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Single Support Framework for EU support to Georgia (2014-2017)

Single Support Framework for Georgia 2014-2017

Introduction

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

Despite being severely affected by the August 2008 conflict with Russia and the global economic downturn, the country has been recovering economically and has gone a significant way towards re-establishing macro-economic stability by late 2012. However, around 20% of Georgian territory (Abkhazia and South Ossetia²) remain beyond the control of the central government.

Fiscal consolidation and reforms to improve the economic and business environment have continued. Despite a sharp decrease in foreign investments at the end of 2012, real GDP growth amounted to 6.2% in 2012. However, due to post election uncertainties, weak external environment and lower government spending growth was reduced to 3.2% in 2013. In the last quarter of 2013 the economy started to recover the positive trends continued into 2014 when growth amounted to 8% and 5.4% year-on-year in January and February, respectively. Monetary policy is targeted at keeping inflation at or below 6% for the period 2012-2014 (0.5% on average in 2013). Although the general government budgetary deficit has been increased from 0.8% of GDP in 2012 to 1.3% in 2013, public finance management remains high on the Government's agenda. There are still concerns regarding the current account and trade deficits and the debt servicing requirements, which may challenge macro-economic stability in the medium term.

Poverty, particularly amongst the rural population, remains a major concern with 25% of the population living below the poverty line. The unemployment rate was calculated at 16.5% in 2011, the highest in the region, although this underestimates the real rate, since approximately 53% of the working age population are classified as self-employed agricultural workers. Subsistence farming constitutes a social safety net in the absence of a comprehensive system of social insurance. The year 2013 saw an increase in social spending, raising pensions, a universal health care programme and support to education and agricultural development. A new Labour Code in line with International Labour Organization (ILO) standards was adopted in 2013. This was a longstanding EU request but implementation is lagging behind.

Georgia's governance was until very recently characterised by a dominant executive branch, weak parliamentary oversight and insufficient independence of the judiciary. In addition, decision-making remained centralised, with little genuine self-governance at local/municipal level. While successive Governments, under Mr. Saakashvili's presidency, have undertaken a series of social, economic and governance reforms since 2003, which resulted in a reduction in crime, the eradication of petty corruption and measurable economic growth, the disclosure of the prison abuse scandal in September

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

² The terms 'Abkhazia' and 'South Ossetia' refer to the territories under the control of Sukhumi and Tskhinvali, respectively. This terminology is not of any prejudice to the sovereignty and territorial integrity of Georgia and should not be considered as any form of recognition of independence in any way. Indeed, the EU pursues an engagement strategy based on non-recognition which is fully supportive of Georgia's territorial integrity.

2012 served as a reminder that much remained to be done in order to establish justice, to ensure the accountability of the law enforcement agencies and to protect the judiciary from political interference and intimidation. However, comprehensive constitutional amendments to address some of these issues were passed by Parliament and came into force in 2013. A new Constitution was adopted and entered into force in November 2013 changing Georgia from a presidential to a parliamentary system. Important steps towards increased independence of the judiciary were taken with the May 2013 adoption of the law on common courts and the selection of the members of the High Council of Justice under new rules that increase transparency and lessen the scope for political interference. Parliament passed in December in the first reading the local self-governance law, an ambitious plan to reform local governance.

The country held parliamentary elections in October 2012, which resulted in a peaceful transfer of power to the opposition. A second step of the democratic transition was marked in October 2013 with genuine democratic Presidential elections. Local elections will be held in June 2014. Meanwhile Georgian authorities reaffirmed their commitment to political association and economic integration with the EU. The EU and Georgia completed the negotiation of an Association Agreement, including the Deep and Comprehensive Free Trade Area (DCFTA), in July 2013, an achievement which marks a historic moment in EU-Georgia relations. The Association Agreement, including the DCFTA, was initialled on 29 November 2013 at the Eastern Partnership (EaP) Summit in Vilnius. The draft of the Association Agenda, the instrument that will supersede the current ENP Action Plan, was presented to Georgia in November 2013, and negotiated with a view to finalising it in 2014.

Georgia also made significant progress in implementing Visa Facilitation and Readmission Agreements, and continued to implement reforms in areas related to mobility in a secure environment. The Visa Liberalisation Action Plan (VLAP) was formally handed over to Georgia by the Commission in February 2013. The first progress report on the implementation of the VLAP published on 15 November 2013³ by the European Commission concluded that Georgia has made very good progress.

Finally, Georgia is currently negotiating its accession to the Energy Community Treaty, with a view to become a full-fledged member in 2014.

The recent European Neighbourhood Progress Reports commented favourably on the progress that Georgia⁴ had made towards the establishment of deep and sustainable democracy and a well-functioning market economy. It also highlighted the need to consolidate reforms and tackle uncompleted ones, particularly regarding poverty reduction (agriculture and rural development), participatory governance systems at all levels (public administration reform), human-rights based approaches in the justice system, inclusive economic growth (trade) and rebuilding confidence (conflicts).

³ COM/2013/808 final

⁴ SWD (2014)72 final

1. EU Response

1.1. Strategic objectives of the EU's relationship with the partner country

The relationship between Georgia and the European Union has historically been guided by the Partnership and Cooperation Agreement signed in 1999, and by the EU-Georgia European Neighbourhood Policy Action Plan (ENP-Action Plan) concluded in 2006. The ENP Action Plan expired at the end of 2011 but it was jointly agreed at the Cooperation Council meeting in 2011 that it should be extended until the negotiations on an Association Agreement were finalised. The draft of the Association Agenda, the instrument that will supersede the current ENP Action Plan, was presented to Georgia in November 2013 and negotiated with a view to finalising it in 2014.

In May 2009, the European Union launched the Eastern Partnership (EaP), which is notably designed to deepen bilateral relationships, through enhanced political association and closer economic integration. In this context the Eastern Partnership envisages the establishment of new contractual relations in the form of an Association Agreement (AA), which includes the establishment of a Deep and Comprehensive Free Trade Area (DCFTA), and the conclusion of Visa Facilitation and Readmission Agreements.

In the case of Georgia, negotiations for the EU-Georgia Association Agreement were launched in July 2010, and DCFTA negotiations started in February 2012, with measurable progress on all chapters, so that both agreements were initialled in November 2013. Respect for the democratic principles, human rights and fundamental freedoms, constitute an essential element of this new generation Association Agreement. The successful implementation of the Visa Facilitation and Readmission Agreements, which entered into force in March 2011, has subsequently paved the way for the launch of a Visa Dialogue in June 2012. Georgia has been implementing the Visa Liberalisation Action Plan (VLAP) since 25 February 2013. The first progress report on the implementation of the VLAP was published on 15 November 2013 by the European Commission and concluded that Georgia has made very good progress. Georgia's accession to the Energy Community Treaty, currently under negotiation, may further reinforce closer integration with the EU.

For its part, the European Union is committed to and fully supports Georgia's territorial integrity and sovereignty and continues to work towards the peaceful resolution of the conflicts in the country and the region. The EU Monitoring Mission (EUMM)'s mandate has been extended until December 2014 and its tasks include stabilisation and confidence building. In addition, an EU Special Representative (EUSR) has been appointed for the South Caucasus and the crisis in Georgia.

In terms of financial cooperation, the EU has provided over EUR300 million of grant assistance within the framework of the European Neighbourhood and Partnership Instrument over the period 2007-2013. Apart from classical technical assistance (including Twinning, TAIEX and SIGMA), funds were used to accompany sector reforms through EU budget support in the areas of Criminal Justice, Public Finance Management, Regional Development, Vocational Education and Training, Agriculture, and Support to Internally Displaced Persons. Georgia has also been allocated about EUR 31 million under the Comprehensive Institutional Building Programme in order to facilitate implementation of the different agreements and the obligations arising therefrom. Georgia is now permitted to participate in EU Community Programmes and Agencies and has already subscribed to the EU Seventh Framework Programme on Research and Technological Development.

This bilateral support was complemented by investments under the Neighbourhood Facility (NIF), as well as thematic and regional cooperation, the latter mainly extending to areas of a cross-boundary nature, such as environment, energy, transport, and border management. These priorities correspond to the actions planned within the *Policy Framework for Regional Cooperation in the Eastern*

Neighbourhood.

As regards Macro-Financial Assistance (MFA), the first operation in the amount of EUR46 million was successfully implemented in 2009-2010, while the remaining EUR46 million was approved in August 2013 and is conditional upon disbursing the IMF programme (which expired in April 2014). The Georgian authorities have recently requested a new IMF programme. Should the authorities agree with the IMF on a successor programme, and provided that the new programme will be disbursed, this would allow the EU to reactivate the MFA.

Moreover, Georgia has benefitted in 2012 and 2013 from additional funds under the Eastern Partnership Integration and Cooperation Programme (EaPIC), following the principle of "*More for More*", in recognition of its progress in deep democracy and respect for human rights.

The Instrument for Stability (IfS) has provided support to Georgia since 2008. This support has proven to be effective and appreciated by the conflict affected populations. Since 2008 the focus of the IfS interventions has progressively moved from post-conflict relief (focus on provision of shelter to Internally Displaced Persons and returnees) to more long-term, sustainable measures like strengthening of media, confidence building through civil society initiatives, capacity building to the State Ministry for Reconciliation and Civil Equality and empowerment of women as vectors of change.

1.2. Choice of sectors of intervention

Following comprehensive EU consultation with the Government, Civil Society Organisations, multilateral and bilateral donors, International Financial Institutions and International Organisations, a **consensus has been reached** regarding **three priority sectors of intervention**⁵ to be financed through the national envelope:

- Public Administration Reform;
- Agriculture and Rural Development;
- Justice Sector Reform

These **priorities are consistent with the Government's programme** and relevant sector strategies⁶. The sectors of intervention are in line with the Association Agreement, the Association Agenda, the DCFTA and the Visa Liberalisation Action Plan and build upon the progress that Georgia has made towards the implementation of the ENP-Action Plan priorities. They also build upon lesson learned during the previous programming cycle and extend the support provided under the ENPI 2007-2013, notably with respect to on-going support to the reform of the Criminal Justice Sector, Agriculture, Regional Development, Agriculture and Public Finance Management. These are areas in which the EU Delegation has built considerable expertise and in which it can genuinely add value.

The choice of sector has also been informed by the EU's international commitment to the principles on aid effectiveness set out in the Paris Declaration (2005), the Accra Agenda (2008), the Busan

⁵ Shall the political circumstances allow, and in addition to funding from other EU instruments (such as the Instrument for Stability), the support foreseen in the priority sectors of intervention provided for by this document may be extended to support confidence building linked to the EU engagement policy in the breakaway territories.

⁶ The Government which took office in October 2012 is finalising a National Development Strategy at the time of drafting the SSF. However, there are substantial synergies between the priorities identified in this Single Support Framework, the Georgian Dream programme, and the Government's work programme.

Outcome Declaration (2011) and by its own Development Policy (EU Agenda for Change). Although the EU is by far the largest donor, the choice of priority sectors has also been guided by a desire to **complement and reinforce the interventions financed by other donors**: most EU Member States are active in the chosen sectors as are Switzerland, USAID, the European Bank for Reconstruction and Development (EBRD), the European Investment Bank (EIB), the Asian Development Bank (ADB), the World Bank (WB), the United Nations Development Programme (UNDP) and the Council of Europe.

Public Administration Reform

In recent years, the Government advanced structural reforms in the **Public Finance Management** (PFM) sector and established, to a large extent, macro-economic stability and fiscal discipline, as evidenced by its position in the "Open Budget Index". These positive developments are primarily the result of changes to the legal/institutional framework. Two consecutive Sector Policy Support Programmes on Public Finance Management (EUR27 million) supported reforms of the Ministry of Finance and another programme (EUR21 million) was decided under the Annual Action Plan (AAP) 2013 covering work also with the State Audit Office and the Parliament. Following legislative improvements over the period 2008-2012⁷, there is a need to roll out these PFM gains and strengthen the policy process in public institutions through the introduction of improved budget forecasting and modelling tools and techniques including enhanced statistical capacities. Moreover, public institutions need to strengthen their capacities to model the costs and benefits of policy options and to monitor and control expenditure.

The Government Programme contains the commitment to decentralise political and fiscal powers to **local public administrations**, a move which will be critical to the success of efforts to revitalise the rural areas. This in turn will necessitate substantial reform to the structures and process of public administration at central and local levels and the existence of appropriate checks and balances.

The Government wishes to introduce a results-oriented management approach, which will produce more efficient, accessible, transparent and customer-focused governance at all levels within the public administration. In particular, there is a need to establish functional clarity within the line Ministries, in order to distinguish policy, regulatory and service functions to appropriate institutions. In parallel, the Government has indicated its intention **to professionalise the Civil Service**, introduce more transparent recruitment processes and performance appraisals and to establish a merit-based promotions system ensuring stable and independent civil servants.

Substantive progress has been made with respect to the reduction of petty corruption and this largely accounts for the improvement in Georgia's position in the Transparency Corruption Perception Index (51th out in 176 countries in 2012). Nevertheless, there are concerns by the new Government and CSOs regarding corruption and arbitrary decision/policy-making amongst the political and economic elites. To address these issues and ensure a democratic system of checks and balance, oversight institutions (Parliament, State Audit Office, Ombudsman, Constitutional Court and the Mass Media) need to be strengthened as well as their ability to hold the Executive to account.

Agriculture and Rural Development

Agriculture's contribution to GDP was limited to 9.3% in 2011, despite the fact that 53.1% of the active labour population are employed in the sector, mainly in subsistence farming. The deterioration

⁷ Parliament enacted a new Budget Code in 2009 which regulated budgetary processes at State and Municipal levels, introduced programme and capital budgeting, and strengthened linkages between annual and medium term fiscal planning. In the same year, Parliament approved a new Law for the State Audit Office putting more emphasis on international standards and EU best practices. In 2010, Parliament approved the Public Internal Financial Control Law, which, *inter alia*, established Internal Audit Units in line ministries. A new Tax Code was enacted in 2011, introducing new concepts of "Micro" and "Small" business, e-filing of declarations and establishing a Tax Ombudsman.

of the agriculture sector is the root cause of rural poverty (in excess of 25% of the rural population live below the poverty line).

The Government Programme states the development of agriculture as one of the country's top priorities. The Georgian Government has undertaken substantial efforts towards a clearly defined agricultural and regional policy as well as a manifold increase in the funding of the agriculture sector.

The EU is presently supporting both agriculture and regional development. In 2013, a Sector Policy Support Programmes for Agriculture and Rural Development (EUR40 million) started implementation. It supports the implementation of the Agriculture Strategy for Georgia, with a special focus on enhancing competitiveness, promoting the establishment of business-oriented farmer associations and supporting small farmers. As to Regional Development, an existing Sector Policy Support Programme for an amount of EUR19 million is under implementation with a second programme (EUR30 million) decided under the AAP 2013 to support regional policy planning.

However, if the progressive depopulation is to be halted and poverty of the rural areas is to be alleviated, sustained efforts are required for the modernization of agriculture. Moreover, to ensure the sustainable development of rural areas, it is also necessary to support knowledge transfer and innovation in agriculture, forestry and rural areas and competitiveness of all types of agriculture in all regions, from promoting innovative farm technologies, to the organisation of the food chain, including the processing and marketing of agricultural products and to the economic development of rural areas.

This entails the diversification of economic activity to include specialist manufacturing and services, the establishment of a modern social and technical infrastructure, and the provision of targeted vocational education and training. The focus will, therefore, be upon extending the support being provided to Agriculture and Regional Development by stimulating the **diversification of the rural economy**, or, in other words, by stimulating a comprehensive rural development approach. The objective is to reduce dependency upon primary agriculture as a source of household income and to promote social inclusion and poverty reduction in rural areas.

All interventions must be designed in an environmentally sustainable manner. Loss of arable land, unsustainable land management and desertification extension are important concerns of the Ministry of Agriculture regarding climate change. Addressing those issues is crucial for livelihoods, climate change mitigation, regulating ecosystem conservation, health benefits and job creation. To this end, support will be required to ensure that rural areas are not only resilient to changes resulting from the need to improve agricultural efficiency (e.g. irrigation) but are also sensitive to the potential impact of climate change and natural disasters. Assistance will, therefore, be provided to enable the Georgian authorities to **identify and implement climate change adaptation and mitigation measures including disaster risk reduction**. Environmental management is an important area for the rural economy and Georgia needs to seek a sustainable balance between stimulating private involvement and the Government's appropriate regulatory and monitoring role. Similarly, greater involvement by the Government in integrated planning and management of watershed areas would be appropriate.

Agriculture and rural development will also be impacted by many of the legislative and regulatory changes required to implement the DCFTA, notably those obligations linked to food safety and animal and phytosanitary health, as well as quality standards. In addition to funding from other EU instruments, support in the sector of agriculture and rural development may be extended to confidence building measures linked to the EU engagement policy in breakaway territories, if political circumstances allow.

Justice Sector Reform

Since 2005, Justice has been a consistent priority for both Georgia and the EU as enshrined in the ENP Action Plan with a focus on Rule of Law, democratic institutions, fundamental freedoms and respect for human rights⁸.

To date, most EU efforts have been geared towards **criminal justice and human rights**, in alignment with national priorities: there have been two consecutive Sector Policy Support Programmes in criminal justice (EUR34 million in total); technical assistance has been provided to the Public Defender's Office; and support has been given to Civil Society Organisations to enable them to participate in the justice sector reform process. The previous Government's "zero tolerance policy against crime", which it has pursued since 2003, has substantially reduced crime rates but has also significantly increased the prison population. The 2012 disclosure of abuses to prisoners illustrated how precarious the reforms in the justice sector are. Although important measures have been taken, such as a substantial reduction of the prison population following the 2013 amnesty, more needs to be done to speed up the shift from repressive to restorative justice, to emphasise human rights-based approaches, and to tackle other challenges (e.g. ensuring citizen's right to a fair trial, reducing incarceration rates, introducing rehabilitation programmes for inmates, reducing the overloading of the probation services, strengthening law enforcement procedures). The planned interventions in the criminal justice sub-sector will therefore build upon, reinforce and extend the support provided by the EU since 2009.

The EU's privileged position with regard to policy dialogue, its added value for reinforcing a human-rights based approach, and coherence with the external dimension of EU policies justify deepening and expanding its support in the justice sector, beyond criminal justice. The EU Special Adviser on Constitutional and Legal reform and Human Rights has presented a report in September 2013 "Georgia in Transition"⁹ with recommendations that the government is committed to implement.

In the first instance, there is a need to reform both legislation and practices of the **civil and administrative justice** systems. Administrative justice is key as part of the wider drive to improve the range, cost-efficiency, quality and transparency of public services. On Civil justice, *inter alia*, issues to be dealt with are labour rights (neither codified nor protected in accordance to international labour standards) and property rights, including land ownership which is presently inhibiting progress in the agriculture and rural development sectors.

The ENP Progress Report¹⁰ also highlighted the importance of ensuring the **independence of the judiciary**, of enhancing the skills at all levels within the justice system and improving court and case management procedures, matters which are echoed in the new Government Programme. Moreover, there is an urgent need to increase **access to justice** and to provide victims, suspects and offenders with the support needed, via mechanisms like independent legal aid, strengthened Bar Association and accessible oversight institutions (Public Defender, relevant Parliament Committees or CSO).

2. Indicative financial overview

The indicative allocation for 2014-2020 is EUR610,000,000 – EUR746,000,000. The indicative bilateral allocation for the programming period 2014 -2017 is EUR 335,000,000 to EUR410,000,000. The indicative breakdown by sector for the period 2014-2017 is the following:

⁸ The EU Strategy for Human Rights (CFSP/EAS/1649/12) places special emphasis on the reform of judicial and penitentiary systems and on the respect for human rights and fundamental freedoms in compliance with the country's international commitments.

⁹ The full report is available at

http://eeas.europa.eu/delegations/georgia/documents/virtual_library/cooperation_sectors/georgia_in_transition-hammarberg.pdf

¹⁰ SWD (2014)72 final

| Intervention area¹¹ | Indicative allocation (in %) | Comment |
|---|-------------------------------------|--|
| Public Administration Reform | 25 | Targeted support to the reform of the central and local public administration; professionalization of civil service; consolidation of support to the reform of the public finance management system; support to enhanced public oversight and fight against corruption. |
| Agriculture and Rural Development | 30 | Targeted support to increase productivity in the agriculture sector, to stimulate rural diversification, and to minimise the impact of climate change and natural disasters through the identification of mitigation and adaptation measures and better environmental measures |
| Justice Sector Reform | 25 | Extension of on-going support to Criminal Law and respect for Human Rights; diversification into new areas of Civil and Administrative Law/practices; Support to the Judiciary and Access to Justice |
| Complementary support (outside the sectors described above): | | |
| Capacity development, institution building and other agreement-related support | 15 | Support to the implementation of the EU-Georgia Agreements (AA, DCFTA, VLAP). Legal Approximation and Assistance Coordination. |
| Support to Civil Society Organisations | 5 | Targeted support will be provided to civil society organisations. |

In addition to programmed bilateral allocations, Neighbourhood countries may benefit from additional allocations provided under the umbrella programmes referred to in the Neighbourhood-wide programming document. Such supplementary allocations will be granted on the basis of progress towards deep and sustainable democracy and implementation of agreed reform objectives contributing to the attainment of that goal.

Georgia is also eligible for support under a number of other EU instruments, such as the Instrument Contributing to Peace and Stability, Humanitarian Aid, the Partnership Instrument, the European Instrument for Democracy and Human Rights, the Instrument for Nuclear Safety Co-operation, Macro-Financial Assistance, Development Co-operation Instrument thematic programmes and external actions under EU internal programmes for e. g. research and innovation, energy, transport and education (in particular Erasmus +¹²). Where possible, Member States' political action and assistance will also be co-ordinated with EU action, as a way of achieving political leverage and as part of a coherent foreign policy approach. Georgia may also be targeted for specific action under the Common Foreign and Security Policy, depending on the specific political circumstances. An EU Common Security and Defence Policy mission 'European Union Monitoring Mission (EUMM) – Georgia', is deployed as a distinct political contribution by the EU to contribute to stabilising the situation and confidence building, with the longer term aim, in conjunction with other EU instruments, to help managing and resolving the conflict.

¹¹ Shall political circumstances permit, the interventions planned under the three priority sectors below may be extended to cover actions in the Georgia's breakaway territories of Abkhazia and South Ossetia.

¹² Regulation (EU) No 1288/2013

3. EU support per sector

Support to civil society will be mainstreamed throughout all three sectors of intervention, geared towards promoting civil society engagement in the respective sector, with the ultimate goal of ensuring effective and inclusive policies at the national level. Efforts will be made to support civil society capacities and engagement, as appropriate, in the development, implementation and monitoring of national sector strategies, including through participation in policy dialogue and service delivery schemes.

Each sector of concentration will encompass sector-related capacity development and institution building activities, including approximation to EU legislation and technical standards. Relevant cross-cutting issues such as governance, human rights, gender, environment and climate change will be addressed in each sector of concentration by means of mainstreaming and/or ad hoc activities, as appropriate. Specific attention will be devoted to the promotion of gender equality and women's empowerment and to the enhancement of statistical capacities.

3.1. Public Administration Reform

The **overall objective** is to improve efficiency, accountability and transparency of the public administration at central, regional and local levels. This will be done in harmonisation with European principles and best practice.

The **specific objectives** are:

- To assist the Government to enhance the Civil Service's capacities and independence, to introduce a modern results oriented management approach and improve transparency, accessibility and the quality of services;
- To enhance accountability of the executive branch and to combat elite corruption;
- To strengthen the capacity of the legislative, judiciary, statutory bodies (Parliament, Ombudsman, Constitutional Court, State Audit Office) and mass media to maintain oversight of the executive branch of Government
- To strengthen the structures and processes of local governance through the decentralisation of powers;
- To strengthen public finance policy processes in public institutions through the introduction of improved budget forecasting and modelling, cost management techniques and other public finance policy-related reforms including public procurement.

The **main expected results**:

- The Civil Service is professionalised and independent;
- Results-oriented management introduced into all public bodies;
- Improved e-governance, efficiency and cost effectiveness of the delivery of public services;
- Increased decision-making powers and budgetary resources devolved to local authorities;
- Enhanced capacity of line Ministries and State Agencies to model costs and benefits of policy options and to monitor and control expenditures;
- Improved reforms of public finance and fiscal policy;
- Improved transparency, efficiency and integrity of the public procurement system;
- Corruption amongst the political elite is reduced;
- Accountability of the Executive branch of Government is enhanced.

The main indicators for measuring the aforementioned results are contained in the sector intervention

framework attached in Annex 2.

Donor coordination and policy dialogue:

There are as yet no formal mechanisms to coordinate donor support to public administration reform, although it is understood that the Government has asked the Ministry of Justice to assume the lead role in the public administration reform process. In 2009 and 2010, coordination bodies were established in the Ministry of Finance and Parliament respectively to coordinate public finance management reforms. The EU Delegation, together with the World Bank, Sweden and the Netherlands, are active in the Sector. The existing and planned Public Finance Management Sector Policy Support Programmes have helped to establish a platform for policy dialogue. The Government has shown interest in the elaboration of a national public administration reform strategy and a public investment programme.

The Government's financial and policy commitments:

Although the previous Government was publicly committed to the reform of the public administration, the decentralisation of local governance, and to tackling corruption, the EU Progress Report (2011) remarked that governance in Georgia continued to be characterised by a dominant executive and weak parliamentary oversight. The Government Programme, *For a Strong, Democratic and United Georgia*, states clearly that the Government “...will establish a model of public service independent of politics; self-government bodies will be granted authority, finances and property ; and that the Government will study the scale and mechanisms of widespread elite corruption and develop ways to overcome it.” Indeed, a move away from centralised control is currently under discussion with a Strategy on Decentralisation to be adopted in 2013/2014. Also the Anti-corruption (AC) Council resumed activities in early 2013 and the Anti-corruption Strategy, focused on prevention, will be revised to reinforce enforcement and awareness.

When needed, the appropriate type of **environmental assessment** (Strategic Environment Assessment -SEA or Environmental Impact Assessment -EIA) will be carried out.

The principal **risks** to the sector intervention:

- Geo-political tensions in the Caucasus, political instability within Georgia, or a further downturn in the global economy divert the Government’s focus and resources away from its reform agenda;
- Inability of the Government to obtain the parliamentary majority necessary to introduce constitutional reforms to the structures and processes of the central and local governance systems;
- Resistance within the public administration to the proposed reforms;
- Failure to acknowledge and abide by the principle of the separation of powers enshrined in the Constitution;
- The relocation of the Parliament to Kutaisi inhibits its capacity to exercise oversight over the executive.

The EU Delegation will closely monitor and react to mitigate the occurrence of any of the above-mentioned risks, by, *inter alia*, allocating human, financial, technical and diplomatic resources.

The **principal assumptions** are:

- The Government maintains its foreign policy objective of closer political and economic integration with the European Union and continues to implement policies pursuant of that objective;

- The Government maintains its commitment to reform the central public administration and decentralise decision-making budgetary powers to local authorities;
- There is a willingness to tackle corruption amongst the political and economic elites;
- Civil Society Organisations are prepared to play a constructive role in the policy dialogue.

3.2. Agriculture and Rural development

The **overall objective** is to ensure sustainable agricultural and rural development in Georgia with a view to poverty alleviation in rural areas

The **specific objectives** are:

- To improve the effectiveness and competitiveness of the **agricultural** sector in an environmentally sustainable manner;
- To improve employment and living conditions in rural areas through the diversification of the **rural economy**; creating green and decent jobs;
To support environment sustainability in rural areas ensuring agro-biodiversity conservation with the sustainable use of natural resources through the identification and implementation of **climate change** adaptation and mitigation measures including disaster risk reduction and water basin management.

The **main expected results**:

- Increased volume and value of outputs in the Agriculture Sector;
- Availability of financial resources for capital investment by small farmers is increased;
- Access to knowledge on improved agriculture technologies by small farmers is increased;
- Percentage of small farmers in commercial farming increased;
- Reduction in poverty in the rural areas including around and across the administrative boundary lines (ABLs) contributing to confidence building where politically feasible;
- Employment patterns in rural areas are diversified;
- Coherent rural development policy, approximated with EU standards, is approved
- Pilot rural development demand-driven actions implemented;
- Reduction in vulnerability of agro-systems and improvement in the resilience of the ecosystem to climate change;
- Improved management of natural resources in rural areas and in the agri-food sector, including sustainable agricultural land tenure practices, environmentally friendly production technologies and products;
- Improved sustainable management of water resources.

The main indicators for measuring the aforementioned results are contained in the sector intervention framework attached in Annex 2.

Donor coordination and policy dialogue:

Donor coordination in the agriculture and rural development sectors has been based upon a regional perspective, with one donor/bank taking the lead in a particular part of the country, (e.g. the World Bank in Kakheti, the EU in Imereti). All major donors and International Financial Institutions (IFIs) (EBRD, WB, KfW, GiZ, Sweden, USAID and the EU) actively collaborate to ensure a regular exchange of information and operational complementarity. For example, NIF supported projects in agriculture are coordinated with the EBRD and KfW and will reinforce the impact of the planned ENPARD-SPSP (2013-2015); donors are focusing on specific territorial units (e.g. GiZ and USAID work mainly with municipalities) or sectors (e.g. capacity building for UNDP, policy framework for the EU).

Working Groups have been established in the agriculture and rural development sectors comprising Georgian authorities, bilateral and multilateral donors and IFIs, and Civil Society Organisations. The Working Groups meet regularly, use dedicated websites to support their activities, and provide platforms for policy dialogue. An ENPARD Steering Committee will be established in the context of the Agriculture and Rural Development SPSP, which will provide a further opportunity for policy dialogue.

The Government's financial and policy commitments:

The primacy of agriculture and rural development is reiterated in the Government Programme, *For a Strong, Democratic and United Georgia*. Public spending for agriculture has doubled (the budget of the Ministry of Agriculture amounts to GEL 150 million in 2012 against GEL 75 million in 2011). The Ministry of Regional Development and Infrastructure (MoRDI) is the second spending unit of the government and had a budget of about GEL 1.0 billion in 2012, i.e. 15% of the total budget. Infrastructure construction and rehabilitation, including roads, are viewed as essential to the country's socio-economic development as well as for the attraction of foreign direct investment.

An Agriculture Sector Strategy was adopted in February 2012. A State Strategy for Regional Development for 2010-2017 was adopted in June 2010 with a corresponding Action Plan for the period 2011-2014 approved in October 2011. Support will be provided to assist the Georgian Government to prepare a Rural Development Strategy synergised with the Regional Development and Agriculture Sector Strategies

When needed, the appropriate type of **environmental assessment** (SEA or EIA) will be carried out.

The principal **risks** to the sector intervention:

- Disagreements between the Ministry of Economy and the Ministry of Agriculture as to what constitutes rural development;
- Conceptual disagreements between the Government and the donors/IFIs or within the donor community regarding the priorities, objectives and approach to be pursued in order to stimulate rural development;
- Lack of financial and human resource capacities in the small towns and villages to drive rural development;
- Lack of interest amongst local entrepreneurs and foreign investors to invest in the rural areas;
- Limited integration of climate change adaptation (e.g. land and forest protection, water management,) and climate change mitigation (e.g. agriculture waste to energy production, biomass production) concerns into design and implementation of rural development interventions;
- Insufficient funds available to finance climate change adaptation and mitigation measures;
- Labour migration leads to further de-population and de-skilling of the rural areas rendering many communities unsustainable.

The EU Delegation will closely monitor and react to mitigate the occurrence of any of the above-mentioned risks, by, *inter alia*, allocating human, financial, and technical resources in agricultural and rural development.

The **principal assumptions** are:

- The Government remains firmly committed to the Agriculture Sector Strategy and the Regional Development Strategy and to the objectives of the Agriculture and Rural Development Sector Policy Support Programme 2013-2015;

- The Government prepares a Rural Development Strategy;
- The Government continues to provide substantial financial support to the Agriculture and Rural Development Sectors and invests in actions which have sustainable development objectives rather than projects aimed at satisfying political interests;
- There is continued good cooperation and collaboration between the Government, the donors and IFIs;
- The Government adopts an inclusive and consultative approach to rural development.

3.3. Justice Sector Reform

The **overall objective** is a fair and efficient justice system in line with principles of Rule of Law and the protection of Human Rights with increased access to justice for Georgian citizens.

The **specific objectives** are:

- To improve the criminal justice sector with due attention to human rights protection;
- o implement a zero- tolerance policy against ill-treatment and to promote Human Rights in the justice sector;
- To assist the Georgian Government to reform its civil and administrative justice system and to bring it into line with international standards and conventions;
- To strengthen the institutional and human resource capacities of the judiciary and to ensure training;
- To ensure the independence, efficiency and professionalism of the judiciary and of Prosecution ;
- To increase access to justice and legal aid for vulnerable people.

The main **expected results** are:

- Increased independence, efficiency and professionalism of the judiciary and the Prosecutor office.
- Increased application of the principles of restorative principles in the Criminal Justice;
- Improved conditions in prisons and other places of restriction of liberty and implementation of zero-tolerance against ill-treatment;
- Capacity building of Criminal Justice/Human Rights institutions and Parliament relevant Committees;
- Range of support services to victims, accused and offenders increased;
- Administrative and civil justice systems are consistent with international standards and conventions;
- Vulnerable persons have access to high quality legal services

The main indicators for measuring the aforementioned results are contained in the sector intervention framework attached in Annex 2.

Donor coordination and policy dialogue:

Sector coordination is ensured by the Criminal Justice Inter-Agency Coordinating Council (ICC) and its active Secretariat, which has contributed to the advancement of reforms and coordination of 11 working groups. Donor coordination was enhanced with the signature of the Justice Memorandum of Understanding (MoU). Accordingly, since 2009 the Government has hosted at least annual coordination meetings with all donors and civil society to report on progress and plan actions for the subsequent year. In addition, an Anti-Ill-treatment Council and an Anti-Corruption Council (hosted

in the Ministry of Justice (MoJ) as well as a separate Advisory Board on Penitentiary Health Care are in place. An EU-Georgia policy dialogue with the Government and Civil Society Organisations on justice issues takes place primarily around the current Sector Policy Support Programme (SPSP). The EU-Georgia Human Rights Dialogue was established in 2009 and provides a regular channel of dialogue on human rights and democracy issues.

The Government's **financial and policy commitments:**

The Government Programme, *For a Strong, Democratic and United Georgia*, contains several specific references to the need to reinforce the Rule of Law, to respect human rights, to free the judiciary and the law enforcement agencies from political pressures, to introduce institutional reforms to the Prosecutor's Office and the Ministry of Interior and to pursue a firm but fair approach to the application of justice. The new Government has committed to further liberalisation of the criminal justice system - reviewing length of sentences, sentencing policies for multiple offences, and increased use of non-custodial measures - while deepening the focus on rehabilitation. The first Criminal Justice Strategy¹³ was adopted in 2005, and since 2009, the Strategy and its Action Plans have been updated on an annual basis through a consultative process, with the exception of 2012. The Ministry of Justice has reaffirmed that this approach will continue.

Moreover, the Government Programme acknowledges that there is a need to review elements of the Civil and Administrative Codes, to strengthen the independence of the judiciary, and to provide improved legal services to victims and the accused. The Government publicly backed plans to develop a National Human Rights Action Plan (also a requirement of the Visa Liberalisation Action Plan). The EU Special Adviser on Constitutional and Legal reform and Human Rights supported the government in this process and the government is committed to implementation the recommendations of his report from September 2013 "Georgia in Transition".

It is not planned at this juncture to carry out an **environmental assessment**.

The principal **risks** to the sector intervention:

- A lack of political will to continue the reform of the Justice Sector;
- Insufficient financial, technical and human resources to enforce the Criminal, Civil and Administrative Codes;
- Increased crime rates hinder Government efforts to reduce the prison population and prison overcrowding

The EU Delegation will closely monitor and react to mitigate the occurrence of any of the above-mentioned risks, by, *inter alia*, allocating human, financial and technical resources in justice sector reform.

The **principal assumptions** are:

- The Government commits to and respects the separation of powers between the executive, legislature and the judiciary;
- The EU keeps human-rights based approaches, the principles of restorative justice, and equitable enforcement of the laws high on the EU-Georgia political dialogue;
- There is a willingness on the part of Civil Society Organisations to participate in the policy dialogue and to become involved in the delivery of advisory and support services to victims and offenders

¹³ The strategy includes 11 chapters, out of which 5 have been supported through the two EU SPSPs: Juvenile Justice, Penitentiary, Probation, Legal Aid and Public Defender.

4. Complementary support in favour of civil society

In addition to sector specific assistance, additional measures in favour of civil society will be made available under this complementary envelope, through a continuation at country level of the Civil Society Facility 2011-2013.

Funding from this component will be geared towards supporting the role of civil society in building credible and inclusive policy processes, stronger democratic processes and accountability systems, in other sectors than the priority sectors. This can include measures aiming to promote a conducive environment at all levels for civil society participation in public life, measures to boost domestic transparency and accountability, including of the budgetary process. The development of civil society internal professionalism and capacities, including their capacity to form national associations and networks, and improving the delivery of services will also be targeted.

5. Complementary support for capacity development and institution building

In addition to sector-related assistance, this complementary provision for capacity development, institution building activities and other agreements-related support will address the implementation of priority commitments deriving from EU-Georgia agreements (such as for example the social and employment cooperation chapter of the AA) and the dialogue on mobility that are not already covered under the three sectors of concentration.

This agreement-driven provision will be especially focused on approximation to EU legislation and technical standards and complement assistance under the Eastern Partnership “Comprehensive Institution Building” (CIB) initiative. Capacity development and institution building activities – either from sector-related assistance or from this complementary provision – may also address participation in EU programmes and in the work of EU agencies.

Annexes: Indicative Timetable for Commitments

Sector Intervention Framework

Donor Matrix

ANNEX 1 - INDICATIVE TIMETABLE FOR COMMITMENTS

| INDICATIVE TIMETABLE | 2014* | 2015* | 2016* | 2017* |
|---|----------|----------|----------|----------|
| SECTOR OF INTERVENTION – Public Administration Reform | | X | X | X |
| SECTOR OF INTERVENTION – Agriculture and Rural development | | X | X | |
| SECTOR OF INTERVENTION – Justice Sector Reform | X | | | X |
| Complementary measures | X | X | X | X |

ANNEX 2 - SECTOR INTERVENTION FRAMEWORK

SECTOR 1: PUBLIC ADMINISTRATION REFORM

General objective: to improve efficiency, accountability and transparency of the public administration at central, regional and local levels.

| Specific objective 1: To enhance the independence and accountability of the civil service, through the introduction of a result-oriented management approach | | |
|---|---|--|
| <u>Expected Results</u> | <u>Indicators</u> | <u>Means of verification</u> |
| <p>Civil service reform implemented according to EU shared principles, with improved clarity between policy, regulatory and service functions</p> <p>Result-oriented management principles introduced in all public bodies performing policy, regulatory and service functions</p> <p>Capacity of the legislative, judiciary and statutory bodies (Ombudsman, Constitutional Court, State Audit Office) and the media to maintain oversight of the executive branch is strengthened</p> | <p>Laws and implementing regulations on civil service in line with EU shared principles adopted</p> <p>Transparent recruitment procedures established.</p> <p>Performance assessment and promotion system in place.</p> <p>Number of reports/recommendations from the State Audit Office</p> <p>CPIA rating on accountability and corruption in the public sector</p> | <p>Official Journal Government Decisions SIGMA Reports CPIA Quality of Public Administration rating Corruption perception index</p> <p>Annual Budget Proceedings of Parliament and Parliamentary sub-committees</p> <p>Ombudsman's Reports State Audit Office Reports Constitutional Court Decisions Media Reports</p> |
| Specific objective 2: To strengthen the structures and processes of regional and local governance through the decentralisation of powers | | |
| <u>Expected Results</u> | <u>Indicators</u> | <u>Means of verification</u> |
| <p>Increased decision-making powers and budgetary resources devolved to regional and local authorities</p> | <p>Decentralisation strategies and planning systems are adopted</p> <p>Transfers between central and sub-national government in terms of % of sub-national total revenue</p> | <p>Official Journal Government Decisions Annual Budget SIGMA Reports OECD, IMF Eurostat</p> |
| <p>Improved availability, effectiveness and cost efficiency of the delivery of public services at regional and local level, including e-</p> | <p>Number of public services (including e-governance) provided by regional and local authorities</p> | <p>Public Opinion Polls CSO Monitoring Reports and CPIA rating</p> |

| | | |
|--|--|---|
| governance | | |
| Specific objective 3: To strengthen the public finance management performance and related policy process in public institutions | | |
| Improved predictability and control in budget forecasting | Tools for modelling and forecasting budgets are applied in all line ministries and used for policy planning. | MoF Reports State Audit Office Reports IMF and WB Reports PEFA report CPIA Indicators |
| Strengthened policy-based budgeting | Multi-year perspective in fiscal planning, expenditure policy and budgeting in place | |
| Fiscal policy's contribution to macroeconomic stability increased / strengthened | CPIA fiscal policy rating | |

SECTOR 2: AGRICULTURE AND RURAL DEVELOPMENT

General Objective: to ensure sustainable agricultural and rural development in Georgia with a view to poverty alleviation in rural areas

| | | |
|--|--|--|
| Specific objective 1: To improve the competitiveness of the <u>agricultural</u> sector | | |
| <u>Expected Results</u> | <u>Indicators</u> | <u>Means of verification</u> |
| Increased volume and value of outputs in the Agriculture Sector | % contribution of agriculture to GDP % change in per capita output measured in terms of volume and value | GEOSTAT agriculture reports MoA reports FAO country factsheets |
| Availability of financial resources for capital investment by small farmers and cooperatives is improved | % change in agriculture lending targeting small farmers and cooperatives | Bank of Georgia reports External evaluation missions |
| Access to improved agriculture technologies by small farmers is increased | % of small farmers covered by the agriculture information/extension system | MoA reports External evaluation missions |
| Commercial farming methods are introduced by small farmers and commercial farming increased | Number of registered business oriented farmer groups (cooperatives and alike) | Civil registry External evaluation missions |
| Specific objective 2: To improve the quality of life in the rural areas through the <u>diversification of the rural economy</u> | | |
| <u>Expected Results</u> | <u>Indicators</u> | <u>Means of verification</u> |
| Employment patterns in rural areas are diversified | % of households in rural areas dependent upon primary agriculture as their main source of income Number of persons in rural areas | GEOSTAT Household Budget Survey National Commission for Regional Development |

| | | |
|--|--|--|
| Economic structure in rural areas is diversified | defined as living below the poverty line Number of non-farm based jobs | External evaluation missions |
| Coherent rural development policy, approximated with EU standards exists | Rural Development Strategy which is coherent with the existing Agriculture and Regional Development Strategies is consulted with stakeholders and adopted. | Approval Decree Consultation process report External evaluation missions |
| Pilot rural development demand- driven actions implemented | LEADER-like programmes designed Number of LEADER-like programmes implemented in rural regions | LEADER-like programmes reports External evaluation missions |
| Specific objective 3: To support the environment in rural areas through climate change adaptation and mitigation measures, including disaster risk reduction. | | |
| <u>Expected Results</u> | <u>Indicators</u> | <u>Means of verification</u> |
| Reduction in vulnerability of agro-systems and improvement in the resilience of the eco-system to climate change | Number of adaptation and mitigation measures implemented | MoEnv. reports UNFCCC Country Reports External evaluation missions |
| Improved management of natural resources in rural areas, including sustainable agricultural land tenure and environmentally friendly production technologies | Number and total value of environmentally friendly investment | MoEnv. Reports External evaluation missions |
| Improved sustainable management of water resources | Number of Integrated Management Plans of Watershed areas approved | MoEnv. reports UNFCCC Country Reports |

SECTOR 3: JUSTICE SECTOR REFORM

General objective: A fair and efficient justice system in line with principles of Rule of Law and the protection of Human Rights with increased access for Georgian citizens

| Specific objective 1: To improve the criminal justice sector and human rights protection | | |
|---|--|---|
| <u>Expected Results</u> | <u>Indicators</u> | <u>Means of verification</u> |
| <p>Increased application of restorative principles in the Criminal Justice , especially for children and juveniles</p> <p>Improved custodial conditions, including respect of human rights in penitentiary institutions and other places of restriction of liberty</p> <p>Enhanced capacities of criminal justice/human rights institutions and Parliament relevant Committees¹⁴</p> | <p>Percentage of diverted juveniles</p> <p>Percentage of probation services funded by the state</p> <p>Imprisonment rate per 100.000 inhabitants</p> <p>Number of prison deaths</p> <p>Number of penalties and sentencing policies adopted which are in line with Council of Europe (CoE) standards</p> <p>Comprehensive National Action Plan for Human Rights adopted and implemented</p> | <p>Inter-Agency Coordinating Council reports</p> <p>Reports by UNICEF</p> <p>Reports and statistics by Penitentiary Department, relevant ministries, prosecutor and Judiciary.</p> <p>Reports by Public Defender’s Office, CoE, CPT, and international institutions</p> <p>Recommendations included in Thomas Hammarberg's report from September 2013 – Georgia in Transition</p> |
| Specific objective 2: To assist the Georgian Government to reform its civil and administrative justice system, in line with international standards and conventions. | | |
| <u>Expected Results</u> | <u>Indicators</u> | <u>Means of verification</u> |
| <p>Civil justice system brought into line with international standards and conventions</p> <p>Improved range, cost-efficiency and quality of administrative justice</p> | <p>Labour rights compliant with ILO Core Conventions</p> <p>Number of legal safeguards with respect to property rights</p> <p>Code of administrative offences in line with CoE recommendations</p> | <p>ILO Reports</p> <p>Official Journal (new laws/regulations)</p> <p>CoE reports</p> |
| Specific objective 3: To ensure Judiciary's independence and impartiality, and enhance citizens' access to justice. | | |
| <u>Expected Results</u> | <u>Indicators</u> | <u>Means of verification</u> |
| <p>Judiciary independence, efficiency, professionalism</p> | <p>Number of Legislation/decrees adopted in conformity with CoE/Venice Commission</p> | <p>CoE Reports</p> <p>CEPEJ Reports</p> <p>Other International</p> |

¹⁴ Relevant Ministries and agencies including law enforcement, Prosecutor's Office, Public Defender's Office, and Parliamentary Committee (PC) of Civic Integration and Human Rights, and of Legal Affairs.

| | | |
|--|---|---|
| <p>and impartiality is guaranteed in law/de jure and practice/de facto (career, disciplinary actions, judicial inspection, budget)</p> <p>Improved image of judiciary with regard to its independence and impartiality</p> | <p>Number of disciplinary cases dealt with by the judges's self-regulated body (per year)</p> <p>Number of instances of political interference in judges' decisions</p> | <p>Organisations reports (e.g.IBAHR)</p> <p>Annual Reports of Prosecution Office and Legal Judicial Council</p> |
| <p>Strengthened independence of the Legal Aid Service and the Bar Association</p> | <p>Revised statutes of the legal aid service</p> | <p>Legal Aid Service Reports</p> <p>CSO Reports</p> <p>BAR reports</p> |
| <p>Range of support services to victims, defendants and offenders increased</p> | <p>Number of legal support services provided by state and civil society</p> <p>Number of cases where free legal aid was provided</p> | <p>MoJ reports</p> <p>CSO Reports</p> |

Baselines for the respective focal sectors will be established at the level of the Annual Action Programmes.

The results, indicators and means of verification specified in the present annex may need to evolve to take into account changes intervening during the programming period.

ANNEX 3 - DONOR SUPPORT IN GEORGIA 2014-2020 – COMMISSION AND MEMBER STATES

| Area of Intervention | EC | AT | BG | CZ | DE | DK | EE | EL | ES | FI | FR | HU | IE | IT | LT | LU | LV | NL | PL | SE | SI | UK |
|---|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|
| Political dialogue and reform | | | | | | | | | | | | | | | | | | | | | | |
| Governance and democracy | ■ | ■ | | | ■ | ■ | ■ | | | ■ | ■ | | | | ■ | | ■ | ■ | ■ | ■ | | |
| Rule of law (judicial reform) | ■ | | | | ■ | | | | | | | | | | ■ | | ■ | | | | | |
| Human Rights | ■ | | | | ■ | ■ | | | | ■ | | | | | | | | ■ | | ■ | | |
| Cooperation with civil society | ■ | ■ | | ■ | ■ | ■ | ■ | | | ■ | ■ | | | | ■ | | ■ | | ■ | ■ | | ■ |
| Peace and Security | | | | | | | | | | | | | | | | | | | | | | |
| Conflict Prevention | ■ | | | | | | | | | | | | | | | | | | | | | ■ |
| Crises management | | | | | | | | | | | | | | | | | | | | | | |
| Justice and Home Affairs | ■ | | | | ■ | | | | | | | | | | | | | | | | | |
| Border Management | ■ | | | | | | | | | | | | | | | | | | | | | |
| Migration and readmission | ■ | | | | | | | | | | | | | | | | | | | | | |
| Refugees and IDPs | ■ | | | | ■ | ■ | | | | | | | | | | | | | | | ■ | |
| Organised Crime | | | | | | | | | | | | | | | | | | | | | | |
| Police and Judicial Cooperation | | | | | | | | | | | | | | | | | | | | | | |
| Economic and social reform | | | | | | | | | | | | | | | | ■ | | | | | | |
| Macro-economic reform | ■ | | | | | | | | | | | | | | | | | | | | | |
| Employment, poverty reduction & social policy | ■ | | | | ■ | | ■ | | | | | | | | | | | | | | | |
| Agriculture, forestry and fisheries | ■ | ■ | | | ■ | | | | | | | | | | | | | | ■ | ■ | | |
| Water and sanitation | | | | | ■ | | | | | | | | | | | | | | | | | |
| Rural development | ■ | ■ | | ■ | ■ | | | | | | | | | | | | | | | ■ | | |
| Regional cooperation | ■ | | | | ■ | | | | | | | | | | | | | | | | | |
| Trade Issues, market and regulatory reform | | | | | | | | | | | | | | | | | | | | | | |
| Enterprise policy/private sector | | | | ■ | ■ | | | ■ | | | | | | | | | | | | | | |
| Public finance management and procurement | ■ | | | | ■ | | | | | | | | | | | | | | | | ■ | |
| Technical standards and | ■ | | | | ■ | | | | | | | | | | | | | | | | | |

| | | | | | | | | | | | | | | | | | | | | | |
|----------------------------------|---|---|--|---|---|---|---|--|--|---|--|--|--|--|--|--|---|--|---|---|--|
| regulations | ■ | | | | ■ | | | | | | | | | | | | | | | | |
| Sector Support | | | | | | | | | | | | | | | | | | | | | |
| Transport | | | | | | | | | | | | | | | | | | | | | |
| Energy | | ■ | | ■ | ■ | | | | | | | | | | | | | | | ■ | |
| Environment and climate change | ■ | | | ■ | ■ | | ■ | | | ■ | | | | | | | | | | ■ | |
| Information society | | | | ■ | | | | | | | | | | | | | | | | | |
| Research and innovation | | | | | | | | | | | | | | | | | | | | | |
| People to people contacts | | | | | | | | | | | | | | | | | | | | | |
| Education | | | | | | ■ | ■ | | | ■ | | | | | | | ■ | | ■ | | |
| Culture and Recreation | | | | | | | ■ | | | ■ | | | | | | | | | | | |
| Health | | | | ■ | | | ■ | | | ■ | | | | | | | | | | | |
| Tourism and antiquities | | | | ■ | | | | | | | | | | | | | | | | | |
| Other | | | | | | | | | | | | | | | | | | | | | |

DONOR SUPPORT IN GEORGIA 2014-2020 – NON EU

| Area of Intervention | | | | | | | | | | |
|---|------------------|-------|---------|---------------|-------|------|-----|----|-----------------------------|----|
| | Non EU Countries | | | | Banks | | | | International organisations | |
| | Switzerland | Japan | Norway* | United States | ADB | EBRD | EIB | WB | CoE | UN |
| Political dialogue and reform | | | | | | | | | | |
| Governance and democracy | | | | | | | | | | |
| Rule of law (judicial reform) | | | | | | | | | | |
| Human Rights | | | | | | | | | | |
| Cooperation with civil society | | | | | | | | | | |
| Peace and Security | | | | | | | | | | |
| Conflict Prevention | | | | | | | | | | |
| Crises management | | | | | | | | | | |
| Justice and Home Affairs | | | | | | | | | | |
| Border Management | | | | | | | | | | |
| Migration and readmission | | | | | | | | | | |
| Refugees and IDPs | | | | | | | | | | |
| Organised Crime | | | | | | | | | | |
| Police and Judicial Cooperation | | | | | | | | | | |
| Economic and social reform | | | | | | | | | | |
| Macro-economic reform | | | | | | | | | | |
| Employment, poverty reduction & social policy | | | | | | | | | | |
| Agriculture, forestry and fisheries | | | | | | | | | | |
| Water and sanitation | | | | | | | | | | |
| Rural development | | | | | | | | | | |
| Regional cooperation | | | | | | | | | | |
| Trade Issues, market and regulatory reform | | | | | | | | | | |
| Enterprise policy/private sector | | | | | | | | | | |
| Public finance management and procurement | | | | | | | | | | |
| Technical standards and regulations | | | | | | | | | | |
| Sector Support | | | | | | | | | | |
| Transport | | | | | | | | | | |

| | | | | | | | | | | |
|----------------------------------|--|--|--|--|--|--|--|--|--|--|
| Energy | | | | | | | | | | |
| Environment and climate change | | | | | | | | | | |
| Information society | | | | | | | | | | |
| Research and innovation | | | | | | | | | | |
| People to people contacts | | | | | | | | | | |
| Education | | | | | | | | | | |
| Culture and Recreation | | | | | | | | | | |
| Health | | | | | | | | | | |
| Tourism and antiquities | | | | | | | | | | |
| Other | | | | | | | | | | |

* Norwegian Refugee Council phasing out activities in Georgia from 2013