

# UNITED NATIONS JOINT PROGRAMME ON GENDER EQUALITY: SYSTEMATIZATION OF FINAL RESULTS

Final Report



UN JOINT PROGRAMME  
FOR GENDER EQUALITY



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The views expressed in this report are those of the evaluators. They do not represent those of UN Women, UNFPA, UNDP or any of the individuals and organizations referred to in the report.

Evaluation Team:

Meredith Brown, International Evaluation Consultant

Medea Badashvili, National Evaluation Consultant

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# LIST OF ABBREVIATIONS AND ACRONYMS

AA	Association Agreement
CA	Convening Agency
CEDAW	United Nations Convention on the Elimination of all Forms of Discrimination Against Women
DV	Domestic Violence
ET	Evaluation Team
GBV	Gender-based Violence
GEEW	Gender Equality and the Empowerment of Women
GoG	Government of Georgia
MG	Management Group for UNJP
MTE	Midterm Evaluation
OECD DAC	Organization for Economic Cooperation Development Assistance Committee
ProDoc	UNJP Project Document
PUNOs	Participating UN Organizations
SGBV	Sexual and Gender-based Violence
Sida	Swedish International Development Cooperation Agency
REVIEW	Systematization of Final Results
SV	Sexual violence
ToC	Theory of Change
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNJP	United Nations Joint Programme for Gender Equality in Georgia Phase II
UNJP MG	UNJJP Management Group
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAWG	Violence against women and girls

# EXECUTIVE SUMMARY

*This report presents the main findings, lessons learned, conclusions and recommendations of the Systematization of Final Results (the Review) for Phase II of the United Nations Joint Programme on Gender Equality in Georgia (UNJP), conducted between 2015-2020, with a one-year extension through 2021. The Review is a systematic assessment of the contributions made by the participating UN organizations – UNDP, UN Women and UNFPA – to the promotion gender equality and women’s empowerment by means of strengthening capacities of government at both central and local levels and across the executive, legislative and judicial branches, engaging civil society and raising public awareness about gender equality.*

## GENDER EQUALITY AND WOMEN’S EMPOWERMENT IN GEORGIA

Over the past number of years, Georgia has made tremendous advances in strengthening its commitment to gender equality and women’s empowerment (GEEW) and towards combatting violence against women and girls (VAWG), including passing a number of legislative and policy instruments including a national Action Plan on Gender, and adopting key international conventions such as CEDAW, Istanbul Convention, and national targets for the Sustainable Development Goals. This progress is notable.

Unfortunately, despite these actions, gender inequality is a persistent and pervasive problem in Georgia, leading to human rights violations and limited progress on sustainable development indicators.<sup>1</sup> Women are significantly underrepresented in decision-making processes at all levels, have limited participation in political and social community life, work in traditionally ‘female’ jobs with a large gender wage gap, struggle to attain higher levels of education and experience cultural stereotypes and norms that diminish their place in society. Moreover, women are subject to sexual harassment, domestic, sexual and other forms of violence, early and child marriages, gender-biased sex selection and consequent abortions, and a lack of social supports for sexual and reproductive health. Significant work is required to raise societal awareness and challenge the patriarchal attitudes about gender roles and women’s rights in Georgia.<sup>2</sup> The COVID-19 pandemic in 2020-21 has exacerbated the negative experiences of women, including an increase in domestic violence and a decrease in economic and political participation.

## THE UNJP

The overall goal of Phase II of the United Nations Joint Programme on Gender Equality in Georgia is to promote gender equality and women’s empowerment by means of strengthening capacities of government at both central and local levels and across the executive, legislative and judicial branches, engaging civil society and raising public awareness about gender equality.

There are three outcomes:



<sup>1</sup> See for example the UNDP (2014) Human Development Report 2014: Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience <http://hdr.undp.org/en/content/human-development-report-2014>; World Economic Forum (2013) The Global Gender Gap Report 2014 [http://www3.weforum.org/docs/WEF\\_GenderGap\\_Report\\_2013.pdf](http://www3.weforum.org/docs/WEF_GenderGap_Report_2013.pdf);

<sup>2</sup> UNJP (2013) Men and Gender Relations in Georgia

1. Enhanced women's political and economic empowerment (the work under this outcome is led by UNDP)
2. Enabling environment to eliminate violence against women and girls, especially sexual and domestic violence, created in Georgia (the work under this outcome is led by UN Women)
3. Advanced gender equality and reproductive rights, including for the most vulnerable women, adolescents, and youth (the work under this outcome is led by UNFPA)

The programme, which ran from 2015-2020 with an extension into 2021, took a holistic approach with three inter-related levels (national, local and grassroots) and multi-tiered programming based on policy advice, strengthening national systems and strengthening public advocacy. This approach was meant to take advantage of the synergies that would be obtained by simultaneously addressing the issues on multiple fronts and to ensure messaging to the public coincided with government action and service delivery. The joint programme modality, with three participating partners (UNDP, UN Women and UNFPA), was structured to take advantage of the expertise and stakeholder relationships of each partner and to find opportunities for collaboration and innovation.

## EVALUATION PURPOSE, OBJECTIVES AND METHODOLOGY

The Review, while adhering to the same ethical and methodological principles as a full final evaluation, provides a more targeted assessment of the sustainability of the programme's impacts at end of the phase (a summative assessment) and support the consideration of the transition period and the strategic planning for the next phase. (a formative perspective). The Review has assessed the activities of the programme in 2019-2020 and conduct a deep dive into sustainability, relying more heavily than usual on the findings of the MTE and supporting documents with respect to the activities done prior to 2019. The overall objective of the Review exercise was to assess the progress made towards the achievement of the set targets under the outcomes and objectives of the programme, analyze the results achieved and challenges encountered.

The specific objectives of the exercise were:

- To analyze the relevance of the UNJP II implementation strategy and approaches to UN and national development policy priorities;
- To review the relevance of the logical framework and respective Monitoring and Evaluation Plan of the project;
- To assess effectiveness and organizational efficiency in progressing towards the achievement of the project's results;
- To assess the sustainability of the results and the feasibility of ongoing, nationally-led efforts in the thematic areas tackled by the project from the viewpoint of national ownership, national capacity development, partnership and coordination between the implementing UN agencies and other development partners;
- To document lessons learned, best practices, success stories and challenges to inform future programming of UNDP, UNFPA and UN Women in Georgia;
- To assess how the intervention and its results relate and contribute to the Sustainable Development Goals in Georgia.

The Review applied a theory-based analysis. Given the purpose and objectives of the evaluation, a participatory approach was taken, allowing for opportunities for learning while still ensuring accountability for outcomes and identifying options for future decision-making. A theory-based design

assessed the performance of the UNJP based on its stated assumptions about how change happens, including challenging, validating or expanding on the assumptions. The design explored the transformative impact of the programme through the “Gender at Work” framework.<sup>3</sup>

The evaluation methodology applied the OECD-DAC criteria of relevance, efficiency, effectiveness and sustainability, adding criteria of ‘human rights and gender equality’ to ensure attention to gender-responsive evaluation principles and applying a ‘utilization-focused lens’ to generate forward-looking and actionable recommendations.

The Review was conducted from September – December 2020. During that period, the Evaluation Team reviewed 249 documents, interviewed 48 informants, and conducted 5 focus groups.

## FINDINGS

#	Finding
1	The UNJP is well aligned to GEEW international best practices, UN objectives and the commitments and goals of its partners.
2	The UNJP maintained and refined its relevance through a flexible design and inclusive implementation process.
3	Overall, the UNJP is a success, meeting/exceeding targets and making long-term gains for GEEW in Georgia.
4	Women’s political participation is an area of ongoing work for the programme. Successes at the national and local levels are tangible, with a greater impact at the local level.
5	Women’s economic empowerment activities have resulted in important legislative and policy changes and direct impact to women in the workforce
6	The Programme interventions targeting the elimination of VAWG/DV resulted in strong gains across the institutional and service delivery frameworks, as well as positive changes in social norms and attitudes.
7	The UNJP’s focus on SRH&RR has made important inroads in a socially complex environment. Efforts to target controversial subject matter through awareness and education have impacted the public discourse.
8	The UNJP’s holistic approach to impacting the national institutional capacity has been very effective in increasing the strength of the GEEW infrastructure in Georgia.
9	The UNJP meets all the critical markers of an efficient programme, delivering projects on time and on budget, with a skilled and dedicated team.
10	While the UNJP’s reporting meets expectations, there is room for a more cohesive approach to measuring and sharing the impact of the programme and partner efforts on GEEW.

<sup>3</sup> <https://genderatwork.org/analytical-framework/>

11	The changes to the joint programme modality in this phase of the UNJP have been positive for programme outcomes.
12	The institutional GEEW framework at the national level is ready for transition to national ownership, along with a pivot to more specific issues. There is still work required to support the local level and the civil society.
13	Private sector engagement has been successful as a means of advancing social norms and transferring ownership for outcomes to society.
14	As a result of the pivots required of the UNJP in response to COVID-19 and the national elections, there was insufficient focus on the phase-out plan and the environment has not yet been fully prepared for the end of the programme.
15	The UNJP's transformational approach has netted good results. An ongoing effort is required to sustain the institutional gains and increase the awareness of GEEW in public norms.
16	The programme design incorporated marginalized women where they fit thematically and geographically as opposed to taking an intentional approach to impacting the lives of marginalized women and girls.

CONCLUSIONS

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Conclusion 1: The UNJP was developed to align well to international, national and local GEEW commitments and designed to adapt to the needs of the beneficiaries in changing contexts.

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- The UNJP was designed to ensure that it aligned and enhanced Georgia’s ability to meet its international and national obligations under GEEW conventions. Through its multi-dimensional approach that simultaneously promoted legislative and policy change, strengthened institutional capacity to implement GEEW best practices and services, and empowered women’s social participation at the grassroots level, the programme was effectively set up to support sustainable change, aligned to the SDGs, the UNDAF outcomes and the mandates of the participating UN organizations.
- The UNJP’s Theory of Change and design model, along with the flexible and consultative approach of the programme managers and the donor, ensured that the programme remained relevant and responsive as new evidence about issue areas arose, as partners suggested implementation strategies and in light of the COVID-19 pandemic. The next steps for the programme design should include a programme-wide commitment to the needs of the most marginalized women and girls.



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Conclusion 2: The UNJP is an extremely successful programme with tangible results across its outcome areas.

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- The programme has strengthened the national and institutional GEEW framework through legislative and policy change and ensuring the supporting structural competencies are in place to implement commitments. This structural work has flowed out from the national government to the broader public institutions including justice, health care and education and is enhanced by strong monitoring capacity in the Public Defender's Office. Ongoing work is required to ensure leadership and funding are in place to support ownership of this framework, including women elected to political office.
- At the local level, women have been successfully empowered to participate in local decision-making and are operating in strong networks. They are advancing their own economic empowerment through training, agriculture and entrepreneurship opportunities.
- The UNJP has paid close attention to key issues impacting GEEW including VAWG/DV/SV, harmful practices such as early/child marriage and SRH&RR. The work in these areas has been holistic, pushing legislative and policy agendas, strengthening service provision and supports to survivors, and actively working to shift cultural perceptions and social norms. These have been areas of strength for the programme.

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Conclusion 3: The UNJP has used the joint programme modality to increase benefits and maximize resources.

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- The approach and experience of the UN JP can provide guidance to future joint programmes. The UNJP has been efficient in its use of resources and its smart use of its skilled programme managers. The joint programme modality has increased joint advocacy, research and expanded the impact of interventions by increasing the scope of beneficiaries and stakeholders. GEEW expertise has increased across the partner organizations.
- The joint programme modality itself has inherent issues, some of which could be addressed systemically. The corporate UN reporting system does not support effective measurement or understanding of the impacts of joint programming. For example, there is no meaningful mechanism in place to monitor the efficiency gains of combining resources across UN organizations, nor does the reporting system support combined and holistic story telling about the impacts to beneficiaries. Data collection, particularly in relation to the most vulnerable populations, has improved over the life of the programme.

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Conclusion 4: The UNJP has made transformative and sustainable change to GEEW in Georgia.

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- The UNJP has been effective in impacting across formal and informal, personal and systemic lines, ensuring that institutional changes are matched by personal and social shifts. The national institutional level is ready to assume ownership for programme outcomes and GEEW oversight

and the local level has made significant progress towards this goal. There is still room for additional capacity work with the civil society, particularly at the local level, to ensure sustainability.

- The programme’s work with private sector partners, including colleges, sports teams and beauty/wellness companies has demonstrated how powerful the private sector can be in supporting change in public opinion and discourse. The pandemic has been an opportunity to target key areas of need across Georgia but it also stalled phase out planning for the programme, leaving some partners confused and others not yet ready for a transition. Transition planning should focus on ensuring national ownership and accountability across the programme outcomes and partners. There is opportunity for the UNJP to shift to more targeted interventions and a greater focus on the most marginalized women and girls.

## LESSONS LEARNED

- Programme design is most effective when it allows for nimble response and identification of new issue areas
- An evidence-based approach is persuasive to leaders and reveals information about nation-wide GEEW issues
- Innovative public awareness campaigns work to shift the social narrative towards the empowerment of women and to provide an entry point for discussion on controversial topics
- The joint programming modality is most effective with dedicated and trusted programme managers
- Activities supporting women’s political participation required high effort for incremental gains
- The holistic approach of the MenCare Georgia campaign that targeted perceptions about the role of men through a wide array of messaging and media was effective at shifting social norms

## RECOMMENDATIONS

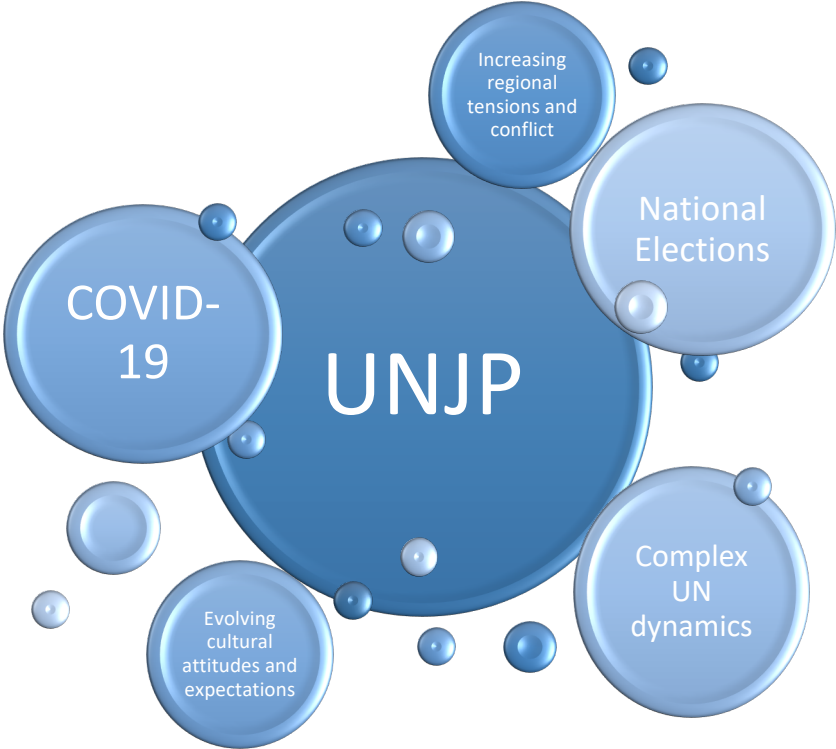
#	Recommendation
1	In its formulation of Phase III of the programme, the UNJP should continue to refine the Theory of Change and programme design to ensure alignment with the needs of the most disadvantaged women and girls and in line with key UN principles including Leave No One Behind.
2	In its formulation of Phase III of the programme, the UNJP should commit to a more aspirational programme, aiming for ambitious results with bold targets.
3	The UNJP should continue its ongoing advocacy to secure the national gains on women’s political participation. At the local level, the UNJP should amplify the Women Councilors’ Task Force and other key advocacy networks including the WIGs, with a focus on increased participation in the local level elections in 2021.

4	The UNJP should explore career options for women that respond to evolving opportunities in Georgia’s economy.
5	The UNJP should explore the link between its efforts related to vocational educational training and other economic empowerment programs and its efforts to provide economic rehabilitation to women survivors of VAWG/DV.
6	The UNJP should continue its advocacy for services for survivors of VAWG/DV including access to shelters, access to psycho-social services and post-shelter rehabilitation.
7	The UNJP should hone its VAWG/DV focus to target women with multiple and intersectional areas of social disadvantage.
8	The UNJP should continue to prioritize the public discourse on SHR&RR, including through innovative public campaigns, while strengthening the institutional frameworks and exploring transition for health and education to national partners.
9	The UNJP should work with partners for a more holistic data collection process in key areas of GEEW.
10	The UNJP should maintain a targeted focus on strengthening civil society, especially local women’s organizations and networks.
11	The UNJP should develop a strategy for maintaining the long-term support of current champions and expanding the categories of champions to match the needs of its target beneficiaries.
12	The UNJP should develop a coordinated and timed transition plan to the end of the programme and move to a more targeted set of activities.
13	The UNJP should develop a holistic and evidence-based strategy for the inclusion of the LGBTQI community in the programme, that acknowledges and respects the diversity of the community and its members and adopts a Do No Harm approach.
14	The UN in Georgia should internalize and develop strategies to respond to the lessons learned from the UNJP, including leadership expectations and administrative hurdles.

# CONTEXT

Phase II of the United Nations Joint Programme on Gender Equality (UNJP), a joint programme implemented by UN Women, UNFPA and UNDP in Georgia, took place in a time of significant complexity in Georgian society. Regional tensions and conflict on Georgian borders, increased political and social conservatism and the tension between international cultural norms and the traditional patriarchal culture were met with the intensified realities of 2020 including the global COVID-19 pandemic and national elections. The programme itself was designed as a UN joint programme, a modality that presents execution challenges for multiple UN organizations with differing and complex administrative systems. Despite all of these challenging factors, the UNJP represents a clear success, with tangible, sustainable and transformative results.

*Graphic 1: The Context of UNJP*



## THE SITUATION OF WOMEN AND GIRLS IN GEORGIA

Over the past number of years, Georgia has made tremendous advances in strengthening its commitment to gender equality and women’s empowerment (GEEW) and towards combatting violence against women and girls (VAWG). Prior to the UNJP Phase II start date, the country had already adopted a number of legislative policy documents advancing GEEW, supporting survivors of VAWG including domestic violence, criminalizing domestic violence and forced marriage, and enacting National Action Plans for Women, Peace and Security, Youth Policy and Human Rights. The Government of Georgia (GoG) adopted critical

international conventions related to ending VAWG including the Istanbul Convention and CEDAW. It has created national targets for the Sustainable Development Goals.

The GoG also established a number of critical working groups to support the implementation of its Action Plans and legislative changes, including the Human Rights Inter-Agency Coordination Council and the Inter-Agency Council Implementing Measures to Eliminate Domestic Violence in Georgia.

This progress is notable. Unfortunately, despite these actions, gender inequality is a persistent and pervasive problem in Georgia, leading to human rights violations and limited progress on sustainable development indicators.<sup>4</sup> Women are significantly underrepresented in decision-making processes at all levels, have limited participation in political and social community life, work in traditionally 'female' jobs with a large gender wage gap, struggle to attain higher levels of education and experience cultural stereotypes and norms that diminish their place in society. Moreover, women are subject to sexual harassment, domestic, sexual and other forms of violence, early and child marriages, gender-biased sex selection and consequent abortions, and a lack of social supports for sexual and reproductive health. Government and community institutional services are ill-prepared to respond to these issues and violence, among other issues, is underreported.

One of the biggest challenges faced by Georgia is the prevailing cultural and societal norms that condone the suppression and ill-treatment of women. Although there is an increase in intolerance towards violence against women and domestic violence, it is still widely considered a 'family matter' and part of the oversight role of the male in the household. Significant work is required to raise societal awareness and challenge the patriarchal attitudes about gender roles and women's rights in Georgia.<sup>5</sup>

The global COVID-19 pandemic impacted women and girls across the world as women lost economic power and bore the majority of the burden to care for children who could no longer be cared for outside the home, incidents of domestic violence increased and stay-at-home orders isolated women at risk, including women in abusive homes, elderly women, disabled women, women already living in poverty, members of the LGBTQI community and others. Country economies were hit dramatically and state funding was diverted for emergency measures, frequently removing resources for women in crisis. Georgia is no exception to this experience and it compounded a number of the issues already confronting Georgian women and girls.

At the time the evaluation took place, the country was still resolving a contentious election that occurred on October 31, 2020, increasing the uncertainty in the country. The outcome of the election and the subsequent decision-making by the ruling party may impact the long-term sustainability of programme interventions.

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<sup>4</sup> See for example the UNDP (2014) Human Development Report 2014: Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience <http://hdr.undp.org/en/content/human-development-report-2014>; World Economic Forum (2013) The Global Gender Gap Report 2014 [http://www3.weforum.org/docs/WEF\\_GenderGap\\_Report\\_2013.pdf](http://www3.weforum.org/docs/WEF_GenderGap_Report_2013.pdf);

<sup>5</sup> UNJP (2013) Men and Gender Relations in Georgia

# UNJP PROGRAMME OVERVIEW

The United Nations Joint Programme for Gender Equality in Georgia Phase II (UNJP or the programme), funded by the Government of Sweden through the Swedish International Development Cooperation Agency (Sida), was implemented jointly by United Nations Development Programme (UNDP), the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), and the United Nations Population Fund (UNFPA) – these entities are referred to as the Participating UN Organizations (PUNOs).

The current phase (Phase II) was a continuation, building on the modality, results and implementation mechanisms of Phase I, which ran from 2012-2015. Phase I had a final evaluation that concluded it was largely successful and noted that there was greater opportunity for impact through joint activities including advocacy and training. The UNJP began on 20 November 2015 and was foreseen to end 31 December 2020, however a one-year cost extension of the programme was agreed to in December 2020. The PUNOs have agreed with the donor on a one-year extension of the Phase II, which is to be used as a period of bridging and strategic planning for the next phase. A Midterm Evaluation (MTE) of the UNJP was completed in January 2019.

## UNJP GOAL, OUTCOMES AND SCOPE

The overall goal of the programme is to promote gender equality and women's empowerment by means of strengthening capacities of government at both central and local levels and across the executive, legislative and judicial branches, engaging civil society and raising public awareness about gender equality.

There are three outcomes:

4. Enhanced women's political and economic empowerment (the work under this outcome is led by UNDP)
5. Enabling environment to eliminate violence against women and girls, especially sexual and domestic violence, created in Georgia (the work under this outcome is led by UN Women)
6. Advanced gender equality and reproductive rights, including for the most vulnerable women, adolescents, and youth (the work under this outcome is led by UNFPA)

Each of the outcomes built on the foundational work done in the first phase of the programme. Outcome 1 was intended to support and strengthen the capacity of public institutions at the central and local levels to stimulate policy change and establish gender sensitive service delivery. Activities under this outcome would facilitate women's engagement in economic activities through enhancement of their employability and income generating skills in order to increase women's economic empowerment as an enabling factor for increased equality, self-respect and civic participation. These two approaches were complemented by a large-scale public awareness and communication campaign to increase general understanding of gender equality issues and challenge the established gender stereotypes. The major responsibility for this outcome rests with the UNDP.

The goal of the interventions under Outcome 2 was to intensify efforts to create an enabling institutional and policy environment for EAW to provide relevant support and protection for survivors of sexual violence and DV. Activities under this outcome will continue to support the improvement and

implementation of policies, laws and services in line with the Istanbul Convention, including establishing state ownership for the funding of the shelter services. Under this outcome, the programme will also support the DV Council to develop and implement the next DV NAP and work with service providers to ensure training curricula on services for survivors of DV and sexual violence is institutionalized and ready for the UNJP's phase out. Public information campaigns under this outcome will target the social norms that contribute to violence. The major responsibility for this outcome rests with UN Women.

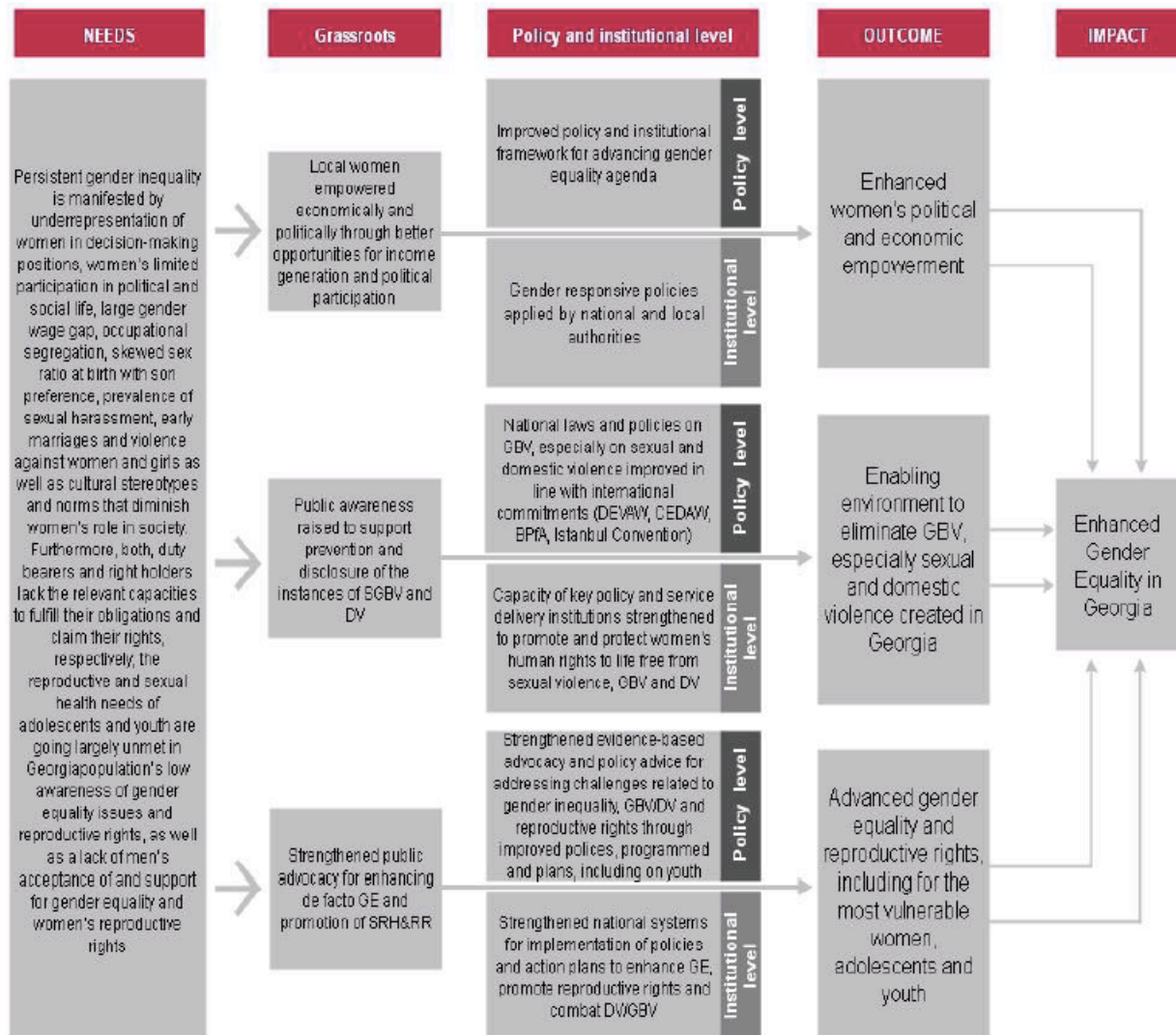
Outcome 3 aims to strengthen national policies, systems and public advocacy for advancement of gender equality and reproductive rights by supporting the government to achieve its international and national commitments in SRHRR through advocacy and policy support at the central and local levels. The programme will work with public institutions, schools and teachers to prepare and implement formal education curricula for adolescents. These efforts will be aimed at institutionalizing commitments and programmes in relevant ministries and institutions. A number of public campaigns will target male role-modelling and social norms related to gender equality and EVAWG. The major responsibility for this outcome rests with UNFPA.

The programme took a holistic approach with three inter-related levels (national, local and grassroots) and multi-tiered programming based on policy advice, strengthening national systems and strengthening public advocacy. This approach was meant to take advantage of the synergies that would be obtained by simultaneously addressing the issues on multiple fronts and to ensure messaging to the public coincided with government action and service delivery.

The target population of the programme was: society at large, women, men and youth and especially excluded groups of women such as IDPs and conflict affected populations, ethnic and religious minorities, female-headed households, victims/survivors of domestic violence and sexual violence. The geographic area was Tbilisi and the Samegrelo and Kakheti regions.

In the context of the goals and the scope, the programme had a strongly developed Theory of Change (ToC), set out in the programme document and developed during the project design phase. It was captured graphically in the MTE, as set out below. The ToC covers the programme's core assumptions that grassroots interventions (public awareness raising and direct empowerment of women) must be combined with advocacy and capacity building at the institutional level in order to address the core issues of gender equality, violence against women and girls and insufficient sexual health and reproductive rights understanding and to achieve the programme's overall goals. This ToC was affirmed by programme partners at the outset of the Review process and was used to underpin the evaluation of the success of the programme.

Graphic 2: The Theory of Change prepared by the UNJP Midterm Evaluation

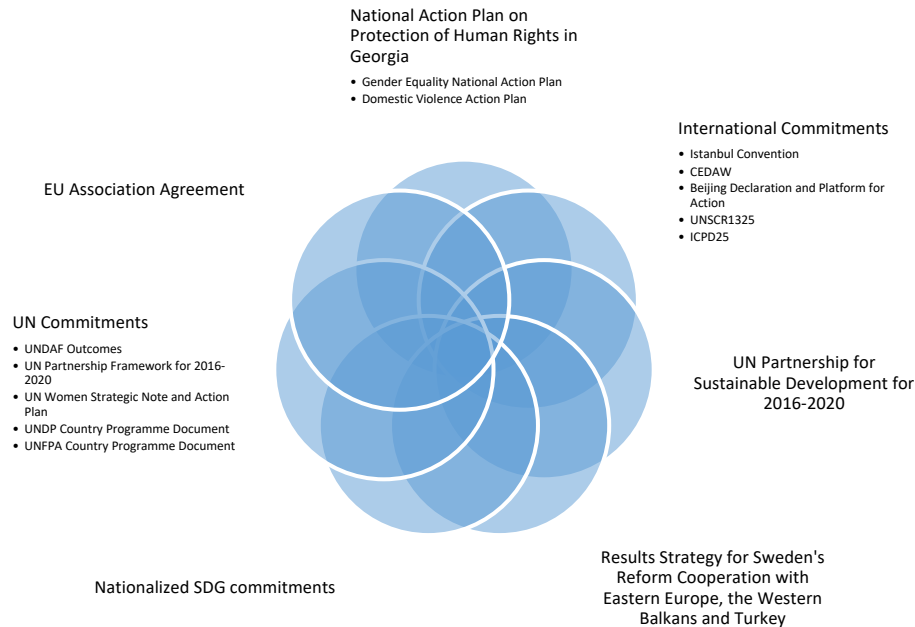


## UNJP ALIGNMENT

The UNJP was designed in alignment and synchronously with national, regional and international priorities for GEEW, including key UN system goals and commitments in Georgia. The figure below represents the holistic approach to alignment, designed to support sustainability through national ownership in the outcomes. The Government of Georgia has made strong international commitments related to gender equality, EAW and the ending of harmful practices. These commitments are reinforced through the Government's relationship with the EU and with Sweden, the donor for this programme. The Government has aligned its national Action Plans on gender and domestic violence with these commitments. The UNJP's outcomes are directly targeted at supporting these commitments through the strengthening of legislation, policies, implementation and service delivery.



Graphic 3: UNJP Alignment to Georgia's GEEW Commitments



## JOINT PROGRAMME MODALITY

The UNJP was structured as a UN joint programme. While each of the PUNOs led one of the three outcome areas, there were intersections between the outcome areas in which joint action and a holistic approach was required. The previous phase of the programme demonstrated the value of joint advocacy with respect to the normative GEEW framework at the national level and the potential of greater impact through collaboration in each outcome area.

There were four major strategic interventions in the UNJP that were designed and delivered as a collaborative effort, along with other joint activities in the programme.

The programme was jointly implemented by UNFPA, UN Women and UNDP, each with responsibility to implement and prepare reports on specified components of the programme. UNDP also served as the Administrative Agent responsible for financial and administrative management of the programme, including receiving donor contributions, disbursement of funds to the PUNOs, and providing the consolidated financial and narrative reports to the donor. UN Women was the Convening Agency responsible for coordination of joint activities between PUNOs and consolidating the narrative reports for provision to the donor. Each PUNO designated Programme Component Managers responsible for the implementation of the programme and acting as the Management Group (UNJP MG) of the programme. Additionally, each PUNO was responsible to assign adequate human resources to support execution of the programme activities.

The Programme Steering Committee provided strategic guidance on implementation and approval of the annual work plans, including annual targets for the results framework and the review of progress against set targets. It is co-chaired by the UN Resident Coordinator and the Chair of the Parliamentary Council for Gender Equality, with membership of senior personnel from all organizations that are signatories to the

joint programme document. The Government of Sweden is invited to join the Steering Committee as an observer.

UNJP was financed through a pass-through fund management arrangement delegated to the three UN agencies. Sida provided the funds to UNDP, which acts as the Administrative Agent, providing the money to each of the three PUNOs. There was a Monitoring Plan in place. The total budget of the programme set out in the ProDoc is \$8,177,048 USD. Following addendums signed in December 2019 and 2020, the overall budget was increased to \$9,906,834.40 USD. It is noted that the programme benefitted from a high level of in-kind contributions from state actors.

## STAKEHOLDER ENGAGEMENT

The UNJP engaged a broad range of partners and stakeholders at national and local levels and across government, broader public service providers, civil society, the media and the private sector. The table below sets out the major stakeholders engaged in programme activities by outcome area.

*Table 1: UNJP Stakeholder Mapping*

Stakeholder	Outcome 1	Outcome 2	Outcome 3
Gender Equality Council			
GE Commission (Interagency Commission on gender Equality, Violence against women, DV)			
Ministry of Health, Labor and Social Affairs National Center for Disease Control and Public Health			
Ministry of Regional Development and Infrastructure			
Ministry of Internal Affairs: Human Rights Protection Department			
Ministry of Education, Science, Culture and Sport			
Public Defender (Ombudsman)			
Prosecutor's Office			
National Probation Agency			
Ministry of Environmental Protection and Agriculture of Georgia			
Agriculture and Rural Development Agency			
LEPL Agency for State Care and Assistance for the Statutory Victims of Human Trafficking			
Police Academy			

Public Broadcaster of Georgia			
High School of Justice			
International School of Economics (ISET)			
Training Center of Georgian Bar Association			
Shota Meskhia State Teaching University of Zugdidi			
VET college "Phazisi" (Poti)			
VET college "Aisi" (Kachreti)			
Georgian Rugby Union			
FC Locomotive			
NGO Women of Georgia			
NGO Care Together - MenCare			
Anti-Violence Network of Georgia (AVNG)			
Women's Consultation Center "Sakhli"			
NGO-Sapari			
NGO "Atinati"			
Center for Strategic Research and Development of Georgia (CSRDG)			
Municipal Service Providers' Association			
Women's Employment Supporting Association "Amagdari"			
NGO Tanadgoma			
Association of Women Farmers			
Kakheti Regional Development Foundation			
NGO NCCE			
Body Shop			
Avon			

# EVALUATION APPROACH AND METHODOLOGY

The Mid-Term Evaluation (MTE) of the UNJP was completed at the beginning of 2019, thereby capturing over 2/3 of the implementation of the programme. The MTE was an exhaustive process, engaging in a comprehensive evidentiary process, including over 100 interviews, multiple focus groups, surveys and document review. Given the fairly recent completion of that process, and especially in light of the current COVID-19 crisis, the UNJP PUNOs in consultation with the donor agreed to substitute a final external evaluation with a Systematization of the Final Results (the 'Review').

The Review, while adhering to the same ethical and methodological principles as a full final evaluation, provides a more targeted assessment of the sustainability of the programme's impacts at end of the phase (a summative assessment) and support the consideration of the transition period and the strategic planning for the next phase. (a formative perspective). The Review has assessed the activities of the programme in 2019-2020 and conduct a deep dive into sustainability, relying more heavily than usual on the findings of the MTE and supporting documents with respect to the activities done prior to 2019.

The Review was conducted from September – December 2020. During that period, the Evaluation Team reviewed 249 documents, interviewed 48 informants, and conducted 5 focus groups.

## PURPOSE AND OBJECTIVES

The overall objective of the Review exercise was to assess the progress made towards the achievement of the set targets under the outcomes and objectives of the programme, analyze the results achieved and challenges encountered.

The specific objectives of the exercise were:

- To analyze the relevance of the UNJP II implementation strategy and approaches to UN and national development policy priorities;
- To review the relevance of the logical framework and respective Monitoring and Evaluation Plan of the project;
- To assess effectiveness and organizational efficiency in progressing towards the achievement of the project's results;
- To assess the sustainability of the results and the feasibility of ongoing, nationally-led efforts in the thematic areas tackled by the project from the viewpoint of national ownership, national capacity development, partnership and coordination between the implementing UN agencies and other development partners;
- To document lessons learned, best practices, success stories and challenges to inform future programming of UNDP, UNFPA and UN Women in Georgia;
- To assess how the intervention and its results relate and contribute to the Sustainable Development Goals in Georgia.

## METHODOLOGY

The Review applied a theory-based analysis. Given the purpose and objectives of the evaluation, a participatory approach was taken, allowing for opportunities for learning while still ensuring accountability for outcomes and identifying options for future decision-making.

A theory-based design assessed the performance of the UNJP based on its stated assumptions about how change happens, including challenging, validating or expanding on the assumptions. The design explored the transformative impact of the programme through the “Gender at Work” framework.<sup>6</sup>

The evaluation methodology applied the OECD-DAC criteria of relevance, efficiency, effectiveness and sustainability, adding criteria of ‘human rights and gender equality’ to ensure attention to gender-responsive evaluation principles and applying a ‘utilization-focused lens’ to generate forward-looking and actionable recommendations.

A mixed-methods approach, using both quantitative and qualitative data was used to triangulate and verify data, increasing the internal reliability and consistency of the findings. Engagement was consultative and participatory, ensuring the inclusion of women, individuals and representatives of those who are vulnerable or marginalized.

The Evaluation Matrix is attached at Annex C.

## DATA COLLECTION

Data collection included document review, structured and semi-structured interviews, and focus groups. A full list of the documents reviewed is attached at Annex D. Key informant interviews were conducted with programme partners, national partners, the donor, representatives of the PUNOS and the UN resident coordinator, and programme beneficiaries. A full list of individuals and organizations consulted is attached at Annex E.

As a result of the global COVID-19 pandemic, the process was undertaken entirely virtually and in the context of significant and constantly evolving life changes for all individuals involved. The Evaluation Team took steps to ensure that even in the context of the pandemic, the Review was conducted in a comprehensive, gender-sensitive and methodologically rigorous manner, including allowing interviewees the option of English or Georgian conversation, ensuring that the purpose, approach and confidentiality of the interviews were clear and consent to proceed was obtained at the outset, allowing interviewees the option of focus group or individual conversations, video or telephone, screen sharing to show documents and follow-ups by email as required.

Deep dive thematic spotlights are used to provide insight into the programme’s sustainability. Three of the case studies looked at the impacts of the different strategies (policy advice, strengthening national systems and strengthening public advocacy) across the interrelated levels. The fourth case study assessed the efficacy and added value of the joint programme modality.

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<sup>6</sup> <https://genderatwork.org/analytical-framework/>

*Thematic Spotlight 1: Strengthening the National Human Rights Institutions* – The UNJP was instrumental in establishing the legislative and policy framework for a consolidated institutional mechanism for GEEW. It was equally as instrumental in ensuring an independent accountability mechanism for institutional actions through the Public Defender’s Office. The case study explores the value of the mechanisms, their implementation and the ongoing sustainability.

*Thematic Spotlight 2: The Support Services* – Across outcomes and with interventions from each of the PUNOs, the UNJP built and strengthened a number of critical support services for survivors of domestic violence, along with accountability measures. The case study explores the readiness and willingness of service providers to independently provide the services, the potential for expansion into more areas of GBV for DV, and the impact of COVID-19 on sustainability.

*Thematic Spotlight 3: Grassroots economic empowerment* – Under outcome 1, the UNJP engaged in vocational education and local level women’s economic empowerment activities in the Samegrelo and Kakheti regions. The case study examines the impact of the programme interventions on women, including women from disadvantaged groups and considers the readiness/willingness of the local level partners to independently provide the programming.

*Thematic Spotlight 4: UN System Collaboration* – In this phase of the UNJP, the PUNOs deliberately engaged in enhanced collaboration, including joint activities and ongoing communication. This case study assesses the value added to the programme and to UN goals of greater collaboration and the lessons learned.

## GENDER AND HUMAN RIGHTS RESPONSIVE EVALUATION APPROACH

The Review was premised on a human rights-based and gender responsive approach and adhered to UNEG guidance on integrating Human Rights and Gender Equality in evaluations with gender responsive and human rights approaches integrated into the scope and conduct of the evaluation.<sup>7</sup>

The evaluation will use a systematic approach to examining factors related to gender that assesses and promotes gender equality issues and provides an analysis of the structures of political and social control that create gender equality. Specific areas of analysis will include:

- The broader human rights context within the region, and how this has informed the design and implementation of the UNJP programming;
- Identification of trends, common responses and differences between groups of stakeholders (disaggregation of data), for example, through the use of graphs or illustrative quotes (that do not allow for identification of the individual);
- Assessing the extent to which participation and inclusiveness (with respect to rights holders and duty bearers) was maximized in the interventions planning, design, implementation and decision-making processes;
- Assessing the extent to which sustainability was built into the intervention through the empowerment and capacity building of women and groups of rights holders and duty bearers; and
- The extent to which a HRBA and GR approach is incorporated into the design, monitoring and reporting of programme interventions.

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<sup>7</sup> The evaluation team was guided by the following documents and guidance: *Integrating Human Rights and Gender Equality in 26 Evaluation -- Towards UNEG Guidance*; *UNEG Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System*; UNEG Norms and Standards for Evaluation, Ethical Guidelines and Code of Conduct

## REVIEW MANAGEMENT ARRANGEMENTS

The Evaluation Team consists of an International Consultant and a National Consultant.

An Evaluation Management Group comprising relevant senior managers of the participating UN agencies and/or their delegated programme staff was established to oversee the Review process, make key decisions, quality assure and approve the Review deliverables, including ensuring that factual errors or errors of omission or interpretation are identified in the deliverables produced. The Management Group provided input and relevant information at key stages of the exercise: the terms of reference, inception report, draft and final reports and dissemination of the findings. Further input was sought from the leadership of the three PUNOs and Sida.

The Terms of Reference for the Evaluation and for the Evaluation Management Group are linked at Annex F.

## METHODOLOGICAL LIMITATIONS AND RISKS

At the outset of the Review process, the Evaluation Team identified the following limitations and risks to the success of the process. The chart below sets out the limitations and the mitigation strategies and outcomes of these risks on the process.

*Table 2: Evaluation Limitations and Risks*

Identified Limitations	Outcome
<p>Language</p> <ul style="list-style-type: none"> <li>Some documents were not translated into English</li> <li>Some informants were unable to conduct interviews in English</li> </ul>	<p>The majority of documents were in English and the majority of informants were able to conduct their interviews in English. The ET's national consultant is Georgian and was able to review the documents and conduct interviews in the language of preference for interviewees and share the results with the International Consultant.</p> <p><i>Outcome: Low impact</i></p>
<p>COVID-19</p> <ul style="list-style-type: none"> <li>As a result of the global pandemic, there was no in-person data collection for this Review.</li> </ul>	<p>All interviews and focus groups were conducted virtually, using Zoom meetings and telephone calls. All informants were able to access the technology and no meetings were missed as a result of the virtual format. An in-person setting is always more conducive to meaningful conversation but, as a result of the pandemic, virtual communication is now a comfortable format for participants. While the Evaluation Team was not able to view the project results in person (such as visiting shelters), informants were still able to share their perspectives.</p> <p><i>Outcome: Low impact</i></p>
<p>Timing</p> <ul style="list-style-type: none"> <li>The timeline for the Review was aggressive and occurred in the midst of an election in Georgia.</li> </ul>	<p>As predicted, data collection was somewhat extended as a result of both the election and the virtual format. Updated timing was shared with the UNJP MG on an ongoing basis. The overall delay was approximately 3 weeks.</p> <p><i>Outcome: Low impact</i></p>

# FINDINGS

## RELEVANCE

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*Finding 1: The UNJP is well aligned to GEEW international best practices, UN objectives and the commitments and goals of its partners.*

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There can be little doubt that the UNJP is relevant across the spectrum of stakeholders and partners. It was designed specifically to respond to key government commitments on GEEW, both nationally and internationally, including the Istanbul Convention, CEDAW, the EU Association Agreement and the GoG's own Human Rights National Action Plan and Gender Equality National Action Plan. The programme was aligned to the mandates of the PUNOS and the UN Cooperation Framework and to Sida, including the Results Strategy for Sweden's Reform Cooperation with Eastern Europe, the Western Balkans and Turkey. The programme aligns well to supporting Georgia's national SDG commitments, as indicated in the table below.

**Table 3: UNJP contribution to gender-relevant SDG indicators developed by the Evaluation Team<sup>8</sup>**

Gender-relevant SDG Indicators	Outcome Area
1.1.1 Proportion of population below the international poverty line, by sex, age, employment status and geographical location (urban/rural)	1
1.2.1 Proportion of population living below the national poverty line, by sex and age	
1.2.2 Proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions	
1.3.1 Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable	1, 3
1.3.1 Proportion of total adult population with secure tenure rights to land, with legally recognized documentation and who perceive their rights to land as secure, by sex and by type of tenure	1
1.b.1 Proportion of government recurrent and capital spending to sectors that disproportionately benefit women, the poor and vulnerable group	1, 2, 3
2.3.2 Average income of small-scale food producers, by sex and indigenous status	1
3.7.1 Proportion of women of reproductive age (aged 15-49) who have their need for family planning satisfied with modern methods	3
3.7.2 Adolescent birth rate (aged 10-14, aged 15-19) per 1000 women in that age group	3
4.4.1 Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill	1
4.7.1 Extent to which (i) global citizenship education and (ii) education for sustainable development, including gender equality and human rights, are mainstreamed at all levels in: (a) national education policies; (b) curricula; (c) teacher education; and (d) student assessment	3
5.1.1 Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex	1, 2, 3

<sup>8</sup> Based on [https://unstats.un.org/unsd/demographic-social/gender/documents/14Mar2018\\_Gender\\_relevant\\_SDG\\_indicators\\_MB-HSS.pdf](https://unstats.un.org/unsd/demographic-social/gender/documents/14Mar2018_Gender_relevant_SDG_indicators_MB-HSS.pdf)



5.2.1 Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age	2
5.2.2 Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence	
5.3.1 Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18	3
5.4.1 Proportion of time spent on unpaid domestic and care work, by sex, age and location	1
5.6.1 Proportion of women aged 15-19 who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care	3
5.5.1 Proportion of seats held by women in (a) national parliaments and (b) local governments	1
5.a.1 (a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure	1
5.c.1 Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment	1, 2
8.3.1 Proportion of informal employment in non-agriculture employment, by sex	1
8.5.1 Average hourly earnings of female and male employees, by occupation, age and persons with disabilities	1
11.7.2 Proportion of persons victim of physical or sexual harassment, by sex, age, disability status and place of occurrence, in the previous 12 months	1, 2, 3
16.1.3 Proportion of population subjected to physical, psychological or sexual violence in the previous 12 months	2, 3
16.3.1 Proportion of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms	2
16.7.2 Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group	1, 3

In addition, the UNJP has maintained a focus on continuous growth in the understanding of the public perceptions and the needs of the intended beneficiaries, through research, surveys and engagement. This approach ensured that the programme also remained aligned to the commitments and goals of local authorities, civil society organizations and the ultimate beneficiaries. The programme's Theory of Change supported the relevance of the programme through a well-designed process matching the goals of the programme and its partners to aspirational outcomes and achievable outputs and activities.

Given the complexity and breadth of the issues the UNJP was addressing through the institutional framework and social norms, it is perhaps understandable that the programme was not directly aligned to the specific needs of the most disadvantaged women and girls, although these groups were impacted by many of the programme activities. Now that the wider institutional framework is better established, a next phase may consider redesigning the programme to be more directly relevant to women experiencing multiple forms of social disadvantage. The same can be said for the regional approach. Lessons learned from the work in the two regions can be considered for expansion in the next programme design.

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*Finding 2: The UNJP maintained and refined its relevance through a flexible design and inclusive implementation process.*

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The UNJP occurred over a period of 8 years, with the current phase extending from 2015-2020, covering several complex topic areas, two regions and the national institutional framework.

A program this expansive can only remain relevant to partners and beneficiaries if it is capable of finding the appropriate balance between consistency and adherence to the goals, and the ability to adapt to changing contexts. The UNJP has managed to strike that balance in the current phase, particularly in response to the changing contexts related to COVID-19 and the national elections.

Programme partners indicated that they were able to contribute to design and implementation approaches to ensure interventions were contextual, citing the openness of programme managers to engaging in constructive dialogue. The programme managers were then able to work with their leadership and Sida to adapt programming in response to partner suggestions and changing societal needs. The programme gained significant credibility with its partners as a result of this approach. The focus on research and developing an evidence base for interventions also contributed greatly to the ongoing relevance of the programme, as the justification for programme interventions could be directly tied back to clear evidence of need.

The COVID-19 pandemic tested the agility of the programme's design. The programme was able to avoid halting all activity and instead chose to pivot to ensure that it was responding to areas of greatest need, including moving the Healthy Lifestyle curriculum to TV school to ensure children were still getting the necessary information, providing supplies and support to shelters and providing emergency funds and other resources directly to members of the LGBTQI community experiencing hardship as a result of the pandemic. These pivots responded directly to the needs of programme beneficiaries and allowed the programme to gather additional evidence about the impacts of the marginalization of certain groups during the pandemic.

The Care Economy: The intersection of programme flexibility and evidence-based design can be seen with the relatively new programme focus on the care economy. While this focus was not specifically considered at the outset of the programme phase, research and dialogue with beneficiaries highlighted the opportunity to impact women's economic empowerment and the existing gap in both acknowledging care as paid work and training opportunities for women.

## EFFECTIVENESS

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*Finding 3: Overall, the UNJP is a success, meeting/exceeding targets and making long-term gains for GEEW in Georgia.*

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The UNJP is a success. Over the course of the programme, it has met or exceeded almost all of its target and, most importantly, laid the critical foundation for long-term advancement of GEEW in Georgia. It has performed well across its areas of focus – the institutional framework, service provision and public perception – and has advanced public discourse and governmental response on challenging and at times controversial human rights topics. Other findings will explore the nuances of particular areas of success and challenge but these findings should be understood in the context of overarching success. The

programme is encouraged to explore bold, aspirational targets for the next phase, building on the foundation and pushing on social norms.

Highlights by the numbers include:<sup>9</sup>

- 194 specialized prosecutors for VAW/DV cases,
- Approx. 1000 police officers, specialized investigators, lawyers and judges trained on VAW/DV cases,
- 84 proposals to local governments with 44 local issues allocated funds totaling GEL 5.5 M,
- 975 women and 291 men trained through VET (98% graduation rate and 57% employment rate for women graduates),
- 5 GIAs in Ministries,
- 7 new women-headed farming businesses and 10 women expanded their production,
- 9 micro-grant projects on local problem-solving,
- 10,266 restraining orders (1038% increase from 2014) and 112 protective orders, 4579 indictments on DV cases (787% increase from 2014),
- GEL 950,000 in the State Fund for DV issues (77% increase from 2014)
- 1455 women used the VAWG/DV hotline in 2019,
- 30 groups participated in the Fathers Cup football tournament,
- 20,000 reactions (like or love) to the Facebook campaign for MenCare Georgia,
- 811 students received peer education on healthy living,
- 300 PHC doctors in Kakheti region and Tblisi capacitated to identify, document and refer cases of GBV/VAW
- 20 recommendations on SRHR issued by the PDO from 2016-2020

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*Finding 4: Women's political participation is an area of ongoing work for the programme. Successes at the national and local levels are tangible, with a greater impact at the local level.*

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Women's political participation is a challenging area for the programme, as the ability to influence change is highly dependent on shifting societal norms, public campaigns and the goodwill of political parties. The increasing trend towards conservatism in Georgia adds to the challenges facing increased women's participation.

At the national level, and influenced by tenacious joint advocacy by the PUNOs, a quota of 25% of women candidates on the proportional party lists was established in advance of the 2020 parliamentary elections. This represents an important advance but is perhaps less of a gain than hoped for, as it is a lower percentage than desired and it is a temporary measure.

With the support of Sida, the programme added additional activities in 2020 as a special boost to women's participation in the October national elections, although these activities had to be adapted due

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<sup>9</sup> Unless otherwise specified, all data in this report is from 2019 as reported by the UNJP Narrative Progress Report. Data for 2020 was not yet reported at the time of the Review.

to COVID-19. Given the increase in women running for national office in the 2020 elections and the resulting increase in women in Parliament,<sup>10</sup> it is reasonable to attribute some significance to the value of the quota and the added attention.

At the local level, interventions that focused on enhancing women's capacity to advocate and increased the power of their networking had meaningful impact in the target regions. Partnerships, including training, networking and micro-grants, between the NGO 'CSR DG', the Centre for Strategic Research and Development of Georgia, and local women's organizations, spurred a high level of women's engagement with decision-making and positive results. The Women Councilors' Forum with 150 local women councilors and the 'Leadership and Advocacy School' for 20 women were important initiatives to spur and support women's political and economic engagement. From 2016-2019, 455 advocacy initiatives were launched by women, with an adoption/implementation rate by local authorities of approximately 50%. These numbers far exceed the targets set by the UNJP and are especially encouraging signs with respect to the capacity and motivation of women to engage in political action.

The impact of these efforts will be evident, at least in part, by the levels of women participation in the local elections in 2021. The programme is encouraged to consider interventions to support and champion local women politicians.

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*Finding 5: Women's economic empowerment activities have resulted in important legislative and policy changes and direct impact to women in the workforce.*

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The interventions aimed at increasing women's economic empowerment were effective, particularly at the grassroots level where the programme contributed directly to the economic and social advancement of women.

At the national level, the programme advocated for legislative and policy changes to the Labour Code related to paid parental leave and other working conditions issues, supported Parliamentary thematic inquiries on economic empowerment, and the revision of the Gender Equality National Action Plan towards a focus on women's economic empowerment. The Labour Code Reform was adopted in September 2020, reflecting many, albeit not all, of the women's empowerment principles advocated for by the programme. More on the impacts at the national institutional level can be found in Case Study 3.

The programme engaged in public awareness raising on a number of fronts including engaging in a number of events highlighting opportunities, achievements and barriers for women in science and technology, and supporting the Women Farmers Association in their public engagement work related to agriculture with school children and through a national TV show. An innovative board game highlighting opportunities and barriers for women in the workforce has been created and is ready for distribution.

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<sup>10</sup> The final results of the election were not known at the date of writing although it appeared that there would be 28 women in Parliament, a slight increase from the previous number. It should be noted that women with compounding forms of social disadvantage, such as women from ethnic minorities and women with disabilities are also underrepresented in Parliament and party organizations.

The majority of the programme's activities and its impact on women's economic empowerment were related to the direct targeting of women in the Samegrelo and Kakheti regions through vocational education and training and through empowerment of local Women's Initiatives Groups and their civic engagement work. An analysis of this work can be found in Annex A in Thematic Spotlight 1: Grassroots Economic Empowerment, which notes that these interventions each had powerful and direct impacts on a large number of women. A key next step for this area will be in ensuring that the interventions continue to scale beyond the first communities, targeting more women including those who are most vulnerable.

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*Finding 6: The Programme interventions targeting the elimination of VAWG/DV resulted in strong gains across the institutional and service delivery frameworks, as well as positive changes in social norms and attitudes.*

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The efforts of the programme to enable an environment to eliminate VAWG/DV/SV in Georgia are outstanding. The wrap-around approach of this outcome encompassed institutional advocacy and support, service delivery enhancements and effective public relations campaigns.

The UNJP advocated for better adoption of international best practices and commitments in legislation and policy, including for the adoption of sexual harassment legislation which was passed in 2019. Strong efforts to remove the requirement to obtain the 'victim' status in order to access state shelters, which is contrary to international obligations, have not yet been fully realized. As a temporary response, the programme drafted a standardized questionnaire for shelter and crisis centre staff to assist in determining eligibility for shelters.

The public awareness activities related to shifting cultural norms and raising consciousness about VAWG/DV were particularly effective. High level government leaders, including the Prime Minister, took part in a wide array of events during the 2019 16 Days of Activism.

A highlight of the public relations activities was the continuation of the engagement with the Georgian Rugby Union. This engagement has proven quite effective in engaging men and boys in dialogue with nationally recognized sports heroes about the role of men, how to handle anger and conflict and bringing attention to violence against women. The rugby players showcased their support during national and international matches and made personal visits to regions, including remote regions such as Pankisi Gorge, where children have limited exposure to dialogue on women's rights. The work with the Rugby Union also extended to engaging girls in play and in dialogue about their rights and abilities. The players themselves are able to identify a shift in the dialogue about women's rights and violence against women from the start of the programme to the end of 2020. Importantly, they report that when they return to areas where they previously visited, the local boys model positive behavior and are able to report community impacts from the trainings.

Innovative research in 2019 related to bystander behavior and failure to intervene in VAWG incidents is available to support future communications campaigns and is an area worth exploring in the next phase. The work of the UNJP on impacting the service level response frameworks – in the justice sector, the shelter system and the health care system has had tremendous tangible impact on the lives of women survivors of VAWG/DV. The holistic approach has been successful in ensuring that the gains made by the programme are sustainable and was especially critical in responding to the increase in GBV and DV during the COVID-19 pandemic. These results are explored in Thematic Spotlight 2 found in Annex A.

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*Finding 7: The UNJP's focus on SRH&RR has made important inroads in a socially complex environment. Efforts to target controversial subject matter through awareness and education have impacted the public discourse.*

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The work of Outcome 3 of the programme, advancing GE and reproductive rights has shown significant gains in an area of complexity and controversy, again circling the issues through the national institutional framework and government commitments, to service delivery, to education and public awareness.

The work at the national level, as outlined in Thematic Spotlight 3, was multi-faceted targeting critical concepts on harmful practices such as early/child marriage, gender-biased sex selection and SHR&RR education through an array of advocacy and technical activities, including:

- Increasing government accountability for international commitments and best practices:
  - A task force (that included the government, civil society and the UNJP) that validated the national commitments on the elimination of GBV and harmful practices which were then presented at the Nairobi Summit on ICPD25
  - Harmful practices, gender equality and violence incorporated into the Youth Index measuring progress on youth development
  - Updating the Fact Sheet on Early/Child Marriage
  - Capacitating the PDO to conduct monitoring and analysis on the government's efforts to meet its GEEW, SHR&RR and ending harmful practices commitments
- Advocating for legislative and policy change:
  - Family-friendly policy advocacy including maternity, paternity and parental leave through preparation of legislative amendments and the study tour to Sweden for government representatives
  - Work to operationalize the COMBI strategy on ending early/child marriage

These efforts have long-term outcomes and require ongoing advocacy to keep government attention focused on these critical issues and government commitments. However, the importance of having moved these issues onto the national stage and secured attention and commitment is significant and promising for longer term results. The PDO's first inquiry on SHR&RR was produced in 2019 and in the second inquiry, the PDO shifted to a targeted focus on the SRH&RR of women in closed psychiatric facilities. The amendments to the Labour Code are expected to be adopted in the coming year, while the work to operationalize the COMBI strategy started in 2020. The Action Plan will be approved as part of the Human Rights Action Plan in 2021.

With respect to direct service delivery and capacity enhancement, the impressive work of the programme in working on the health care system response to VAW/DV is referenced in Case Study 2. It is appreciated that the pilot programme is the result of significant advocacy and effort by the programme to introduce in the complex health care system.

The UNJP also worked with the Ministry of Education and Science (MoES) to introduce 'healthy living' education into the national curriculum through both in-school and out-of-school approaches. This work, which began at the Ministry level, resulted in 78 coaches trained to assist teachers to introduce the curriculum at the middle school level across the country. Peer education about healthy living was also

supported through international best practices approaches to out-of-school education. In response to the COVID-19 pandemic, the UNJP supported the Ministry and teachers to continue this valuable curriculum in the 'TV school' format. This important work to support early education on health and rights is demonstrably beneficial in terms of the long term sustainability of gains for GEEW in Georgia. It will be critical to continue advocacy in this area to ensure the material both stays on the curriculum and is enhanced with new information as public awareness and social norms shift.

Public awareness and social norms was a critical and positive element of the UNJP's work, including innovative approaches such as:

- A pilot project in Kakheti, conducted in partnership with the World Bank, seeking to understand the impact of communications campaigns on altering parental perceptions about the value of daughters (targeting social practices of gender-biased sex selection), which indicated a small opportunity for impact through generating in-person conversations in communities
- Campaigns about early/child marriage engaging community leaders, police officers, parents, school children and libraries in an array of activities
- Campaigns about the roles of men and fathers, including partnership with the Georgia Football Federation and FC Locomotive, the MenCare social media campaign and the promotion of Father's Day
- Youth engagements through in-person, train the trainer sessions and parental engagement

The value of these public awareness campaigns has been significant. Notably, the focus on youth empowerment through education about their own health and their rights is a critical element of sustainability. A greater understanding will help young people make positive choices about their sexual and reproductive opportunities and advance a greater dialogue between young women and men. In concert with the promotion of positive messaging about the role of men and fathers, especially through national sports heroes, this has powerful promise. The work on gender transformative programming within the framework of the MenCare Georgia campaign was proven to have contributed to public perceptions with respect to the role of men's roles in household responsibilities and child rearing. The increase in participation in Father's Day events, such as the Father's Cup football tournament, is a positive sign for the longer term impacts of these activities.

Issues of SHR&RR remain controversial in Georgian society. The programme's work has launched important conversations and contributed to society's increased understanding. However, there is more work to be done to advance the conversation, as well as the topics to be discussed and the programme is encouraged to continue and expand its efforts.

Finally, the programme has recently partnered with Avon and the Body Shop, both international beauty companies to promote GEEW, including issues related to DV and to early/child marriage. These partnerships have not yet fully begun but show tremendous promise for the expansion of the messages of the programme through international support and messaging, private sector ownership for the outcomes, informal conversations and the linkage between promotion of positive information about GEEW and VAWG and women's economic empowerment through these organizations.

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*Finding 8: The UNJP's holistic approach to impacting the national institutional capacity has been very effective in increasing the strength of the GEEW infrastructure in Georgia.*

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The UNJP was instrumental in establishing the legislative and policy framework for a consolidated institutional mechanism for GEEW. It was equally as instrumental in ensuring an independent accountability mechanism for institutional actions through the Public Defender's Office. Thematic Spotlight 3 found in Annex A explores the value of the mechanisms, their implementation and ongoing sustainability, concluding that the programme's cross-cutting approach to combining advocacy with individual capacity building and strengthening key institutional structures means that there is significant promise for sustainability of the understanding, value and skills required for GEEW-responsive institutions.

The programme has been effective in developing national ownership by gathering data on the perspectives of citizens in order to create an evidence-based foundation for change and aligning GEEW issues with other government human rights commitments. Ensuring sustainability will require planning for personnel changes in institutions and elected officials and further strengthening national ownership for GEEW.

## EFFICIENCY

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*Finding 9: The UNJP meets all the critical markers of an efficient programme, delivering projects on time and on budget, with a skilled and dedicated team.*

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The programme's financial management met all of the reporting requirements and neither the partners nor the donor reported concerns with respect to the timely and accurate allocation of the funding. The programme was designed to provide funding to the PUNOs in accordance with the effort required for each output. The financial impact of the joint programme modality, in other words whether being joint was cost efficient, was not tracked. Future efforts to find ways to quantify the joint programme efficiency are recommended as, anecdotally the programme is perceived to have resulted in cost savings through joint efforts.

From the perspective of human resources, programme partners reported general satisfaction with the technical experts and consultants procured to provide specific expertise. The programme team itself is composed of skilled and motivated managers with a high degree of credibility with partners. This strong team should be credited with programme successes as their value add is widely appreciated by partners, increasing both the efficiency and the effectiveness of the programme.



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*Finding 10: While the UNJP's reporting meets expectations, there is room for a more cohesive approach to measuring and sharing the impact of the programme and partner efforts on GEEW.*

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Reporting in the UN system is broken up between financial reporting obligations, donor reporting obligations and tracking outputs and outcomes on project log frames. This fractured approach does not lend itself to story-telling or to showcasing the big picture of programme successes. In the case of the UNJP, the impact of the programme is still measured and shared in the three silos that align to the outcome areas and to the responsible PUNOs.

A more unified approach at the outset of the next phase, including in the reporting construct, would allow the programme to capture the added benefits of the joint programme structure and to consider the impacts of the programme horizontally across programme lines. A more unified story-telling approach would better align the programme results to the impacts on women and girls in Georgia.

While this recommendation does not relate specifically to branding alone, the concept of reporting on the programme as one unified effort includes marketing and branding as a part of story-telling. In the case of the UNJP, only partners at the highest levels of government made reference to the UNJP as a programme. Almost all other interviewees referred to the programme through their relationship to one of the three PUNOs.

Data collection on the programme has been enhanced during the current phase with disaggregated data now being collected to better assess the impacts of some interventions on women with different forms of social advantage. The programme is encouraged to continue to increase the sophistication of its data collection.

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*Finding 11: The changes to the joint programme modality in this phase of the UNJP have been positive for programme outcomes.*

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In this phase of the UNJP, the PUNOs deliberately engaged in enhanced collaboration, including joint activities and ongoing communication. These concerted efforts resulted in:

- More effective advocacy and common messaging across PUNO leadership
- Increased efficiencies inside the programme through shared resources and joint activities
- Cross-pollination of expertise and skills, innovative approaches
- Wider stakeholder base and public reach
- Strengthened gender expertise across the PUNOs
- Blueprint for future joint programming

Thematic Spotlight 4, attached at Annex A, assesses the value added to the programme and to UN goals of greater collaboration, and the lessons learned about joint programming in this phase. Key to the successes of the joint programming approach were that the programme managers, while identifying the appropriate roles and activities for their organization, were able to work collectively towards goals of the programme transcending the mandate of their individual organizations. This prioritization of the programme goals allowed the programme managers to advocate internally within their own

organizations and externally with a common set of messages. These efforts were supported by the strong skillset of the programme managers, the support from the leadership of each PUNO and the flexible and engaged support of Sida. These efforts were not without challenges, given the inflexible nature of UN administrative approaches which do not easily support joint programming nor readily measure the benefits of the joint programming modality.

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*Finding 12: The institutional GEEW framework at the national level is ready for transition to national ownership, along with a pivot to more specific issues. There is still work required to support the local level and the civil society.*

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As noted in Thematic Spotlight Study 3, although there are still areas of uncertainty, including human and financial resources in some institutions, the national level GEEW framework is largely ready to be transitioned to national ownership, with the UNJP and the PUNOs assuming a supportive and monitoring role and taking on more targeted interventions.

Local level authorities and institutions have made significant advances and, while there is likely still need for UN involvement, the UNJP is encouraged to assess their readiness to assume ownership of specific elements of programming.

Collaboration with the civil society was an important and successful part of the programme with a number of civil society organizations engaged and strengthened. However, in large measure, the civil society in Georgia remains dependent on the UN, both in terms of financial and technical resources. This is particularly true of the local women's organizations engaged through partnerships with bigger CSO programme partners. The networks established through the programme are positive sources of support for these local organizations and the UNJP is encouraged to consider ways to bolster these networks.

A high level assessment of the sustainability and transition readiness of each of the programme activity areas is attached at Annex B. In this Annex, each Activity Result from the UNJP Results Framework is assessed as either Transition to national ownership, Reframe intervention or Continue existing level of intervention. Of 43 activities assessed, 17 are ready for transition to national ownership, 16 are ready to have the intervention reframed, 9 require a continuation of the existing level of intervention and 1 had not been implemented long enough to assess.

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*Finding 13: Private sector engagement has been successful as a means of advancing social norms and transferring ownership for outcomes to society.*

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The UNJP's engagement of private sector entities and individuals has been a successful means of advancing social dialogue on GEEW. A critical part of the sustainability of transformative gains is that the cultural shifts and outcomes are transferred out of international organizations and into the local and national domain. The UNJP made tremendous use of private sector engagement to advance this principle. The colleges that engaged in the vocational training programmes report a sense of responsibility and

additional efforts in order to ensure that the graduates find employment. This ownership bodes well for the long-term sustainability of this important intervention.

The programme's relationship with the Rugby Union and Georgian Football Association, along with FC Locomotive, are excellent examples of sustainable gains. The Rugby Union has reported an expansion of its GEEW efforts beyond its engagement with the UNJP on VAWD/DV, including work with members of the community and companies that contact the Union representatives for GEEW training and workshops. The Football Association reports increasing uptake on its programming directed at 'fathering', as well as the expansion of its efforts to increase the number of girls playing football. These key linkages between sports and popular sports figures, and the concepts of male responsibility and fatherhood have already grown farther than the programme's original focus.

The programme's recent involvement with the Body Shop and Avon, two international companies focused on beauty products, has tremendous promise for the expansion of key messaging into the population. Both companies come to the programme with mandates to advance GEEW and are comfortable with 'activism' on controversial topics. Both companies have tremendous reach into the community through Body Shop store fronts and Avon 'ladies'. Already programming with the Body Shop has included prominent billboards on domestic violence, engagement with shelters, a scholarship for a survivor of child marriage and the potential for employment of women survivors of VAWG/DV.

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*Finding 14: As a result of the pivots required of the UNJP in response to COVID-19 and the national elections, there was insufficient focus on the phase-out plan and the environment has not yet been fully prepared for the end of the programme.*

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The final year of this phase of the UNJP was a year of global upheaval and uncertainty. The COVID-19 pandemic brought countries across the world to a halt in March 2020 and the rest of the year was spent with lockdowns, health and economic crises and almost no 'business as usual'. In response, the programme pivoted from its expected plan for 2020, repurposing funds and resources to move youth education online and to 'TV school', providing funds and resources to shelters and creating a support program for members of the LGBTQI community who were not receiving government supports.

Starting at the end of 2019 and prior to the pandemic, the programme, along with Sida, determined that additional activities were required in 2020 beyond the original programme scope to support the advancement of women's political participation in the national elections in October 2020. Again, funds and resources were allocated to these activities and away from some of the planned work of 2020. While some of these activities were stymied by the pandemic, others were able to occur.

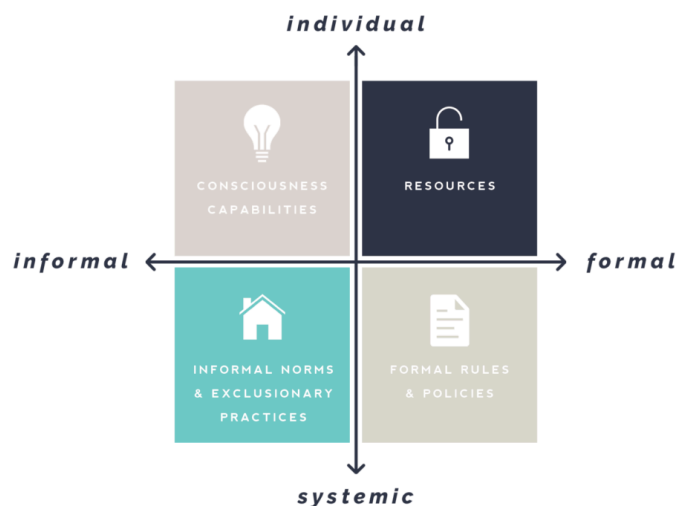
Both of these pivots were important responses to critical events in Georgia with major implications for GEEW and for the lives of women and girls. However, it did mean that key elements of the original 2020 plan, including the preparation for phasing out of some activities, did not occur. Consequently, while some parts of the programme are ready for transition to national ownership or for a reframing of UNJP involvement, there is work still to be done to prepare for this. It is critical that this work be done in the bridging year to avoid a slide into continuing work or funding by default.

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*Finding 15: The UNJP's transformational approach has netted good results. An ongoing effort is required to sustain the institutional gains and increase the awareness of GEEW in public norms.*

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Transformative GEEW change is a long-term goal that requires a holistic approach. The Gender At Work framework<sup>11</sup> is a useful tool that supports the assessment of whether there have been shifts in gendered power relations.



The top two quadrants are related to the individual. On the right are changes in noticeable individual conditions, e.g. increased resources, voice, freedom from violence, access to health and education. On the left, individual consciousness and capability – knowledge, skills, political consciousness, and commitment to change toward equality. The bottom two clusters are related to the systemic. The cluster on the right refers to formal rules as laid down in constitutions, laws and policies. The cluster on the left is the set of informal discriminatory norms and deep structures, including those that maintain inequality.<sup>12</sup>

The UNJP, through its multi-dimensional approach has made important and transformative advances for GEEW in Georgia. The work at the national level on advocacy for legislative and policy change, along with the institutional mechanisms required to enact it, as well as the work at the national and local levels to ensure services for women survivors of VAWG/DV in the socio-economic, justice and health sectors, vocational programming and entrepreneurship programmes for women and SHR&RR education for young people all contributes to impacting the formal structures both at the systemic and individual levels.

Simultaneously, the work done to support increased social discourse on critical issues and individual thought modification through public awareness campaigns, the engagement of popular champions and through increased credibility of the institutional response supports transformation at the informal cultural level. There is ongoing need for the kind of innovative communication activities targeting social change that have already been introduced by the UNJP, particularly with respect to social norms related to SRHR.

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<sup>11</sup> <https://genderatwork.org/analytical-framework/>

<sup>12</sup> <https://genderatwork.org/analytical-framework/>

The programme's own research on public perceptions, entitled "Men, Women and Gender Relations in Georgia: Public Perceptions and Attitudes", published in June 2020<sup>13</sup> supports the conclusion that transformative change has occurred. This study, first done at the outset of the programme in 2013, is a critical element supporting the assessment of transformation. Key shifts in attitudes highlighted by the report include 63% of women and 54% of men think that Georgia has yet to achieve gender equality, 48% of Georgians believe that women's main duty is to take care of the family rather than to seek a professional career, 60% of Georgians think that the involvement of women in politics would benefit the country and 39% of Georgians believe that men are better business leaders than women.

Transformation in the realm of VAWG/DV is seen through public and systemic activity, including an increased rate of hotline usage, reporting, criminal charges, issuing of restraining and protection orders and criminal convictions, as well as linkages between the health care sector, justice system and socio-economic supports such as shelters and crisis centres, all of which serves to increase reporting even more as confidence in the public response is increased.

The programme will be well-served to continue to assess its impact through a transformative lens, ensuring that it is shoring up institutional gains through monitoring and targeted support and continuing to find creative means to push on social norms and dialogue.

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*Finding 16: The programme design incorporated marginalized women where they fit thematically and geographically as opposed to taking an intentional approach to impacting the lives of marginalized women and girls.*

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The programme's design was one of overarching institutional change and programming on a national scale, with pilots and first interventions in two regions. The programme design did not specifically and directly target the most vulnerable and marginalized women and girls.

It is the case that marginalized women and girls did indeed benefit from the programme interventions if they took part in or accessed programme-sponsored activities, such as vocational training or supports for survivors of VAWG/DV. Programmes that addressed early/child marriage certainly encompassed women and girls in ethnic minorities although the issue of early marriage is not exclusive to ethnic minorities in Georgia.

However, the programme itself was not structured to specifically target outcomes for these groups, nor did it monitor the impact of interventions on these groups until after the midterm evaluation. Now that the key national foundation has been laid for GEEW and it is time for the programme to be more targeted in its approach, it would be well-served to more consciously adopt the principles of Leave No One Behind and prepare an intentional and cross-outcome design to respond to the needs of women with multiple levels of social disadvantage and those who are most marginalized.

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<sup>13</sup> [https://www.ge.undp.org/content/georgia/en/home/library/democratic\\_governance/gender-survey-report.html](https://www.ge.undp.org/content/georgia/en/home/library/democratic_governance/gender-survey-report.html)

# LESSONS LEARNED

## ***Programme design is most effective when it allows for nimble response and identification of new issue areas***

The UNJP had flexibility built into its design through a set of outcomes and outputs that were not overly narrow and allowed the selection of programme interventions to adapt according to the country context. This is a critical design element in a long-term programme.

This was complimented by the approach of the programme management and the donor, all of whom were prepared to engage partners in dialogue about meaningful interventions and implementation strategies and to make changes mid-programme to support success.

In addition to building programme credibility among partners, this also allowed the programme to stay connected to the evolving needs of its beneficiaries and adapt to new research, such as the evolution in programming thinking related to the care economy, and to new contexts with immediate needs such as the COVID-19 pandemic and its impact on women and members of the LGBTQI community.

## ***An evidence-based approach is persuasive to leaders and reveals information about nationwide GEEW issues***

The UNJP's active focus on research, inquiry and assessment is a strength and allowed the programme to be persuasive on controversial topics. This is especially evident for example in the Gender Impact Assessments and Thematic Inquiries done at the Parliament and target ministries such as MRDI. The approach of conducting research and assessment prior to policy-making engaged the leadership in the issue area and allowed for more evidence-based activities. It also helped reveal new issues to leaders and provided the UN with strong advocacy points.

## ***Innovative public awareness campaigns work to shift the social narrative towards the empowerment of women and to provide an entry point for discussion on controversial topics***

The UNJP engaged in a number of highly innovative and engaging public awareness campaigns. The thoughtful programme approach that considered the best method of impacting the public discourse included having local public figures talk to people on the bus and in the public square, turning national sports heroes into champions for male responsibility for GEEW, developing a board game for women and girls, creating library and community centre spaces for GEEW learning, and developing micronarratives related to bystander responses to violence. These are only some of the creative approaches used by the programme to deliver difficult messages and to begin to shift social dialogue on controversial topics. This approach is encouraged in future phases of the programme as it begins to take on targeted and even more difficult subjects.

## ***The joint programming modality is most effective with dedicated and trusted programme managers***

There were a number of elements of the joint programme in this phase that supported enhanced programme success, including the Convening Agency role and the clear delineation of roles. However, the most influential element was the clear dedication of the programme managers. It is evident that the programme managers placed a high priority on the outcomes of the project and worked to surmount the inherent tensions of three organizations in one programme, as well as the administrative hurdles. It is also evident that the three managers have the support and confidence of their respective leaders. This is a critical lesson for the UN in future joint programming. In order to ensure success, experienced and trusted staff must be assigned to the programme and empowered to advance programme goals.

***Activities supporting women’s political participation required high effort for incremental gains***

The UNJP conducted a significant amount of advocacy and expended high levels of political capital in order to make advances in women’s political participation at the national level. While the gains made, such as the quota, are important and necessary, they are somewhat less than the programme’s goals and are temporary, dependent on the perspectives of future political leaders. On the other hand, the work at the local level has created a more tangible and sustainable set of opportunities for women, through building block activities that open space for women as policy influencers through the WIGs, groups that are not dependent on government interests. The lesson from these interventions is that the combination of grassroots empowerment and national level advocacy is necessary to make change, with a realistic perspective on the ratio of effort to results at the national level.

***The holistic approach of the MenCare Georgia campaign that targeted perceptions about the role of men through a wide array of messaging and media was effective at shifting social norms***

MenCare Georgia used a ‘wrap-around’ approach to targeting social norms about the roles and responsibilities of men in child rearing and household responsibilities. The approach wrapped around men – with a celebration of Father’s Day, role modelling and direct engagement by famous Georgian footballers, book reading to children by men, a Father’s Blog and photo exhibit on the Fathers of Tblisi, and spotlights on cooking and other household activities. Participation and engagement in these activities increased over the period of the programme with measurable increases in attendance for in-person events and engagement on social media. Changes in social perceptions about male roles over the period of the programme can be at least partially attributed to these efforts. It will be imperative to continue this important messaging.

# CONCLUSIONS

*Conclusion 1: The UNJP was developed to align well to international, national and local GEEW commitments and designed to adapt to the needs of the beneficiaries in changing contexts.*

The UNJP was designed to ensure that it aligned and enhanced Georgia's ability to meet its international and national obligations under GEEW conventions. Through its multi-dimensional approach that simultaneously promoted legislative and policy change, strengthened institutional capacity to implement GEEW best practices and services, and empowered women's social participation at the grassroots level, the programme was effectively set up to support sustainable change, aligned to the SDGs, the UNDAF outcomes and the mandates of the participating UN organizations.

The UNJP's Theory of Change and design model, along with the flexible and consultative approach of the programme managers and the donor, ensured that the programme remained relevant and responsive as new evidence about issue areas arose, as partners suggested implementation strategies and in light of the COVID-19 pandemic. The next steps for the programme design should include a programme-wide commitment to the needs of the most marginalized women and girls.

Corresponds to Findings 1 and 2

*Conclusion 2: The UNJP is an extremely successful programme with tangible results across its outcome areas.*

The programme has strengthened the national and institutional GEEW framework through legislative and policy change and ensuring the supporting structural competencies are in place to implement commitments. This structural work has flowed out from the national government to the broader public institutions including justice, health care and education and is enhanced by strong monitoring capacity in the Public Defender's Office. Ongoing work is required to ensure leadership and funding are in place to support ownership of this framework, including women elected to political office.

At the local level, women have been successfully empowered to participate in local decision-making and are operating in strong networks. They are advancing their own economic empowerment through training, agriculture and entrepreneurship opportunities.

The UNJP has paid close attention to key issues impacting GEEW including VAWG/DV/SV, harmful practices such as early/child marriage and SRH&RR. The work in these areas has been holistic, pushing legislative and policy agendas, strengthening service provision and supports to survivors, and actively working to shift cultural perceptions and social norms. These have been areas of strength for the programme.

Corresponds to findings 3-8

*Conclusion 3: The UNJP has used the joint programme modality to increase benefits and maximize resources.*

The approach and experience of the UN JP can provide guidance to future joint programmes. The UNJP has been efficient in its use of resources and its smart use of its skilled programme managers. The joint



programme modality has increased joint advocacy, research and expanded the impact of interventions by increasing the scope of beneficiaries and stakeholders. GEEW expertise has increased across the partner organizations.

The joint programme modality itself has inherent issues, some of which could be addressed systemically. The corporate UN reporting system does not support effective measurement or understanding of the impacts of joint programming. For example, there is no meaningful mechanism in place to monitor the efficiency gains of combining resources across UN organizations, nor does the reporting system support combined and holistic story telling about the impacts to beneficiaries. Data collection, particularly in relation to the most vulnerable populations, has improved over the life of the programme.

Corresponds to findings 9-11

*Conclusion 4: The UNJP has made transformative and sustainable change to GEEW in Georgia.*

The UNJP has been effective in impacting across formal and informal, personal and systemic lines, ensuring that institutional changes are matched by personal and social shifts. The national institutional level is ready to assume ownership for programme outcomes and GEEW oversight and the local level has made significant progress towards this goal. There is still room for additional capacity work with the civil society, particularly at the local level, to ensure sustainability.

The programme's work with private sector partners, including colleges, sports teams and beauty/wellness companies has demonstrated how powerful the private sector can be in supporting change in public opinion and discourse. The pandemic has been an opportunity to target key areas of need across Georgia but it also stalled phase out planning for the programme, leaving some partners confused and others not yet ready for a transition. Transition planning should focus on ensuring national ownership and accountability across the programme outcomes and partners. There is opportunity for the UNJP to shift to more targeted interventions and a greater focus on the most marginalized women and girls.

Corresponds to findings 12-16

# RECOMMENDATIONS

These recommendations presented in this section are to be addressed by the UNJP PUNOs in partnership and consultation with the relevant stakeholders and programme partners in Georgia.

Presentation of the evaluation preliminary findings and discussions on lessons learned and proposed recommendations occurred with the UNJP programme managers in December 2020. These discussions, as well as the contributions of stakeholders during the data collection phase, informed and were integrated into the recommendations presented below. Each recommendation also contains actions for consideration by the programme. It may be that some of the suggested actions are already under consideration as a part of the 2021 bridging and strategic planning year. The timing, level of impact and responsible UN organization are identified for each recommendation. Although individual PUNOs are identified as responsible, the partners are encouraged to explore opportunities for holistic approaches and linked activities for each of the recommendations.

<b>Recommendation 1</b>	<b>In its formulation of Phase III of the programme, the UNJP should continue to refine the Theory of Change and programme design to ensure alignment with the needs of the most disadvantaged women and girls and in line with key UN principles including Leave No One Behind.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>• Adopt UN principles including Leave No One Behind and Do No Harm explicitly in the Theory of Change</li> <li>• Seek out evidence to support greater understanding of the needs and circumstances of key target groups such as women with disabilities, women in ethnic minorities, members of the LGBTQI community, rural and remote women, elderly women</li> </ul>	
Timing: Immediate	Level of Impact: High	Responsible UN Organizations: UNDP, UN Women, UNFPA

<b>Recommendation 2</b>	<b>In its formulation of Phase III of the programme, the UNJP should commit to a more aspirational programme, aiming for ambitious results with bold targets.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>• Assess previous programme targets, consider opportunities to aim higher and ensure a common understanding of the possibility of failure to reach the targets</li> <li>• Socialize bold targets with partners</li> </ul>	
Timing: Medium term	Level of Impact: High	Responsible UN Organizations: UNDP, UN Women, UNFPA

<b>Recommendation 3</b>	<b>The UNJP should continue its ongoing advocacy to secure the national gains on women’s political participation. At the local level, the UNJP should amplify the Women Councilors’ Task Force and other key advocacy networks including the WIGs, with a focus on increased participation in the local level elections in 2021.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>• Regroup at the national level once the government has resumed and develop an advocacy strategy to build towards the next national election</li> <li>• Engage in immediate programming to support increased participation in local elections, including using the existing women’s networks</li> </ul>	

Timing: Immediate	Level of Impact: Medium	Responsible UN Organization: UNDP
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<b>Recommendation 4</b>	<b>The UNJP should explore career options for women that respond to evolving opportunities in Georgia’s economy.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>• Advance the work already done to identify the care economy as a new avenue for income for women.</li> <li>• Engage in ongoing labour market analysis to ensure training and entrepreneurship grants are targeting the gaps.</li> <li>• Ensure training and capacity development is supported by public awareness related to social norms.</li> </ul>	
Timing: Medium term	Level of Impact: Medium	Responsible UN Organization: UNDP

<b>Recommendation 5</b>	<b>The UNJP should explore the link between its efforts related to vocational educational training and other economic empowerment programs and its efforts to provide economic rehabilitation to women survivors of VAWG/DV.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>• In concert with other UN work in this area, assess the opportunities to engage women survivors, including the development of a means to assess survivor readiness for economic rehabilitation</li> <li>• Develop a joint area of programming between PUNOs to tackle this opportunity in innovative ways</li> </ul>	
Timing: Medium term	Level of Impact: High	Responsible UN Organizations: UNDP, UN Women

<b>Recommendation 6</b>	<b>The UNJP should continue its advocacy for services for survivors of VAWG/DV including access to shelters, access to psycho-social services and post-shelter rehabilitation.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>• As management and oversight for shelter services transitions to national ownership, explore opportunities to advocate for alignment to international best practices and commitments</li> <li>• Consider targeted programming to increase the availability for certain support services such as social workers</li> </ul>	
Timing: Immediate	Level of Impact: High	Responsible UN Organizations: UN Women

<b>Recommendation 7</b>	<b>The UNJP should hone its VAWG/DV focus to target women with multiple and intersectional areas of social disadvantage.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>• Using an evidence-based approach and its network of partners, identify target groups and intervention strategies for survivors of VAWG/DV who are especially vulnerable, such as women with disabilities, women who are ethnic minorities, members of the LGBTQI community, and others</li> </ul>	
Timing: Medium term	Level of Impact: High	Responsible UN Organization: UN Women

<b>Recommendation 8</b>	<b>The UNJP should continue to prioritize the public discourse on SHR&amp;RR, including through innovative public campaigns, while strengthening the institutional frameworks and exploring transition for health and education to national partners.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>Continue the innovative approaches to pushing public dialogue on complex and controversial topics including sexual health education and early/child marriages</li> <li>Continue to work with institutional partners to embed the gains already made and begin the process of transition to national ownership</li> </ul>	
Timing: Immediate	Level of Impact: High	Responsible UN Organization: UNFPA

<b>Recommendation 9</b>	<b>The UNJP should work with partners for a more holistic data collection process in key areas of GEEW.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>Conduct an exercise with the stakeholders in one area, such as VAWG/DV, to map out what a holistic data collection process would entail, the benefits and the barriers</li> <li>Data collection within the programme itself should continue to disaggregate to enhance the understanding of program impacts on women with different social disadvantage.</li> </ul>	
Timing: Medium term	Level of Impact: High	Responsible UN Organizations: UN Women, UNFPA

<b>Recommendation 10</b>	<b>The UNJP should maintain a targeted focus on strengthening civil society, especially local women’s organizations and networks.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>Conduct a fresh stakeholder mapping of the civil society, identifying ways to sustain successful local organizations</li> </ul>	
Timing: Immediate	Level of Impact: Medium	Responsible UN Organizations: UNDP, UN Women, UNFPA

<b>Recommendation 11</b>	<b>The UNJP should develop a strategy for maintaining the long-term support of current champions and expanding the categories of champions to match the needs of its target beneficiaries.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>Ensure that current champions, including politicians, community leaders and sports figures, are supported and engaged in next steps, assess their willingness to embrace new directions within the programme</li> <li>Consider new champions that reflect targeted demographics, including international companies</li> </ul>	
Timing: Long term	Level of Impact: High	Responsible UN Organizations: UNDP, UN Women, UNFPA

<b>Recommendation 12</b>	<b>The UNJP should develop a coordinated and timed transition plan to the end of the programme and move to a more targeted set of activities.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>Review transition plans in place before 2020 and conduct a strategic analysis of the UNJP’s engagement levels in each area (and new areas)</li> </ul>	

	including whether the UNJP will remain engaged at the same level, will reframe its engagement, will transition to a monitoring role.	
Timing: Immediate	Level of Impact: High	Responsible UN Organizations: UNDP, UN Women, UNFPA

<b>Recommendation 13</b>	<b>The UNJP should develop a holistic and evidence-based strategy for the inclusion of the LGBTQI community in the programme, that acknowledges and respects the diversity of the community and its members and adopts a Do No Harm approach.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>• Conduct a needs assessment in relation to the LGBTQI community and the goals of the programme, identifying particular opportunities that will allow the community to participate safely and effectively</li> </ul>	
Timing: Immediate	Level of Impact: High	Responsible UN Organizations: UNDP, UN Women, UNFPA

<b>Recommendation 14</b>	<b>The UN in Georgia should internalize and develop strategies to respond to the lessons learned from the UNJP, including leadership expectations and administrative hurdles.</b>	
Actions for Consideration:	<ul style="list-style-type: none"> <li>• Consider opportunities to remove barriers from joint programme managers, both at the administrative level and at the level of organizational mandates and principles</li> </ul>	
Timing: Medium term	Level of Impact: High	Responsible UN Organizations: UNCT

# ANNEXES

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A	Thematic Spotlights
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F	Terms of Reference

# ANNEX A: THEMATIC SPOTLIGHTS

## THEMATIC SPOTLIGHT 1: GRASSROOTS ECONOMIC EMPOWERMENT

### **Context:**

During the period of the first Phase of the UNJP, the programme began work with vocational education and training centres in the target regions (VETs) to identify gaps in the labour market and develop specialized short-term training programmes to enhance the employability of women. The programme also worked to empower women farmers and introduced community mobilization efforts and women’s activism in local decision-making.

### **UNJP Phase II:**

The focus of Phase II was one of strengthening the gains made in Phase I and expanding/replicating the scope, including identifying demanded professions and developing tailored courses at the VETs, providing agricultural training for women in family farming and promoting agricultural cooperatives, enhancing the success of the Women Farmers Association, supporting micro-financing and access to government programs for women entrepreneurs and working with Women’s Initiative Groups (WIGs) to increase community mobilization and the involvement of women as leaders in local decision-making. The Midterm Evaluation of Phase II found that the local level VET and women’s empowerment activities had been successful in increasing economic opportunities in region.

### **Key Insights**

Activity	Notable Results (Summary)
VET programming	Labour market analysis done to identify high demand jobs 3 VET partners, 2329 women were trained and 1236 women employed after graduating*
Enhancing Women’s Farming and Entrepreneurship	VETs offer agriculture programmes and consultation on increasing farm productivity Association of Women Farmers conducted capacity building on property and constitutional rights with consultative support and 179 women started or expanded their agricultural business and 28 women formed 7 new agricultural cooperatives 291 women received subsidies and 8 women started organic farming Community Leaders Forum and trainings for 182 women farmers Advocacy and education on ‘family farming’ and joint ownership
Increasing Community Mobilization	26 Women’s Initiative Groups (WIGs) over 11 municipalities with 455 different initiatives impacting over 25,000 people Local issues include providing childcare for children with disabilities, kindergarten, training courses and ecological issues 9 microgrants stimulating other public funding

\*These numbers are cumulative for 2016-2019. The rest of the numbers in the table are results for 2019 only. All numbers in this table from UNDP M&E matrix.

The impressive numbers of women trained and subsequently employed through the VET shows tremendous promise for the longer term flow of women into the workforce. In particular, the work done by the programme and the VETs in advance to identify gaps in the labour market is an important first step and avoids the traditional development programming trap of limiting training to traditionally 'female' job roles. The new research into the care economy also hopes promise for new areas of training and employment. While the employment rate of over 50% for graduates is noteworthy, it is hoped that the rate will rise with ongoing training, the success of the first cohort of women in the workforce and new areas identified. Following the MTE, the UNJP began to measure the impact of the VET training on marginalized women. It is encouraged to continue to find ways to target the inclusion of marginalized and vulnerable women, including women survivors of VAWG/DV.

Likewise, the impact on women farming is impressive. The approach to joint ownership, with its approach that engages women in increasing farm productivity and new farming techniques, understanding and expanding farm marketing and business, and engaging in agricultural cooperatives means that women are not silent partners in their family farm business and will drive sustainability of women's empowerment generationally through family farming. The work with the Women Farmers Association to expand the network of women farmers and their capacity supports these principles. Future opportunities to ensure these principles are socially embedded will strengthen the training and capacity development efforts. The engagement of women as community leaders through the WIG model, a hybrid of women's economic and political participation principles, has been an important tool for the programme in terms of advancing the position of women in local decision-making, shifting cultural norms around women as advocates for infrastructure, transportation and budget (for example), and providing individual women with advocacy tools and power in their own community. The programme is encouraged to make links between the WIGs and women's participation in local elections in 2021.

**Next Steps:**

- Support ongoing research into new and evolving job market prospects such as the care economy
- Explore opportunities to link these interventions more directly to marginalized women and women survivors of VAWG/DV
- Engage the WIGs as a part of supporting women's participation in the local elections in 2021

## THEMATIC SPOTLIGHT 2: THE SUPPORT SERVICES

**Context:**

During the period of the first Phase of the UNJP, the Government of Georgia (GoG) made important international commitments, including adopting the Istanbul Convention, and legislative changes to combat and prevent violence against women and girls. In addition to enhancing the legislative framework, the GoG, with support from the UNJP began work on implementation of commitments, including funding for services, assuming responsibility for the shelter system including the two shelters that were established through the UNJP in the first phase in Kutaisi and Tsnori, along with training for service providers to the survivors of DV and sexual violence. Phase I also saw significant efforts towards improving the health system response to DV and sexual violence.

**UNJP Phase II:**

The focus on the support services in Phase II was one of strengthening and institutionalizing the gains made in Phase I and expanding the scope of well-capacitated support services. Capacity development



work in Phase II related to the justice system response to GBV included work with police, including specialized investigators for sexual violence crimes, the Ministry of Internal Affairs investigators, the judiciary, prosecutors, the Bar and Legal Aid. With respect to services for survivors, Phase II planned the establishment of two additional shelters and a network of crisis centres, along with increased capacity for social workers and the integration of an SOP for health care workers confronted with GBV cases. The Midterm Evaluation of Phase II found that the training for justice service providers had resulted in increased reporting and justice system activity on VAWG/DV cases, that the pilot for the SOP for healthcare providers had been effective and had potential for expansion, and that the state allocation of funds to support the shelters and the national hotline was a positive sign of sustainability.

**Key Insights\***

Activity	Notable Results (Summary)
Manuals and Guidelines	Police methodological manual on response to DV and SV crimes, including criminal proceedings and criminal police operations Training modules for judges in the High School of Justice Standardized questionnaire for accessing shelters and crisis centres Sexual Violence Investigation Manual for investigators, prosecutors and judges SOP and related forms for health care workers encountering VAWG/DV patients Risk Assessment Protocol for High Risk Offenders
Reporting and Monitoring Instruments	GPS electronic monitoring system for high-risk DV offenders (including legislative amendments and the actual provision of the bracelets to police) Established Human Rights Protection and Quality Monitoring Department at MIA NAP GBV – Intervention Programme for the Rehabilitation of Perpetrators trained 151 probationers Femicide Prevention Watch at PDO
Shelters and Crisis Centres	Two more shelters were opened State Funding allocated for Protection and Assistance of Victims of Human Trafficking and for the VAWG/DV NAP to support funding for shelters and services Socio-economic rehabilitation for survivors through partnership with NGO Amagdari
Increased Capacity in the Justice System	Trainings for: 194 specialized prosecutors 447 patrol and district police and 99 investigators 310 members of the Georgian Bar Association 18 judges
Increased Capacity in the Health Care System	SOPs and forms piloted in Kakheti across all primary health care units Pilot evaluation and readiness for national roll out Online training module

\*Numbers in this chart and below from the UNJP Narrative Report for 2019.

There significant tangible impacts from the work of the programme in this phase including:

- 10266 restraining orders (1038% increase from 2014),
- 112 protection orders
- DV reporting increased by 787% to 4579 cases and 173 sexual violence cases
- 411 women accessed shelters (including 47 survivors in the new shelters), 242 women accessed the services of the 5 crisis centres, 1455 people used the VAWG/DV hotline
- 459 healthcare consultations on GBV/DV, 14 women referred and 4 cases reported to police
- 151 perpetrators received rehabilitation counselling
- 52 survivors received consultation and support on employment with 31 employed and 41 attending internships and training
- 3 high-risk offenders assigned GPS monitoring bracelets since September 2020

The COVID-19 pandemic resulted in a significant increase of VAWG/DV globally, including in Georgia, corresponding with decreased ability to provide services. The UNJP reacted quickly to the challenges of the pandemic, including redistributing funds to provide emergency supplies to shelters. The pandemic revealed the ongoing frailty of the shelter system, including the distressingly low numbers of social workers and other psycho, social and economic supports for survivors.

Many of the training programmes were moved online, including for almost all members of the justice sector. An unexpected benefit of the online training was the ability to reach police in remote and high mountain regions who had otherwise been excluded from the training.

The approach to tackling the whole sphere of system response to VAWG/DV (from health care to justice to survivor supports) is smart and an effective way to build sustainable ownership and checks and balances into the system. This is strengthened by the role of the Public Defender's Office in monitoring state actions in the health care and shelter system, including its work on the Femicide Prevention Watch.

Data collection is not strong across common areas such as the justice system, resulting in an inconsistent approach and a lack of ability to track cases and develop an understanding of outcomes. This is an area of opportunity for the programme.

***Next Steps:***

- Continue active advocacy for support international best practices related to changing current requirements for access to shelters, access to psycho-social services and post-shelter rehabilitation
- Consider the opportunity for making a programme link between the work in Outcome 1 related to vocational training and economic rehabilitation for survivors
- Consider opportunities work in a more targeted fashion on women with multiple and intersecting forms of social disadvantage such as women with disabilities, women in ethnic minorities and members of the LGBTQI community
- Work with partners on strategic mapping for data collection opportunities

### THEMATIC SPOTLIGHT 3: STRENGTHENING THE NATIONAL HUMAN RIGHTS INSTITUTIONS

**Context:**

A critical element of the UNJP in both phases has been to ensure that the national human rights infrastructure is sufficiently empowered to ensure advocacy for GEEW can occur at the legislative level and coordination and implementation of policies and plans can occur at the executive and ministerial levels. In concert with strengthening the institutional GEEW framework, the programme also targeted the development and institutionalization of monitoring mechanisms to ensure accountability for institutional actions.

The Midterm Evaluation of Phase II found that the efforts to strengthen the Public Defender’s Office had been successfully embedded and could be sustained without further UNJP intervention. It called for ongoing advocacy for resources for the Gender Equality Commission and the Gender Equality Council.

**UNJP Phase II:**

In Phase II, the programme took a holistic approach to ensuring strong institutional mechanisms, building on the capacity development and momentum that had occurred in Phase I.

Activity	Notable Results (Summary)
Parliament	
Support to the Gender Equality Council to mainstream gender in the legislative process	Labour Code reform Seven Gender Impact Assessments Advocacy for 19 legislative initiatives Draft Gender Equality Concept with amendments to Gender Equality Law Simplified GIA checklist Thematic inquiries related to Women’s Economic Empowerment Advocacy for Women’s Political Participation Training for committees and new MPs Sexual harassment legislation
Executive Branch	
Support to Prime Minister	Appointment of a Human Rights and Gender Advisor to the Prime Minister Participation of Prime Minister and Prime Minister’s Office in key public human rights events including 16 Days of Activism
Support to the Human Rights Inter-Agency Council	Drafting and implementation of Chapter 12 of HR NAP Restructuring and strengthening of the HRIAC protocols Gender Impact Assessment
Support to target ministries	MRDI - Gender Impact Assessment, staff training, establishment of Gender Focal Point MIA – establish Human Rights Protection and Quality Monitoring Department MoES – SRH&RR in school subject standards MoF – budget lines allocated to the DV NAP
Institutional Framework	

Support to broader institutional framework	GEEW training to judges and lawyers Training of specialized prosecutors and police for DV/VAWG cases Introduction of SOPs for identification and response to DV cases in health care
Support to local authorities	Gender Equality Councils across the country, effective in the two target regions Four municipalities signed European Charter for Equality of Women and Men in Local Life Tbilisi created a Gender Equality Action Plan and Participatory Gender Audit
Monitoring Mechanism	
Public Defender's Office	Femicide Prevention Watch report Establishment of Gender Equality Division Monitoring of state-run shelters and crisis centres using monitoring tool Country inquiries into SHR&RR, including focus on women in closed psychiatric facilities

**Key Insights**

The work to strengthen the national human rights institutions is an area of significant success for the UNJP. The programme has been instrumental in ensuring that Georgia's legislative advances and international commitments on GEEW have institutional supports and that both the political level and the bureaucratic level are prepared to advance GEEW in the country.

The holistic approach taken by the programme introduced individual awareness and capacity on gender, technical expertise and tools, internal structure and human resources, and leadership modelling across the Parliament, the executive, the ministries, the broader public service, the local authorities and the Public Defender's Office. This significant effort has resulted in commitment and capacity to implement GEEW improvements.

In addition to the holistic approach, there are a number of elements of the programme that were critical to the success, including:

- Ongoing joint advocacy by the PUNOs at the working and leadership levels ensured that government addressed key issues
- The Train-the-Trainer model of capacity building has embedded capacity across institutions
- The focus on critical staff positions such as the Prime Minister's Advisor on Human Rights and Gender Equality, Gender Focal Points in target ministries and staff level advisors for the Gender Equality Commission, as well as policies and protocols for the councils and commissions, has created a sustainable model and creates momentum
- The effectiveness of the Gender Theme Group as a means of ensuring international and civil society organizations have input
- Aligning the complex GEEW issues with the government's Human Rights portfolio, which allowed for cross-cutting dialogue on issues such as economic empowerment, education on healthy living and services for the LGBTQ community
- The evidence-based approach to identifying the issues facing the Georgian population was persuasive with respect to the need for the government to institutionalize gender resources

Impacting national institutional culture and structure is a long-term effort that cannot be fully evaluated until it has been tested by multiple election cycles. The recent 2020 elections will allow the programme to assess whether the structures put into place continue in a new government. There is reason to be hopeful that the work done to date will be sustained. There is momentum in ministries such as MRDI and MIA, with tangible results. The PDO's Gender Equality Division is already producing important reports that hold the government accountable. Government leaders at both the Parliament and executive levels are accessing the advice and support of the experts in the Prime Minister's office and at the Human Rights and Gender Equality Commissions and Councils.

Some concerns remain with respect to the vulnerability of staff positions and commissions to government changes and there are always resource implications for governments and ministries that pull time, attention and money away from GEEW. Currently, the Chair of the Gender Equality Commission has been vacant since November 2019 with a corresponding reduction in the work and impact of that Commission.

Additionally, despite the excellent work done by the programme to build self-sustaining infrastructure, there is still a sense of UN dependency in some areas. Others, such as the PDO, MIA and MRDI, are ready and already able to operate independently of the UNJP. For all areas, there is ongoing financial dependency on the UNJP for certain activities.

### ***Next Steps***

- Devise a transition plan that moves the UNJP to a supportive and monitoring role with targeted and smaller interventions and ensures national ownership of the institutional response to GEEW.
- The transition plan should focus on ensuring that the infrastructure of the GEEW mechanisms (policies and procedures, staffed positions, committed budget lines, and train the trainer models) is sufficiently established and that there is an expansion plan in place to roll out training and capacity building to more ministries.
- Potential target areas of focus for the UNJP in future phases could include working on holistic and uniform data collection on GEEW in order to strengthen the evidence base; implementation of critical legislative and policy changes; building a leadership base for GEEW in both the Parliament and the executive.

## THEMATIC SPOTLIGHT 4: UN SYSTEM COLLABORATION

### ***Context:***

As an overall part of UN reform and the One UN system, joint programming – in which two or more UN agencies agree on a set of goals and activities contained in a joint work plan and related common budgetary framework, intended to achieve greater coherence and generate integrated responses to complex and multifaceted challenges – is an increasingly favoured programming modality. National and international partners and donors have seized on the concept and regularly request joint programming, particularly with respect to cross-cutting issues such as GEEW.

Joint programmes have a difficult history in the UN structure. While the premise of a joint programme, the added value of joining areas of expertise to tackle complex problems, in practice joint programme partners frequently struggle with the organizational silos, competing mandates, power imbalances and administrative/logistical burdens inside UN agencies.

### **UNJP Phase II:**

The previous phase of the UNJP, while successful in generating collaborative activities and strong outcomes for the PUNOs, showed that there was opportunity for further harmonization of efforts. Phase II had three elements of ‘jointness’:

- Four multi-dimensional interventions
  - Research: a comprehensive study on gender roles and stereotypes, building on the findings of previous research
  - Advocacy and Policy Advice: specifically for the establishment of institutional mechanism on gender equality in the executive branch, technical assistance to government on GEEW policy and the establishment of functional mechanisms for monitoring and evaluation
  - Capacity Development: stakeholder mapping and the targeting of GEC, women councilors, partners in the executive branch and grassroots beneficiaries
  - Communications and Awareness Raising: synchronized public relations activities between the PUNOs and enhance the visibility of the JP
- The introduction of UN Women as a Convening Agent charged with leading inter-agency coordination
- Collaboration between agencies on programme sub-components and activities

The Midterm Evaluation of Phase II found that jointly implemented activities, particularly at the national policy level, with the media and with issue-focused public campaigns, had increased the coherence of the programme and made good use of the synergy across agencies. It also found that the programme had improved financial management and oversight of activities.

### **Key Insights**

The UNJP is a flagship example of a joint programme in terms of the impacts it has had on the complex issues of GEEW in Georgia and in terms of its ability to tackle the issues of a joint programme and adapt. The process of the UNJP has not been perfect but the PUNOs have shown an impressive ability to manage the built-in challenges in order to keep the best interests of programme beneficiaries at the forefront.

Notable benefits from the joint programme modality include:

Advancing the programme	Advancing UN operations
Advocacy was strengthened through joint messaging and leadership	Joint work has highlighted GEEW as a prominent area of attribution for the UN system in Georgia
Economies of scale with respect to resource usage, combined expertise in terms of activities such as joint capacity building of journalists, major research projects, and common work on the Human Rights Action Plan	Gender expertise has been enhanced and prioritized across UN agencies
Innovation and evolution of thinking is expanded by the cross-pollination of expertise, including new opportunities for awareness campaigns and a more comprehensive understanding of the needs of the target beneficiaries	Clarity and mutual understanding of agency mandates, expertise and comparative advantage
The audience, target beneficiaries and stakeholders for specific interventions is broadened by joint access to the stakeholder base of three organizations	The UNJP has been mindful about lessons learned and evolved, making it a blueprint for future joint programming in Georgia

These benefits have been gained through some significant effort on the part of the programme managers and leadership in the PUNOs and, at times, despite the inherent challenges of joint programming in the UN system. There are a number of elements of the programme approach that have particularly led to the results:

- *The programme takes priority:* The programme managers have been agreed together to prioritize the goals of the programmes and then determine how the goals can be applied to the individual organizational mandates and skillsets. This fundamental agreement has led to a number of benefits, including meaningful (if challenging) discussions about the best fit for an intervention, stronger joint messaging and advocacy and the identification of innovative and new opportunities.
- *Clear division of roles and activities:* While prioritizing the goals of the programme, the programme managers have also maintained a commonly agreed-upon division of work and financial resources. While this has required periodic revision and at times may not have been fully reflective of the amount of work done by a particular PUNO, having an articulated set of expectations has been important to ensuring that the managers can call upon the resources and administration of their own organizations. In particular, the role of the Convening Agency has improved communication, clarity and organization as well as fostered an increased joint functionality for the programme.
- *Leadership support:* It is clear that the programme managers have the trust, support and attention of the leaders of their respective organizations. While this is important for all projects, it has been especially key in a project with such complex structure and ambitious goals. The leadership has also been critical as an advocacy tool – common statements and joint advocacy at the highest levels of the UN has been effective in ensuring leadership attention in government and major institutions.
- *Engaged donor:* Sida's approach to this programme has been important to its success. In addition to the active participation of Sida and the Embassy of Sweden's representatives in public events, the active engagement of Sida's representative in oversight with programme managers and Sida's flexible and adaptive approach to the programming decisions made significant contributions to the success of the joint programme modality.
- *Strong, expert programme managers:* The programme managers themselves are dedicated, expert and motivated. They have the trust of their colleagues, their leaders and their partners. Their own willingness to advocate internally for the benefit of the programme goals and to find creative ways to surmount administrative obstacles should be considered one of the primary reasons for the success of the joint programme modality.

There are challenges that the UNJP continues to face, most of which are inherent in the construct of the UN system. The organization mandates themselves create a fundamental tension between the smaller specialized agencies, such as UN Women and the larger generalist agencies such as UNDP, particularly in joint programming on issues such as GEEW. While the individual agencies and their representatives have worked on an ongoing basis to overcome this tension, it continues to exist. This is exacerbated when the different agencies have a different approach to a specific issue, creating both internal conflict and external inconsistency.

Coordination of a large and complex joint programme is also challenging in the UN system. Administrative and logistical issues, including procurement, contracting, forms, processes and the 7% administrative fee that the programme's Administrative Agency must charge all present barriers to 'jointness'. Coordination is also challenging between the joint programme itself and other programmes in the same area across the

three agencies. In Georgia, there are multiple programmes on the areas also covered by the UNJP. Finally, coordinating communication between the programmes, including creating a visible presence and brand for the programme itself, remains an ongoing effort.

***Next Steps:***

From a UNJP perspective, the programme, through its dedicated managers, has evolved its processes to manage the challenges and achieve programme success. In the next phase, the programme would benefit from a review of the Theory of Change and programme design to embed a central common statement of purpose at the outset, affirming the work of each manager and their leader to prioritize the goals and reduce agency silos.

The next phase of the UNJP should strongly consider concrete ways to measure the impact of the joint programme modality. The benefits listed above are evident and logical but the programme has not yet measured these impacts quantitatively. For example, it would be useful to understand what the financial gain of joint programming is, what the difference in resource usage is (in terms of more effort in some areas but perhaps less in others), what quantitative value could be placed on activities such as joint advocacy or common training.

The UN system in Georgia could use the UNJP as a template to institutionalize the successes and the lessons learned from the programme, both from the overarching theoretical approach and from the administrative level. An exercise that examined the programme from a procurement, HR, legal, communications perspective might shed additional light on opportunities to reduce the barriers and develop a strategy that does not require programme managers to surmount logistical hurdles. The success of the JP has been dependent on the dedication and creativity of the programme team. The UN agencies can learn from their efforts by valuing the role of joint programmes, empowering their representatives and ensuring that practices and protocols find the right balance of documented and flexible.



# ANNEX B: PROGRAMME ACTIVITY TRANSITION OPTIONS

Legend:

- continue existing level of intervention (blue)
- reframe intervention (orange)
- transition to national ownership (green)

Outcome 1: Enhanced women's political and economic empowerment

Programme Outputs and Activity Results	Assessed Next Step
Output 1.1 Duty bearers and rights holders are better able to advance gender equality	
Activity Result 1.1.1 Human Rights Inter-Agency Coordination Council, its working group on Gender Equality and the dedicated secretariat structure have a greater capacity and positioning as a gender equality advocate	Transition to national ownership Comments: Although there are immediate questions about transition following the recent election, there is a sufficient and accepted framework in place
Activity Result 1.1.2 Gender Equality Council has a greater capacity and positioning to champion policy change on gender equality	Transition to national ownership Comments: Although there are immediate questions about transition following the recent election, there is a sufficient and accepted framework in place
Activity result 1.1.3 Public better aware of GE issues and supportive to women's engagement in political, economic and social life	Reframe intervention Comments: While media training and engagement has been successful, it will be critical to continue to engage the media directly on evolving issues that the programme confronts – the intervention can be evolved to be issue-specific
Activity 1.1.4 In-party and inter-party machinery supporting women is strengthened	Continue existing level of intervention Comments: Advocacy is still required, especially for 2021 local elections
Activity 1.1.5 Public- including first-time voters, are better aware of the importance of equal political representation and has increased capacity to create a bottom-up demand for women's political representation	Continue existing level of intervention Comments: Advocacy and public awareness campaigns are still required, especially for 2021 local elections
Output 1.2 Gender Responsive policies applied by national and local authorities	
Activity 1.2.1 Target executive branch agencies have greater capacities to implement GE NAP	Transition to national ownership Comments: previously targeted ministries can be supported to transition to full ownership and intervention should create internal capacity inside government to train successive ministries
Activity 1.2.2 Gender Equality institutionalized in the standard judicial training curriculum and courts collect sex disaggregated data	Reframe intervention Comments: Training for remaining and new judges can be done internally or incorporated into other UN judicial capacity-building interventions, increased focus on data collection
Activity 1.2.3 Local Authorities consider gender differences while planning and delivering local services (in collaboration with UN Women and UNFPA)	Reframe intervention Comments: Work to support local women's collective advocacy (WIGs) can evolve to bolster existing networks and expand the scope of the Women Councilors' Forum to more regions in Georgia
Output 1.3 Local women empowered economically and politically through capacity building and engagement in local decision making	

Activity 1.3.1 Women workforce better equipped with income generation skills through tailored professional education programs offered at VET centres and more women engaged in agricultural cooperatives	Reframe intervention Comments: Support research on labour market gaps such as the care economy; greater targeting of women with multiple forms of social disadvantage
Activity 1.3.2 Local women have better entrepreneurial/life skills and enjoy improved access to financial resources through micro credits and/or government programs	Reframe intervention Comment: While this has been very successful, the local civil society organizations that support women entrepreneurs continue to require support
Activity 1.3.3 Community mobilization results in enhanced women's participation and activity in local decision-making	Reframe intervention Comment: While this has been very successful, the local civil society organizations that support women entrepreneurs continue to require support
Activity 1.3.4 Successful cases of women's empowerment promoted and replicated outside target regions	Continue existing level of intervention Comment: Ongoing promotion and replication required

Outcome 2: Creation of an enabling environment to eliminate VAWG, especially sexual and domestic violence, in Georgia

Programme Outputs and Activity Results	Assessed Next Step
Output 2.1 National laws and policies on VAWG, especially on sexual and domestic violence, improved in line with international commitments	
Activity 2.1.1 Technical assistance provided to the DV Council to enhance its capacity to fulfil its mandate	Transition to national ownership Comment: maintain engagement through monitoring, targeted projects
Activity 2.1.2 Technical assistance provided to the DV Council to enhance its capacity for the evaluation of the 2016-2017 VAWG/DV NAP and facilitate informed and participatory process of drafting and implementation, monitoring and reporting in relation to the subsequent DV NAP	Transition to national ownership Comment: maintain engagement through monitoring, targeted projects
Activity 2.1.3 Technical assistance provided to the DV Council to enhance its capacity to carry out analysis and prepare needed amendments to VAWG, especially sexual and domestic violence related legislation and relevant policies	Transition to national ownership Comment: maintain engagement through monitoring, targeted projects
Activity 2.1.4 Technical assistance provided to the DV Council to enhance its capacity to improve data collection and analysis in the field of VAWG, especially sexual and domestic violence	Continue existing level of intervention Comment: continue to work across sector to ensure strategic/meaningful data collection
Output 2.2 Capacity of key policy and service delivery institutions strengthened to promote and protect women's human rights to life free from sexual violence, VAWG and DV	
Activity 2.2.1 Capacity of patrol and district police officers strengthened to ensure efficient response to VAWG and DV cases	Transition to national ownership Comment: future training can be done in a targeted/topic-specific manner
Activity 2.2.2 Capacity of criminal police strengthened to ensure efficient response to VAWG, in particular sexual violence cases	Transition to national ownership Comment: future training can be done in a targeted/topic-specific manner

Activity 2.2.3 Support the Ministry of Internal Affairs provided in the establishment and development of a specialized unit/division to oversee investigations into and response to VAWG, in particular sexual violence and DV cases and analyze relevant data	Transition to national ownership Comment: future training and project engagement can be done in a targeted/topic-specific manner
Activity 2.2.4 Support the Supreme Court of Georgia provided through the analysis and capacity development of the common courts of Georgia to generalize judicial practice on VAWG, in particular sexual violence and DV cases	Transition to national ownership Comment: future training can be done in a targeted/topic-specific manner
Activity 2.2.5 Support provided to the Georgia Bar Association in order to train private lawyers on VAWG, in particular sexual violence and DV as part of the mandatory continuous legal education program	Transition to national ownership Comment: future training can be done in a targeted/topic-specific manner
Activity 2.2.6 Capacity of the Ministry of Education and Science of Georgia strengthened to promote zero tolerance towards VAWG, in particular sexual violence and DV through integration of these issues into the national school curricula and teacher training programs	
Activity 2.2.7 To support the State Fund to establish specialized services for victims/survivors of sexual violence	Transition to national ownership Comment: future advocacy required as necessary to ensure funding remains and increased
Activity 2.2.8 Support provided to the State Fund to establish two additional shelters for DV survivors	Transition to national ownership Comment: future advocacy required as necessary to ensure funding remains and increased
Activity 2.2.9 Capacity of the PDO's GED strengthened to monitor implementation of the legislation in relation to women's rights, gender equality and VAWG	Transition to national ownership Comment: future engagement can be targeted/topic-specific
Activity 2.2.10 Capacity of social workers of the Social Service Agency under the MoLHSA strengthened to provide quality services to DV survivors	Continue existing level of intervention Comment: ongoing work is required to meet the need
Activity 2.2.11 Capacity of the Legal Aid Service of Georgia strengthened to provide legal consultation and court representation services to VAWG and DV survivors on legal matters related to being subjected to VAWG and DV	Continue existing level of intervention Comment: ongoing work is required to meet the need
Activity 2.2.12 Support provided to the Chief Prosecutors Office of Georgia to strengthen capacities of prosecutors to ensure efficient response to VAWG and DV cases	Transition to national ownership Comment: future training can be done in a targeted/topic-specific manner
Activity 2.2.13 Support provided to the government in setting up a network of crisis centres for sexual violence and DV survivors	Reframe intervention Comment: Intervention can focus on strengthening where required and expansion of the network
Activity 2.2.14 Support provided to the government in the establishment of a system of socio-economic rehabilitation for VAWG and DV survivors	Continue existing level of intervention Comment: ongoing work is required to meet the need
Output 2.3 Public awareness raised to support prevention and disclosure of the instances of VAWG and DV	

Activity 2.3.1 Services established in the area of VAWG and DV promoted in partnership with celebrities from the field of sport and art	Reframe intervention Comment: Maintain/support existing partnerships and develop new target-specific partnerships
Activity 2.3.2 Zero tolerance towards VAWG and DV promoted in partnership with celebrities from the field of sport and art	Reframe intervention Comment: Maintain/support existing partnerships and develop new target-specific partnerships
Activity 2.3.3 Partnerships established with the representatives of media to enhance their capacities in gender sensitive and ethical reporting	Reframe intervention Comment: Maintain/support existing partnerships and develop new target-specific partnerships
Activity 2.3.4 Capacity of the MoES strengthened to promote zero tolerance for VAWG through integration of these issues into the national school curricula and teacher training programmes	Reframe intervention Comment: Advocacy where required and advance targeted issues

Outcome 3 Advanced gender equality and reproductive rights, including for the most vulnerable women, adolescents and youth

Programme Outputs and Activity Results	Assessed Next Step
Output 3.1 Strengthened evidence-based policy advocacy to advance an enabling environment for gender equality and reproductive rights and prevention of violence and harmful practice against women and girls	
Activity 3.1.1 Evidence-based policy advocacy on issues related to GE, DV/VAW and SRH&RR, harmful practices is strengthened	Continue existing level intervention Comment: While advocacy has been successful, ongoing work will be required in order to embed the gains and advance the dialogue
Activity 3.1.2 Participatory partnership platforms to advocate for increased investment in marginalized adolescents and youth to advance gender equality is supported	Reframe intervention Comment: Continue to use tools such as Youth Index to evolve messaging to youth and include ethnic minorities
Output 3.2 Strengthened capacity of national public organizations and national human rights institution to advance gender equality and reproductive rights and prevention of gender-based violence and harmful practices	
Activity 3.2.1 Health system response to DV and Sexual Violence against Women through integrating Recommendations of Revealing Referring and Documenting the Cases of Physical, Sexual and Psychological Violence against Women in the health system is strengthened	Transition to national ownership Comment: May require lengthy transition period with support
Activity 3.2.2 Technical assistance to integrate the healthy lifestyle, sexual and reproductive health and gender equality issues into the national educational system of Georgia is provided	Continue existing level of intervention Comment: Post-COVID work will be required to ensure the curriculum is maintained
Activity 3.2.3 Monitoring of the exercise of reproductive rights and right to sexual and reproductive health through strengthening the National Human Rights Institution – The Public Defender’s Office is supported	Transition to national ownership Comment: future engagement can be targeted/topic-specific

Output 3.3 Strengthened public advocacy for enhancing de facto Gender Equality and	
Activity 3.3.1 Gender Transformative Programming through increasing male involvement in attaining greater gender equality is supported	Reframe intervention Comment: Support existing programming and advance new issue areas
Activity 3.3.2 Youth advocacy for enhanced GE and HR of youth is supported	Reframe intervention Comment: Support existing programming and advance new issue areas
Activity 3.3.3 Public Advocacy for creating enabling socio-cultural environment to promote Gender Equality, SRH&RR and preventing harmful practice is supported	Reframe intervention Comment: Support existing programming and advance new issue areas
Activity 3.3.4 Media is strengthened to raise awareness and trigger opinion change related to gender equality, SRH&RR and harmful practices	Reframe intervention Comment: Support existing programming and advance new issue areas

# ANNEX C: EVALUATION MATRIX

#	Evaluation Questions	Sub-questions	Indicators	Means of Verification	Sampling/ Sources
Relevance					
1	To what extent was the intervention aligned with international, regional and national agreements and conventions on gender equality and women's empowerment?	<p>For interventions that were new or had substantial activities in 2019-2020:</p> <ul style="list-style-type: none"> <li>• How did the project design match with the complexity of national structures, systems and decision-making processes?</li> <li>• How did the UNJP assure that the project reflected and aligned to Georgia's national plans on gender equality as well as the country's internationally undertaken obligations and/or best practices?</li> <li>• To what extent was the UNJP aligned with Georgia's UN Partnership for Sustainable Development 2016-2020 (UNPSD) and nationalized SDGs?</li> <li>• To what extent did the UNJP contribute to the implementation of the UNDP Country Programme Document, UNFPA CPD and UN Women Strategic Note (2016-2020)?</li> <li>• To what extent were key national partners involved in the project's conceptualization</li> </ul>	<p>Documentary evidence of alignment</p> <p>% of informants who report correlation of intervention with national, regional and international priorities</p> <p>Degree to which interventions contribute to international commitments</p> <p>% of informants who indicate participation and engagement in conceptualization process</p>	<p>MTE</p> <p>Project Documents</p> <p>Interviews</p> <p>Focus Groups</p>	<p>PUNOs</p> <p>Programme partners,</p> <p>Government partners</p>

		and design process?			
2	To what extent did the project's design and implementation process include collaborative processes, shared vision for delivering results, strategies for joint delivery and sharing of risks among implementing UN entities?		% of informants who indicate their organization's satisfaction with their level of engagement and risk Documentary evidence of shared risk and mitigation strategies, ongoing collaboration % of interventions with joint implementation responsibility and joint activities	Project Documents MTE Interviews Focus Group	PUNOs UN Resident Coordinator
3	To what extent was the design of the intervention relevant to the needs and priorities of the beneficiaries?		Evidence of the extent to which interventions addressed the identified needs of women, including marginalized or vulnerable groups % of programme beneficiaries who are from marginalized groups	Project Documents MTE Interviews Focus Group	PUNOs Programme partners Government partners Local beneficiaries
Effectiveness					
4	What has been the progress made towards achievement of the expected outputs and outcomes?	For interventions that were new or had substantial activities in 2019-2020: <ul style="list-style-type: none"> <li>How effective have the selected programme strategies and approaches been in progressing towards achieving programme results?</li> <li>What contributions were – if any – the PUNOs making to implement global norms and standards for GEEW in Georgia in the framework of this UNJP?</li> <li>Has the project achieved any unforeseen results, either positive or negative? For whom? What are the good practices and the obstacles or shortcomings encountered? How</li> </ul>	Degree to which project results and activities were implemented within the specified project timeline Extent to which interventions are aligned with the ToC and intended results Evidence of unexpected outcomes disaggregated by beneficiary/target group Evidence of progress towards outcomes	MTE Project Documents Interviews Focus Groups	PUNOs UN Resident Coordinator Programme partners Government partners Local beneficiaries



		<p>were they overcome?</p> <ul style="list-style-type: none"> <li>To what extent have capacities of relevant duty-bearers and rights-holders been strengthened at this stage of implementation?</li> <li>Did the project have effective monitoring mechanisms in place to measure progress towards results?</li> </ul>			
5	How adaptably and rapidly did UNJP react to changing country context?		Degree to which project interventions were modified to adapt to country changes Evidence of improved alignment based on changes	Project Documents Interviews Focus Groups	PUNOs UN Resident Coordinator Programme partners Government partners Local beneficiaries
6	What – if any – types of innovative good practices have been introduced in the programme for the achievement of GEEW results?		Evidence of innovation in programme interventions Degree to which there is interest and demand for extending or scaling up innovative pilots	MTE Project Documents Interviews	PUNOs Programme partners Government partners
7	Has the UNJP led to complementary and synergistic effects on broader UN efforts to achieve GEEW in Georgia?		Degree to which there are cross-over effects on broader UN efforts % of activities that impact other UN goals	MTE Project Documents Interviews Focus Group	PUNOs UN Resident Coordinator
8	To what extent did the joint programme modality lead to improved communication, coordination and information exchange within the United Nations family in Georgia?		Evidence of ongoing coordination and dialogue (formal and informal) Evidence of enhanced information exchange % of informants who view modality improved exchange within UN family	MTE Project Documents Interviews Focus Group	PUNOs UN Resident Coordinator
Efficiency					
9	Have resources (financial, human, technical support, etc.) been allocated and split amongst the different implementing entities strategically to progress towards the achievement of the project outputs and outcomes?	<p>For interventions that were new or had substantial activities in 2019-2020:</p> <ul style="list-style-type: none"> <li>Has there been effective leadership and management of the project</li> </ul>	<p>Adequacy of programme's financial and human resources</p> <p>Extent to which project monitoring is results-based</p> <p>Extent to which data is updated, collected and disaggregated to assess progress</p>	MTE Project Documents Interviews	PUNOs Programme Partners Government Partners

		<p>including the structuring of management and administration roles to maximize results?</p> <ul style="list-style-type: none"> <li>To what extent are the programme's individual entity and joint monitoring mechanisms in place effective for measuring and informing management of project performance and progress towards targets? To what extent was the monitoring data objectively used for management action and decision making?</li> </ul>	<p>Degree of donor satisfaction with results-based reporting Extent of evidence-based decision-making</p>		
10	<p>How has the joint nature of the project affected efficiency of delivery, including reduced duplication and increased cost-sharing, reduced/transferred burdens and transaction costs? What factors have influenced this?</p>		<p>Evidence of fund disbursement maximizing utility Evidence of human resource allocation maximizing utility</p>	<p>MTE Project Documents Interviews</p>	<p>PUNOs Programme Partners Government Partners</p>
11	<p>Has the established coordination mechanism of 'jointness' led to better programme results if compared to UNJP's phase I?</p>		<p>Extent of improved programme results between Phase I and Phase II? Relationship between joint activities and results</p>	<p>MTE Project Documents Interviews Focus Groups</p>	<p>PUNOs UN Resident Coordinator</p>
<b>Sustainability</b>					
12	<p>What is the likelihood that the benefits from the programme will be maintained for a reasonably long period of time after the programme phase out?</p>		<p>Evidence of new or strengthened policies, strategies, laws, services and budget allocations influenced by programme Evidence of rights holders articulating their priorities and needs, accessing services and contributing to national/local planning and development Implementation and realization of CEDAW principles: non-discrimination, substantive</p>	<p>MTE Project Documents Interviews Focus Groups</p>	<p>PUNOs UN Resident Coordinator Programme partners Government partners Local beneficiaries</p>

			equality, participation and transformation of relations		
13	Have sustainability considerations been incorporated in the programme design and implementation? How is this evidenced?		Extent to which interventions incorporate continuation post-programme (through capacity building, legislation and policy frameworks, guidelines and protocols, social norm changes)	MTE Project Documents Interviews	PUNOs
14	To what extent has the UNJP been able to establish relevant partnerships with key stakeholders? To what extent are relevant national stakeholders and actors included in the UNJP programming and implementation and policy advocacy processes?		Evidence of ownership by national stakeholders through engagement in planning and implementation  % of informants that felt included and engaged in programme planning and implementation and in the results	MTE Project Documents Interviews Focus Groups	PUNOs UN Resident Coordinator Programme partners Government partners
15	To what extent has the intervention succeeded in building sustainable individual and institutional capacities of rights-holders and duty-bearers?		Evidence of capacity development (changes in knowledge/behaviours/skills) of target groups  Evidence of knowledge/skills being applied	MTE Project Documents Interviews Focus Groups	PUNOs UN Resident Coordinator Programme partners Government partners Local beneficiaries
16	Did key national partners including women's movements and women's organizations etc. have voice and influence within the programme implementation?		Evidence of inclusive programming and decision-making  % of informants who felt that they had meaningful voice and influence in programme implementation	MTE Project Documents Interviews Focus Groups	PUNOs UN Resident Coordinator Programme partners Government partners
17	To what extent is there local, regional and national 'ownership' of the outcomes of the UNJP?		Number of national champions created through interventions  Evidence of ownership for programme results by programme partners	MTE Project Documents Interviews Focus Groups	PUNOs UN Resident Coordinator Programme partners Government partners Local beneficiaries
<b>Human Rights and Gender Equality</b>					
18	To what extent did the UNJP incorporate human rights and gender equality into its ToC and results framework?		Extent to which the interventions address the identified problems Extent to which the design was informed by a comprehensive human rights and gender analysis	MTE Project Documents Interviews Focus Groups	PUNOs Programme partners Government partners
19	To what extent was the programme implemented according to human rights and development		Extent to which the implementation was informed by a comprehensive	MTE Project Documents Interviews	PUNOs Programme partners

	effectiveness principles of participation/empowerment, inclusion/non-discrimination and national accountability and transparency?		human rights and gender analysis Extent to which beneficiaries and partners were involved in programme design and could impact decision-making	Focus Groups	Government partners Local beneficiaries
20	To what extent did the programme address women and girls in disadvantaged, marginalized or underserved groups?		% of programme beneficiaries disaggregated by target group	MTE Project Documents Interviews Focus Groups	PUNOs Programme partners Government partners Local beneficiaries

# ANNEX D: LIST OF DOCUMENTS

Programme Documents
<ul style="list-style-type: none"> <li>• UNJP Midterm Evaluation Final Report</li> <li>• UNJP Midterm Evaluation Management Response</li> <li>• UNJP FSR TORs (for International and Local Consultant)</li> <li>• UNJP II Prodoc</li> <li>• UNJP Logframe</li> <li>• List of Stakeholders</li> </ul>
Documents provided by UN Women
<ul style="list-style-type: none"> <li>• BN (Briefing Notes for Bilateral Meetings)</li> <li>• Fairy Tales – CSW (briefing notes, brochure – iko ertigogo )</li> <li>• Femicide Conf 11 Dec (Agenda, PP Presentations, Femicide Watch Monitoring Results )</li> <li>• GBA (Georgian Bar Association Training Modules )</li> <li>• Trainings and Agendas for Investigators and Judges</li> <li>• MRG Swedish Parliament (meeting agendas, final Infos for the meetings)</li> <li>• Prosecutors (Training agenda and module)</li> <li>• Webinar SH (antidiscrimination law, civil procedure code, code of administrative offenses, labor code, law on gender equality, law on public defender, law on public service)</li> <li>• PUNO Coordination 2019 (agendas, briefing notes, annual review meetings and notes)</li> <li>• Responsible Parties (reports, training agendas, coordination meeting notes, Detailed Implementation plans by stakeholders, responsible party progress reports 2019 ; Q 1, Q 2, Q 3, Q 4 )</li> <li>• RFP (Deliverables : 1, 2, 3, 4; Request for proposal – Development of a Sexual Violence Investigation Manual for Georgia )</li> <li>• Steering Cmt 2019 ( meeting notes, workplans, presentations)</li> <li>• UNJP Narrative report (2018 – Narrative Report with Annexes; 2019 - Narrative Report )</li> <li>• Prefinal-Gender-sensitive reporting</li> <li>• Legislative amendments (victim status amendments (9), Guidelines, Questionnaires, summary and final report on the development of a standardized questionnaire to assess the risk of domestic and sexual violence and needs of victims )</li> <li>• PUNO coordination (meeting notes )</li> <li>• Reports (DV shelter’s reports; femicide monitoring report )</li> <li>• RFP (CRRC – Development of a National Study on Violence Against Women in Georgia; Equality – Manual draft)</li> <li>• RGA (TORs)</li> <li>• RP 2020 (DIP, Coordination meeting notes, progress reports by stakeholders)</li> <li>• Steering CMT 2020 (workplans, monitoring frameworks, presentations, meeting notes, agendas, )</li> <li>• UNJP Amendment (agreement and annex, workplan, proposal)</li> </ul>
Documents provided by UNDP

- UNJP Brief on Women’s Political Participation (2020.03.16)
- Developing Family Farms as a WEE Mechanism in Georgia
- Developing Family Farms as a Women’s Economic Empowerment
- Gender Theme Group (meeting agendas, notes, task force statements, electoral legislation reform workshop minutes )
- LGBTQI (Summaries, media monitoring, meeting minutes, International statement on pride, LGBTQI+ rights need attention during the Covid-19 crisis and beyond)
- Beijing 25+ (Programmes, meeting minutes, agendas )
- GEC (working meeting minutes, agendas)
- GIA Training MRDI (agendas)
- LGBT (roundtable discussion minutes, workshop agendas and minutes)
- Media & women politicians round table 2020 (agendas, lists and minutes)
- NCDC Research training perception study (Research Training Agenda)
- On-line training with CSOs on pre-election communication (concept note-capacity building on social media response against sexism, meeting agenda and minutes)
- Parliamentary research centre (training agenda)
- Perception Study (Gender Perception study)
- Rural Women’s Day (meeting agendas)
- SDG Festival 2019 (agendas and bios)
- Women Councilors Forum (annual conference agenda )
- Women-politicians communications training
- AWF – economic empowerment (narrative reports)
- CSRDG – community mobilization (reports)
- Gender Equality Council of the Parliament (action plan, workshop agenda, reports)
- LVG – Gender barometer – woman in politics (deliverables, report and proposals)
- LVG Equality movement (grant agreement)
- MSPA political empowerment (progress reports)
- RFP First Voters engagement prior to elections 2020 (grant applications, progress report, workshops agendas, communication strategy, call for rproposals)
- VETs economic empowerment (reports by College AISI, College Phasizi, Zugdidi)
- 2018 Barriers & Recommendations study
- 2020 Gender Perception study (factographs - cards, reports, gender policy on the determinants of gender values and equality in Georgian households, of women’s employment, and citizen’s engagement and perception of gender equality)
- Board Game (drafts, ToR, final files, mid-term report)
- Care Economy (brief policies, deliverable on care economy in Georgia, accessibility survey results, home care manual, home care module)
- Gender Covid Study (Covid study rural women and decision-making methodology; socio-economic impact of Covid-19 crisis from gender perspective – dimensions, local context and categorized proposed recovery actions)
- LGBT Covid study (covid-19 response analysis, TOR)
- RGA2 (Second Wave of Rapid Gender Assessment of Covid-19 situation in Georgia, proposal by CRRC; Pilot Questionnaire, TOR)

- TPMM women artists in lockdown (report on economic empowerment of women professionals during the Covid-19 crisis)
- VAW Narrative Research (survey presentation, Brochure on IPV: Narrative study, November 2019)
- GE Concept
- GE Law (changes)
- GRB (2020 national level: MoESCS – GRB Template, GVA – The MoESCS; Parliament – GRB template, GVA; GRB in Georgia)
- Labour Code (Communication campaign: GEPRA labor reform, Proposal package, Labor Code Labor Policy Action Plan 2019 draft)
- Law on Sexual Harassment
- NHRAP (Assessment 2020 TOR, 2019 NHRAP implementation status report)
- Thematic inquiries (recommendations – state funded programs and VET, questionnaire, thematic inquiry about women’s participation in the economical programs; )
- TORS:
  - Monitoring Matrix UNJP Phase II
  - Care Economy (experts)
  - Events, trainings (B+25 programme, agendas; GEC- meeting agenda; GIA training MRDI – agenda; LGBT – roundtable discussion on LGBTQI +, workshop, online meeting summary)
  - Media monitoring
  - Political Participation
  - Promundo

#### Documents provided by UNFPA

- Child Marriage
- Early Marriage Action Plan
- Presentation at Nairobi Conference
- Task force notes, October 2019
- Topics for TV School (12 classes)
- Concept note and agenda
- TOR (Public Broadcaster)
- Briefer Parental-Paternal Leave 2020
- Estimations
- Paternity Calculations
- Assessment Domestic Violence (Pilot project – “Healthcare Response on Domestic Violence/Gender Violence in Kakheti Region First and Second Level Healthcare Institutions and in Curatio Clinic”)
- Annex –SOP for Healthcare
- Implementing Partner Reports
  - ATINATI-Samegrelo
  - ATIP Fund Healthcare Response
  - NCCE Kakheti
  - NCDC Research
  - PDO\_SRH Monitoring

- TANADGOMA\_Education
- WeCare\_MenCare
- Care Together\_MenCare
- PDO\_SRHR Monitoring
- Tanadgoma\_Education
- MICS in-depth analysis\_Early Marriages (cards, press-releases, presentations for thematic groups)
- Research: Men, Women and Gender Relations in Georgia (reports, questionnaires, press-releases, scenarios, technical report)
- MenCare Georgia
  - Brochure
  - Press-release
  - Fatherhood module
- MoU – UNFPA –GFF-FC locomotive 2020
- MoU BENEXT ART & Fashion Foundation
- MoU Geo GEPHA BodyShop
- MoU JSC Liberty Bank
- MoU PDO
- UNFPA Georgia-Avon Cooperation Agreement
- PDO CSW event concept note
- PDO Report 2020
- Presentation on sexual and reproductive rights
- ToR 2020 Public Broadcaster
- ToR 2019 MICS data Early Marriage
- ToR 2019 Promundo Research final
- ToR Study tour
- ToR Early Marriage Action Plan Development
- ToR 2020 Healthcare Response to VAW/DV
- ToR Informational sessions for youth Covid-19
- ToR Youth Index Development
- ToR Economic Calculation ISET
- ToR PDO-Zampas national inquiry
- Work Plans
  - Tanadgoma
  - PDO
  - We Care
  - Atinati
  - NCCE
  - Saphari
  - Tanadgoma\_Education
  - MenCare Campaign
  - Public Defender



# ANNEX E: LIST OF INTERVIEWEES

Data was collected through on-line interviews and focus groups with the following key stakeholders:

Interviews	<p>Parliamentary Gender Equality Council          Gender Equality Commission          Ministry of Internal Affairs          Prosecutor’s Office          National Probation Agency          Ministry of Education, Sciences, Culture and Sport          Ministry of Regional Development and Infrastructure          LEPL Agency For State Care And Assistance For the (Statutory) Victims of Human trafficking          Public Defender’s Office (Ombudsman)          BAR Association          Rugby Union          NGO Care Together          Public Broadcaster of Georgia          Women’s Supportive Initiative Group          Body Shop          Avon          UN Resident Coordinator          UN Women          UNDP          UNFPA          Sida          FC Locomotive</p>
Focus Group 1: EVAW	<p>Anti-Violence Network of Georgia          Women’s Consultation Centre “Sakhli”</p>
Focus Group 2: SHRR	<p>National Centre for Disease Control and Public Health          NGO “Tanadgoma”</p>
Focus Group 3: Economic Empowerment	<p>Shota Meskhia State Teaching University of Zugdidi;          VET college “Phazisi “(Poti);          VET college “Aisi” (Kachreti);          Agriculture and Rural Development Agency          Center for Strategic Research and Development of Georgia (CSRDG);          Association of Women’s Farmers          Women’s Employment Supporting Association “Amagdari”</p>
Focus Group 4: Political Empowerment	<p>Municipal Service Provider’s Association (MSPA)          NDI          Women for Georgia</p>
Focus Group 5: UNJP Joint Programme Coordination	<p>UN Women          UNDP          UNFPA</p>

# ANNEX F: REVIEW TERMS OF REFERENCE AND EVALUATION MANAGEMENT GROUP TERMS OF REFERENCE

<https://gate.unwomen.org/EvaluationDocument/Download?evaluationDocumentID=9493>  
<https://gate.unwomen.org/EvaluationDocument/Download?evaluationDocumentID=9494>