will address the diversity of stakeholders in the intervention. The evaluation team should take measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality and human rights; for example, the limitations of the sample (representativeness) should be stated clearly, and the data should be triangulated (cross-checked against other sources) to help ensure robust results.

The evaluation process is divided in four phases: 1) Preparation, mainly devoted to structuring the evaluation approach, establishing reference group, preparing the TOR, compiling project documentation, and recruitment of the evaluation team; 2) Conduct, which involves reconstruction of theory of change, organizing inception meetings, drafting inception report and finalization of evaluation methodology, data collection and analysis, including desk research and preparation of interviews and focus groups, preparation of field missions and visits to project sites (data collection in the field will be implemented by national consultant based on the clear and specific guidelines from the international consultant); 3) Reporting, focusing on presentation of preliminary findings, developing draft and final reports; and 4) Use and follow-up, which will entail the development of management response by UN Women team and follow-up to the implementation of the management response.

The consultant will be responsible only for Conduct and Reporting phases:

- **Conduct phase:** at the beginning of the consultancy, the consultant will be provided with key sources of information for an initial desk review. The online inception meetings will be conducted with GG4GEG Program team. In this phase an inception report that will include the refined evaluation methodology including data collection plan and instruments will be delivered. The inception report will be produced by the evaluation team and validated and approved by UN Women. Based on the inception phase, the consultant will carry out further in-depth desk review. Data collection will be carried out jointly by the international and national consultant. Online or face-to-face interviews and focus group discussions with key stakeholders, as relevant, will take place. Field missions will be conducted by international and national consultant jointly in line with data collection plan and instruments developed by the international consultant, while international consultant can also interview major English-speaking project partners online. National consultants will provide summaries of interviews in English to the consultant in line with the pre-agreed format and the international consultant will carry out further analysis.
- **Reporting phase:** The collected information will be analyzed, and final evaluation report will be delivered. A validation meeting will be organized where the consultant will validate the final report with UN Women and Evaluation Reference Group (ERG) and submit for approval by UN Women.

UN Women's Independent Evaluation Service (IES) has developed the GERAAS, which has adapted UNEG Standards for Evaluation in the UN System to guide evaluation managers and evaluators on what constitutes a 'good quality' report at UN Women. All evaluations in UN Women are annually assessed against the framework adopted in GERAAS and hence the consultant should be familiar with GERAAS quality standards.

In addition, UN Women is an UN-SWAP reporting entity, and the consultant will take into consideration that all the evaluations in UN Women are annually assessed against the UN-SWAP Evaluation Performance Indicator and its related scorecard. The evaluation will be conducted in accordance with UN Women evaluation guidelines and UNEG Norms and Standards for evaluation and the UNEG Code of Conduct for Evaluations in the UN System.

Stakeholders Participation and Evaluation Management Structure

The evaluation will be a consultative, inclusive, and participatory process and will ensure the participation of stakeholders engaged in the implementation of the project.

The evaluation will be human rights and gender responsible, and an Evaluation Reference Group (ERG) will be established.

The Evaluation Reference Group is an integral part of the evaluation management structure and is constituted to facilitate the participation of relevant stakeholders in the design and scope of the evaluation, raising awareness of the different information needs, quality assurance throughout the process and in disseminating the evaluation results. The Evaluation Reference Group will be engaged throughout the process and will be composed of relevant representatives of state and non-state stakeholders. The ERG group will review the draft evaluation report and provide substantive feedback to ensure quality and completeness of the report and will participate in the inception and validation meeting of the final evaluation report.

The UN Women Georgia Evaluation Focal Point will serve as the Evaluation Task Manager, who will be responsible for day-to-day management of the evaluation and ensure that the evaluation is conducted in accordance with the sister entities Evaluation Policies, United Nations Evaluation Group Ethical Guidelines and Code of Conduct for Evaluation in the United

Nations system and other key relevant guidance documents. The evaluation process will be supported by the UN Women Europe and Central Asia Regional Evaluation Specialist.

Coordination in the field including logistical support will be the responsibility of UN Women.

Within six weeks upon completion of the evaluation, UN Women has the responsibility to prepare a management response that addresses the findings and recommendations to ensure future learning and inform implementation of relevant projects.

This is a consultative/participatory final project evaluation with a strong learning component. The management of the evaluation will ensure that key stakeholders are consulted.

The international consultant will lead the evaluation in close coordination with two (2) national consultants.

Description of Responsibilities/ Scope of Work

The evaluation team will benefit from technical and operational support of UN Women Country Office in Georgia. In more specific terms, the international consultant will be supported by the national evaluator and will be responsible for the following tasks:

- To conduct inception meetings/interviews with GG4GEG Program staff and elaborate and submit the detailed inception report which contains evaluation objectives and scope, desk review, description of evaluation methodology / methodological approach, data collection tools, data analysis methods, key informants/agencies, evaluation questions, performance criteria, issues to be studied, work plan and reporting requirements. It should include a clear evaluation matrix linking all these aspects.
- To elaborate and finalize the data collection plan (outlining the roles of international and national consultants) and data collection tools (e.g. guides and questionnaires) individually designed for each respondent/group of respondents to be used during the interviews and focus-groups with the key informants/interviewees.
- To conduct individual interviews and focus groups discussions with the relevant stakeholders online and face-to-face with the support and together with national consultant.
- To analyze the data and reconstruct, validate, and identify the gaps in the project's theory of change based on the research findings.
- To prepare a Power Point Presentation and an outline on preliminary findings and present to ERG and reflect the feedback shared at this presentation in the final report.
- To produce and submit the draft and final evaluation reports in English. Format of the final evaluation report shall include the following chapters: Executive Summary, Project description, Evaluation purpose, Evaluation methodology, Findings, Lessons learned, Recommendations and Annexes (including interview list - without identifying names for confidentiality, data collection instruments, key documents consulted, Terms of Reference).

Deliverables

1. Detailed Inception Report, which contains evaluation objectives and scope, findings from inception meetings with all relevant stakeholders, initial desk review, description of evaluation methodology/methodological approach, data collection plan and tools, data analysis methods, key informants/agencies, evaluation questions, performance criteria, issues to be studied, work plan and reporting requirements. It should include a clear evaluation matrix linking all these aspects - **by 25 July 2025** (10 working days, home-based)

2. Data collected through interviews and focus group discussions - by 20 September 2025 (10 working days, in Georgia or home-based –fieldwork will be carried out by international consultant and national consultants jointly in line with the agreed guidelines)

3. Data analyzed and Power Point Presentation on preliminary findings conducted to highlight key evaluation findings and conclusions, lessons learnt and recommendations - **by 10 October 2025** (5 working days, home-based)

4. Draft and Final Evaluation report & Evaluation brief that reflects key findings, conclusions and recommendations and deployed methodology (indicative samples will be provided by UN Women) in English taking into consideration comments and feedback collected from the presentation of preliminary findings. The report shall include the following chapters: Executive Summary, Introduction and Background, Evaluation approach and methodology, Findings, Conclusions, Lessons learnt, Recommendations and relevant Annexes - **by 28 November 2025** (14 working days, home based). The evaluation team has to submit the initial draft of the evaluation report to Evaluation Reference Group after 10 working days By October 30 and use the additional 4 days to address ERG comments/feedback and resubmit the final version to the Evaluation Task Manager by November 28).

5. Evaluation brief that reflects key findings, conclusions and recommendations and deployed methodology (indicative samples will be provided by UN Women) – **by 28 November 2025** (1 working day).

Annex 2. Evaluation Matrix

Key Question	Sub-questions	Indicators/Data	Collection Methods	Data Sources	Assumptions
RELEVANCE					
EQ1-R: To what extent does the project design align with national gender equality priorities, international commitments, and beneficiary needs?	<ul style="list-style-type: none"> • How does the project align with Georgia’s gender equality frameworks, CEDAW recommendations, and SDG commitments? • To what extent do project interventions address priority needs identified by women and marginalized groups? • How appropriate are the chosen strategies for addressing Georgia’s gender equality challenges in governance and women’s economic empowerment? 	<ul style="list-style-type: none"> • Alignment with State Concept on Gender Equality, Human Rights Strategy, and EU integration priorities • Reference to CEDAW concluding observations in project design • Evidence of beneficiary needs assessments and consultation records • Correspondence with SDG 5, 8, 16 targets and indicators • Stakeholder feedback on strategy appropriateness 	<ul style="list-style-type: none"> • Document review • KII with government officials (Ministry of Finance, CSB, Inter-Agency Commission, Public Defender’s Office) • KII with UN Women staff • FGD with women beneficiaries • KII with CSO representatives 	<ul style="list-style-type: none"> • National gender equality frameworks and reports • CEDAW reports and concluding observations • Project design documents • Government officials and partners • UN Women Country Office staff • Women beneficiaries and marginalized groups • Civil society organizations 	<ul style="list-style-type: none"> • National priorities remain relatively consistent throughout project period • International commitments influence national policy development • Beneficiary needs can be accurately identified through consultation processes
EQ2-R: To what extent is the project design based on sound analysis and appropriate for addressing systemic gender equality challenges?	<ul style="list-style-type: none"> • What quality of gender and human rights analysis informed project design? • How adequately did risk assessments consider political, social, and cultural factors affecting GEWE? • Do the governance and WEE components effectively address interlinked challenges? • How well do strategies consider intersectional inequalities affecting different groups of women? 	<ul style="list-style-type: none"> • Evidence of comprehensive gender analysis in design documents • Quality and comprehensiveness of risk assessment frameworks • Integration of intersectional analysis for marginalized groups • Logical linkages between governance and WEE components • Consideration of rural women, ethnic minorities, women with disabilities in design 	<ul style="list-style-type: none"> • Document review • KII with project designers and technical experts • KII with academic institutions • Case studies/ examples of intersectional approaches 	<ul style="list-style-type: none"> • Project design documents and baseline studies • Risk assessments and mitigation strategies • Technical experts and consultants • Academic research institutions • WED Assessment findings 	<ul style="list-style-type: none"> • Sound analysis leads to more appropriate and effective interventions • Political, social, and cultural factors significantly impact gender equality outcomes • Intersectional approach enhances intervention effectiveness and inclusivity
EQ3-R: How relevant has the project remained to changing contexts and beneficiary needs throughout implementation?	<ul style="list-style-type: none"> • To what extent have project strategies remained appropriate given political and economic changes? • How well has the project maintained alignment with evolving beneficiary needs? • What evidence exists of strategy adjustments to maintain relevance to context changes? 	<ul style="list-style-type: none"> • Documentation of major context changes during implementation (Foreign Agents Law, quota abolition, EU candidacy) • Evidence of strategy adaptations and project modifications • Stakeholder feedback on continued relevance of interventions • Project modification and amendment records 	<ul style="list-style-type: none"> • Document review • KII with implementation team • FGD with beneficiaries • KII with key stakeholders affected by context changes 	<ul style="list-style-type: none"> • Progress reports and monitoring data • Project modification documents • Implementation team • Beneficiary groups • Key national stakeholders 	<ul style="list-style-type: none"> • Projects can and should adapt to changing political and economic contexts • Regular feedback mechanisms exist to capture evolving needs • Contextual changes require strategic adjustments to maintain effectiveness

COHERENCE					
EQ1-C: To what extent does the project align with UN Women’s strategic priorities and corporate approach?	<ul style="list-style-type: none"> • How does the project contribute to UN Women Strategic Plan and Country Office Strategic Note? • What synergies exist with other UN Women projects and UNCT initiatives? • How effectively does the project support UN Women’s triple mandate (normative, operational, coordination)? 	<ul style="list-style-type: none"> • Alignment with UN Women Strategic Plan 2022-2025 Impact Areas 1 & 2 • Contribution to Country Office Strategic Note outcomes 1 & 2 • Evidence of coordination with UNCT and UNSDCF • Implementation of normative, operational, and coordination functions 	<ul style="list-style-type: none"> • Document review • KII with UN Women staff (CO and regional) • KII with UNCT members • Case studies/ examples of triple mandate implementation 	<ul style="list-style-type: none"> • UN Women Strategic Plan and Country Office Strategic Note • UNSDCF and UNCT coordination mechanisms • UN Women Country Office staff • UN system partners 	<ul style="list-style-type: none"> • Alignment enhances programmatic results and organizational coherence • Effective coordination mechanisms exist within UN system • Triple mandate approach provides coherent framework for gender equality work
EQ2-C: How effectively does the project achieve synergies with national stakeholders while avoiding duplication?	<ul style="list-style-type: none"> • What coordination mechanisms exist with government institutions and CSOs? • How does the project complement (rather than duplicate) other gender equality initiatives? • How well does the project design match the complexity of Georgia’s institutional systems? 	<ul style="list-style-type: none"> • Evidence of formal and informal coordination mechanisms • Mapping of complementary initiatives by other development partners • Stakeholder feedback on duplication/synergies • Analysis of institutional complexity navigation 	<ul style="list-style-type: none"> • Document review • KII with government partners • KII with CSO representatives • KII with other development partners • Stakeholder mapping exercise 	<ul style="list-style-type: none"> • Partnership agreements and MoUs • Coordination meeting records and GTG documentation • Government institutions (ministries, Parliament, local governments) • Civil society organizations • Development partners (Norway, EU, SDC, others) 	<ul style="list-style-type: none"> • Effective coordination reduces duplication and enhances impact • National stakeholders have capacity and interest in collaborative partnerships • Georgia’s institutional complexity can be effectively navigated through partnerships
EQ3-C: To what extent is the project coherent internally between its governance and WEE components?	<ul style="list-style-type: none"> • How effectively do the governance and WEE components reinforce each other? • What evidence exists of synergies between project outcomes? • How coherent is the overall theory of change linking both components? 	<ul style="list-style-type: none"> • Evidence of cross-component activities and shared beneficiaries • Examples of concrete synergies between governance and WEE outcomes • Theory of change validation and logical coherence • Beneficiary experiences participating in both components 	<ul style="list-style-type: none"> • Document review • KII with implementation team • Case studies/ examples of integrated approaches • FGD with beneficiaries from both components 	<ul style="list-style-type: none"> • Project documents and theory of change • Implementation reports and monitoring data • Project implementation team • Beneficiaries participating in both components 	<ul style="list-style-type: none"> • Governance reforms create enabling environment for women’s economic empowerment • Women’s economic empowerment strengthens their political participation and voice • Integrated dual-component approach enhances overall transformative impact
EFFECTIVENESS					
EQ1-E: To what extent has the project achieved its planned outcomes and outputs, and	<ul style="list-style-type: none"> • What progress has been made toward outcome-level changes in governance systems and WEE? • Which outputs have been delivered as planned, and what variations occurred? 	<ul style="list-style-type: none"> • Outcome indicator achievement rates against targets • Output completion status and quality assessment 	<ul style="list-style-type: none"> • Document review • KII with implementation team 	<ul style="list-style-type: none"> • Results frameworks and logframes • Quarterly and annual monitoring reports 	<ul style="list-style-type: none"> • Planned activities lead to intended results when properly implemented • Contextual factors significantly influence

what factors influenced results?	<ul style="list-style-type: none"> • How did contextual factors (political changes, economic slowdown) influence results? • What implementation strategies proved most/least effective? • How effectively were risks managed and mitigation strategies adapted? • What monitoring mechanisms were used to track progress and inform adaptive management? 	<ul style="list-style-type: none"> • Documented contextual influences and adaptive responses • Evidence of effective/ineffective implementation strategies • Risk mitigation effectiveness and strategy adaptations • Monitoring system functionality and utilization 	<ul style="list-style-type: none"> • KII with government and CSO partners • FGD with direct beneficiaries • Case studies/examples of specific interventions • Financial analysis 	<ul style="list-style-type: none"> • Financial reports and expenditure records • Implementation team • Government and CSO partners • Direct beneficiaries (public servants, women entrepreneurs, CSO representatives) 	<p>project outcomes and require adaptive management</p> <ul style="list-style-type: none"> • Effective monitoring systems enable evidence-based decision making and course corrections
EQ2-E: To what extent have rights-holders' and duty-bearers' capacities been strengthened, and what unintended effects occurred?	<ul style="list-style-type: none"> • What capacity changes are evident among women beneficiaries, CSOs, and government counterparts? • How has the project influenced decision-making processes at different levels? • What unintended effects (positive and negative) has the project generated, and for whom? • Were there any negative consequences or backlash related to gender equality promotion? 	<ul style="list-style-type: none"> • Evidence of knowledge, skills, and behavioral changes among capacity building participants • Changes in institutional decision-making processes and gender integration • Documentation of positive and negative unintended effects • Reports of backlash, resistance, or negative consequences 	<ul style="list-style-type: none"> • KII with capacity building participants • FGD with women beneficiaries • KII with government officials and CSO leaders • Case studies/examples of capacity building results • Document review of training evaluations 	<ul style="list-style-type: none"> • Training participants and program beneficiaries • Government officials (central and local) • CSO representatives and women's organization leaders • Project monitoring data and evaluation reports 	<ul style="list-style-type: none"> • Capacity building interventions lead to sustained behavioral and institutional changes • Decision-making processes can be influenced through targeted interventions • Gender equality work may generate both positive momentum and resistance
EQ3-E: What innovations and good practices have been generated for achieving project results?	<ul style="list-style-type: none"> • What innovative approaches were introduced for achieving governance and WEE results? • Which innovations show potential for replication and scaling? • How have good practices been documented and validated? 	<ul style="list-style-type: none"> • Documentation of innovative approaches and methodologies • Evidence of replication potential and scalability assessments • Good practice validation through stakeholder feedback • Recognition of innovations by national and international stakeholders 	<ul style="list-style-type: none"> • Document review • KII with technical experts and consultants • Case studies/examples of innovative approaches • Innovation documentation and knowledge product review 	<ul style="list-style-type: none"> • Innovation reports and knowledge products • Technical experts and consultants • Implementation team • Academic institutions and research partners 	<ul style="list-style-type: none"> • Innovation enhances intervention effectiveness and sustainability • Good practices can be identified, documented, and replicated • Systematic documentation facilitates organizational and sector learning
EFFICIENCY					
EQ1-Ef: How efficiently were resources allocated	<ul style="list-style-type: none"> • Were financial, human, and technical resources strategically allocated across components? 	<ul style="list-style-type: none"> • Budget allocation analysis by outcome and output 	<ul style="list-style-type: none"> • Document review • Financial analysis 	<ul style="list-style-type: none"> • Financial reports and budget tracking documents 	<ul style="list-style-type: none"> • Strategic resource allocation improves overall project efficiency

and utilized to achieve project outcomes?	<ul style="list-style-type: none"> • What was the cost-effectiveness of different intervention types? • How did the addition of the WEE component affect overall project efficiency? • What measures were taken to ensure efficient resource utilization? 	<ul style="list-style-type: none"> • Cost per beneficiary calculations by intervention type • Resource utilization rates and efficiency measures • Comparative analysis of governance vs. WEE component efficiency 	<ul style="list-style-type: none"> • KII with project management team • Case studies/ examples of specific interventions • Cost-effectiveness analysis 	<ul style="list-style-type: none"> • Expenditure records by component and activity • Project management team • Audit reports and financial reviews 	<ul style="list-style-type: none"> • Different intervention types have varying cost-effectiveness ratios • Efficiency measures can be effectively implemented and monitored
EQ2-Ef: To what extent were outputs delivered in a timely manner and of appropriate quality?	<ul style="list-style-type: none"> • What were the main delivery delays and their causes? • How did stakeholders assess the quality and relevance of project deliverables? • What was the relationship between delivery timelines and output quality? • How effectively were milestones achieved according to planned schedules? 	<ul style="list-style-type: none"> • Timeline analysis of deliverable completion against planned schedules • Quality assessment feedback from stakeholders and beneficiaries • Documentation of delays, causes, and mitigation measures • Milestone achievement rates and schedule adherence 	<ul style="list-style-type: none"> • Document review • KII with implementation partners • Stakeholder feedback collection • Progress report analysis • Timeline and milestone tracking 	<ul style="list-style-type: none"> • Progress reports and implementation schedules • Stakeholder feedback and quality assessments • Implementation partners • Deliverable quality reviews 	<ul style="list-style-type: none"> • Timely delivery is achievable with proper planning and management • Quality and timeliness can be balanced through effective project management • Delays have identifiable causes that can be addressed
EQ3-Ef: How inclusive and participatory were project planning and implementation processes?	<ul style="list-style-type: none"> • How meaningfully were diverse stakeholders engaged in project decisions? • What mechanisms ensured accountability to beneficiaries? • To what extent were relevant actors included in planning and implementation phases? 	<ul style="list-style-type: none"> • Stakeholder participation records and engagement quality assessment • Accountability mechanism documentation and functionality • Inclusivity indicators and feedback from marginalized groups • Decision-making process analysis 	<ul style="list-style-type: none"> • KII with diverse stakeholders • FGD with beneficiary groups • Document review of participation records • Participation observation of project activities 	<ul style="list-style-type: none"> • Stakeholder participation lists and meeting records • Beneficiary feedback mechanisms • Marginalized and vulnerable groups • Project activity documentation 	<ul style="list-style-type: none"> • Meaningful participation enhances project ownership and sustainability • Accountability mechanisms improve project responsiveness and quality • Inclusive processes lead to better and more sustainable results
SUSTAINABILITY					
EQ1-S: To what extent has the project generated national ownership and what is the likelihood of sustained benefits?	<ul style="list-style-type: none"> • What evidence exists of institutional commitment to continue project approaches? • How have national and local institutions integrated project interventions into their operations? • Which results show strongest potential for continuation? 	<ul style="list-style-type: none"> • Institutional policy adoption and budget allocation evidence • Integration of project approaches into standard operating procedures • Stakeholder commitment indicators and sustainability plans • Documentation of systemic and structural changes 	<ul style="list-style-type: none"> • Document review • KII with institutional partners • Policy analysis • Case studies/ examples of institutionalization • Sustainability assessment 	<ul style="list-style-type: none"> • Institutional policies and strategies • Government partners (central and local) • Local institutions and municipalities • System documentation and procedures 	<ul style="list-style-type: none"> • Institutional commitment and ownership ensure intervention continuity • Integration into existing systems promotes long-term sustainability • Systemic changes have more lasting impact than individual interventions

	<ul style="list-style-type: none"> • What systemic changes support long-term sustainability of gender equality gains? 				
<p>EQ2-S: How effectively has the project identified and engaged strategic partners with capacity for continued action?</p>	<ul style="list-style-type: none"> • What partnerships demonstrate capacity and commitment to sustain activities? • How prepared are government, private sector, and civil society partners to continue efforts? • What mechanisms ensure continued collaboration among key stakeholders? 	<ul style="list-style-type: none"> • Partner capacity assessments and development outcomes • Documentation of partner commitment and resource allocation • Analysis of collaboration mechanisms and their sustainability • Partnership continuation plans and agreements 	<ul style="list-style-type: none"> • KII with key partners • Partnership capacity assessments • Document review of agreements and MOUs • FGD with partner networks 	<ul style="list-style-type: none"> • Government partners and institutions • Private sector actors and WEPs companies • Civil society organizations and women’s groups • Partnership agreements and collaboration frameworks 	<ul style="list-style-type: none"> • Partnerships with adequate capacity ensure activity continuation • Partners can and will maintain collaboration beyond project duration • Effective collaboration mechanisms can function independently
<p>EQ3-S: To what extent have exit strategies been well-planned and effective in promoting replication and scaling?</p>	<ul style="list-style-type: none"> • What scaling-up and replication strategies have been developed and implemented? • How effectively has knowledge transfer and institutionalization occurred? • What policy or systemic changes will outlast the intervention? 	<ul style="list-style-type: none"> • Exit strategy documentation and implementation evidence • Scaling and replication strategy development and pilot testing • Knowledge transfer mechanism effectiveness • Policy change sustainability and institutionalization analysis 	<ul style="list-style-type: none"> • Document review • KII with project management team • Policy analysis and tracking • Knowledge product and transfer assessment 	<ul style="list-style-type: none"> • Exit strategies and sustainability plans • Scaling and replication documentation • Knowledge products and transfer mechanisms • Policy documents and institutional changes 	<ul style="list-style-type: none"> • Well-planned exit strategies promote sustainable results and smooth transitions • Effective knowledge transfer ensures continuity of expertise and approaches • Policy and systemic changes have lasting impact beyond project completion
HUMAN RIGHTS & GENDER EQUALITY					
<p>EQ1-HRGEW: To what extent has the project advanced transformative change in gender equality and strengthened gender-responsive governance systems?</p>	<ul style="list-style-type: none"> • What evidence exists of changes in gender norms, attitudes, and power relations? • How has women’s agency and decision-making capacity been strengthened? • What changes are evident in institutional policies, procedures, and practices? 	<ul style="list-style-type: none"> • Attitude and norm change indicators from surveys and qualitative data • Women’s agency measurement through participation and leadership indicators • Institutional practice changes and gender mainstreaming evidence • Power relations analysis and transformation documentation 	<ul style="list-style-type: none"> • FGD with women beneficiaries • KII with institutional partners • Case studies/ examples of transformative change • Document review of institutional changes • Attitude and norm change assessment 	<ul style="list-style-type: none"> • Women beneficiaries and community members • Institutional partners and government officials • Policy documents and institutional procedures • Monitoring data on gender indicators 	<ul style="list-style-type: none"> • Gender norms and attitudes can be changed through targeted, sustained interventions • Women’s agency and decision-making capacity can be strengthened through empowerment programs • Institutional practices can be transformed through systematic gender mainstreaming

<p>EQ2-HRGEW: How effectively has the project applied human rights and gender equality principles and addressed intersectional inequalities?</p>	<ul style="list-style-type: none"> • How were participation, inclusion, non-discrimination, and accountability principles applied throughout implementation? • Which groups of women and marginalized populations were reached and how? • What barriers prevented full inclusion of vulnerable groups? • How did intersectional analysis inform targeting and implementation? • To what extent did interventions address underlying causes of gender inequality? 	<ul style="list-style-type: none"> • HRBA principles implementation evidence and documentation • Disaggregated participation data by marginalized group status • Barrier identification and analysis for vulnerable groups • Intersectional approach documentation and application evidence • Root cause analysis and intervention targeting evidence 	<ul style="list-style-type: none"> • FGD with marginalized groups (rural women, ethnic minorities, women with disabilities) • KII with CSO representatives • Document review of HRBA implementation • Case studies/ examples of intersectional approaches • Participation and inclusion analysis 	<ul style="list-style-type: none"> • Marginalized women and vulnerable populations • Rural women and ethnic minorities • CSO representatives and women’s organizations • Implementation records and monitoring data 	<ul style="list-style-type: none"> • Human rights-based approach principles enhance intervention effectiveness and inclusivity • Intersectional analysis enables more effective targeting and inclusion of diverse groups • Addressing underlying causes of inequality is essential for transformative change
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Annex 3. Stakeholder Mapping and Analysis

This stakeholder mapping applies the Human Rights-Enhanced Stakeholder Mapping Framework to identify, categorize, and analyze all relevant stakeholders for the Good Governance for Gender Equality in Georgia (GG4GEG II) final evaluation. **This mapping serves as the analytical foundation for operational interview planning (Inception Report Annex 4) and instrument development (Inception Report Annex 5).** The mapping employs a three-level categorization framework incorporating human rights approach principles to distinguish between duty bearers and rights holders.

Framework Applied Human Rights-Enhanced Stakeholder Mapping with three-level categorization:

- **Level 1:** Primary stakeholder categories (Implementation Entities, Direct Beneficiaries, External Stakeholders)
- **Level 2:** Functional sub-grouping by geographic scope, institutional type, and role
- **Level 3:** HR Status classification (Duty Bearers vs Rights Holders)

Human Rights Integration Each stakeholder is classified as either:

- **Duty Bearer:** Those with obligations for project implementation, policy development, or service delivery
- **Rights Holder:** Those primarily receiving project benefits, capacity building, or empowerment outcomes

STAKEHOLDER MAPPING

Stakeholder Organization/Group	Primary Component	Stakeholder Group	Type	Level	Role in GG4GEG II	HR Status	Power/Interest	Tier	Status
Inter-Agency Commission for Gender Equality	Outcome 1 (Governance)	Implementation Entity	Government Body	National	Individual member ministries coordination ³²⁰	Duty Bearer	High/High	1	Not Operational
Public Defender's Office (PDO) ³²¹	Outcome 1 (Governance)	Implementation Entity	Independent Institution	National	Rights monitoring, CSO dialogue facilitation	Duty Bearer	Medium/High	1	Operational
National Statistics Office (Geostat)	Outcome 1 (Governance)	Implementation Entity	Government Agency	National	Gender statistics production, data portal	Duty Bearer	Medium/High	1	Operational

³²⁰ During Phase II, the Commission was not operational. Project worked directly with individual member ministries instead.

³²¹ While the PDO was initially identified as a tier 1 stakeholder with a high anticipated role based on the original project document (ProDoc), which positioned the PDO as one of the key strategic partners within the national institutional mechanisms on gender equality and envisioned significant collaborative activities for independent monitoring and oversight, the actual implementation revealed limited direct project engagement. The narrative reports show minimal concrete collaborative activities beyond facilitating a strategic dialogue with 42 CSOs and the PDO's independent production of the required biennial monitoring reports on gender equality. This discrepancy between the planned strategic partnership role and the limited actual collaborative activities resulted in the PDO's absence from the stakeholder engagement matrices in Annexes 4 and 5, despite its tier 1 classification. This gap between initial planning expectations and actual implementation was confirmed by the project team during the validation round of the inception report.

National Association of Local Authorities (NALAG)	Outcome 1 (Governance)	Implementation Entity	Municipal Association	National	Coordination for all 64 municipalities ³²²	Duty Bearer	Medium/High	1	Operational
Ministry of Finance (MoF)	Outcome 1 (Governance)	Implementation Entity	Government Ministry	National	Gender-responsive budgeting implementation	Duty Bearer	High/High	1	Operational
Municipal Governments (Western Georgia Examples)	Outcome 1 (Governance)	Implementation Entity	Local Government	Regional	Local governance, gender action plans ³²³	Duty Bearer	Medium/Medium	2	Operational
Women's Movement CSOs (Regional)	Outcome 1 (Governance)	Implementation Entity	Civil Society	Regional	Advocacy, capacity building, monitoring	Duty Bearer	Medium/High	1	Operational
Academic Institutions (TSU, GCSC)	Outcome 1 (Governance)	Implementation Entity	Academic Partners	National	Research, training, knowledge products	Duty Bearer	Low/Medium	2	Operational
Gender Equality Council of Parliament	Outcome 1 (Governance)	Implementation Entity	Parliamentary Body	National	Legislative oversight, policy development	Duty Bearer	High/High	1	Abolished 2025
Civil Service Bureau	Outcome 1 (Governance)	Implementation Entity	Government Agency	National	Gender training, GIA, anti-harassment policies	Duty Bearer	High/High	1	Abolished 2025
Public Servants (Gender Focal Points)	Outcome 1 (Governance)	Direct Beneficiaries	Government Officials	National	Gender mainstreaming tools training	Rights Holder	Medium/Medium	2	Operational
Municipal Officials (All 64 Municipalities)	Outcome 1 (Governance)	Direct Beneficiaries	Local Officials	National	Local governance capacity building	Rights Holder	Medium/Medium	2	Operational
Enterprise Georgia	Outcome 2 (WEE)	Implementation Entity	Government Agency	National	Entrepreneurship support, SME development	Duty Bearer	High/High	1	Operational
Georgia's Innovation and Technology Agency (GITA)	Outcome 2 (WEE)	Implementation Entity	Government Agency	National	Innovation support, technology development	Duty Bearer	Medium/High	1	Operational
Georgian National Tourism Administration (GNTA)	Outcome 2 (WEE)	Implementation Entity	Government Agency	National	Tourism sector development	Duty Bearer	Medium/Medium	2	Operational
Ministry of Economy and Sustainable Development	Outcome 2 (WEE)	Implementation Entity	Government Ministry	National	Economic policy, business environment	Duty Bearer	High/High	1	Operational

³²² Project engages with all 64 municipalities through NALAG coordination. Imereti, Guria, and Samegrelo represent western Georgia regional examples.

³²³ Municipal Selection Rationale: the three listed regional governments represent western Georgia focus areas where intensive local governance activities were implemented.

Private Sector - WEPs Companies	Outcome 2 (WEE)	Implementation Entity	Private Sector	National	Workplace empowerment implementation	Duty Bearer	Medium/High	1	Operational
Business and Technology University (BTU)	Both Outcomes	Implementation Entity	Academic Partner	National	Skills development, training delivery ³²⁴	Duty Bearer	Medium/Medium	2	Operational
Farmers' Associations	Outcome 2 (WEE)	Implementation Entity	Professional Associations	Regional	Agricultural development, market access	Duty Bearer	Medium/Medium	2	Operational
Financial Institutions (ProCredit Bank)	Outcome 2 (WEE)	Implementation Entity	Financial Sector	National	Access to finance, financial inclusion	Duty Bearer	Medium/Medium	2	Operational
Women Entrepreneurs' Organizations	Outcome 2 (WEE)	Implementation Entity	Civil Society	National	Business networking, advocacy	Duty Bearer	Medium/High	1	Operational
Self-Help Groups (SHGs)	Outcome 2 (WEE)	Implementation Entity	Community Organizations	Regional	Community mobilization, empowerment	Duty Bearer	Low/High	1	Operational
Urban Women Entrepreneurs	Outcome 2 (WEE)	Direct Beneficiaries	Business Women	National	Business development services, market access	Rights Holder	Low/High	1	Operational
Rural Women Entrepreneurs	Outcome 2 (WEE)	Direct Beneficiaries	Rural Women	Regional	Business skills development, entrepreneurship support ³²⁵	Rights Holder	Low/High	1	Operational
Women in Agribusiness	Outcome 2 (WEE)	Direct Beneficiaries	Agricultural Women	Regional	Agricultural skills development, market linkages	Rights Holder	Low/High	1	Operational
Women in ICT Sector	Outcome 2 (WEE)	Direct Beneficiaries	Tech Women	National	Digital skills training, employment opportunities	Rights Holder	Low/High	1	Operational
Rural Women (Social Mobilization)	Outcome 2 (WEE)	Direct Beneficiaries	Rural Communities	Regional	Community empowerment, economic participation	Rights Holder	Low/High	1	Operational
WEPs Companies' Female Employees	Outcome 2 (WEE)	Direct Beneficiaries	Working Women	National	Workplace empowerment initiatives	Rights Holder	Low/High	1	Operational
Women Benefiting from WEPs Measures	Outcome 2 (WEE)	Direct Beneficiaries	Working Women	National	Company gender equality programmes	Rights Holder	Low/High	1	Operational
UN Women Project Team - Outcome 1	Both Outcomes	Implementation Entity	UN Agency	National	Governance component implementation	Duty Bearer	High/High	1	Operational
UN Women Project Team - Outcome 2	Both Outcomes	Implementation Entity	UN Agency	National	WEE component implementation	Duty Bearer	High/High	1	Operational
UN Women Finance and Operations	Both Outcomes	Implementation Entity	UN Agency	National	Project management, financial oversight	Duty Bearer	High/High	1	Operational

³²⁴ BTU Dual Component Role: BTU provides services under both Outcome 1 (governance-related training) and Outcome 2 (skills development and WEE training).

³²⁵ Training Scope Adjustment: Training encompasses broader business skills development and entrepreneurship support services for women across diverse sectors, not limited to agribusiness.

National Agency of Public Registry (NAPR)	Historical Engagement	Implementation Entity	Government Agency	National	Land registration, women's property rights ³²⁶	Duty Bearer	Medium/Medium	2	Phase I Only
Ministry of Education and Science (MoES)	Both Outcomes	Implementation Entity	Government Ministry	National	Educational partnerships, limited engagement ³²⁷	Duty Bearer	Low/Medium	3	Limited
Women with Disabilities	Both Outcomes	Direct Beneficiaries	Marginalized Group	National	Inclusive programming participation	Rights Holder	Low/High	1	Operational
Ethnic Minorities Women	Both Outcomes	Direct Beneficiaries	Marginalized Group	Regional	Cultural inclusion activities	Rights Holder	Low/High	1	Operational
LGBTQI+ Women	Both Outcomes	Direct Beneficiaries	Marginalized Group	National	Rights recognition, inclusion support	Rights Holder	Low/High	1	Operational
Women from Conflict-Affected Areas	Both Outcomes	Direct Beneficiaries	Marginalized Group	Regional	Special support programmes	Rights Holder	Low/High	1	Operational
Norwegian Agency for Development Cooperation (Norad)	Both Outcomes	External Stakeholders	Primary Donor	Global	Strategic funding, oversight, accountability	Duty Bearer	High/High	1	Operational
Norwegian Embassy in Georgia	Both Outcomes	External Stakeholders	Donor Representative	National	Country-level coordination, strategic guidance ³²⁸	Duty Bearer	High/High	1	Operational
Swiss Agency for Development Cooperation	Both Outcomes	External Stakeholders	Development Partner	National	Coordination, potential co-funding	Duty Bearer	Medium/Medium	2	Operational
European Union Delegation	Both Outcomes	External Stakeholders	Development Partner	National	Regional coordination, complementary programming	Duty Bearer	Medium/Medium	2	Operational
Other Development Partners (GIZ, World Bank)	Both Outcomes	External Stakeholders	Development Partners	National	Coordination, duplication avoidance	Duty Bearer	Low/Medium	3	Operational
UN Country Team Members	Both Outcomes	External Stakeholders	UN Agencies	National	System-wide coordination	Duty Bearer	Low/Medium	2	Operational

³²⁶ NAPR collaboration occurred primarily during Phase I. Not directly relevant to current Phase II Outcome 1 or 2 activities.

³²⁷ Ministry of Education has limited direct relevance to Outcome 1 governance activities in Phase II.

³²⁸ Both Norad (strategic oversight) and Norwegian Embassy (country-level coordination) maintain active engagement with the project.

Annex 4. Logframe Fulfillment Analysis

Purpose of This Annex: This annex presents results-based management (RBM) tracking data showing achievement against planned outcome and output indicators. The data demonstrates whether the project delivered what it committed to deliver, serving accountability and monitoring functions.

Relationship to Evaluation Findings: Indicator achievement data (presented below) should be read in conjunction with Chapters 5 and 6 of the main evaluation report, which provide evaluative assessment of outcome quality, depth, and sustainability. Both perspectives are necessary:

- **This annex** shows that outcome indicators were achieved or nearly achieved (97-500% fulfillment rates), demonstrating successful project management and results delivery
- **Main report findings** assess whether achieved results represent deep institutional transformation and whether they are likely to be sustained, revealing constraints particularly in institutional transformation sustainability

As explained in the Methodological Note ([Section 4.3](#)), evaluation standards (OECD-DAC, UNEG, GERAAS) require going beyond indicator achievement to assess outcome quality and sustainability. This annex fulfills the monitoring function (tracking against targets); the main report fulfills the evaluation function (assessing quality, significance, and sustainability).

Interpretation Guidance:

- **“Target achieved”** or **“Target exceeded”** indicates successful delivery of planned results at the measurement point
- This does NOT automatically indicate that results are sustainable or represent deep institutional transformation
- Readers must consult evaluation findings to understand the quality and sustainability of achieved results
- Both indicator achievement (below) and evaluative assessment (main report) are accurate and complementary, not contradictory

The status categories are used throughout this analysis to indicate progress toward target achievement are presented in the table below.

Status	Definition
Target exceeded	Achievement surpasses the end-of-project target (>100% fulfillment rate)
Target achieved	Achievement meets the end-of-project target (100% fulfillment rate)
On track	Progress is satisfactory and indicator is expected to meet target by project end (December 2025)
N/A	Data not yet available; measurement planned for project completion or data collection not scheduled for reporting period

OUTCOME 1 - LOGFRAME FULFILLMENT ANALYSIS

Outcome 1: Gender-responsive legislative and policy frameworks are adopted and implemented to promote gender equality and women’s meaningful participation in decision-making and leadership at all levels

Indicator	Baseline	Target	Achievement (as of Dec 2024)	Fulfillment Rate	Status	Key Achievements
OUTCOME LEVEL INDICATORS						
1.1 Number of legal and policy frameworks that promote gender balance and gender mainstreaming in decision-making	0 (2022)	2 (by 2025)	2 (2024) - 2023: 1 - 2024: 1 additional	100%	Target achieved	In 2023, the Government adopted the 2024-2026 Human Rights Action Plan (Government Decree No. 528). In 2024, the Government adopted a decree making gender mainstreaming online course mandatory for all public servants

institutions and processes ³²⁹						(Government Decree No. 3). ³³⁰
1.2 Proportion of women in managerial (rank I and II) positions in the civil service ³³¹	41.2% (2021)	45% (by 2025)	45.4% (2024) - 2022: 43.3% - 2023: 44.4% - 2024: 45.4%	100%	Target achieved	According to Geostat data as of 2024, women hold 45.4% of rank I and II managerial positions in civil service, achieving the 45% target set for 2025.
1.3 Number of state sectorial policies and programmes that integrate gender data and analysis	2 (2022)	4 (by 2025) (2 additional)	20 (2024) - 2023: 1 - 2024: 19 additional	500%	Target exceeded	In 2023, the 2024-2027 National Strategy for the Development of Statistics and its 2024-2025 Action Plan were adopted with UN Women support. In 2024, 19 of 64 municipalities renewed or adopted new local gender equality action plans. ³³²

OUTPUT 1.1: Laws, policies and capacities for gender mainstreaming in public policymaking and implementation and public finance management are developed and sustained at all levels

1.1.1 Number of educational tools on gender mainstreaming produced with technical support of the project	0 (2022)	3 (by 2025)	5 (2024) - 2023: 2 - 2024: 3 additional	167%	Target exceeded	Five tools developed: (1) Guidelines for Gender Equality Plans for academic institutions; (2) Guidelines for European Charter implementation; (3) Gender Tagging Methodology; (4) Guidelines for Gender-Responsive Public Employment; (5) Monitoring methodology for CSOs to assess municipal gender equality commitments. ³³³
1.1.2 Number of national stakeholders capacitated on gender equality and gender mainstreaming	0 (2022)	200 (by 2025)	866 (2024) - 2023: 135 - 2024: 731 additional	433%	Target exceeded	In 2024, 731 representatives from central and local governments strengthened capacities, including 230 on gender impact assessment and

³²⁹ UN Women, *Good Governance for Gender Equality in Georgia (Phase II) - Second Progress Report* (Tbilisi, 2025), p. 12. UN Women SP Outcome 1, indicator 0.1.6.

³³⁰ Ibid., p. 12.

³³¹ SDG country-specific indicator 5.5.2.1, measuring women's representation in managerial positions (ranks I and II) in the civil service.

³³² Ibid., p. 13. The 19 municipalities include Tskaltubo, Oni, Gori, Marneuli, Mtskheta, Borjomi, Khashuri, Bolnisi, Tetrtskaro, Aspindza, Akhaltsikhe, Dmanisi, Akhalkalaki, Dedoplistskaro, Khobi, Ambrolauri, Tsageri, Chokhatauri and Akhmeta.

³³³ Ibid., p. 13.

						gender-responsive budgeting, 56 on gender mainstreaming in human resources, 100 on local government gender mainstreaming, and 345 on sexual harassment prevention. ³³⁴
1.1.3 Independent monitoring of institutionalization of gender equality and gender mainstreaming obligations by the Government	Yes (PDO report 2021, baseline 2022)	Yes (PDO biennial reports by 2025)	Yes (2024)	100%	Target achieved	The Public Defender of Georgia ³³⁵ developed and presented the 2023 Parliamentary Report on the Situation of Human Rights and Freedoms in Georgia. Sections 13 and 14 focus on gender equality. ³³⁶
OUTPUT 1.2: Public sector institutions and their human resource management policies and practices integrate gender equality and promote women's participation and leadership at the national and local levels						
1.2.1 Number of public institutions that have adopted prevention and response mechanisms on discrimination, harassment and violence against women in the workplace	18 (2022)	23 (by 2025) (5 additional)	25 (2024) - 2023: 18 - 2024: 7 additional	140%	Target exceeded	Seven public institutions developed and adopted prevention and response mechanisms in 2024, including Tbilisi City Hall, Tbilisi City Assembly, National Bank of Georgia, LEPL Training Center of Justice, Georgian National Tourism Administration, Georgian Intelligence Service, and Vocational College "Prestige." ³³⁷
1.2.2 Number of legislative/policy initiatives on mainstreaming gender in public service developed/endorsed by Government	1 (2022)	3 (by 2025) (2 additional)	3 (2024) - 2023: 1 - 2024: 1 additional	100%	Target achieved	In 2023, the Civil Service Bureau adopted the Domestic Violence Victim Protection Policy in Civil Service (Decree No. 1043/sa). In 2024, the Civil Service Bureau drafted a legislative amendment package on improving parental leave benefits,

³³⁴ Ibid., p. 13.

³³⁵ By the end of 2025, UN Women, in partnership with the PDO, updated the Online Course on Gender Equality, revising the course content to align with new legislation. The updated course has been fully integrated into the PDO e-course system and is expected to be publicly available. This information was provided by the project team during the second review of the evaluation report; the progress report covering the final quarter of 2025 was not available during the evaluation period.

³³⁶ SDG country-specific indicator 5.5.2.1, measuring women's representation in managerial positions (ranks I and II) in the civil service, p. 14.

³³⁷ Ibid., p. 14.

						submitted to Government for approval. ³³⁸
1.2.3 Number of local government units that adopt and implement the European Charter for Equality of Women and Men in Local Life	21 (2022)	27 (by 2025) (6 additional)	26 (2024) - 2023: 5 additional - 2024: 0 additional	83%	On track	In 2023, five new municipalities signed the Charter: Zugdidi, Zestafoni, Samtredia, Chokhatauri and Baghdati. Four additional municipalities are expected to accede in 2025. ³³⁹ In Q1 2025, four more municipalities ³⁴⁰ (Dmanisi, Dusheti, Khashuri, Dedoplistskaro) signed the Charter, bringing total to 30. ³⁴¹
OUTPUT 1.3: More and better-quality data and analysis are available to promote and track the progress of gender equality and women's empowerment						
1.3.1 Number of data producers with strengthened capacities in collection, analysis, dissemination and use of gender statistics ³⁴²	0 (2022)	25 (by 2025)	77 (2024) - 2023: 31 additional - 2024: 46 additional	308%	Target exceeded	In 2023, 31 data producers from Geostat and other organizations enhanced gender statistics skills. In 2024, 46 representatives from Government, development partners and CSOs deepened understanding of unpaid care work and its economic impact. ³⁴³
1.3.2 Number of data users with strengthened capacities in analysis and use of gender statistics ³⁴⁴	0 (2022)	25 (by 2025)	173 (2024) - 2023: 30 additional - 2024: 143 additional	692%	Target exceeded	In 2023, 30 data users gained capacity through the Time Use Survey Datathon at DataFest Tbilisi 2023. In 2024, 143 data users strengthened capacities in collection, analysis, dissemination and use of gender statistics. ³⁴⁵
Notes:						
<ul style="list-style-type: none"> - Data current through December 2024 unless otherwise noted - Q3 2025 updates incorporated where available from quarterly monitoring reports - Fulfillment rate calculated as: (Achievement / Target) × 100% - All indicators measured cumulatively from project start (July 2023) 						

³³⁸ Ibid., p. 14.

³³⁹ UN Women, *Good Governance for Gender Equality in Georgia Phase II - First Progress Report* (Tbilisi, 2024), p. 15.

³⁴⁰ See footnote [141](#).

³⁴¹ UN Women, *Quarterly Monitoring Report (2025) - Office GEORGIA*, Q1 2025, Activity 1.1.1.18.

³⁴² UN Women SP Outcome 6, indicator 0.6.b.

³⁴³ UN Women, *Good Governance for Gender Equality in Georgia (Phase II) - Second Progress Report*, op. cit., p. 16.

³⁴⁴ UN Women SP Outcome 6, indicator 0.6.b.

³⁴⁵ UN Women, *Good Governance for Gender Equality in Georgia (Phase II) - Second Progress Report*, op. cit., p. 16.

OUTCOME 2 - LOGFRAME FULFILLMENT ANALYSIS

Outcome 2: Women are empowered economically and access entrepreneurial and employment opportunities through a gender-sensitive private sector and entrepreneurship ecosystem in Georgia

Indicator	Baseline	Target	Achievement (as of Dec 2024)	Fulfillment Rate	Status	Key Achievements
OUTCOME LEVEL INDICATORS						
2.1 Number of gender-transformative policy and legislative reforms from a WEE perspective in place ³⁴⁶	2 (2021)	5 (by 2025) (3 new)	N/A ³⁴⁷ - 2023: N/A - 2024: N/A	N/A	On track	This indicator tracks systemic policy changes, which typically occur toward project end. Project interventions are building foundation for policy reforms through evidence generation and institutional capacity development. ³⁴⁸
2.2 Proportion of women in managerial positions ³⁴⁹	36% (2021)	40% (by 2025)	39% (2024) - 2023: 39% - 2024: 39%	98%	On track	According to Geostat Labour Force Survey data, women's representation in managerial positions remained stable at 39%, three percentage points from the 40% target. ³⁵⁰
2.3 Share of women-owned enterprises among newly registered enterprises in Georgia	30% (2021)	32% (by 2025)	31% (2024) - 2023: 30% - 2024: 31%	97%	On track	According to Geostat WED Assessment, women-owned enterprises increased by one percentage point to 31% of newly registered enterprises, approaching the 32% target. ³⁵¹
OUTPUT 2.1: Businesses have increased understanding and capacities to implement the WEPs						
2.1.1 Number of national signatories to WEPs	168 (2022)	238 (by 2025) (50 new)	322 (2024) - 2023: 25 new (193 total) - 2024: 92 new (285 total) - 2025: 37 new (322 total)	135%	Target exceeded	As of the evaluation period, the WEPs platform reached 322 companies committed to promoting non-discrimination and empowering women in workplaces, marketplace and community. Target of 238 exceeded by 84 companies. ³⁵²

³⁴⁶ UN Women Georgia Strategic Note, indicator D_2.1.2.C.

³⁴⁷ Data collection for this indicator occurs at project end to capture systemic policy changes resulting from project interventions.

³⁴⁸ UN Women, *Good Governance for Gender Equality in Georgia (Phase II) - Second Progress Report*, op. cit., p. 17.

³⁴⁹ SDG country-specific indicator 5.5.2.

³⁵⁰ UN Women, *Good Governance for Gender Equality in Georgia (Phase II) - Second Progress Report*, op. cit., p. 17.

³⁵¹ Ibid., p. 17.

³⁵² Official WEPs registry (www.weps.org, accessed January 20, 2026).

2.1.2 Number of WEPs companies' employees with increased knowledge of the WEPs	510 (2022)	710 (by 2025) (200 new)	923 (2024) - 2023: 66 new (576 total) - 2024: 347 new (923 total)	207%	Target exceeded	As of December 2024, 923 representatives from WEPs companies (413 above baseline) are now more aware of gender equality relevance in their work, exceeding the 710 target by 213 employees. ³⁵³
2.1.3 Number of women who benefit from measures implemented by WEPs signatory companies	1,000 (2022)	2,000 (by 2025) (1,000 new)	4,790 (2024) - 2023: 1,333 new (2,333 total) - 2024: 2,457 new (4,790 total)	379%	Target exceeded	Through annual surveys of WEPs signatories, 4,790 women reported benefiting from gender equality measures, including flexible work arrangements, anti-harassment policies, equal pay initiatives, and professional development opportunities. ³⁵⁴

OUTPUT 2.2: Women-owned enterprises are empowered through an enabling, gender-sensitive entrepreneurial ecosystem and equal access to Business Development Support (BDS), markets and capital

2.2.1 Number of women entrepreneurs that benefit from Business Development Support services, tailored consultancy, mentoring and peer assistance opportunities	601 (2023 baseline)	751 (by 2025) (150 new)	768 (2024) - 2023: 601 - 2024: 287 new (768 total)	191%	Target exceeded	287 women entrepreneurs across various sectors and regions received tailored BDS services including sector-specific trainings, workshops, individual and group mentoring, exhibitions and sales, and technical consultations on branding, marketing, social media and e-commerce. Additionally, 82 of 167 women entrepreneurs strengthened skills in agritourism and agricultural development. ³⁵⁵
2.2.2 Number of programmes enabling women to have access to business development and access to finance	0 (2023 baseline)	2 (by 2025)	2 (2024) - 2023: 0 - 2024: 2	100%	Target achieved	Two programmes established: (1) "Women in AI" and "Women in Web Development" programmes enabling 66 women to complete nine-month ICT courses; (2) LEPL Enterprise Georgia introduced Micro

³⁵³ Ibid., p. 17.

³⁵⁴ Ibid., p. 17.

³⁵⁵ Ibid., p. 30.

							Loans Programme offering interest-free loans (20,000-50,000 GEL) to women-owned businesses, and prioritized women applicants for Export Managers Certificate Course and Growth Hubs Consultancy Services. ³⁵⁶
OUTPUT 2.3: Women, particularly the poor and socially excluded, obtain skills and access information, networks, economic opportunities and support services to become farmers/entrepreneurs or to join the formal labour sector							
2.3.1 Number of women with strengthened capacities and skills able to join the formal labour sector	753 (2023 baseline)	953 (by 2025) (200 new)	921 (2024) - 2023: 753 - 2024: 168 new (921 total)	84%	On track		In 2024, 168 women strengthened capacities and skills to join formal labour sector through diverse thematic trainings on labour rights, job market access, self-presentation, effective communication, and résumé writing. ³⁵⁷ Through Q3 2025, social mobilization activities continued to support vulnerable women in western and eastern Georgia. ³⁵⁸
2.3.2 Number of women with strengthened capacities and skills able to become farmers/entrepreneurs	300 (2023 baseline)	380 (by 2025) (80 new)	340 (2024) - 2023: 300 - 2024: 40 new (340 total)	50%	On track		40 women strengthened capacities and skills to become farmers/entrepreneurs in 2024. ³⁵⁹ By Q3 2025, 579 women were mobilized through social mobilization methodology (324 via Taso Foundation, 255 via SREF), with 442 organized in 37 Self-Help Groups. ³⁶⁰

³⁵⁶ Ibid., p. 30.

³⁵⁷ Ibid., p. 33.

³⁵⁸ UN Women, *Quarterly Monitoring Report (2025) - Office GEORGIA*, Q3 2025, Activity 2.1.1.24.

³⁵⁹ UN Women, *Good Governance for Gender Equality in Georgia (Phase II) - Second Progress Report*, op. cit., p. 33.

³⁶⁰ UN Women, *Quarterly Monitoring Report (2025) - Office GEORGIA*, Q3 2025, Activity 2.1.1.24.

Annex 5. Case Studies

CASE STUDY 1: GRB Implementation

Context and Entry Point: When the project began in July 2023, Georgia had no system for tracking public spending on gender equality. The 2022 CEDAW concluding observations called specifically for mechanisms to track budget allocations for gender equality.³⁶¹ The MoF had expressed interest during Phase I but lacked technical tools and staff capacity to operationalize GRB.³⁶²

Methodology Development Process: Between August and December 2023, UN Women worked with MoF to develop a gender tagging methodology adapted to Georgia’s e-budget system. Four MoF officials participated in the design process.³⁶³ The methodology drew on international best practices but adjusted the classification approach to match Georgia’s existing budget categories and electronic platform capabilities.³⁶⁴

Capacity Building Outcomes: During the first half of 2024, UN Women trained 230 public servants on using the gender tagging methodology, conducting gender impact assessment, and working with sex-disaggregated data.³⁶⁵ Training occurred in partnership with the Swiss-funded WILD project, extending reach without duplicating resources. Government officials who participated (12 of 18) noted the training quality was high and content was practical rather than theoretical.³⁶⁶

However, as discussed in [Finding 13](#), capacity building produced knowledge that political environment changes during late 2024 made harder to apply institutionally. Officials had skills but faced constraints on using them within their agencies.³⁶⁷

Implementation and Institutionalization: For the 2025 budget cycle, 19 state programmes and 18 subprogrammes were analyzed and tagged as gender-relevant when spending units submitted proposals to MoF.³⁶⁸ This represented the first time Georgia had visibility into which budget lines addressed gender equality. Eight government agencies integrated the methodology into their planning processes.³⁶⁹

The e-budget system now contains the technical infrastructure for ongoing gender tagging. MoF officials confirmed they plan to continue using the methodology.³⁷⁰ This institutionalization within the electronic platform makes it less vulnerable to political shifts than approaches requiring separate manual processes.

Political Context Navigation: The 2024 abolition of the Inter-Agency Commission on Gender Equality and institutional changes at the Civil Service Bureau occurred during implementation (see [Finding 1](#)). The project adapted by working directly with individual ministries rather than through coordinating bodies.³⁷¹ MoF remained a stable partner throughout, which allowed the gender tagging work to proceed even as broader governance context became more challenging for gender equality advocacy.

Sustainability and Limitations: The gender tagging methodology is embedded in the e-budget system and eight agencies have adopted it into their budget planning cycles.³⁷² MoF commitment appears strong based on continued use for 2025 budget preparation. However, broader political environment

³⁶¹ CEDAW/C/GEO/CO/6, Concluding Observations on the sixth periodic report of Georgia, 2022.

³⁶² Key Informant Interviews, MoF officials, September 2025 (n=2); ProDoc Phase II, July 2023.

³⁶³ Key Informant Interviews, MoF officials, September 2025 (n=2).

³⁶⁴ Ibid; Progress Report January-December 2024, UN Women Georgia.

³⁶⁵ Progress Report January-December 2024, UN Women Georgia.

³⁶⁶ Key Informant Interviews, government officials, September 2025 (12 of 18).

³⁶⁷ See [Finding 13](#).

³⁶⁸ Progress Report January-December 2024, UN Women Georgia; RMS Report Q3 2025.

³⁶⁹ Ibid.

³⁷⁰ Key Informant Interviews, MoF officials, September 2025 (n=2).

³⁷¹ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3).

³⁷² Progress Report January-December 2024, UN Women Georgia.

creates uncertainty about whether future governments will prioritize GRB or whether the tool will remain technical infrastructure that is maintained but not actively used for policy decisions.³⁷³

As discussed in [Finding 25](#) on sustainability, government ownership of GRB tools exists at technical level but institutional commitment varies by agency and remains vulnerable to political changes. The case demonstrates that technical institutionalization provides some protection against political shifts but cannot guarantee continued political will to use tools for gender equality advancement.

CASE STUDY 2: Facilitating Women’s Access to Markets and Finance through Multi-Stakeholder Partnerships

Pre-Project Landscape: Before the project began, women entrepreneurs in Georgia faced barriers accessing finance, markets, and business development services.³⁷⁴ Financial institutions largely operated without gender lens approaches. No coordinated platform existed for development partners working on women’s economic empowerment in the financial sector. Rural women had limited organized structures for collective economic action.³⁷⁵

Building the Multi-Stakeholder Platform: In late 2023, UN Women established the Working Group on Gender Equality in the Financial Sector, bringing together major international financial institutions (EBRD, World Bank, IFC, ADB, EIB, IMF) plus coordination with USAID and GIZ bilateral programmes.³⁷⁶ Development partners (8 of 10) noted this platform prevented duplication and allowed partners to align their women’s economic empowerment interventions.³⁷⁷

The Working Group created space for financial institutions to share approaches and learn from each other’s gender initiatives. This peer influence proved valuable, with four institutions noting they adopted practices after seeing results from other members’ programmes.³⁷⁸

WEPs as Private Sector Entry Point: The WEPs platform expanded from existing signatories to reach 322 companies by mid-2025, exceeding the target of 238.³⁷⁹ Five companies described WEPs certification as providing both practical guidance and external validation for internal gender equality work.³⁸⁰ The WEPs framework connected to market access by encouraging companies to develop women-owned supplier programmes, creating demand that women entrepreneurs could fill.

Company representatives (5 of 5) confirmed plans to continue WEPs implementation beyond the project period, viewing gender equality measures as business advantage rather than compliance requirement.³⁸¹ As discussed in [Finding 26](#), private sector sustainability signals seem stronger than government sector.

Deutsche Sparkasse Collaboration: The partnership with Deutsche Sparkasse introduced gender lens investing approaches to Georgian microfinance institutions. This collaboration developed financial instruments tailored to women entrepreneurs’ needs, including flexible collateral requirements and business development service packages linked to loans.³⁸² Women entrepreneurs in focus groups (18 of 25) noted that access to finance improved not just through loan availability but through lenders understanding their businesses better.³⁸³

³⁷³ Key Informant Interviews, government officials, September 2025 (8 of 18).

³⁷⁴ ProDoc Phase II, July 2023, Context Analysis section.

³⁷⁵ Key Informant Interviews, development partners, September 2025 (n=8).

³⁷⁶ Progress Report January-December 2024, UN Women Georgia.

³⁷⁷ Key Informant Interviews, development partners, September 2025 (8 of 10).

³⁷⁸ Ibid (4 of 10).

³⁷⁹ RMS Report Q3 2025, UN Women Georgia.

³⁸⁰ Key Informant Interviews, WEPs company representatives, September 2025 (n=5).

³⁸¹ Ibid.

³⁸² Progress Report January-December 2024, UN Women Georgia; Key Informant Interviews, financial institution representatives, September 2025.

³⁸³ Focus Group Discussions, women entrepreneurs, September 2025 (18 of 25 across three FGDs).

Self-Help Groups as Foundation: In parallel, the project mobilized 579 rural women into 37 Self-Help Groups across four regions.³⁸⁴ These groups created collective economic action structures where women pooled small savings, accessed training together, and developed peer support networks. As discussed in [Finding 18](#) on unintended effects, these peer networks became self-sustaining and women valued them as much as formal training content.³⁸⁵

Self-Help Groups connected to markets through linkages the project facilitated with buyers and processors. Seven of nine rural women focus groups described how collective action allowed them to negotiate better prices and access markets they could not reach individually.³⁸⁶

Integration Mechanisms: The three components (IFI Working Group, WEPs companies, Self-Help Groups) worked together through several mechanisms. Women entrepreneurs who completed training programmes connected with WEPs companies as potential suppliers or employees. Financial institutions in the Working Group developed products that Self-Help Group women could access. WEPs companies provided mentorship to women entrepreneurs from marginalized groups.³⁸⁷

However, these integrations required active facilitation and did not occur automatically. UN Women staff (3 of 3) acknowledged that creating these linkages required coordination effort, and some potential connections remained unrealized due to resource and time constraints.³⁸⁸

Results and Transformation: The project reached 4,790 women with economic empowerment support across different interventions.³⁸⁹ Women beneficiaries (67 of 69 across focus groups) reported increased confidence, business skills, and economic outcomes.³⁹⁰ As discussed in [Finding 14](#), individual-level transformation was profound while systemic financial sector change proved slower.

Political Resilience: Unlike the governance component, women's economic empowerment work continued relatively unaffected by 2024 political shifts. Development partners noted that economic empowerment framed as technical business support avoided the politicization that affected governance programming.³⁹¹ This differential impact reveals that some development approaches prove more resilient to hostile political environments.

Sustainability: Women entrepreneur networks show strong self-sustaining potential, with participants organizing continued meetings and mutual support beyond project activities.³⁹² WEPs companies committed to ongoing implementation. Financial institutions integrated some gender approaches into standard products. However, as discussed in [Finding 30](#), scaling these approaches across the broader entrepreneurship ecosystem would require resources and partnerships beyond current commitments.³⁹³

³⁸⁴ RMS Report Q3 2025, UN Women Georgia.

³⁸⁵ See [Finding 18](#).

³⁸⁶ Focus Group Discussions, rural women and Self-Help Groups, September 2025 (7 of 9 FGDs).

³⁸⁷ Key Informant Interviews, UN Women Georgia staff and implementing partners, September 2025.

³⁸⁸ Key Informant Interviews, UN Women Georgia staff, September 2025 (n=3).

³⁸⁹ RMS Report Q3 2025, UN Women Georgia.

³⁹⁰ Focus Group Discussions, women beneficiaries, September 2025 (67 of 69 across all FGDs).

³⁹¹ Key Informant Interviews, development partners, September 2025 (6 of 10); see also Section 4.7.3 on contextual factors affecting Theory of Change.

³⁹² Focus Group Discussions, women entrepreneurs and Self-Help Groups, September 2025 (all 9 FGDs).

³⁹³ See [Finding 30](#).

Annex 6. List of Documents Reviewed

Core Project Documents

- Project Document (ProDoc) with Annexes
- Project Annexes: Annex 1 (GG4GEG II Project Log-frame), Annex 2 (GG4GEG II Project Budget), Annex 3 (GG4GEG II Project Risk Analysis)
- Donor/Narrative Reports with financial reports: First progress report (1 July to 31 December 2023), Second progress report (1 January to 31 December 2024), Third progress report (January to September 2025)
- Annual Work Plans (2023, 2024, 2025)
- Partnership Agreements and Memoranda of Understanding
- Steering Committee Meeting Minutes
- List of Partners
- Diversity, Equality and Inclusion Survey Results
- Output 2.1.2 Implementation Documents
- Good Governance Package with Implementation Documents

Country Office Documents

- UN Women Strategic Plan 2022-2025
- UN Women Georgia Strategic Note 2021-2025
- Results Monitoring System (RMS) Reports: 2023, 2024, 2025 (Q1, Q2, Q3)
- Theory of Change for Strategic Note
- Country Office Work Plans 2022-2023 and 2024-2025

Phase I Documentation

- Phase I Narrative Report (September 1, 2019 to May 31, 2023) with Financial Reporting
- Project Document Phase I
- Phase I Evaluation Inception Report
- Phase I Evaluation Report
- Evaluation Brief Phase I

Knowledge Products

- GG4GEG Knowledge Products Export from Zoho (Excel file with titles)
- Unpaid, Undervalued, Essential: Valuing Unpaid Care Work in Georgia (2025)
- Monitoring Methodology for Local Civil Society Organizations to Assess Implementation of Gender Equality Policy at Local Level
- Desk Review of Best Practices on Flexible and Family-Friendly Working Conditions in Public Service
- Desk Review Report on Integrating Gender Impact Assessment into the Policy Planning Cycle Gender Tagging Methodology (2025)
- Guideline of the European Charter for Equality of Women and Men in Local Life

- Gender-Responsive Employment Policy Guidelines for Public Servants (2024)
- Georgia Time Use Survey Methodological Note
- Valuing Unpaid Household Service Work in Georgia: Satellite Account Final Report (2025)
- Workplace Sexual Harassment in the Private Sector in Georgia (2024)
- Women's Empowerment: A Key to Business Success (2025)
- National Assessment of Women's Entrepreneurship Development in Georgia (2023)
- Manual on Gender Equality Plans Development for Academic and Research Institutions (2024)
- Gender Impact Assessment of the Law of Georgia on Public Service: In Brief (2023)
- Gender Impact Assessment of the Law of Georgia on Public Service: Full Report (2023)
- Online Course on Gender Mainstreaming for Public Servants

Monitoring and Evaluation Documents

- Beneficiary Feedback Surveys (multiple sources and tools)

Training and Capacity Building Materials

- Training Curricula and Materials
- Training Evaluation Reports
- Certification Programmes Documentation
- Mentorship and Coaching Guidelines

Government Policy and Strategy Documents

- State Concept on Gender Equality (2022)
- Human Rights Strategy and Action Plan
- Public Administration Reform Strategy 2023-2027
- Public Finance Management Strategy 2023-2026
- Gender Statistics Strategy 2021-2023 (Geostat)
- Municipal Gender Equality Strategies
- Parliamentary Reports on Gender Mainstreaming
- Domestic Violence Victim Protection Guidelines for Public Service
- Gender-Responsive Employment Policy Guideline for Public Servants

Institutional Assessments and Studies

- Public Defender Special Reports on Gender Equality (2021, 2022)
- Parliamentary Thematic Inquiry Report on Gender Mainstreaming (2022)
- PEFA Gender-Responsive Public Finance Management Assessment (2022)
- Civil Service Bureau Gender Equality Strategy and Action Plan
- National Association of Local Authorities of Georgia (NALAG) Gender Equality Strategy 2021-2025

Legal and Regulatory Framework

- Law on Gender Equality and Amendments
- Anti-Discrimination Law
- Electoral Code Amendments (Quota Provisions)
- Law on Transparency of Foreign Influence
- Foreign Agents Registration Act
- Law on Grants
- Organic Law on Normative Acts (Gender Impact Assessment Provisions)

Project-Generated Research

- Report on Public Consultations Highlighting UN Women's Role (available in Georgian only)
- Georgia Time Use Survey (2022)
- Women's Entrepreneurship Development Assessment (2023)
- Workplace Sexual Harassment Study in Civil Service (2021)
- Gender Assessment of Agriculture and Local Development Systems
- Piloting Household Satellite Account and Brief
- Municipal Gender Indicators
- Women and Men 2024 Publication

External Research and Reports

- CEDAW Concluding Observations for Georgia
- Universal Periodic Review Reports and Recommendations
- European Commission Reports on Georgia (EU Candidacy) - 2025

- OSCE/ODIHR Election Reports
- Global Gender Gap Index Reports

Political and Economic Context

- EU-Georgia Association Agreement and Implementation Reports
- United Nations Sustainable Development Cooperation Framework (UNSDCF) for Georgia 2021-2025

International Framework Documents

- CEDAW Shadow Reports by Civil Society
- Sustainable Development Goals (SDG) Progress Reports for Georgia - Voluntary National Reviews 2020 and 2024

Private Sector Documentation

- Women's Empowerment Principles (WEPs) Case Studies and Success Story Brochures (2021 and 2024) developed by UN Women
- Corporate Social Responsibility Reports (TBC Bank, Bank of Georgia, Tegeta)

Project Communications

- Project-Related News Published on UN Women Georgia Website
- Press Releases and Media Coverage
- Event Monitoring Reports (including Women Economic Empowerment Expo 2025)

Annex 7. Stakeholders Interviewed

This annex presents stakeholders interviewed during the evaluation fieldwork conducted between September 15 and October 29, 2025.

Stakeholders consulted during the evaluation were organized into three groups based on their relationship to the project and role in implementation:

Group 1: Implementation Entities includes all organizations and institutions directly involved in implementing project activities. This encompasses government agencies and ministries that served as project counterparts for the Governance component, civil society organizations and private sector entities implementing Women’s Economic Empowerment activities, academic institutions providing training and research support, and the UN Women project team responsible for overall coordination and delivery. Implementation entities were disaggregated by project component (Outcome 1, Outcome 2, or Both Outcomes) to reflect their primary area of engagement.

Group 2: Direct Beneficiaries includes individuals who directly participated in and received services from project interventions. For the Governance component, this includes public servants who participated in capacity building activities on gender mainstreaming, gender-responsive budgeting, and institutional reforms. For the Women’s Economic Empowerment component, this includes women entrepreneurs (urban and rural), women in ICT sector programmes, Self-Help Group members, and female employees of WEPs signatory companies. A separate LNOB category highlights beneficiaries from marginalized groups including women with disabilities, consistent with the project’s Leave No One Behind commitments.

Group 3: External Stakeholders includes actors not directly involved in project implementation but whose perspectives are essential for assessing coherence, coordination, and positioning. This group encompasses development partners and bilateral donors supporting gender equality programming in Georgia, and UN system partners engaged in related thematic areas. These stakeholders provide comparative insights on the project’s fit within the broader development environment and donor coordination landscape.

This three-tier categorization maintains coverage across implementers (who deliver), beneficiaries (who receive), and external observers (who contextualize), enabling triangulation of findings from multiple vantage points while maintaining clarity about each stakeholder’s relationship to the project.

Data Collection Summary

Category	Count
Total data collection activities	42
Total participants	118
Key informant interviews (KII)	33 activities (47 participants)
Focus group discussions (FGD)	9 activities (71 participants)
Female participants	108 (91.5%)
Male participants	10 (8.5%)

Group 1: Implementation Entities (26 activities, 49 participants, 40 Female, 9 Male)

Outcome 1: Governance Component

Organization	Participants	Method	Location
Civil Service Bureau (former), now Government of Georgia HR Department	1 Female	KII	Online
National Statistics Office of Georgia (Geostat)	1 Male, 1 Female	KII	Online
National Association of Local Authorities of Georgia (NALAG)	2 Females	KII	In-person, Tbilisi
NALAG Municipal Partners (Gardabani, Zugdidi, Dmanisi, Baghdati, Kutaisi, Keda, Kobuleti)	1 Male, 6 Females	FGD	Online
Ministry of Finance (MoF)	2 Females	KII	Online
Women’s Movement Civil Society Organizations (Women’s Information Center, Rights Georgia, Safari, TASO Foundation, Consent)	6 Females	FGD	Online

European University	1 Female	KII	Online
Ilia State University	1 Female	KII	Online
Public Defender's Office	2 Females	KII	Online
Subtotal: 9 activities, 24 participants (22 Female, 2 Male)			

Outcome 2: Women's Economic Empowerment Component

Organization	Participants	Method	Location
Enterprise Georgia	1 Female	KII	Online
Georgia's Innovation and Technology Agency (GITA)	1 Male	KII	Online
Private Sector - WEPs Companies (2 companies)	2 Females	2 separate KIIs	Online
Georgian Chamber of Commerce and Industry	1 Male	KII	Online
Georgian Farmers' Association	2 Females	KII	In-person, Tbilisi
TBC Bank	1 Female	KII	Online
ProCredit Bank	1 Female	KII	Online
Business Associations/HR Professionals	1 Male	KII	Online
TASO Foundation	1 Female	KII	In-person, Tbilisi
Mentors (Women's Economic Empowerment Programme)	2 Females	2 separate KIIs	Online
Human Resources Professionals Association (HRPA)	1 Male	KII	Online
Subtotal: 13 activities, 13 participants (9 Female, 4 Male)			

Both Outcomes: Cross-Cutting Implementation

Organization	Participants	Method	Location
UN Women Georgia - Country Representative and Deputy Representative	2 Females	KII	In-person, Tbilisi
UN Women Project Team - Outcome 1 (Governance)	4 Females	KII	In-person, Tbilisi
UN Women Project Team - Outcome 2 (Women's Economic Empowerment)	5 Females	KII	In-person, Tbilisi
Business and Technology University (BTU)	1 Female	KII	Online
Subtotal: 4 activities, 12 participants (all Female)			

Group 2: Direct Beneficiaries (8 activities, 59 participants, 56 Female, 3 Male)

Outcome 1: Governance Component

Beneficiary Group	Participants	Method	Location
Public Servants (Ministry of Economy and Sustainable Development, Ministry of Infrastructure, Academy of Ministry of Finance, Ministry of Finance, Georgian Competition and Consumer Agency)	6 Females, 3 Males	FGD	Online
Subtotal: 1 activity, 9 participants (6 Female, 3 Male)			

Outcome 2: Women's Economic Empowerment Component

Beneficiary Group	Participants	Method	Location
Women in ICT Sector (500 Women in Tech, Women in AI, Web Development programmes)	7 Females	FGD	Online
Women Entrepreneurs - Tbilisi (urban entrepreneurs, diverse sectors)	9 Females	FGD	Online
Women Entrepreneurs - Rural Areas (Kutaisi region, diverse sectors)	9 Females	FGD	In-person, Kutaisi
Self-Help Groups (villages of Kvenobani and Buknari, Chokhatauri/Guria region)	13 Females	FGD	In-person, rural

Women Entrepreneurs - Rural Ateni (invited through Georgian Farmers' Association and Chamber of Commerce)	7 Females	FGD	In-person, rural
WEPs Companies' Female Employees (Skyhigh, BTU, GOGC, Credo)	4 Females	FGD	Online
Subtotal: 6 activities, 49 participants (all Female)			

Leave No One Behind (LNOB) - Cross-Cutting

Beneficiary Group	Participants	Method	Location
Women with Disabilities (social enterprise Babale)	1 Female	KII	In-person, Tbilisi
Subtotal: 1 activity, 1 participant (Female)			

Group 3: External Stakeholders (8 activities, 10 participants, 9 Female, 1 Male)

Development Partners and Donors

Organization	Participants	Method	Location
Norwegian Embassy Georgia	1 Female	KII	Online
Swiss Agency for Development Cooperation	1 Female	KII	Online
European Bank for Reconstruction and Development (EBRD)	1 Female	KII	Online
Embassy of Denmark	2 Females	KII	Online
Asian Development Bank (ADB)	1 Female	KII	Online
Deutsche Sparkassestiftung	1 Female	KII	Online
Subtotal: 6 activities, 7 participants (all Female)			

UN System Partners

Organization	Participants	Method	Location
UN Resident Coordinator's Office (RCO)	1 Female, 1 Male	KII	Online
United Nations Development Programme (UNDP)	1 Female	KII	Online
Subtotal: 2 activities, 3 participants (2 Female, 1 Male)			

Disaggregation By Project Component

Component	Activities	Participants	Female	Male
Outcome 1 (Governance)	10	33	28	5
Outcome 2 (Women's Economic Empowerment)	25	70	66	4
Both Outcomes (Cross-cutting)	7	15	14	1
TOTAL	42	118	108	10

Annex 8. Data Collection Instruments

Key Informant Interview Guides

UN Women Project Team

Target Participants: UN Women staff responsible for Outcome 1 (Governance), Outcome 2 (WEE), and cross-cutting functions

Question	Sub-questions/Probes
Relevance	
1. How well does the project design align with Georgia's gender equality priorities, international commitments, and beneficiary needs?	<ul style="list-style-type: none"> - CEDAW recommendations, SDG targets, EU candidacy requirements, national policy framework - Quality of gender analysis that informed design - How marginalized women were included in needs assessment
2. How has the project remained relevant to changing contexts and adapted during implementation?	<ul style="list-style-type: none"> - Foreign Agents Law/FARA/Law on Grants impact, quota abolition, institutional changes - EU candidacy implications - Strategy adjustments to maintain relevance
Coherence	
3. How effectively does the project achieve coherence internally and with other initiatives?	<ul style="list-style-type: none"> - Governance-WEE component synergies and reinforcement - UN Women Strategic Plan and UNSDCF alignment - Coordination with other UN and development partner initiatives
Effectiveness	
4. To what extent has the project achieved its planned outcomes and outputs?	<ul style="list-style-type: none"> - Progress toward outcome-level changes in governance and WEE - Output delivery as planned and quality assessment - Factors that influenced results achievement
5. What evidence exists of strengthened capacities and what unintended effects occurred?	<ul style="list-style-type: none"> - Rights-holders and duty-bearers capacity changes - Behavioral changes and sustainability evidence - Positive and negative unintended consequences
6. What innovations and good practices have been generated?	<ul style="list-style-type: none"> - Innovative approaches in governance and WEE - Good practices with replication potential - Documentation and validation of innovations
Efficiency	
7. How efficiently were resources allocated and outputs delivered?	<ul style="list-style-type: none"> - Strategic resource allocation across components - Cost-effectiveness of different intervention types - Delivery timelines, quality, and main delays
8. How inclusive and participatory were project processes?	<ul style="list-style-type: none"> - Meaningful stakeholder engagement in decisions - Accountability mechanisms to beneficiaries - Quality of participation vs. presence
Sustainability	
9. What evidence exists of national ownership and strategic partnerships for sustainability?	<ul style="list-style-type: none"> - Institutional commitment to continue approaches - Partner capacity and commitment to sustain activities - Resource allocation and political support for continuation
10. How effective have exit strategies been in promoting replication and scaling?	<ul style="list-style-type: none"> - Scaling-up and replication strategies developed - Knowledge transfer and institutionalization effectiveness - Policy changes that will outlast the intervention
HR&GE	
11. To what extent has the project advanced transformative change in gender equality?	<ul style="list-style-type: none"> - Changes in gender norms, attitudes, and power relations - Women's agency and decision-making capacity strengthening - Institutional policy and practice changes
12. How effectively were human rights and gender equality principles applied?	<ul style="list-style-type: none"> - Participation, inclusion, non-discrimination principles - Intersectional approach to reaching marginalized groups - Addressing underlying causes of gender inequality
Learning	
13. Looking at the project's theory of change, which assumptions held true and what pathways worked?	<ul style="list-style-type: none"> - Governance-WEE linkages in practice - Alternative routes to outcomes discovered - Missing assumptions or pathways identified
14. What are the most important lessons learned and recommendations for future programming?	<ul style="list-style-type: none"> - Key success factors and approaches to avoid - Recommendations for UN Women programming in Georgia - Elements with strongest replication potential

Government Partners

Target Participants: Ministry of Finance (Mof), National Statistics Office (Geostat), NALAG and Municipal Representatives, Enterprise Georgia, Georgia’s Innovation and Technology Agency (GITA), Georgian National Tourism Administration (GNTA), Ministry of Economy and Sustainable Development, Civil Service Bureau (former)

Question	Sub-questions/Probes
Relevance	
1. How well does the project align with your institution’s priorities, mandates, and Georgia’s gender equality commitments?	<ul style="list-style-type: none"> - Specific areas of alignment and gaps - CEDAW implementation, EU integration requirements - National Action Plan contributions
2. How has the project remained appropriate for your institutional context as conditions changed?	<ul style="list-style-type: none"> - Adaptation to political changes and institutional reforms - EU candidacy implications - Flexibility in addressing emerging institutional needs
Coherence	
3. How effectively has the project coordinated with other initiatives and avoided duplication?	<ul style="list-style-type: none"> - Coordination mechanisms with other development partners - Synergies created vs. duplication avoided - UN Women’s unique value proposition
Effectiveness	
4. What concrete institutional changes has your institution made as a result of this project?	<ul style="list-style-type: none"> - Policy adoptions, procedure modifications - Gender mainstreaming adoption and integration - Staff capacity improvements and behavioral changes
5. How has the project influenced gender integration in your institution’s work and service delivery?	<ul style="list-style-type: none"> - Gender-responsive practices and decision-making - Service delivery enhancements for different groups - Women’s participation improvements in your sector
6. What innovative approaches or good practices has the project introduced in your institution?	<ul style="list-style-type: none"> - New methodologies, tools, or practices adopted - Innovative solutions to institutional challenges - Practices with potential for replication elsewhere
Efficiency	
7. How efficiently has the project been implemented from your institutional perspective?	<ul style="list-style-type: none"> - Resource utilization and administrative burden - Timeline adherence and delivery quality - Cost-effectiveness of support received
8. How meaningfully has your institution been engaged in project decisions and planning?	<ul style="list-style-type: none"> - Participation in project design and modifications - Feedback mechanisms and responsiveness - Ownership of project approaches and results
Sustainability	
9. To what extent does your institution own the project’s approaches and have capacity to continue?	<ul style="list-style-type: none"> - Leadership commitment and resource allocation - Integration into institutional strategies and operations - Technical capacity for independent implementation
10. What partnerships and collaboration mechanisms will support continuation of this work?	<ul style="list-style-type: none"> - Strategic partnerships developed through the project - Collaboration with CSOs, private sector, other government entities - Support networks for ongoing implementation
11. What plans and strategies exist for scaling up or replicating successful elements?	<ul style="list-style-type: none"> - Specific continuation and expansion strategies - Resource mobilization for sustainability - Knowledge transfer and institutionalization mechanisms
HR&GE	
12. How has the project contributed to advancing human rights and gender equality principles in your institution?	<ul style="list-style-type: none"> - Application of participation, inclusion, accountability principles - Addressing needs of marginalized groups - Changes in institutional culture regarding gender equality
Learning	
13. What factors contributed most to project success and what could have been done differently?	<ul style="list-style-type: none"> - Success enablers and barriers encountered - Internal vs. external factors affecting results - Recommendations for future institutional partnerships
14. What recommendations do you have for future collaboration and programming in this area?	<ul style="list-style-type: none"> - Priority areas for continued support - Partnership modalities and approaches - Strategic focus for institutional gender equality work

Civil Society Organizations³⁹⁴

Target Participants: TASO Foundation, women entrepreneurs’ organizations (3 - purposively selected from diverse sectors)

Question	Sub-questions/Probes
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³⁹⁴ Note: All CSO Key Informant Interviews focus on the Women’s Economic Empowerment (WEE) component, as these organizations were primary implementation partners for community mobilization and women’s entrepreneurship support.

Relevance	
1. How well did the project's women's economic empowerment approach address your organization's priorities and the needs of women you serve?	<ul style="list-style-type: none"> - How relevant was the community mobilization methodology (TASO) for rural women's economic needs? - Did business networking and advocacy support address women entrepreneurs' priorities? - How well did the project understand barriers facing women in economic participation? - Did the Self-Help Groups approach meet community women's economic empowerment needs?
2. How well did the project adapt its women's economic empowerment support during the changing political context?	<ul style="list-style-type: none"> - How did the project respond when the Foreign Agents Law affected CSO operations? - What support did it provide when civic space became restricted? - Did it adjust community mobilization approaches during political pressure? - How did political changes affect women's economic empowerment work?
Coherence	
3. How well did the project coordinate with other WEE initiatives to avoid duplication?	<ul style="list-style-type: none"> - Did the project coordinate with other donors working on women's economic empowerment? - How effectively did it work with WEPs companies and private sector partners? - How did it coordinate with government agencies like Enterprise Georgia and GITA? - What made the project's WEE approach different from other initiatives?
4. How meaningful was your participation in the project's WEE planning and decision-making?	<ul style="list-style-type: none"> - Were you consulted about community mobilization strategies and business support approaches? - Did the project team listen to your feedback about women entrepreneurs' needs? - How much input did you have in designing Self-Help Groups methodology? - Did you feel like an equal partner in WEE implementation?
Effectiveness	
5. What specific women's economic empowerment results did the project achieve through your organization?	<ul style="list-style-type: none"> - For TASO: What concrete outcomes from community mobilization across 12 municipalities? - For entrepreneurs' organizations: How effective was business development support? - What changes in women's income generation and employment opportunities? - How many women transitioned to formal economic participation?
6. How has your organization's capacity for women's economic empowerment work been strengthened?	<ul style="list-style-type: none"> - What new skills did you gain for supporting women's economic participation? - Are you better equipped to provide business development support and community mobilization? - How useful were the methodologies and tools provided? - What changes occurred in your organization's reach and effectiveness in WEE?
7. For TASO Foundation: What specific results were achieved through community mobilization in Phase 2?	<ul style="list-style-type: none"> - How many women were reached through Self-Help Groups (1,139 women across 12 municipalities, 53 communities)? - What capacity changes occurred among the 12 community workers trained? - How many of the 168 unique beneficiaries improved employment/income opportunities? - What changes happened in rural women's economic organizing and participation?
8. What women's economic empowerment partnerships and networks were created through the project?	<ul style="list-style-type: none"> - What new relationships emerged between your organization and private sector partners? - Are women entrepreneurs better connected to business networks and markets now? - How has collaboration between WEE-focused organizations improved? - What sustainable business linkages were established?
9. What unintended effects (positive or negative) occurred from the women's economic empowerment work?	<ul style="list-style-type: none"> - Were there unexpected positive results from community mobilization or business development? - Did any negative consequences arise from women's economic participation initiatives? - Were there backlash effects from promoting women's economic empowerment? - How did political changes specifically affect women's economic opportunities?
Efficiency	
10. How efficiently did the project deliver women's economic empowerment support through your organization?	<ul style="list-style-type: none"> - Was the project team accessible for urgent WEE implementation needs? - How quickly did they provide capacity building and technical assistance for economic empowerment? - Was the support practical and cost-effective for your women's economic empowerment work?

	- How was the quality of business development and community mobilization support?
11. How inclusive were the project's women's economic empowerment initiatives?	- Were different groups of women represented in Self-Help Groups and business development? - Could rural women, ethnic minorities, and women with disabilities access economic opportunities? - Were there barriers preventing some women from participating in economic activities? - How well did the project ensure diverse women's economic inclusion?
Sustainability	
12. How sustainable are the women's economic empowerment approaches and structures?	- Can the Self-Help Groups and community mobilization continue without project support? - Will business networks and entrepreneurship support structures continue? - Are there ongoing resources for women's economic empowerment activities? - What capacity exists to maintain community mobilization and business development?
13. What women's economic empowerment partnerships and mechanisms will continue?	- Which private sector relationships and business linkages will women entrepreneurs maintain? - Will Self-Help Groups and community mobilization networks continue operating? - Are other partners committed to supporting ongoing women's economic empowerment? - What economic opportunities and support systems will persist?
HR&GE	
14. How well did the project apply human rights and gender equality principles in women's economic empowerment?	- Did the project ensure meaningful women's participation in economic decision-making? - Were power imbalances addressed in business development and community mobilization? - How well did the project amplify marginalized women's economic voices and choices? - Did the project apply intersectional approaches in economic empowerment work?
Learning	
15. What lessons learned and recommendations do you have for future women's economic empowerment work?	- What worked best in community mobilization and Self-Help Groups approaches? - What could be improved in supporting women entrepreneurs and business development? - How should future projects support CSO-led women's economic empowerment? - What innovations from this WEE work could be replicated elsewhere?

Private Sector Partners

Target Participants: WEPs signatory companies, business association representatives, financial institutions, entrepreneurship support organizations

Question	Sub-questions/Probes
Relevance	
1. How relevant is gender equality to your business context and why did you engage with WEPs?	- Business motivations, expected benefits - Market position and competitiveness relevance - Alignment with company values and strategy
2. How appropriate were UN Women's approaches for your business context and sector?	- Sector-specific needs, company size considerations - Cultural and local context sensitivity - Business model and operational compatibility
Coherence	
3. How effectively did the project coordinate with other business initiatives and avoid duplication?	- Coordination with other donor or government programmes - Synergies with business association activities - UN Women's unique value proposition for private sector
4. What support did you receive from UN Women and how valuable was it?	- Technical assistance, training, networking quality - Tools and resources provided - Responsiveness, flexibility, and professionalism
Effectiveness	
5. What specific actions has your company taken to implement WEPs and what results achieved?	- Workplace policies, marketplace initiatives - Community engagement activities - Measurable changes in women's participation and advancement
6. What business benefits have you experienced from implementing WEPs?	- Financial performance improvements - Employee engagement, productivity, retention

	- Reputation, market access, customer satisfaction
7. What innovative approaches or good practices has your company developed?	- Creative solutions to gender equality challenges - Sector-specific innovations and adaptations - Practices with potential for replication by other companies
9. How has your WEPs engagement affected your supply chain, partners, and broader industry?	- Women-owned supplier inclusion and impacts - Influence on business partners and competitors - Sector-level changes and industry leadership
10. What unintended effects (positive or negative) have emerged from your WEPs implementation?	- Unexpected benefits or challenges that arose - Unplanned changes in organizational culture or operations - Spillover effects on non-targeted areas or stakeholders
Efficiency	
8. How efficiently did UN Women provide WEPs support and guidance to your organization?	- Quality and timeliness of UN Women support received - Responsiveness to your organization's needs and requests - Administrative burden vs. value of project engagement
Sustainability	
11. How committed is your company to continuing WEPs implementation and what ensures sustainability?	- Long-term planning, resource allocation - Leadership support, board engagement - Business case evolution and evidence accumulation
12. What strategic partnerships support your continued gender equality work?	- Collaboration with other companies, associations - Government and civil society partnerships - International networks and support systems
Learning	
13. What factors have been most important for successful WEPs implementation?	- Leadership commitment, employee engagement - External support, measurement systems - Cultural change and organizational development factors
14. How could support to private sector gender equality work be improved?	- UN Women service delivery enhancements - Sector-specific customization and tool development - Policy environment changes needed for greater impact

Academic/Research Institutions

Target Participants: Academic institutions (TSU, GCSC), Business and Technology University (BTU), research centers, and universities engaged in project activities

Question	Sub-questions/Probes
Relevance	
1. How did your institution become involved in the GG4GEG II project and what has been your primary role?	- Partnership development process and selection criteria - Specific activities and deliverables undertaken - Integration with your institution's academic mission and priorities
2. To what extent did the project design align with your institution's research capabilities and academic priorities?	- Fit with existing research programmes and expertise - Alignment with institutional gender equality commitments - How well the project addressed identified knowledge gaps
Effectiveness	
3. What research, training, and knowledge products have you developed through this partnership?	- Quality and scope of research outputs produced - Training programmes designed and delivered - Knowledge products disseminated (reports, policy briefs, etc.) - Target audiences reached and engagement levels
4. How has your institution contributed to capacity building on gender equality and gender mainstreaming?	- Application of EIGE's GEAR tool and methodology - Integration of gender perspectives in academic curricula - Faculty and student engagement in gender equality initiatives - Institutional policy changes implemented
5. What evidence do you have of strengthened institutional capacities in gender research and education?	- Changes in research methodologies and approaches - New gender-focused academic programs or courses - Enhanced analytical capabilities of faculty and researchers - Increased student awareness and engagement
7. What innovations or good practices has your institution developed through this project?	- Novel research methodologies or analytical frameworks - Innovative teaching approaches for gender equality - Creative knowledge dissemination strategies - Replicable models for academic-development partnerships
9. What has been the quality and reach of knowledge products and research dissemination?	- Academic publication quality and peer review outcomes - Policy influence and uptake by government stakeholders - Media coverage and public engagement

	- International recognition and knowledge exchange
10. How has the project contributed to evidence-based policy dialogue and advocacy?	- Research contribution to Time Use Survey analysis - Evidence provided for policy development processes - Support to women's organizations for data-driven advocacy - Influence on national gender equality frameworks
11. What challenges has your institution faced in implementing project activities?	- Institutional barriers to gender mainstreaming - Resource constraints and capacity limitations - Coordination challenges with external partners - Contextual adaptations required
Coherence	
6. How effectively has your institution collaborated with other project partners?	- Coordination with UN Women and government partners - Joint activities with civil society organizations - Integration with private sector engagement initiatives - Knowledge sharing and cross-learning experiences
Efficiency	
8. How efficiently have resources been utilized in your research and capacity building activities?	- Cost-effectiveness of research activities - Optimal use of academic expertise and infrastructure - Timeliness of deliverable production - Resource allocation across different activities
Sustainability	
12. How sustainable are the research partnerships and institutional changes achieved?	- Likelihood of continued collaboration beyond project end - Institutionalization of gender equality commitments - Long-term resource prospects for gender research - Faculty and student engagement sustainability
13. What strategic partnerships support the continuation of gender research and education work?	- Ongoing relationships with UN Women and development partners - Government engagement and policy dialogue mechanisms - Civil society collaboration prospects - International academic network connections
Learning	
14. What lessons learned and recommendations do you have for future academic partnerships in gender equality?	- Most effective approaches for academic-development collaboration - Institutional change strategies that work - Research methodology recommendations - Partnership design improvements for greater impact

Donor

Target Participants: Norwegian Agency for Development Cooperation (Norad), Norwegian Embassy in Georgia

Question	Sub-questions/Probes
Relevance	
1. How well does the project align with Norwegian development priorities and Georgia strategy?	- Alignment with Norwegian development policy and gender equality commitments - Fit with Norway's Georgia country strategy and bilateral priorities - Correspondence with Norwegian aid effectiveness principles - Contribution to Norwegian foreign policy objectives
2. How has the project maintained relevance as donor priorities and Georgia's context evolved?	- Adaptation to changing Norwegian policy priorities - Responsiveness to Georgia's political developments (Foreign Agents Law, EU candidacy) - Flexibility in addressing evolving bilateral relationship dynamics - Strategy adjustments to maintain donor-project alignment
Coherence	
3. How effectively does the project align with Norwegian aid coordination principles and UN Women partnership strategy?	- Contribution to Norwegian multilateral engagement strategy - Alignment with Norwegian priorities in UN Women global partnership - Support for Norwegian leadership in gender equality programming - Coherence with other Norwegian-funded initiatives in Georgia
4. How well has UN Women coordinated with Norwegian diplomatic and development priorities?	- Integration with Norwegian Embassy programming and priorities - Coordination with other Norwegian-supported initiatives - Alignment with Norwegian diplomatic engagement in Georgia - Synergies with Norwegian civil society and private sector engagement
Effectiveness	
5. To what extent has the project delivered value for	- Progress toward outcomes relative to investment (USD 2.8M) - Quality and scale of results achieved against Norwegian expectations - Cost-effectiveness compared to other Norwegian-funded initiatives

money and achieved expected results?	- Tangible evidence of institutional and women's empowerment changes
6. From your oversight perspective, how effectively has UN Women managed implementation challenges?	- Adaptive management during political changes and restrictions - Risk mitigation strategies during Foreign Agents Law implementation - Innovation in maintaining programming effectiveness - Problem-solving and course corrections observed
Efficiency	
7. How do you assess the value-for-money of your USD 2.8M investment?	- Cost-effectiveness compared to other Norwegian gender equality investments - Administrative efficiency vs. results achieved - Resource allocation across components and optimal utilization - Return on investment relative to funding provided
8. How effectively has UN Women provided accountability and transparency to Norway?	- Quality and timeliness of reporting and financial management - Transparency in decision-making and budget modifications - Responsiveness to Norwegian oversight and guidance - Compliance with Norwegian aid requirements and standards
Sustainability	
9. What evidence convinces you that Norwegian funding has contributed to sustainable change?	- Institutional changes that will outlast Norwegian support - Government resource allocation and ownership evidence - Leverage and catalytic effects of Norwegian investment - Long-term impact prospects without continued funding
10. How does this project's performance influence Norway's future support decisions?	- Likelihood of continued Norwegian investment in Georgia - Partnership assessment with UN Women for future programming - Strategic priorities for potential Phase III or follow-on support - Budget allocation decisions for gender equality programming
HR&GE	
11. What accountability has been provided to Norwegian taxpayers for this investment?	- Demonstrable results and impact for Norwegian resources - Evidence of effective aid delivery and development outcomes - Transparency in resource utilization and results achievement - Communication of achievements to Norwegian stakeholders
Learning	
12. What are the key lessons learned for Norwegian development programming?	- Success factors for Norwegian aid effectiveness in Georgia context - Lessons for partnerships with UN Women and multilateral engagement - Insights for gender equality programming in challenging political environments - Risk management and adaptive programming lessons
13. What recommendations do you have for future Norwegian support in Georgia?	- Priority areas for continued Norwegian engagement - Partnership modalities and implementation approaches - Strategic focus for maximizing Norwegian development impact - Coordination with other Norwegian-supported initiatives and donors

Development Partners

Target Participants: Swiss Agency for Development Cooperation, European Union Delegation, Other Development Partners (GIZ, World Bank), UN Country Team Members (UNFPA, RCO, UNDP)

Question	Sub-questions/Probes
Relevance	
1. How relevant is this project to the broader development agenda and your programming in Georgia?	- Alignment with sector-wide gender equality and governance priorities - Fit with EU integration requirements and development frameworks - Correspondence with your organization's Georgia strategy - Contribution to collective development objectives and SDG achievement
2. How well has the project adapted to Georgia's evolving development and political context?	- Responsiveness to democratic backsliding and civic space restrictions - Adaptation to EU candidacy process and donor coordination changes - Flexibility in addressing changing development partnership dynamics - Strategy adjustments to maintain development effectiveness
Coherence	
3. How effectively does the project coordinate with your programming and the broader development community?	- Coordination mechanisms and information sharing protocols - Joint programming opportunities and implementation synergies - Complementarity vs. overlap with your gender equality initiatives - Contribution to unified development approaches
4. How well does the project contribute to sector-wide coordination and development effectiveness?	- Participation in donor coordination mechanisms and platforms - Support for government leadership and ownership - Reduction of transaction costs and coordination burden - Harmonization with other development partner approaches

Effectiveness	
5. What unique contribution has the project made to development outcomes in Georgia?	<ul style="list-style-type: none"> - Added value compared to other gender equality initiatives - Innovation and good practices generated for the sector - Quality and sustainability of results from external perspective - Catalytic effects on other development programming
6. How does this project's approach compare to similar initiatives you have observed?	<ul style="list-style-type: none"> - Comparative effectiveness of methodologies and approaches used - Innovation level relative to sector standards and best practices - Quality of results compared to similar investments - Lessons learned applicable to your programming
Efficiency	
7. How efficiently has the project operated within the development coordination architecture?	<ul style="list-style-type: none"> - Participation burden vs. value added in coordination meetings - Streamlined implementation and reduced duplication - Effective use of coordination mechanisms and platforms - Administrative efficiency in multi-stakeholder processes
8. How inclusive and transparent has the project been in engaging development partners?	<ul style="list-style-type: none"> - Meaningful consultation in project design and implementation - Transparent information sharing and communication - Responsiveness to partner feedback and coordination needs - Facilitation of multi-stakeholder collaboration
Sustainability	
9. How sustainable are the coordination mechanisms and partnerships established?	<ul style="list-style-type: none"> - Likelihood of continued sector coordination beyond project completion - Institutional mechanisms for ongoing development collaboration - Partner commitment to sustaining joint approaches - Government capacity to maintain coordination leadership
10. What development partner support exists for continuing gender equality work?	<ul style="list-style-type: none"> - Your organization's commitment to gender equality programming - Resource mobilization prospects from development community - Joint programming opportunities for sustainability - Complementary initiatives planned or under consideration
HR&GE	
11. From your external perspective, what evidence do you see of transformative change?	<ul style="list-style-type: none"> - Depth of institutional and behavioral changes observed - Quality of women's empowerment outcomes from sector perspective - Changes in power relations and social norms - Realistic assessment of long-term transformation potential
12. How well has the project applied development effectiveness and human rights principles?	<ul style="list-style-type: none"> - Country ownership and leadership principles implementation - Inclusive partnerships and meaningful stakeholder engagement - Non-discrimination and leave no one behind approaches - Mutual accountability and transparency in implementation
Learning	
13. What lessons learned can inform broader development practice in Georgia?	<ul style="list-style-type: none"> - Coordination mechanisms that enhance development effectiveness - Approaches for navigating challenging political environments - Strategies for maintaining programming during democratic regression - Innovation in gender equality programming for replication
14. What elements from this project are you considering adopting in your programming?	<ul style="list-style-type: none"> - Specific methodologies or tools worth replicating - Partnership modalities for enhanced effectiveness - Innovations that could be scaled or adapted to your context - Strategic approaches for future gender equality programming

Data Producers (Geostat Technical Staff)

Target Participants: Geostat technical staff involved in gender statistics production, Gender Data Portal management, and partnership with UN Women

Question	Sub-questions/Probes
Relevance	
1. How well has the project addressed priority needs in gender statistics production and capacity building?	<ul style="list-style-type: none"> - How did the project identify and respond to technical gaps in gender statistics production? - To what extent did the partnership with UN Women address Geostat's institutional needs? - How appropriate were the chosen methodologies for enhancing gender data quality and availability?
2. How has the project remained relevant to evolving data needs and national statistical priorities?	<ul style="list-style-type: none"> - How well has the Gender Data Portal development responded to changing user demands? - To what extent have new indicators (135 updated, 18 new) remained aligned with SDG and national priorities?

	- How has the project adapted to new international standards in gender statistics?
Coherence	
3. How effectively does the project complement Geostat's existing statistical systems and other development partnerships?	<ul style="list-style-type: none"> - How well has the partnership integrated with Geostat's regular statistical operations? - What synergies exist between UN Women support and other technical assistance programmes? - How does the gender statistics work reinforce broader statistical capacity development?
Effectiveness	
4. To what extent has the project achieved improvements in gender statistics production and quality?	<ul style="list-style-type: none"> - What specific improvements occurred in data collection, analysis, and dissemination processes? - How has the Gender Data Portal enhanced accessibility and use of gender statistics? - What evidence exists of improved technical capacity among Geostat staff (31 data producers trained in 2023, 46 in 2024)?
5. What technical innovations and methodological advances have been generated through this partnership?	<ul style="list-style-type: none"> - What new approaches to gender statistics production have been developed or adopted? - How innovative was the Time Use Survey methodology and household satellite accounts development? - What good practices emerged that could be replicated in other statistical offices?
6. What changes in institutional capacity and individual technical skills have resulted from the project?	<ul style="list-style-type: none"> - How have your personal technical capabilities in gender statistics improved? - What institutional systems and procedures have been strengthened or established? - What evidence exists of behavioral changes in how gender statistics are approached within Geostat?
Efficiency	
7. How efficiently were technical assistance and capacity building activities delivered?	<ul style="list-style-type: none"> - How appropriate was the timing and sequencing of technical support activities? - What was the quality and relevance of training materials and methodological guidance? - How cost-effective were the capacity building approaches used?
8. How inclusive were project processes in engaging different levels of technical staff?	<ul style="list-style-type: none"> - How meaningfully were various technical staff involved in planning and implementation? - What mechanisms ensured feedback and input from different technical units? - How well did the project reach both senior and junior technical staff?
Sustainability	
9. How sustainable are the technical improvements and systems established through the project?	<ul style="list-style-type: none"> - Will Geostat be able to maintain and update the Gender Data Portal independently? - Are the new methodologies and approaches institutionalized within regular operations? - What factors support or threaten the continuation of enhanced gender statistics production?
HR&GE	
10. How has the project addressed intersectional data needs and marginalized populations in statistical production?	<ul style="list-style-type: none"> - To what extent do new indicators capture intersectional inequalities (disability, ethnicity, age)? - How well has the project enhanced capacity to produce disaggregated data for marginalized groups? - What improvements occurred in data collection approaches for hard-to-reach populations?

Women with Disabilities

Target Participants: Women with disabilities who participated in inclusive programming and project activities

Question	Sub-questions/Probes
Relevance	
1. How well did the project design address the specific needs and priorities of women with disabilities?	<ul style="list-style-type: none"> - To what extent were your needs and those of other women with disabilities considered in project planning? - How appropriate were the chosen strategies for ensuring meaningful participation of women with disabilities? - What analysis of barriers and enablers informed project approaches to inclusion?
2. How has the project remained responsive to the evolving needs	<ul style="list-style-type: none"> - How well has the project adapted to address emerging accessibility and inclusion challenges?

of women with disabilities during implementation?	<ul style="list-style-type: none"> - To what extent have changing social and political contexts affected your participation? - What adjustments were made to maintain relevance to your experiences and needs?
Coherence	
3. How effectively does the project align with broader disability rights frameworks and women's empowerment initiatives?	<ul style="list-style-type: none"> - How well does the project connect with national disability strategies and international commitments (CRPD)? - What synergies exist with other programmes supporting women with disabilities? - How does your participation in this project complement other support services you receive?
Effectiveness	
4. To what extent has the project achieved meaningful participation and empowerment outcomes for women with disabilities?	<ul style="list-style-type: none"> - What specific changes have you experienced in your economic opportunities, skills, or social participation? - How has the project enhanced your access to information, networks, and resources? - What evidence exists of increased voice and agency in decision-making processes?
Effectiveness	
5. What barriers to participation did you encounter and how effectively were they addressed?	<ul style="list-style-type: none"> - What accessibility barriers (physical, communication, attitudinal) did you face in project activities? - How responsive was the project team to addressing barriers when they were identified? - What systemic or institutional barriers remained unaddressed?
6. What unintended consequences (positive or negative) resulted from your participation?	<ul style="list-style-type: none"> - What unexpected benefits or challenges emerged from your involvement in the project? - How did participation affect your relationships with family, community, or other women with disabilities? - What ripple effects occurred for other women with disabilities who did not directly participate?
Efficiency	
7. How efficiently were support services and accommodations provided to enable your participation?	<ul style="list-style-type: none"> - How timely and appropriate were reasonable accommodations when requested? - What was the quality of accessibility measures (sign language interpretation, accessible venues, materials)? - How could the efficiency of inclusive service delivery have been improved?
8. How inclusive and participatory were project processes in involving women with disabilities?	<ul style="list-style-type: none"> - How meaningfully were women with disabilities involved in project decision-making? - What mechanisms ensured your voices and feedback were heard and incorporated? - How well did the project reach diverse women with disabilities (different types of disabilities, ages, backgrounds)?
Sustainability	
9. How sustainable are the changes and benefits you have experienced through the project?	<ul style="list-style-type: none"> - Will you be able to maintain or build upon the skills, networks, or opportunities gained? - What ongoing support or resources are needed for sustainability? - Are there institutional or community changes that will support continued inclusion?
HR&GE	
10. How effectively has the project addressed intersectional discrimination and promoted rights-based approaches?	<ul style="list-style-type: none"> - How well did the project address the multiple forms of discrimination you face as a woman with disabilities? - To what extent did the project promote your rights and dignity rather than just providing services? - How has the project contributed to changing attitudes and social norms about women with disabilities?

Mentors (WEE Programme)

Target Participants: Mentors engaged in providing support for women entrepreneurs through the Women's Economic Empowerment programme

Question	Sub-questions/Probes
Relevance	
1. How well did the project design align with your expertise and the	<ul style="list-style-type: none"> - How appropriate was the match between your professional background and mentoring assignments?

needs of women entrepreneurs you support?	<ul style="list-style-type: none"> - To what extent did the project identify and respond to the real business development needs of women entrepreneurs? - How well did the mentoring approach align with Georgian business culture and entrepreneurship ecosystem?
2. How has the mentoring programme remained relevant to changing business environment and women entrepreneurs' evolving needs?	<ul style="list-style-type: none"> - How well has the mentoring approach adapted to economic changes and market conditions? - To what extent have mentoring topics and methods evolved based on emerging business challenges? - How has the programme remained responsive to different stages of business development?
Coherence	
3. How effectively does the mentoring component complement other WEE programme elements and business support services?	<ul style="list-style-type: none"> - How well does mentoring integrate with business training, networking, and access to finance components? - What synergies exist between your mentoring and other business development support services in Georgia? - How does the UN Women mentoring programme coordinate with private sector and other development partner initiatives?
Effectiveness	
4. To what extent has the mentoring programme achieved business development and empowerment outcomes for women entrepreneurs?	<ul style="list-style-type: none"> - What specific business improvements have you observed among your mentees (revenue, employment, market access)? - How has mentoring enhanced women entrepreneurs' business skills, confidence, and professional networks? - What evidence exists of sustained business growth and development among mentees?
5. What innovations in mentoring methodology and good practices have emerged from your experience?	<ul style="list-style-type: none"> - What creative approaches have you developed for addressing specific challenges faced by women entrepreneurs? - How have you adapted mentoring techniques for rural women or those in traditionally male-dominated sectors? - What successful strategies have emerged for building sustainable mentor-mentee relationships?
6. What capacity changes have you experienced as a mentor through this programme?	<ul style="list-style-type: none"> - How have your own mentoring skills and understanding of gender equality in business developed? - What new perspectives have you gained about challenges faced by women entrepreneurs? - How has your participation influenced your own professional practice or business approaches?
Efficiency	
7. How efficiently were mentoring activities organized and supported by the project?	<ul style="list-style-type: none"> - How appropriate was the time allocation and scheduling of mentoring sessions? - What was the quality of training, materials, and ongoing support provided to mentors? - How cost-effective was the mentoring model compared to other business support approaches?
8. How inclusive and participatory was the mentor selection and matching process?	<ul style="list-style-type: none"> - How meaningfully were you involved in designing mentoring approaches and selecting mentees? - What mechanisms ensured good matching between mentors and entrepreneurs based on sector, experience, and needs? - How well did the programme reach diverse women entrepreneurs (rural, urban, different sectors, ages)?
Sustainability	
9. How sustainable are the mentoring relationships and business development outcomes achieved?	<ul style="list-style-type: none"> - Will mentoring relationships continue beyond the formal programme period? - Are women entrepreneurs equipped to access ongoing business support and mentoring? - What factors support or threaten the sustainability of business improvements achieved?
HR&GE	
10. How effectively has the mentoring programme promoted women's economic empowerment and addressed systemic barriers?	<ul style="list-style-type: none"> - How well has mentoring addressed structural barriers to women's entrepreneurship (access to finance, networks, markets)? - To what extent has the programme challenged traditional gender roles and norms in business? - How has mentoring contributed to changing perceptions about women's capabilities as entrepreneurs and business leaders?

Women Entrepreneurs (Urban & Rural)

Target Participants: Women who participated in entrepreneurship development activities under Outcome 2

Key Questions
Programme Engagement
- How did you learn about the programme and what motivated you to participate? - What were your expectations when you joined? - How comfortable did you feel participating in programme activities?
Training Quality & Methods
- What training activities did you participate in and which were most helpful? - How would you rate the quality of training and support you received? - Were the trainers effective and did the schedule work for your needs?
Business Development Impact
- How has your business knowledge and skills changed since participating? - Have you been able to start a new business or improve an existing one? - What concrete changes can you point to in your business?
Personal & Economic Impact
- How has your confidence in business abilities changed? - Has your income changed and are you more financially independent? - Have you connected with new customers, markets, or business relationships?
Challenges & Barriers
- What obstacles did you face in implementing what you learned? - Were there family, community, or programme barriers to your participation? - What additional support would have been helpful?
Future & Recommendations
- Do you plan to continue developing your business and how confident are you? - What advice would you give to organizations running similar programmes? - Who else in your community would benefit from this type of programme?

Rural Women (Social Mobilization)

Target Participants: Women who participated in social mobilization activities, self-help groups

Key Questions
Community Context
- What are the main challenges women face in your area? - How did the UN Women programme come to your community? - What motivated you to participate?
Self-Help Groups
- How was your self-help group formed and what activities did you do? - What was it like working with other women in your community? - How helpful were the social workers/facilitators?
Skills & Capacity Development
- What new skills or knowledge did you gain through the programme? - How have these skills helped you in daily life? - Which skills have been most useful for you?
Personal & Family Impact
- How has your confidence and role in decision-making changed? - What are you able to do now that you could not do before? - How did your family react and has your economic contribution increased?
Community Changes
- Have you noticed changes in how women are treated in your community? - Are women more involved in community decisions than before? - Were you able to address any community needs through group work?
Challenges & Sustainability
- What cultural, family, or practical barriers did you face? - Are your self-help groups still active and what are your future plans? - How did you overcome challenges and what support do you still need?

Public Servants (Gender Focal Points)

Target Participants: Government officials who received gender mainstreaming training and support

Key Questions

Relevance & Context
- How relevant is gender mainstreaming to your institution’s mandate? - How appropriate were the project’s strategies for your institutional context? - What motivated your institution to engage with UN Women?
Training & Capacity Building
- What training activities did you participate in and how do you rate their quality? - What topics were most useful and which have you been able to apply? - What barriers have you faced in applying new knowledge and skills?
Institutional Changes
- What policy or procedure changes has your institution made? - How are gender considerations integrated into decision-making processes? - Have there been workplace environment changes regarding gender equality?
Implementation Challenges
- What resistance or skepticism have you encountered within your institution? - How have political changes affected support for gender equality work? - What structural barriers make gender mainstreaming difficult?
Sustainability & Future
- How likely is it that gender mainstreaming will continue in your institution? - How embedded are these practices in your operations? - What areas need most attention and what support would be valuable?
Lessons & Recommendations
- What factors contributed most to success in your institution? - What could have been done differently to achieve better results? - What recommendations do you have for future government partnerships?

Civil Society Organizations - Focus Group Discussions³⁹⁵

FGD 1: Women’s Movement CSOs (Governance Component)

Target Participants: Women’s Movement CSOs (activity-specific selection: advocacy, capacity building, monitoring partners)

FGD 2: Self-Help Groups Implementation Partners (WEE Component)

Target Participants: Self-Help Groups implementation partners (organizational perspective)

FGD 3 & 4: Self-Help Groups Participants (WEE Component Direct Beneficiaries)

Target Participants: Community mobilization participants including ethnic minorities women and women from conflict-affected areas (2 groups)

FGD 5: Data Users including CSOs (Governance Component Direct Beneficiaries)

Target Participants: CSO representatives from gender statistics capacity building initiatives

Question	Sub-questions/Probes
Relevance	
1. How relevant was the project’s approach to your organization’s work and the women you serve?	- Governance CSOs: How useful was the monitoring methodology for local gender equality policies? - WEE CSOs: How well did community mobilization address rural women’s economic needs? - Data Users CSOs: How relevant was gender statistics capacity building for your advocacy work? - Did the project address your priority advocacy and service delivery needs?
2. How did the project adapt to the changing political context affecting civil society?	- How did the project support your work during Foreign Agents Law implementation? - What assistance did you receive when civic space became more restricted? - How did the project help you navigate political challenges? - Were you able to continue your advocacy work with project support?
Coherence	
3. How well did the project coordinate with other initiatives supporting civil society?	- Did the project complement other donor support for CSOs? - How did it work with NALAG and municipalities (Governance CSOs)? - How did it coordinate with private sector partners (WEE CSOs)? - Were there synergies or overlaps with other civil society support?

³⁹⁵ Note: These FGDs cover both governance and WEE components, with questions adapted based on participant component focus.

4. How meaningful was your participation in project planning and implementation?	<ul style="list-style-type: none"> - Were you consulted about project approaches and methodologies? - Did the project incorporate your feedback and suggestions? - How much influence did you have on project design and adaptation? - Did you feel like genuine partners in the work?
Effectiveness	
5. What specific capacity changes have you experienced through this project?	<ul style="list-style-type: none"> - Governance CSOs: What new skills for monitoring and advocacy? - WEE CSOs: What improved capabilities for community mobilization? - Data Users CSOs: What enhanced abilities to use gender statistics? - How has your organization's effectiveness and reach improved?
6. What collective results have emerged from your participation in the project?	<ul style="list-style-type: none"> - Governance CSOs: Improved coordination among women's rights organizations? - WEE CSOs: Better networks among rural women and communities? - Data Users CSOs: Enhanced evidence-based advocacy capabilities? - What joint initiatives or collaborations developed?
7. What challenges did you face in participating in project activities?	<ul style="list-style-type: none"> - What barriers prevented full participation in project initiatives? - How did political restrictions affect your involvement? - What organizational or capacity constraints limited your engagement? - How could these challenges have been better addressed?
8. How has the project strengthened civil society coordination and networking?	<ul style="list-style-type: none"> - Are you better connected with other CSOs now than before? - What new partnerships or alliances have formed? - How has information sharing and collaboration improved? - Is the civil society sector more effective collectively?
Efficiency	
9. How efficiently did the project deliver support and respond to your needs?	<ul style="list-style-type: none"> - Was project support timely and accessible when needed? - How appropriate was the quality and type of assistance provided? - Were project processes efficient and not overly burdensome? - How could project delivery have been improved?
10. How inclusive were project activities in reaching diverse groups of women?	<ul style="list-style-type: none"> - Were marginalized women well-represented in project initiatives? - Could rural women, ethnic minorities, and women with disabilities participate meaningfully? - What barriers limited participation of certain groups? - How could inclusion have been improved?
Sustainability	
11. How sustainable are the networks and capabilities the project helped build?	<ul style="list-style-type: none"> - Will the connections and partnerships continue after the project? - Can your organization maintain the new approaches and tools? - Are there resources and commitment for ongoing collaboration? - What factors threaten or support sustainability?
12. What ongoing support will be needed for civil society to continue this work?	<ul style="list-style-type: none"> - What continued assistance would help maintain project gains? - Are other partners ready to support ongoing civil society work? - What gaps in support need to be filled? - How can civil society sustain momentum independently?
HR&GE	
13. How well did the project apply participatory and empowerment approaches?	<ul style="list-style-type: none"> - Did the project ensure meaningful participation in all activities? - Were power dynamics addressed in multi-stakeholder settings? - How well did the project amplify women's voices? - Were human rights principles consistently applied?
Learning	
14. What are your main recommendations for future civil society support?	<ul style="list-style-type: none"> - What approaches worked best and should be continued? - What could be improved in supporting civil society organizations? - How should future projects navigate challenging political contexts? - What innovations should be scaled up or replicated?

Women in Agribusiness

Target Participants: Women who participated in agricultural skills development, market linkage programmes, and agribusiness support activities

Key Questions
Agricultural Context & Programme Engagement
<ul style="list-style-type: none"> - What were the main challenges you faced in agriculture before joining the programme? - How did you learn about the UN Women agribusiness support and what motivated you to participate? - What were your expectations when you started the programme?
Skills Development & Training Quality
<ul style="list-style-type: none"> - What agricultural and business skills training did you receive and which were most valuable?

- How would you rate the quality of technical assistance and training methods used? - Were the training schedules and locations accessible for rural women like yourself?
Agricultural Productivity & Business Impact
- How have your farming practices and agricultural productivity changed since participating? - Have you been able to improve the quality or quantity of your agricultural products? - What new agricultural techniques or technologies have you adopted?
Market Access & Economic Impact
- How has your access to markets and buyers improved through the programme? - Have you been able to increase your agricultural income and financial independence? - What new business relationships or market opportunities have you developed?
Agritourism & Value Addition
- Have you been able to develop agritourism activities or add value to your agricultural products? - What support did you receive for diversifying your agricultural business? - How has agritourism or value-added activities contributed to your income?
Challenges & Barriers
- What obstacles did you face in implementing new agricultural practices or accessing markets? - Were there family, community, or financial barriers to your agricultural development? - How did seasonal challenges or climate factors affect your participation?
Personal & Community Impact
- How has your role and status in your family and community changed through agricultural success? - Have other women in your area been inspired by your agricultural achievements? - What changes have you noticed in attitudes toward women in agriculture?
Sustainability & Future Plans
- Are you confident about continuing and expanding your agricultural activities? - What ongoing support or resources do you need to sustain your agricultural business? - How are you planning to grow your agricultural enterprise in the future?

Women in ICT Sector

Target Participants: Women who participated in digital skills training, “500 Women in Tech,” “Women in AI,” and “Women in Web Development” programmes

Key Questions
ICT Background & Program Entry
- What was your experience with technology and digital skills before joining the programme? - How did you learn about the ICT training programmes (500 Women in Tech, Women in AI, Web Development)? - What motivated you to pursue training in technology and artificial intelligence?
Training Quality & Methods
- How would you rate the quality of the 9-month ICT courses and training materials? - Were the instructors effective and was the curriculum relevant to current industry needs? - How well did the online and in-person training methods work for your learning style?
Skills Development & Technical Capacity
- What specific digital and technical skills have you gained through the programme? - How confident do you feel now in artificial intelligence, web development, and other ICT areas? - Which technical skills have been most valuable for your career development?
Employment & Career Outcomes
- Have you been able to secure employment, internships, or freelance work in the ICT sector? - How has the programme helped connect you with ICT companies and job opportunities? - What changes have occurred in your income and career prospects?
Private Sector Partnerships
- How effective were the partnerships with over 50 private sector companies in providing opportunities? - Have you been able to build professional networks within the tech industry? - What role did Business and Technology University (BTU) play in your career development?
Gender Equality in Tech
- What challenges do women face in the Georgian ICT sector and how did the programme address them? - Have you experienced any discrimination or barriers as a woman in technology? - How has the programme helped challenge stereotypes about women in tech?
Personal & Professional Impact
- How has your confidence in pursuing a technology career changed? - What impact has ICT training had on your financial independence and life goals? - How have family and community attitudes toward your tech career evolved?
Innovation & Future Aspirations
- Are you considering starting your own tech business or developing innovative solutions?

- How do you plan to continue developing your ICT skills and advancing your career?
- What advice would you give to other women considering entering the tech sector?

WEPs Companies' Female Employees

Target Participants: Female employees from WEPs signatory companies who benefited from workplace gender equality initiatives

Key Questions
Workplace Context & WEPs Awareness
- What did you know about the Women's Empowerment Principles (WEPs) before your company signed on? - How did your company communicate about joining the WEPs initiative? - What motivated your company to commit to gender equality in the workplace?
Workplace Gender Equality Measures
- What specific workplace changes have you noticed since your company implemented WEPs? - Have there been improvements in policies related to recruitment, promotion, or equal pay? - What training or awareness programmes on gender equality have you participated in?
Career Development & Opportunities
- Have you noticed increased opportunities for women's career advancement in your company? - How has access to leadership positions and professional development changed for women? - Have mentoring, networking, or skills development programmes been introduced for women employees?
Workplace Culture & Environment
- How has the overall workplace culture and environment changed regarding gender equality? - Have you experienced improvements in work-life balance support or family-friendly policies? - What changes have occurred in preventing and addressing workplace harassment or discrimination?
Personal Benefits & Impact
- How have the WEPs measures personally benefited your career and professional development? - Have you experienced increased confidence, skills, or opportunities through workplace gender initiatives? - What impact have these changes had on your job satisfaction and engagement?
Company Investment & Support
- What financial or non-financial resources has your company invested in women's empowerment? - Have you benefited from company-sponsored training, education, or support programmes? - How effective has your company been in supporting women's economic empowerment in the community?
Challenges & Implementation
- What resistance or challenges have you observed in implementing gender equality measures? - Are there areas where your company could do more to advance women's empowerment? - How could the WEPs implementation be improved in your workplace?
Sustainability & Future
- Do you believe the gender equality measures will continue and be sustained in your company? - How committed does company leadership appear to be to ongoing women's empowerment? - What would you like to see your company do next to advance gender equality?
Broader Impact & Influence
- Have the workplace changes influenced other companies in your sector or business network? - How has your company's WEPs participation affected its reputation and business relationships? - What impact have you seen on the broader community and women's economic participation?

Case Study Templates

The evaluation will conduct two in-depth case studies representing each project component:

- **Case Study 1:** GRB Implementation (Governance Component)
- **Case Study 2:** Facilitating Women's Access to Markets and Finance through Multi-Stakeholder Partnerships (WEE Component)

Case Study Development Methodology: Case studies will be developed through synthesis and analysis of data collected through the standard evaluation methodology. No separate data collection activities are required for case studies. Instead:

- Relevant KII data will be extracted from interviews, focusing on case study themes during analysis
- Document review will identify case study-specific documentation during the standard document analysis process
- FGD data relevant to case study topics will be incorporated where available

Case study development will occur during the data analysis phase, with the international consultant leading case study synthesis from the broader evaluation dataset.

Analytical Framework: GRB Implementation Case Study

Analytical Themes	Analysis Sources	Analytical Focus
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Background & Context		
- What was the state of GRB in Georgia before GG4GEG II? - What motivated MoF engagement? - How did project build on previous efforts?	Project documents, MoF officials, UN Women staff	Baseline assessments, partnership agreements, policy documents
Implementation Process		
- How was GRB initiative launched and institutionalized? - What capacity building occurred? - What tools were developed or adapted?	Training materials, participant records, progress reports	Training curricula, attendance records, skill assessments
Results & Outcomes		
- What institutional changes occurred? - How are budget processes now gender-responsive? - What PEFA GRPFM improvements were achieved?	PEFA assessment, budget documents, stakeholder interviews	Policy adoptions, budget analysis examples, official statements
Partnership Analysis		
- How effective was the UN Women-MoF partnership? - What factors enabled success? - How did partnership evolve over time?	Partnership agreements, meeting minutes, stakeholder feedback	Collaboration evidence, mutual benefit documentation
Challenges & Barriers		
- What obstacles were encountered? - How were they addressed? - What political/contextual factors affected implementation?	Progress reports, stakeholder interviews, risk registers	Challenge documentation, mitigation strategies
Innovation & Practices		
- What innovative approaches were used? - What can be replicated? - How were international practices localized?	Best practice documentation, expert interviews	Innovation examples, replication guidelines
Sustainability		
- How embedded are GRB practices? - What are continuation prospects? - What political and institutional support exists?	Policy documents, institutional strategies, leadership interviews	Institutionalization evidence, resource commitments
Lessons Learned		
- What were key success factors? - What recommendations emerge? - How does this contribute to global GRB knowledge?	Stakeholder interviews, evaluation findings	Success factor analysis, recommendation development

Analytical Framework: Facilitating Women's Access to Markets and Finance through Multi-Stakeholder Partnerships Case Study

Analytical Themes	Analysis Sources	Analytical Focus
Background & Context		
- What barriers to market and finance access existed for women entrepreneurs before the project? - How did the political situation affect women's entrepreneurship development? - What was the landscape of financial institutions and support mechanisms?	Project documents, baseline studies, government officials, IFI representatives	Barrier assessments, political impact documentation, pre-project market analysis
Multi-Stakeholder Platform Development		
- How was the Working Group on Gender Equality in Financial Sector established and evolved? - What motivated IFIs (EBRD, World Bank, IFC, ADB, EIB, IMF) to participate? - How did coordination with USAID and GIZ develop?	IFI working group meeting minutes, partnership agreements, stakeholder interviews	Coordination mechanisms, partnership evolution, institutional commitments
Implementation Approaches		
- What specific initiatives were launched to improve access to finance? - How did the ecosystem approach work in practice? - What role did WEPs companies play in facilitating access? - How were government agencies engaged despite political challenges?	Progress reports, company case studies, government interviews, implementation records	Initiative documentation, ecosystem mapping, agency engagement evidence
Innovation & Partnerships		

<ul style="list-style-type: none"> - What innovative financial mechanisms were developed? - How did the Deutsche Sparkasse collaboration work? - What gender lens investing approaches emerged? - How did private sector partnerships evolve? 	Partnership documentation, study reports, company interviews, innovation records	Partnership models, innovative mechanisms, collaboration evidence
Results & Impact		
<ul style="list-style-type: none"> - How many women entrepreneurs benefited from improved access? - What changes occurred in financial sector practices? - What market access improvements were achieved? - How did women-owned businesses advance? 	Monitoring data, beneficiary surveys, company reports, impact assessments	Quantitative outcomes, practice changes, business advancement metrics
Political Context Navigation		
<ul style="list-style-type: none"> - How did the tense political situation affect implementation? - Which partnerships remained “safe” during political changes? - What adaptations were made to maintain progress? - How did external factors influence approach? 	Stakeholder interviews, risk assessments, political context analysis	Political impact documentation, adaptation strategies, resilience mechanisms
Systemic Changes		
<ul style="list-style-type: none"> - What institutional changes occurred in the financial sector? - How did commercial banks adapt their approaches? - What policy or regulatory improvements emerged? - How did the entrepreneurial ecosystem evolve? 	Policy documents, institutional assessments, regulatory changes, ecosystem mapping	Institutional transformation evidence, policy changes, ecosystem evolution
Challenges & Solutions		
<ul style="list-style-type: none"> - What implementation barriers were encountered? - How were political and economic challenges addressed? - What resistance was overcome and how? - What external factors hindered progress? 	Challenge documentation, mitigation strategies, stakeholder feedback	Barrier analysis, solution documentation, resilience strategies
Sustainability & Scale		
<ul style="list-style-type: none"> - How embedded are the new financial mechanisms? - What ensures continued multi-stakeholder coordination? - What scaling potential exists for successful approaches? - How committed are partners to continuation? 	Sustainability plans, institutional commitments, scaling strategies	Institutionalization evidence, commitment documentation, scaling potential
Lessons Learned		
<ul style="list-style-type: none"> - What were key success factors for multi-stakeholder coordination? - What approaches worked best in the Georgian context? - How can similar initiatives navigate political challenges? - What recommendations emerge for future programming? 	Stakeholder interviews, evaluation findings, best practice documentation	Success factor analysis, contextual insights, recommendation development

Annex 9. Data Management Plan

All data collected through this evaluation was subject to the UN Women Information Security Policy³⁹⁶ that set out the basis for UN Women in protecting the confidentiality, integrity and availability of its data to protect these assets against unauthorized usage, access, modification, destruction, disclosure, loss or transfer of data, whether accidental or intentional.

All UN Women staff and other authorized individuals or entities were responsible for maintaining appropriate control over information in their care and for bringing any potential threats to the confidentiality, integrity, or availability of that information to the attention of the appropriate management. Compliance with this Policy was a condition of employment for all UN Women staff and a condition of contract for all other authorized individuals or entities, unless a prior (temporary) waiver was obtained. Failure to comply with this Policy without obtaining a prior waiver was dealt with in accordance with Staff Regulations and Rules, or, as appropriate, the contractual terms of UN Women's engagement of the authorized individual or entity.

This Data Management Plan outlined key aspects of data protection during the final evaluation of the UN Women project "Good Governance for Gender Equality in Georgia (Phase II)": collection and storage of data; treatment of consulted populations; security and archiving procedures; and responsibilities of evaluation team members.

Collection of Data and Study Materials

Type of Data: The evaluation team comprised the International Consultant as team leader, and two National Consultants. Digital textual data (interview notes, focus group transcripts, documents) were collected and stored using secure file sharing systems.

Personal Data: Personal data collected was limited to names and surnames of interviewees, their organizational function, affiliated institution, and contact information for follow-up purposes. Personal identifiers were not published in the evaluation report and were known only to evaluation team members. Anonymization codes were used in all data processing.

Data Collection Methods: Interviews were conducted via online communication tools (MS Teams, Zoom) or in-person. Meeting minutes were recorded using standardized templates. Audio recordings were only made with explicit consent for group discussions where detailed note-taking was insufficient. Georgian-language interviews were conducted by National Consultants.

Storage, Security and Backup

Secure Storage: All data was stored securely, protected under UN Women IT security protocols. Access levels:

- International Consultant: Full access to all evaluation materials
- National Consultants: Access to data collection materials and their interview notes
- UN Women staff: Access to progress updates and draft materials as appropriate

³⁹⁶ See: UN Women, "Information Security," available at: <https://www.unwomen.org/en/information-security> (accessed July 25, 2025).

Annex 10. UNEG Pledge of Ethical Conduct in Evaluation



ETHICAL GUIDELINES FOR EVALUATION

PLEDGE OF ETHICAL CONDUCT IN EVALUATION



By signing this pledge, I hereby commit to discussing and applying the UNEG Ethical Guidelines for Evaluation and to adopting the associated ethical behaviours.



INTEGRITY

I will actively adhere to the moral values and professional standards of evaluation practice as outlined in the UNEG Ethical Guidelines for Evaluation and following the values of the United Nations. Specifically, I will be:

- **Honest and truthful** in my communication and actions.
- **Professional**, engaging in credible and trustworthy behaviour, alongside competence, commitment and ongoing reflective practice.
- **Independent, impartial and incorruptible.**



ACCOUNTABILITY

I will be answerable for all decisions made and actions taken and responsible for honouring commitments, without qualification or exception; I will report potential or actual harms observed. Specifically, I will be:

- **Transparent regarding evaluation** purpose and actions taken, establishing trust and increasing accountability for performance to the public, particularly those populations affected by the evaluation.
- **Responsive** as questions or events arise, adapting plans as required and referring to appropriate channels where corruption, fraud, sexual exploitation or abuse or other misconduct or waste of resources is identified.
- **Responsible** for meeting the evaluation purpose and for actions taken and for ensuring redress and recognition as needed.



RESPECT

I will engage with all stakeholders of an evaluation in a way that honours their dignity, well-being, personal agency and characteristics. Specifically, I will ensure:

- **Access** to the evaluation process and products by all relevant stakeholders – whether powerless or powerful – with due attention to factors that could impede access such as sex, gender, race, language, country of origin, LGBTQ status, age, background, religion, ethnicity and ability.
- **Meaningful participation and equitable treatment** of all relevant stakeholders in the evaluation processes, from design to dissemination. This includes engaging various stakeholders, particularly affected people, so they can actively inform the evaluation approach and products rather than being solely a subject of data collection.
- **Fair representation** of different voices and perspectives in evaluation products (reports, webinars, etc.).



BENEFICENCE

I will strive to do good for people and planet while minimizing harm arising from evaluation as an intervention. Specifically, I will ensure:

- **Explicit and ongoing consideration** of risks and benefits from evaluation processes.
- **Maximum benefits** at systemic (including environmental), organizational and programmatic levels.
- **No harm.** I will not proceed where harm cannot be mitigated.
- **Evaluation makes an overall positive contribution** to human and natural systems and the mission of the United Nations.

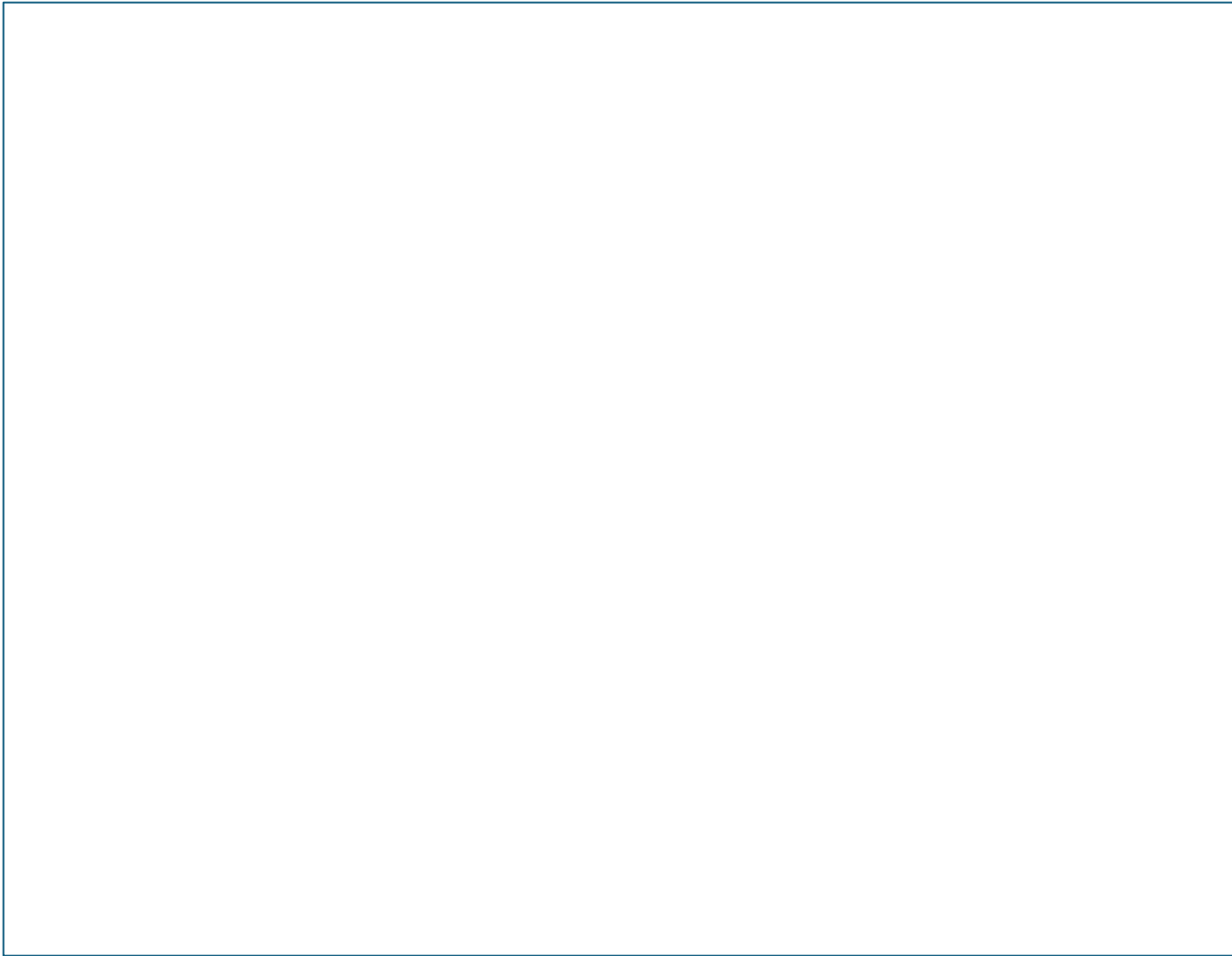
I commit to playing my part in ensuring that evaluations are conducted according to the Charter of the United Nations and the ethical requirements laid down above and contained within the UNEG Ethical Guidelines for Evaluation. When this is not possible, I will report the situation to my supervisor, designated focal points or channels and will actively seek an appropriate response.

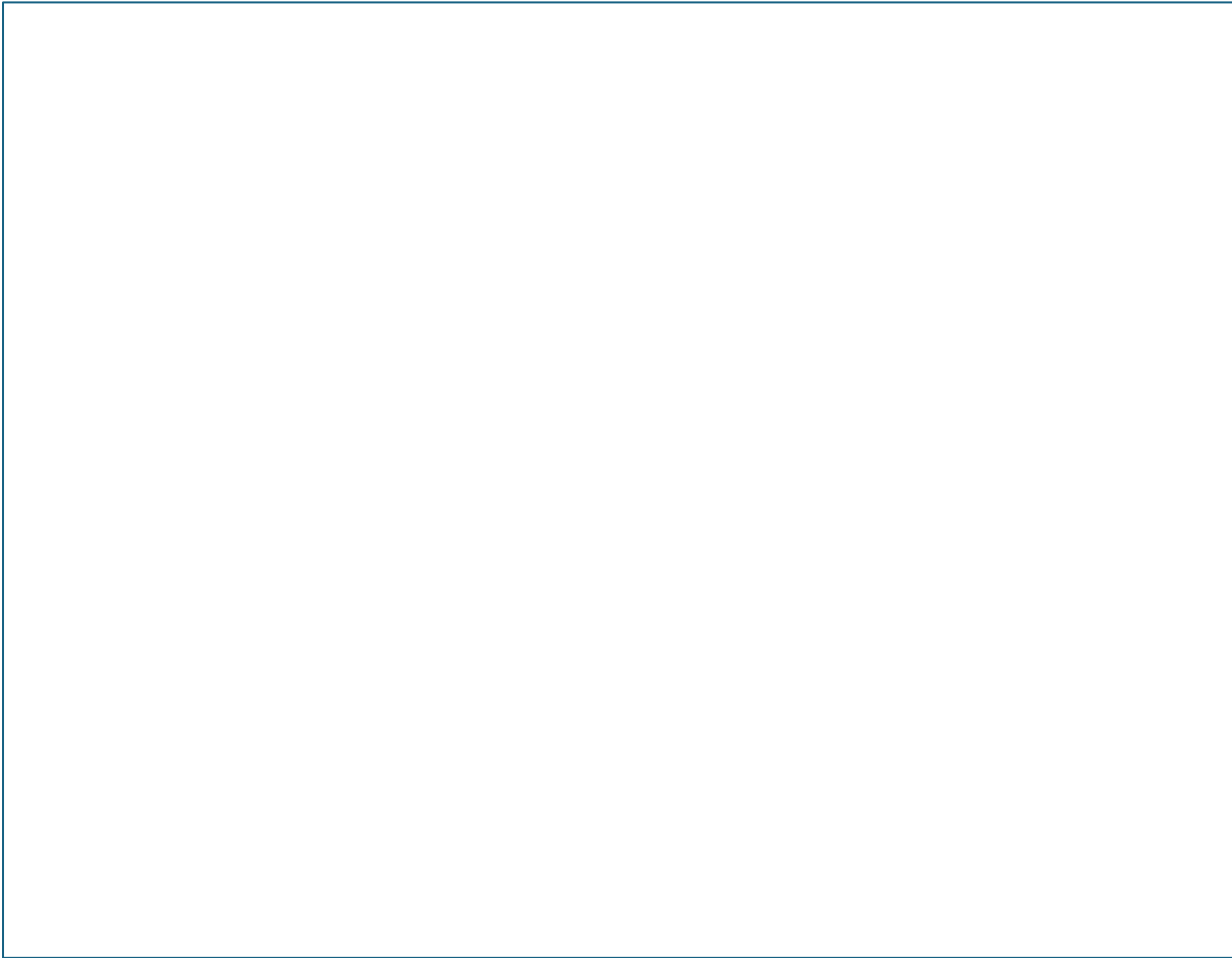
Andrei Iovu, PhD

24th of July 2025

(Signature and Date)







GEORGIA, 2025