



ევროკავშირი  
საქართველოსთვის  
The European Union for Georgia



United Nations Entity for Gender Equality  
and the Empowerment of Women

# Unite to Fight Violence against Women

## Final Evaluation report

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## Acronyms and Abbreviations

DV	Domestic violence
EU	European Union
GBV	Gender-based violence
GE	Gender equality
GEOSTAT	National Statistics Office of Georgia
GEEW	Gender Equality and Women's Empowerment
GPS	Global Positioning System
GRADA	Georgia Risk Assessment for Domestic Abuse
GYLA	Georgian Young Lawyers' Association
IEC materials	Information, education and communication materials
IA Commission	Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence
LAS	Legal Aid Service
LEPL	Legal Entity of Public Law
MIA	Ministry of Internal Affairs of Georgia
MoJ	Ministry of Justice
NAP	National Action Plan
NGO	Non-governmental organization
OECD/DAC	Organisation for Economic Co-operation and Development/Development Assistance Committee
PDO	Public Defender's Office
PMF	Performance Monitoring Framework
SDG	Sustainable Development Goal
SoW	Statement of Work
State Fund	State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking and Domestic Violence
ToT	Training of Trainers
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
Unite	Unite to Fight Violence against Women
UNJP	United Nations Joint Programme
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAW	Violence Against Women

## Executive Summary

### Background

Domestic violence in Georgia remains widespread and rooted in a deeply patriarchal culture that elevates the idealized woman while keeping her economically and socially dependent. Domestic violence has been tolerated as a man's prerogative, and considered an internal "family affair", with low rates of reporting. In November 2016 UN Women launched a three-year project funded by the European Union to address Violence Against Women and Girls (VAW) and Domestic Violence (DV) in Georgia. The project, *Unite Against Violence Against Women (Unite)*, continued a decade of work by UN Women (previously UNIFEM) on the issue. It capitalized on historical, strong relationships with key government ministries and a longstanding supportive donor in the EU around these issues, a seminal study supported by the EU looking into DV policies and services (2015) and the imminent ratification in 2017 of the Council of Europe Convention on preventing and combating violence against women (the Istanbul convention). Media reports of a high number of femicide cases in 2014 had shocked the public, adding urgency to this initiative.

The project sought to move the country forward towards alignment with the Istanbul convention through an integrated, tiered approach addressing the legislative and policy enabling environment while boosting the response capacity of a range of government agencies, including in two underserved regions. The project budget was EUR 1,875,000.19 (including EUR 375,000 from UN Women).

The original project document framed the project in terms of the following objectives and results:

**Goal/impact:** To prevent violence against women and girls and domestic violence and eliminate its causes and consequences in Georgia

**The specific objective/outcome:** To create an enabling legislative, policy and service delivery environment in line with internationally binding standards on EVAWG at national and local levels (Guria and Qvemo Qartli regions) in Georgia

**Expected Result 1:** Key stakeholders conduct awareness raising, preventative and corrective actions, based on reliable data and in such a way that they contribute to increased disclosure and prevention of violence

**Expected Result 2:** Capacity of key policy and service delivery institutions strengthened to promote and protect women's human rights to life free from VAWG including DV

The evaluation adopted a qualitative approach to data gathering and analysis. Document review was followed by 7 days of fieldwork during which time the evaluation team met with 49 mostly national government respondents and visited one of the two regional project sites. Only one victim of DV was interviewed.

### Main activities, achievements and partnerships

Results/Activities	Specific Activities	Achievements
<b>Result 1:</b> <i>Key stakeholders conduct awareness raising, preventive and corrective actions, based on reliable data and in such a way that they contribute to increased disclosure and prevention of violence;</i>		

<p><b>1.1.1.</b> To conduct a nation-wide Survey on Violence against Women with special component focusing on the project target regions for the establishment of the baseline</p>	<ul style="list-style-type: none"> <li>• National VAW study drawing on international instruments adapted to Georgian context</li> <li>• Data collection/analysis with GEOSTAT, including international technical assistance</li> <li>• Report widely disseminated and cited</li> </ul>	<ul style="list-style-type: none"> <li>• Nation-wide data on domestic violence, non-partner sexual violence, sexual harassment and stalking as well as attitudes and perceptions of men and women on violence and gender relations generated</li> <li>• Baseline indicators for SDG 5 and SDG 16 established;</li> <li>• GEOSTAT partnership contributes to data credibility, ownership of outcomes, greater gender focus in government statistics department</li> <li>• Methodology documented in lessons learned report (report funded by Dfid)</li> </ul>
<p><b>1.1.2.</b> To use the findings of the Survey to support the DV Council in developing National Communication Strategy and Action Plan towards ending violence against women and girls to allow for unity of action by multiple stakeholders in messaging and coordination of awareness raising campaigns;</p>	<ul style="list-style-type: none"> <li>• National Survey results used to inform development of communications plan and National Action Plan</li> <li>• National Communication Strategy Drafting workshop conducted (2017)</li> <li>• National Communication Action Plan Drafting workshop conducted (2017)</li> </ul>	<ul style="list-style-type: none"> <li>• EVAW Communication Task Force under the Inter-Agency Commission on GE/VAW/DV established, 2017</li> <li>• The National Communication Strategy and the National Communication Action Plan (2018-2020) on EVAWG developed and adopted, 2017</li> <li>• Sexual harassment integrated in the Strategy and Action plan in light of the new legislative amendments on sexual harassment (September 2019)</li> </ul>

<p><b>1.1.3.</b> To render support to the DV Council and civil society, media partners in implementation of the National Communication Strategy towards EVAWG and its Action Plan</p>	<ul style="list-style-type: none"> <li>• Facilitation support for multi-stakeholder meetings convened to coordinate work on communication strategy and plan 16 days of activism on DV/VAW (2017 and 2018), including coordinated messaging</li> <li>• Small-scale awareness-raising campaigns conducted in Guria and Qvemo Qartli by local NGOs: AWMG, WRG and WIC 2017 and 2018;</li> <li>• The campaigns included thematic round-table meetings, movie screenings and dissemination of Information, Education and Communication materials, including in ethnic minority languages</li> <li>• GEOSTAT printed and distributed 6,006 brochures in all regions of Georgia detailing state services for the victims of domestic violence, violence against women and sexual violence, including information about a VAW/DV hotline</li> <li>• Development of an emergency “112” mobile app featuring a special DV section with comprehensive information in Georgian, Russian and English about the state services for victims of violence; also accessible for people with hearing and vision disabilities</li> <li>• Social media campaign encouraging victims to use the 112 mobile app’s silent alert, chat and SOS functions to call for help during DV incidents</li> </ul>	<ul style="list-style-type: none"> <li>• 14 state agencies and 21 municipalities roll out 50 awareness-raising events, 100 media spots across Georgia in 16 days of activism on DV/VAW (2018)</li> <li>• 20 awareness-raising meetings with 104 teachers, 82 students and 84 local government representatives as well as several doctors, NGO and media representatives, social workers and police officers in Guria and Qvemo Qartli:</li> <li>• 10,000 Informational brochures covering laws and resources about VAW/DV in multiple languages disseminated in Tblisi and select regions.</li> <li>• Downloadable informational and emergency mobile app DV available as part of national 112 emergency service—in Georgian, Russian and English.</li> <li>• Public Service Announcement produced and broadcast for television about Legal Aid Services for victims of DV, two months/two TV channels 2018.</li> </ul>
<p><b>1.1.4.</b> To partner with the representatives of media and PR departments of line</p>	<ul style="list-style-type: none"> <li>• Series of capacity development trainings and meetings for PR departments of ministries (EVAW</li> </ul>	<ul style="list-style-type: none"> <li>• 20 PR representatives of line ministries who are EVAW communication task force members received exposure to</li> </ul>

<p>Ministries engaged in the implementation of Communication Strategy and its Action Plan to raise their awareness and sensitivity to EVAWG issues</p>	<p>communication task force) in 2017 and 2018</p> <ul style="list-style-type: none"> <li>• Technical advice, funding and review of media and outreach materials</li> <li>• Pending: EVAWG communication task force members to undergo training on sexual harassment in light of new legislative amendments on sexual harassment (End of September)</li> </ul>	<p>VAW/DV issues, in 2017 and 2018</p>
<p><b>1.1.5.</b> To conduct a follow-up study to measure the impact of the project on public attitudes and perceptions to EVAWG</p>	<ul style="list-style-type: none"> <li>• Activity Deferred (anticipated study by UNFPA to collect similar data in 2019)</li> </ul>	
<p><b>Result 2:</b> <i>Capacity of key policy and service delivery institutions strengthened to promote and protect women's human rights to life free from VAWG, including DV</i></p>		
<p><b>1.2.1.</b> To support the DV Council / Institutional Mechanism on GEWE and Gender Equality Council in the Parliament in ensuring coordinated monitoring of gender equality and ending violence against women national policies</p>	<ul style="list-style-type: none"> <li>• Technical and secretariat support to the Inter-Agency Commission provided, including in the development and monitoring of the 2018-2020 VAW/DV National Action Plan;</li> <li>• Support to regular working meetings of technical representatives</li> <li>• 2019-2020 VAW/DV National Action Plan drafting workshop conducted</li> </ul>	<ul style="list-style-type: none"> <li>• Inter-Agency Commission meets on bi-annual basis starting in 2016</li> <li>• National Action Plan (2018-2020) on VAW developed and adopted</li> <li>• Annual monitoring reports on the implementation of the DV NAP produced (2018, 2019)</li> <li>• Cooperation platform between inter-agency Commission and local municipalities to coordinate GE &amp; VAW/DV established, 2019</li> </ul>
<p><b>1.2.2.</b> To provide trainings of different service providers (State Fund, police, social workers, and representatives of local governments of the targeted regions) in gender equality and violence against women and domestic violence issues</p>	<ul style="list-style-type: none"> <li>• Four trainings on VAWG/DV issues for municipal government in target regions (2017)</li> <li>• 2 capacity development trainings for police in target regions, by HRD, MIA (2019)</li> <li>• 40 meetings convened by local NGOs with stakeholders in target regions with municipalities, teachers, media and youth.</li> <li>• Pending: training for 23 staff of crisis centers/shelters nation-wide on the new</li> </ul>	<ul style="list-style-type: none"> <li>• 66 local government representatives from eight municipalities in Guria and Qvemo Qartli receive training in VAW/DV</li> <li>• 36 police officers trained on VAW/DV in project target regions</li> </ul>

	needs identification/risk assessment questionnaire (planned first week of October)	
<b>1.2.3.</b> To provide technical support to law-enforcement structures to develop domestic violence risk assessment methodology utilized by the police, learning from the best practices available world-wide	<ul style="list-style-type: none"> <li>• Technical assistance to Mol by UN Women in cooperation with the Global Rights for Women in development of a comprehensive domestic violence risk assessment methodology and instruments (GRADA)</li> <li>• Risk assessment drafting workshop with stakeholders (2017)</li> <li>• ToT for HRD/MIA representatives on using GRADA</li> <li>• Online GRADA training programme for police officers Development of online training on GRADA for all police officers</li> <li>• Development of monitoring guidelines for GRADA</li> <li>• MIA HRPD monitors the process (plans to evaluate and update GRADA use after 1 year)</li> </ul>	<ul style="list-style-type: none"> <li>• DV risk assessment methodology and instruments for police adapted for Georgia (GRADA)</li> <li>• Relevant legislation passed that mandates use of methodology in cases of DV</li> <li>• HRD/MIA representatives trained as trainers in using GRADA</li> <li>• On-line training course for GRADA</li> <li>• Police officers nationwide trained on GRADA</li> <li>• Restrictive orders in cases of DV increased from 2,877 in 2016 to 7,646 in 2018</li> <li>• Protective orders increased from 178 in 2016 to 317 in 2018.</li> </ul>
<b>1.2.4</b> To support law-enforcement structures to introduce/pilot GPS Ankle Bracelets for effective monitoring of repeat offenders of domestic violence	<ul style="list-style-type: none"> <li>• 100 sets of bracelets, two software and infrastructure enough for 1000 bracelets have been purchased, installed and tested</li> <li>• Special operators trained for monitoring the bracelets</li> <li>• Manual on use and protocols prepared in Georgian</li> <li>• Ongoing work on amending legislation to enable use of the bracelets</li> </ul>	<ul style="list-style-type: none"> <li>• GPS system/devices tested</li> <li>• GPS Operators trained</li> <li>• Manual with guidelines in Georgian</li> <li>• Relevant legislative amendment prepared and sent by MIA to parliament</li> </ul>
<b>1.2.5.</b> To develop and pilot rehabilitation programme for perpetrators of domestic violence in partnership with the DV Council and Ministry of Corrections and Ministry of Justice,	<ul style="list-style-type: none"> <li>• International technical assistance based on national rehabilitation programme in Spain</li> <li>• 4 day programme drafting workshop with stakeholders</li> <li>• 5 day capacity development seminar on the programme incl.</li> </ul>	<ul style="list-style-type: none"> <li>• Rehabilitation/Behaviors Correction Programme for VAW/DV Perpetrators adapted to Georgian context</li> <li>• 40 therapists and social workers exposed and trained in rehabilitation programme procedures</li> </ul>

<p>learning from the best practices available world-wide</p>	<p>social workers and psychologists</p> <ul style="list-style-type: none"> <li>• Translating &amp; adapting Spanish programme into Georgian</li> <li>• Pilot conducted in two penitentiaries and the National Probations Agency (16 perpetrators)</li> <li>• Legislative amendments package developed to adopt the programme and make it mandatory for perpetrators</li> </ul>	<ul style="list-style-type: none"> <li>• Legislative amendments adopted on making rehabilitation programme mandatory for perpetrators with protective orders</li> <li>• Conference on rehabilitation programme for perpetrators (progress, challenges and steps forward (to be held in October)</li> </ul>
<p>1.2.6. To support the State Fund in the development of two violence against women and domestic violence crises centers with relevant victim rehabilitation services in Guria and Qvemo Qartli Regions of Georgia</p>	<ul style="list-style-type: none"> <li>• Crisis centers established in Guria and Qvemo Qartli</li> <li>• Staff hired – in Guria: Director/Lawyer, psychologist, social worker; in Qvemo Qartli: social worker and psychologist (recruitment process of lawyer is ongoing)</li> <li>• Renovations to Tblisi crisis center</li> <li>• Technical assistance to develop standards of practice for crisis centers</li> <li>• Staff of crisis centers trained by State Fund in using instruments and guidelines</li> </ul>	<ul style="list-style-type: none"> <li>• Expanded geographical coverage of services for DV victims: two crisis centers established in Guria (Nov, 2018) and Qvemo Qartli (Jan, 2019); renovations in Tblisi crisis center</li> <li>• Standards of Practice for government crisis centers established</li> <li>• 20 consultations with victims of DV in Guria</li> <li>• 7 consultations with victims of DV in Qvemo Qartli</li> </ul>
<p>1.2.7. To support the State Fund in development and implementation of socio-economic rehabilitation programmes for the victims/survivors of domestic violence</p>	<ul style="list-style-type: none"> <li>• Social-economic Rehabilitation Programme for the Victims/Survivors of VAW/DV developed and tested</li> <li>• State Fund provided 59 survivors of violence vocational training.</li> </ul>	<ul style="list-style-type: none"> <li>• Guidelines for economic and social rehabilitation of victims/survivors developed and institutionalized</li> <li>• 59 survivors provided with vocational training</li> <li>• SF exploring coordination with employment agency to provide economic rehabilitation support to survivors of DV in future.</li> </ul>
<p>1.2.8. The capacity of the Public Defender’s Office Gender Equality Department strengthened to monitor implementation of the legislation in relation to women’s rights, gender</p>	<ul style="list-style-type: none"> <li>• Six regional gender specialists hired in the Georgian regions of Adjara, Guria, Kakheti, Qvemo Qartli, Samegrelo and Samtskhe-Javakheti</li> <li>• Gender specialists conducted outreach activities and provided legal assistance on GEWE and VAW/DV related cases</li> </ul>	<ul style="list-style-type: none"> <li>• PDO geographic coverage expanded to monitor the implementation of VAWG legislation</li> <li>• In total 1 219 persons received legal assistance/advice on GEWE/VAW/DV issues by PDO’s gender specialists in 6 regions of Georgia.</li> </ul>



equality and VAWG nationwide		
1.2.9. To strengthen the capacity of Legal Aid Service to provide services to the victims/survivors of violence against women and girls and domestic violence in Guria and Qvemo Qartli regions of Georgia	<ul style="list-style-type: none"> <li>• Support to redraft legislation to enable Legal Aid Service (LAS) to offer legal consultations and court representation services to victims/survivors of VAWG/DV regardless of their socioeconomic status.</li> <li>• Trainings on the international and legal frameworks on VAWG/DV (2017) to 61 lawyers in 3 trainings at the LAS to provide services, including legal consultations and court representation services, to the victims/survivors of VAWG/DV (2017)</li> <li>• In-depth specialized trainings on VAWG/DV conducted for 41 LAS lawyers (2018)</li> <li>• 2 specialist lawyers hired in Tbilisi and Qvemo Qartli to work on VAW/DV cases only</li> <li>• Specialist lawyer in QQ provides informational sessions in minority communities</li> </ul>	<ul style="list-style-type: none"> <li>• LAS mandate expanded by law</li> <li>• 61 lawyers trained on VAW/DV issues</li> <li>• 41 of LAS's 152 lawyers who can represent clients in court received one week intensive training on VAW/DV (39 passed a test and received certificate)</li> <li>• 2 specialized lawyers working on VAW/DV issues only represent 88 DV victims in Tbilisi and Qvemo Qartli and consult 207 minors and 134 women during the time period of 16.08.2012-30.06.2019 (their contact won't be extended after the end of the project)</li> <li>• Minority communities (students, teachers, citizens) reached with information about DV/VAW law and recourse options</li> </ul>

In order to achieve its objectives and implement planned activities, the *Unite* project forged a large number of partnerships with a number of government agencies and three local NGOs, summarized below.

Responsible parties	Key roles in <i>Unite</i>
<b>GeoStat</b>	Implemented the National Study on Violence Against Women 2017 to generate national data on prevalence of IPV, non-partner violence, including sexual harassment and stalking, establishing baseline data for the nationalized SDG indicators
<b>Legal Aid Service</b>	Provision of free of charge legal aid to victims/survivors of VAW/DV
<b>State Fund</b>	<ul style="list-style-type: none"> <li>• Provided services for victims/survivors of VAW/DV through crisis centers</li> <li>• Developed guidelines for social and economic rehabilitation and provided training for crisis center staff on new guidelines</li> <li>• Provided livelihood training to 59 victims of DV</li> </ul>
<b>Public Defender's Office</b>	Oversight compliance with government legislation and regulations, in this case related to VAW/DV and conducted outreach activities and provided legal assistance on GEWE and VAW/DV related cases
<b>Ministry of Internal Affairs</b> <ul style="list-style-type: none"> <li>• Human Rights Protection Department (HRPD)</li> <li>• Police Department</li> <li>• Joint Operations Center</li> <li>• 112</li> </ul>	<ul style="list-style-type: none"> <li>• Developed and applied comprehensive domestic violence risk assessment methodology (GRADA) for police, and its monitoring guidelines</li> <li>• HRPD monitors the process</li> <li>• Joint Operations Center and emergency 112 tested geared up to launch GPS system for tracking high risk DV offenders after the relevant legislation is in place</li> <li>• 112 receives and processes emergency calls (also through mobile app) and transfers them to police or ambulance; special response component for victims of DV developed</li> </ul>
<b>Ministry of Justice</b> <ul style="list-style-type: none"> <li>• National Probation Agency</li> <li>• Special Penitentiary Service</li> <li>• Training Center of Justice</li> </ul>	<ul style="list-style-type: none"> <li>• Drafting new legislation related to response to VAW/DV</li> <li>• Adapted and piloted Spanish Rehabilitation/Behaviors Correction Programme for VAW/DV Perpetrators to Georgian context and piloted the program</li> <li>• Training center of justice provided 4 trainings to municipality representatives from project target regions</li> </ul>
<b>NGO Georgian Young Lawyers' Association (GYLA)</b>	GYLA provided local expert for adapting Spanish Rehabilitation/Behaviors Correction Programme for VAW/DV Perpetrators to Georgian context
<b>NGOs Women of Multinational Georgia (Qvemo Qartli) &amp; Women for Regional Development (Guria), Women's Information Center (Guria)</b>	Organized informational meetings with municipalities, teachers, media and youth in project target regions of Guria and Qvemo Qartli to promote zero tolerance towards VAW/DV and raise awareness on services available for the victims/survivors of VAW/DV
<b>InterAgency Commission on VAW</b>	Development, coordination and monitoring of the National Action Plan on VAW/DV and National Communication Strategy and Action Plan on EVAW

## Findings

While the rather breathtaking achievements in this space over the last several years in Georgia is a result of the work of many actors and a number of other projects, the *Unite* project headed by UN Women played a critical role on many levels during this time. The *Unite* project came at the right moment, and UN Women was the right agency to carry it forward.

### Relevance (3.2)

- With public and broad political support for change, the *Unite* project was well timed to bring national legislation, systems, practices and services into compliance with the terms of the Istanbul convention, while at the same time raising public awareness of the issue and the government's response.
- UN Women was the right agency with the right networks across the Government of Georgia to support the goals of addressing VAW and DV in the country.

### Effectiveness (3.3)

#### Partnership selection and management (3.3.1)

- Formal agreements with government agencies promoted ownership, sustainability.
- Collaboration with national statistics agency gave legitimacy to survey findings.
- Partnerships and partner agreements built strategically on existing government department mandates, extending capacity for a more robust response to VAW and DV.
- UN Women put a premium on maintaining strong, responsive relationships across government departments.

#### Site selection (3.3.2)

- While a largely a national-level project, regional sites helped extend services for DV victims.
- Opportunities to learn from implementation of national level service delivery innovations in the field missed due to weak M&E.

#### Legislation (3.3.3)

- The Istanbul convention framed project efforts to advance important legislation, policies and a normative framework for a more robust response to VAW and DV in Georgia
- The project enabled the preparation of a whole of government National Action Plan on VAW/DV.

#### Innovations (3.3.4)

- The *Unite* project introduced a number of innovations to existing systems which significantly enhanced or have the potential to enhance the response to DV in Georgia at scale.
- Methodological innovations in the survey for national survey on VAW gained international attention.
- Innovations framed as pilots had weak assessment frameworks, limiting strong evidence of outcomes and causalities.

**Training (3.3.5):** Training for professionals involved in the response to DV helped scale awareness and skills; an emphasis on the psychosocial dimension promoted sensitivity.

**In built performance monitoring management (3.3.6):** The project strengthened existing oversight and quality assurance mechanisms to enhance checks and balances in systems mandated to deliver law enforcement and survivor services.

#### Public awareness (3.3.7)

- Public awareness and outreach were integral to partnership agreements and capacity building.
- The project strategically used data and mobilized coordination fora to deliver two joined up national campaigns on VAW.

### Coordination (3.3.8)

- The project promoted a whole-of-government response through support for coordination mechanisms.
- Coordination of government and non-government services for victims of DV needs more attention.

**Addressing socio-cultural issues (3.3.9):** Normative change is a long-term challenge, requiring engagement from additional stakeholder groups and settings not touched by the project.

**UN Women profile (3.3.10):** UN Women effectively leveraged its multi-lateral status, Georgian profile to bring weight behind the issue and offer international models and technical assistance to mainstream best practice in Georgia.

### Monitoring and evaluation (3.3.11)

- Limited project resources and attention to monitoring also limited learning.
- The absence of assessment frameworks, indicators, expertise, limited short term adaptation and baselining longitudinal tracking of behavior change outcomes post project.

### Efficiency (3.4)

- Small staff with robust relationships across government and synergies with other on-going UN Women projects promoted efficiencies.
- Sequencing of activities maximized data and new legislation to drive refinements to service delivery responses.
- Financial contributions and human resource investments from partner agencies enhanced the cost effectiveness of the project.
- Inefficiencies in a number of specific activities under the project could have been anticipated.

### Sustainability (3.5)

- Project alignment with the broad government commitment to an international convention fostered high levels of ownership, engendering a new legal framework and budgetary commitments to specific departmental responses.
- Adaptation of international models promoted agency ownership through a participation and capacity building.
- Public awareness and capacity building initiatives contributed to the momentum towards constructive attitudinal and behavior shifts

## Lessons learned

1. **Strategies that include government commitment of human and financial resources from the outset of the project are most likely to succeed and be sustainable.**
2. **Lead by supporting from behind.** Emphasis on maintaining strong networks, responsive, timely, providing appropriate combined international and national support to agency initiatives, and elevating local ownership paid off in terms of outcomes and sustainability.
3. **Strengthen oversight and report-back mechanisms** as part of project interventions to boost quality control particularly in the context of new legislation and programmatic innovations.
4. **Provide validated data to inform change.**

## Recommendations

Recommendation	Potential partners	Importance
<b><i>Next steps for initiatives launched under Unite</i></b>		
1. Evaluation and assessment framework for GRADA	MIA/police Global Rights for Women	High
2. Evaluation and assessment framework for pilot of rehabilitation of perpetrators of DV in prison, on probation	MoJ	High
3. Assess LAS VAW/DV mainstreaming effectiveness	LAS	Medium
4. Build rapid assessment loops into future campaigns	IA Commission	Medium
5. Assess court application and social dimensions of GPS monitoring system	MIA MoJ	Medium
6. Legislation to give victims immediate access to shelter	State Fund, MoJ	High
7. Pilot options for economic livelihood support for survivors	State Fund Chambers of Commerce Vocational Schools	High
8. Revisit crisis center staff roles vis a vis outreach (demand generation)	State Fund	Medium
9. High level stock taking by IA Commission	IA Commission	Medium
10. Advocate for government to provide on-going secretariat support to the IA Commission	HR Department, MIA	Medium
<b><i>Considerations for a next generation project</i></b>		
11. More shelters, more places, for longer	State Fund	Medium
12. Public awareness, behavior change via edu entertainment	Media outlets	Medium
13. Engaging with schools, teachers	Ministry of Education	Medium
14. Guidelines for medical professionals	Ministry of Health	High
15. Briefing, orientation for judges	MoJ	High
16. Include M&E expertise on project team (operational recommendation)		High

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## 1. Introduction

### 1.1 The context

Georgia is a former republic of the Soviet Union . The country of 4 million people shares a mixed picture of gender equality with other former Soviet states in Eastern Europe. In 2017, the country ranked 94 out of 144 in the World Economic Forum’s Global Gender Gap Index<sup>1</sup>. While literacy rates for women are high, women’s employment is nearly 20 percentage points lower than men, and maternal mortality significantly higher than in other parts of Europe and Central Asia (36 per 100,000 live births compared to an average of 18 per 100,000)<sup>2</sup>.

Longitudinal data suggests that attitudes, public awareness and reporting of VAW and DV in Georgia have been improving since independence in 1991 (See Figure 1 below). In 2016<sup>3</sup> and 2017<sup>4</sup>, the government instituted rule changes that required all responsible parties and institutions to report suspected DV. Failure to report is considered an administrative offense.<sup>5</sup> Nonetheless, domestic violence in Georgia remains widespread and rooted in a deeply patriarchal culture that elevates the idealized woman while keeping her economically and socially dependent. A 2017 UN Women and GEOSTAT study on domestic violence in Georgia<sup>6</sup> funded under the project under evaluation found that 14% of women aged 15-64 had experienced at least one instance of physical, sexual, or emotional violence by a partner. Domestic violence has been tolerated as a man’s prerogative, and considered an internal “family affair”, with low rates of reporting. Fifty percent (50%) of men and 33% of women say that violence between partners is a private matter and that outsiders should not intervene (UN Women and GEOSTAT survey, 2018). Before the project, the police response was lackadaisical, patronizing and often more sympathetic to the perpetrator.

A high number of highly publicized femicide cases in 2014 shocked the country. The conversation about VAW and DV was also informed by heightened attention to violence against women in the #metoo movement. Georgia was increasingly turning to Europe to inform a broader discussion of human rights. The establishment of a Human Rights Department within the Ministry of Internal Affairs (also supported by the project under evaluation) sent a strong signal in this regard.

Since independence in 1991 Georgia has successfully negotiated peaceful transitions of power following democratic elections. Capacity within the Government of Georgia is strong, even as systems and structures continue to be realigned with changes in government and government priorities. Aspirations to EU ascension help to inform a commitment to human rights generally and issues about gender equality more specifically. All of these factors contributed to a positive enabling environment for a project seeking to redress the situation of VAW and DV in Georgia.

### 1.2 The project

In November 2016 UN Women launched a three-year project funded by the European Union to address Violence Against Women and Girls (VAW) and Domestic Violence (DV) in Georgia. The project—*Unite to fight violence against women (Unite)*--continued a decade of work by UN Women

<sup>1</sup> World Economic Forum, The Global Gender Gap Report 2017. Available at [http://www3.weforum.org/docs/WEF\\_GGGR\\_2017.pdf](http://www3.weforum.org/docs/WEF_GGGR_2017.pdf).

<sup>2</sup> World Bank, Gender Brief – Georgia (2015).

<sup>3</sup> Law on Child Protection Referral Procedures. Article 5. Available at: <https://matsne.gov.ge/ka/document/view/3394478?publication=0>

<sup>4</sup> Law on Ending Violence against Women and Domestic Violence Article 9. Available at:

<https://matsne.gov.ge/ka/document/view/26422?publication=14>

<sup>5</sup> Law of Georgia on Elimination of Domestic Violence, Protection and Support of Victims of Domestic Violence. Article 14. Available at:

<https://matsne.gov.ge/en/document/view/26422?publication=14>

<sup>6</sup> The study was funded by the European Union. See at: <http://georgia.unwomen.org/en/digital-library/publications/2018/03/the-national-study-on-violence-against-women-in-georgia>



(previously UNIFEM) on the issue. It capitalized on a receptive national environment, strong relationships with key ministries, a longstanding supportive donor in the EU, a seminal study supported by the EU looking into DV policies and services (2015) and the imminent ratification in 2017 of the Council of Europe Convention on preventing and combating violence against women (the Istanbul convention).

The *Unite* project sought to move the country forward towards alignment with this international convention through an integrated, tiered approach addressing the legislative and policy enabling environment while boosting the response capacity of a range of government agencies, including in two target regions of Guria and Qvemo Qartli (see Section 3.3.2). Specific initiatives focused on generating up to date evidence about prevalence and attitudes related to VAW and DV; strengthening legislative and policy environment on VAW/DV; raising government institutional and public awareness about laws and services; and improving prevention services for victims, and rehabilitation for victims and perpetrators of VAW and DV.

The **Theory of Change** is described in the Project Document (July 15, 2015) as follows:

*...if 1) legislation and policies are improved, resourced, coordinated, and implemented in compliance with international standards and national commitments in the area of EVAWG and DV, and if 2) governmental institutions possess the required capacities to implement relevant legislation, policies and programmes, and if 3) evidence shows that excluded groups of women and girls clearly benefit from the advanced legal/policy frameworks, programmes and services in the area EVAWA and DV then we have all elements in place for the achievement of specific objective of the action that is: The creation of an enabling legislative, policy and service delivery environment in line with the internationally binding standards on EVAWG at national and local levels. The achievement of the specific objective in a longer run contributes to the overall objective of preventing violence against women and domestic violence and elimination of its causes and consequences in Georgia.*

The original project document framed the project in terms of the following objectives and results:

Goal/impact: To prevent violence against women and girls and domestic violence and eliminate its causes and consequences in Georgia

The specific objective/outcome: To create an enabling legislative, policy and service delivery environment in line with internationally binding standards on EVAWG at national and local levels (Guria and Qvemo Qartli regions) in Georgia

Expected Result 1: Key stakeholders conduct awareness raising, preventative and corrective actions, based on reliable data and in such a way that they contribute to increased disclosure and prevention of violence

Expected Result 2: Capacity of key policy and service delivery institutions strengthened to promote and protect women’s human rights to life free from VAWG including DV

Summary of main activities and achievements:

Results/Activities	Specific Activities	Achievements
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**Result 1:** Key stakeholders conduct awareness raising, preventive and corrective actions, based on reliable data and in such a way that they contribute to increased disclosure and prevention of violence;

<p><b>1.1.1.</b> To conduct a nation-wide Survey on Violence against Women with special component focusing on the project target regions for the establishment of the baseline</p>	<ul style="list-style-type: none"> <li>• National VAW study drawing on international instruments adapted to Georgian context</li> <li>• Data collection/analysis with GEOSTAT, including international technical assistance</li> <li>• Report widely disseminated and cited</li> </ul>	<ul style="list-style-type: none"> <li>• Nation-wide data on domestic violence, non-partner sexual violence, sexual harassment and stalking as well as attitudes and perceptions of men and women on violence and gender relations generated</li> <li>• Baseline for selected indicators under SDG 5 and SDG 16 established;</li> <li>• GEOSTAT partnership contributes to data credibility, ownership of outcomes, greater gender focus in government statistics department</li> <li>• Methodology documented in lessons learned report (report funded by Dfid)</li> </ul>
<p><b>1.1.2.</b> To use the findings of the Survey to support the DV Council in developing National Communication Strategy and Action Plan towards ending violence against women and girls to allow for unity of action by multiple stakeholders in messaging and coordination of awareness raising campaigns;</p>	<ul style="list-style-type: none"> <li>• National Survey results used to inform development of communications plan and National Action Plan</li> <li>• National Communication Strategy Drafting workshop conducted (2017)</li> <li>• National Communication Action Plan Drafting workshop conducted (2017)</li> </ul>	<ul style="list-style-type: none"> <li>• EVAW Communication Task Force under the Inter-Agency Commission on GE/VAW/DV established, 2017</li> <li>• The National Communication Strategy and the National Communication Action Plan (2018-2020) on EVAWG developed and adopted, 2017</li> <li>• Sexual harassment integrated in the Strategy and Action plan in light of the new legislative amendments on sexual harassment (September 2019)</li> </ul>

<p><b>1.1.3.</b> To render support to the DV Council and civil society, media partners in implementation of the National Communication Strategy towards EVAWG and its Action Plan</p>	<ul style="list-style-type: none"> <li>• Facilitation support for multi-stakeholder meetings convened to coordinate work on communication strategy and plan 16 days of activism on DV/VAW (2017 and 2018), including coordinated messaging</li> <li>• Small-scale awareness-raising campaigns conducted in Guria and Qvemo Qartli by local NGOs: AWMG, WRG and WIC 2017 and 2018;</li> <li>• The campaigns included thematic round-table meetings, movie screenings and dissemination of Information, Education and Communication materials, including in ethnic minority languages</li> <li>• GEOSTAT printed and distributed 6,006 brochures in all regions of Georgia detailing state services for the victims of domestic violence, violence against women and sexual violence, including information about a VAW/DV hotline</li> <li>• Development of an emergency “112” mobile app featuring a special DV section with comprehensive information in Georgian, Russian and English about the state services for victims of violence; also accessible for people with hearing and vision disabilities</li> <li>• Social media campaign encouraging victims to use the 112 mobile app’s silent alert, chat and SOS functions to call for help during DV incidents</li> </ul>	<ul style="list-style-type: none"> <li>• 14 state agencies and 21 municipalities roll out 50 awareness-raising events, 100 media spots across Georgia in 16 days of activism on DV/VAW (2018)</li> <li>• 20 awareness-raising meetings with 104 teachers, 82 students and 84 local government representatives as well as several doctors, NGO and media representatives, social workers and police officers in Guria and Qvemo Qartli:</li> <li>• 10,000 Informational brochures covering laws and resources about VAW/DV in multiple languages disseminated in Tblisi and select regions.</li> <li>• Downloadable informational and emergency mobile app DV available as part of national 112 emergency service—in Georgian, Russian and English.</li> <li>• Public Service Announcement produced and broadcast for television about Legal Aid Services for victims of DV, two months/two TV channels 2018.</li> </ul>
<p><b>1.1.4.</b> To partner with the representatives of media and PR departments of line</p>	<ul style="list-style-type: none"> <li>• Series of capacity development trainings and meetings for PR departments of ministries (EVAW</li> </ul>	<ul style="list-style-type: none"> <li>• 20 PR representatives of line ministries who are EVAW communication task force members received exposure to</li> </ul>

<p>Ministries engaged in the implementation of Communication Strategy and its Action Plan to raise their awareness and sensitivity to EVAWG issues</p>	<p>communication task force) in 2017 and 2018</p> <ul style="list-style-type: none"> <li>• Technical advice, funding and review of media and outreach materials</li> <li>• Pending: EVAWG communication task force members to undergo training on sexual harassment in light of new legislative amendments on sexual harassment (End of September)</li> </ul>	<p>VAW/DV issues, in 2017 and 2018</p>
<p><b>1.1.5.</b> To conduct a follow-up study to measure the impact of the project on public attitudes and perceptions to EVAWG</p>	<ul style="list-style-type: none"> <li>• Activity Deferred (anticipated study by UNFPA to collect similar data in 2019)</li> </ul>	
<p><b>Result 2:</b> <i>Capacity of key policy and service delivery institutions strengthened to promote and protect women's human rights to life free from VAWG, including DV</i></p>		
<p><b>1.2.1.</b> To support the DV Council / Institutional Mechanism on GEWE and Gender Equality Council in the Parliament in ensuring coordinated monitoring of gender equality and ending violence against women national policies</p>	<ul style="list-style-type: none"> <li>• Technical and secretariat support to the Inter-Agency Commission provided, including in the development and monitoring of the 2018-2020 VAW/DV National Action Plan;</li> <li>• Support to regular working meetings of technical representatives</li> <li>• 2019-2020 VAW/DV National Action Plan drafting workshop conducted</li> </ul>	<ul style="list-style-type: none"> <li>• Inter-Agency Commission meets on bi-annual basis starting in 2016</li> <li>• National Action Plan (2018-2020) on VAW developed and adopted</li> <li>• Annual monitoring reports on the implementation of the DV NAP produced (2018, 2019)</li> <li>• Cooperation platform between inter-agency Commission and local municipalities to coordinate GE &amp; VAW/DV established, 2019</li> </ul>
<p><b>1.2.2.</b> To provide trainings of different service providers (State Fund, police, social workers, and representatives of local governments of the targeted regions) in gender equality and violence against women and domestic violence issues</p>	<ul style="list-style-type: none"> <li>• Four trainings on VAWG/DV issues for municipal government in target regions (2017)</li> <li>• 2 capacity development trainings for police in target regions, by HRD, MIA (2019)</li> <li>• 40 meetings convened by local NGOs with stakeholders in target regions with municipalities, teachers, media and youth.</li> <li>• Pending: training for 23 staff of crisis centers/shelters nation-wide on the new</li> </ul>	<ul style="list-style-type: none"> <li>• 66 local government representatives from eight municipalities in Guria and Qvemo Qartli receive training in VAW/DV</li> <li>• 36 police officers trained on VAW/DV in project target regions</li> </ul>

	needs identification/risk assessment questionnaire (planned first week of October)	
<b>1.2.3.</b> To provide technical support to law-enforcement structures to develop domestic violence risk assessment methodology utilized by the police, learning from the best practices available world-wide	<ul style="list-style-type: none"> <li>• Technical assistance to Mol by UN Women in cooperation with the Global Rights for Women in development of a comprehensive domestic violence risk assessment methodology and instruments (GRADA)</li> <li>• Risk assessment drafting workshop with stakeholders (2017)</li> <li>• ToT for HRD/MIA representatives on using GRADA</li> <li>• Online GRADA training programme for police officers Development of online training on GRADA for all police officers</li> <li>• Development of monitoring guidelines for GRADA</li> <li>• MIA HRPD monitors the process (plans to evaluate and update GRADA use after 1 year)</li> </ul>	<ul style="list-style-type: none"> <li>• DV risk assessment methodology and instruments for police adapted for Georgia (GRADA)</li> <li>• Relevant legislation passed that mandates use of methodology in cases of DV</li> <li>• HRD/MIA representatives trained as trainers in using GRADA</li> <li>• On-line training course for GRADA</li> <li>• Police officers nationwide trained on GRADA</li> <li>• Restrictive orders in cases of DV increased from 2,877 in 2016 to 7,646 in 2018</li> <li>• Protective orders increased from 178 in 2016 to 317 in 2018.</li> </ul>
<b>1.2.4</b> To support law-enforcement structures to introduce/pilot GPS Ankle Bracelets for effective monitoring of repeat offenders of domestic violence	<ul style="list-style-type: none"> <li>• 100 sets of bracelets, two software and infrastructure enough for 1000 bracelets have been purchased, installed and tested</li> <li>• Special operators trained for monitoring the bracelets</li> <li>• Manual on use and protocols prepared in Georgian</li> <li>• Ongoing work on amending legislation to enable use of the bracelets</li> </ul>	<ul style="list-style-type: none"> <li>• GPS system/devices tested</li> <li>• GPS Operators trained</li> <li>• Manual with guidelines in Georgian</li> <li>• Relevant legislative amendment prepared and sent by MIA to parliament</li> </ul>
<b>1.2.5.</b> To develop and pilot rehabilitation programme for perpetrators of domestic violence in partnership with the DV Council and Ministry of Corrections and Ministry of Justice,	<ul style="list-style-type: none"> <li>• International technical assistance based on national rehabilitation programme in Spain</li> <li>• 4 day programme drafting workshop with stakeholders</li> <li>• 5 day capacity development seminar on the programme incl.</li> </ul>	<ul style="list-style-type: none"> <li>• Rehabilitation/Behaviors Correction Programme for VAW/DV Perpetrators adapted to Georgian context</li> <li>• 40 therapists and social workers exposed and trained in rehabilitation programme procedures</li> </ul>

<p>learning from the best practices available world-wide</p>	<p>social workers and psychologists</p> <ul style="list-style-type: none"> <li>• Translating &amp; adapting Spanish programme into Georgian</li> <li>• Pilot conducted in two penitentiaries and the National Probations Agency (16 perpetrators)</li> <li>• Legislative amendments package developed to adopt the programme and make it mandatory for perpetrators</li> </ul>	<ul style="list-style-type: none"> <li>• Legislative amendments adopted on making rehabilitation programme mandatory for perpetrators with protective orders</li> <li>• Conference on rehabilitation programme for perpetrators (progress, challenges and steps forward (to be held in October)</li> </ul>
<p>1.2.6. To support the State Fund in the development of two violence against women and domestic violence crises centers with relevant victim rehabilitation services in Guria and Qvemo Qartli Regions of Georgia</p>	<ul style="list-style-type: none"> <li>• Crisis centers established in Guria and Qvemo Qartli</li> <li>• Staff hired – in Guria: Director/Lawyer, psychologist, social worker; in Qvemo Qartli: social worker and psychologist (recruitment process of lawyer is ongoing)</li> <li>• Renovations to Tblisi crisis center</li> <li>• Technical assistance to develop standards of practice for crisis centers</li> <li>• Staff of crisis centers trained by State Fund in using instruments and guidelines</li> </ul>	<ul style="list-style-type: none"> <li>• Expanded geographical coverage of services for DV victims: two crisis centers established in Guria (Nov, 2018) and Qvemo Qartli (Jan, 2019); renovations in Tblisi crisis center</li> <li>• Standards of Practice for government crisis centers established</li> <li>• 20 consultations with victims of DV in Guria</li> <li>• 7 consultations with victims of DV in Qvemo Qartli</li> </ul>
<p>1.2.7. To support the State Fund in development and implementation of socio-economic rehabilitation programmes for the victims/survivors of domestic violence</p>	<ul style="list-style-type: none"> <li>• Social-economic Rehabilitation Programme for the Victims/Survivors of VAW/DV developed and tested</li> <li>• State Fund provided 59 survivors of violence vocational training.</li> </ul>	<ul style="list-style-type: none"> <li>• Guidelines for economic and social rehabilitation of victims/survivors developed and institutionalized</li> <li>• 59 survivors provided with vocational training</li> <li>• SF exploring coordination with employment agency to provide economic rehabilitation support to survivors of DV in future.</li> </ul>
<p>1.2.8. The capacity of the Public Defender’s Office Gender Equality Department strengthened to monitor implementation of the legislation in relation to women’s rights, gender</p>	<ul style="list-style-type: none"> <li>• Six regional gender specialists hired in the Georgian regions of Adjara, Guria, Kakheti, Qvemo Qartli, Samegrelo and Samtskhe-Javakheti</li> <li>• Gender specialists conducted outreach activities and provided legal assistance on GEWE and VAW/DV related cases</li> </ul>	<ul style="list-style-type: none"> <li>• PDO geographic coverage expanded to monitor the implementation of VAWG legislation</li> <li>• In total 1 219 persons received legal assistance/advice on GEWE/VAW/DV issues by PDO’s gender specialists in 6 regions of Georgia.</li> </ul>

equality and VAWG nationwide		
1.2.9. To strengthen the capacity of Legal Aid Service to provide services to the victims/survivors of violence against women and girls and domestic violence in Guria and Qvemo Qartli regions of Georgia	<ul style="list-style-type: none"> <li>• Support to redraft legislation to enable Legal Aid Service (LAS) to offer legal consultations and court representation services to victims/survivors of VAWG/DV regardless of their socioeconomic status.</li> <li>• Trainings on the international and legal frameworks on VAWG/DV (2017) to 61 lawyers in 3 trainings at the LAS to provide services, including legal consultations and court representation services, to the victims/survivors of VAWG/DV (2017)</li> <li>• In-depth specialized trainings on VAWG/DV conducted for 41 LAS lawyers (2018)</li> <li>• 2 specialist lawyers hired in Tbilisi and Qvemo Qartli to work on VAW/DV cases only</li> <li>• Specialist lawyer in QQ provides informational sessions in minority communities</li> </ul>	<ul style="list-style-type: none"> <li>• LAS mandate expanded by law</li> <li>• 61 lawyers trained on VAW/DV issues</li> <li>• 41 of LAS's 152 lawyers who can represent clients in court received one week intensive training on VAW/DV (39 passed a test and received certificate)</li> <li>• 2 specialized lawyers working on VAW/DV issues only represent 88 DV victims in Tbilisi and Qvemo Qartli and consult 207 minors and 134 women during the time period of 16.08.2012-30.06.2019 (their contact won't be extended after the end of the project)</li> <li>• Minority communities (students, teachers, citizens) reached with information about DV/VAW law and recourse options</li> </ul>

### 1.3 Partners

To achieve its objectives, UN Women partnered with a wide range of government agencies as well as a few NGOs, as presented in Table 1.

UN Women signed agreements with four “responsible parties” agencies and granted these agencies funds to carry out agreedupon activities. UN Women offered technical assistance and training to other agencies (and purchased technology for GPS bracelet system for the MIA).

**Table 1. Key partners of the project**

Responsible parties	Key roles in <i>Unite</i>
GeoStat	Implemented the National Study on Violence Against Women 2017 to generate national data on prevalence of IPV, non-partner violence, including sexual harassment and stalking, establishing baseline data for the nationalized SDG indicators
Legal Aid Service	Provision of free of charge legal aid to victims/survivors of VAW/DV

<b>State Fund</b>	<ul style="list-style-type: none"> <li>• Provided services for victims/survivors of VAW/DV through crisis centers</li> <li>• Developed guidelines for social and economic rehabilitation and provided training for crisis center staff on new guidelines</li> <li>• Provided livelihood training to 59 victims of DV</li> </ul>
<b>Public Defender's Office</b>	Oversight compliance with government legislation and regulations, in this case related to VAW/DV and conducted outreach activities and provided legal assistance on GEWE and VAW/DV related cases
<b>Ministry of Internal Affairs</b> <ul style="list-style-type: none"> <li>• Human Rights Protection Department (HRPD)</li> <li>• Police Department</li> <li>• Joint Operations Center</li> <li>• 112</li> </ul>	<ul style="list-style-type: none"> <li>• Developed and applied comprehensive domestic violence risk assessment methodology (GRADA) for police, and its monitoring guidelines</li> <li>• HRPD monitors the process</li> <li>• Joint Operations Center and emergency 112 tested geared up to launch GPS system for tracking high risk DV offenders after the relevant legislation is in place</li> <li>• 112 receives and processes emergency calls (also through mobile app) and transfers them to police or ambulance; special response component for victims of DV developed</li> </ul>
<b>Ministry of Justice</b> <ul style="list-style-type: none"> <li>• National Probation Agency</li> <li>• Special Penitentiary Service</li> <li>• Training Center of Justice</li> </ul>	<ul style="list-style-type: none"> <li>• Drafting new legislation related to response to VAW/DV</li> <li>• Adapted and piloted Spanish Rehabilitation/Behaviors Correction Programme for VAW/DV Perpetrators to Georgian context and piloted the program</li> <li>• Training center of justice provided 4 trainings to municipality representatives from project target regions</li> </ul>
<b>NGO Georgian Young Lawyers' Association (GYLA)</b>	GYLA provided local expert for adapting Spanish Rehabilitation/Behaviors Correction Programme for VAW/DV Perpetrators to Georgian context
<b>NGOs Women of Multinational Georgia (Qvemo Qartli) &amp; Women for Regional Development (Guria), Women's Information Center (Guria)</b>	Organized informational meetings with municipalities, teachers, media and youth in project target regions of Guria and Qvemo Qartli to promote zero tolerance towards VAW/DV and raise awareness on services available for the victims/survivors of VAW/DV
<b>InterAgency Commission on VAW</b>	Development, coordination and monitoring of the National Action Plan on VAW/DV and National Communication Strategy and Action Plan on EVAW

As noted above, in addition to the responsible parties, the Ministry of Internal Affairs and Ministry of Justice also played major roles in the project. The newly formed Human Rights Protection Department (HRPD), as well as the police department through HPRD, both in the Ministry of Internal Affairs (MIA) were key actors. Also important in moving a more effective law enforcement response forward under the MIA were the Joint Operations Center and 112-emergency response divisions which support a reporting and electronic tracking response<sup>7</sup>. The Special Penitentiary Service and National Probation Agency, both under the Ministry of Justice, sought to revise existing initiatives for rehabilitation of DV offenders. The training division of the MoJ also offered informational training to municipal government representatives in the two target regions. Other departments in the Ministry of Justice were key in legislative drafting and amendments. Local NGOs conducted awareness raising in the two target regions. More details on activities and partners can be found in Annex A.

<sup>7</sup> At the time of the evaluation these two departments had been merged. For most of the project they were separate entities.



All government Ministries were represented on the Inter-Agency Commission on VAW and DV which received technical and secretariat support from the project. A full list of representatives on the Inter-Agency Commission is presented in Annex B. A number of technical working groups and tasks forces brought key stakeholders together for specific initiatives. The project provided convening and consultant support.

UN Women implemented the project alongside a bigger and longer duration project focusing on Gender Equality, carried out in conjunction with UNDP and UNFPA and funded by the Swedish Government. UN Women's remit in the Swedish project was similar to the *Unite* project which allowed UN Women to fill gaps and initiate activities that were not possible under the Swedish funded project.

UN Women implemented the majority of the planned activities on time and within budget, achieving a remarkable level of government ownership which bodes well for sustainability. This report documents findings from the final evaluation, exploring how and why these achievements were realized, summarizing lessons learned, and making recommendations for next steps.

## 2. Evaluation purpose, methodology, ethics and limitations

### 2.1 Purpose

This final evaluation is designed to assess achievement of the programme results based on OECD/DAC evaluation criteria including relevance, efficiency, effectiveness and sustainability. The original Scope of Work includes the following objectives:

- Analyze the relevance of the implementation strategy and approaches of the "Unite to fight violence against women" project
- Assess organizational efficiency in progressing towards the achievement of the project's results as defined in the intervention
- Validate the project in terms of achievements and/or weaknesses toward the outcome and outputs
- Assess the potential for sustainability of the results achieved by the project
- Document lessons learned, best practices, success stories and challenges to inform future work of UN Women and the EU in addressing violence against women and domestic violence
- Identify strategies for replication and up-scaling of the programme's best practices
- Provide actionable recommendations for future programmatic developments and maximize ownership by partners in the country covered by the project
- To assess how the project and its results relate and contribute to commitments and achievement of Sustainable Development Goals in Georgia.

Most of these objectives have been addressed in this report, insofar as possible with the information and within the time available. Given the dynamic situation in the VAW/DV space, the focus of this evaluation was on project achievements, as time did not permit broader investigation, for instance of synergies with the other UN Women project or other on-going initiatives by NGOs or government agencies. Nonetheless, since many of these interventions share similar goals and partners, these synergies were important. For these reasons too, the evaluation did not attempt to consider project achievements against the Istanbul convention which informed the development of this project or the detailed objectives in the National Action Plan on VAW (2018-2020) which was developed with support from this project.

UN Women and the EU confirmed that findings and recommendations would inform future programming on VAW/DV. The original evaluation questions from the scope of work (Annex E) were modified by the evaluation team and are included in Annex F. These questions guided the evaluation and analysis and informed the interview protocols.

## 2.2 Methodology

The evaluation adopted a qualitative approach to data gathering and analysis. Two types of data were analyzed: project related documents and key informant interviews. Background documents including the original defining design document and progress reports were provided by UN Women. Some of the reports submitted to UN Women by partners were obtained in the course of the fieldwork (see Annex C for a list of documents reviewed). The evaluation team prepared an evaluation matrix (see Annex F), which includes indicators from the original logframe and a few added by the evaluation team.

Key informants included all informants from the list of project stakeholders and partners provided by UN Women who were available. The evaluation team also added informants from a national NGO and in two sites of the project in order to get as broad a contextual view as possible. Since the focus of the project was on national-level change, the majority of informants were national government representatives.

Interview protocols (presented in Annex G) were prepared for the Inception Report and served as guiding questions for interviews with respondents from specific agencies. An iterative approach to data gathering was adopted, within the limitations of the schedule. Interviews with UN Women and national policymakers were triangulated concerning the partnership and activities undertaken under the project. Insofar as possible, at least two representatives of participating ministries and departments were interviewed. Three international consultants who supported key elements of the project and the former Chair of the Inter-Agency Commission who no longer lives in Georgia were interviewed by Skype.

Interviews with implementing partners in the two regional sites probed the effect of new legislation and services in practice. Because of sensitivities and confidentiality concerns, interviews with victims and perpetrators was not possible so anecdotal information about individual cases and trends was important and probed. This is a limitation of the evaluation, as noted below. Officials and changes in official policy and practice were largely relied on to draw conclusions about current or potential outcomes for survivors.

Fieldwork was undertaken in the period September 2-10, 2019 with a debrief with UN Women on September 12, 2019. Because of time limitations, the team was only able to visit one of the two regional project sites. Interviews with key informants in the farther away site of Guria were also interviewed by Skype. In total, 49 in depth interviews were held with stakeholders with knowledge of the project and the context (see Annex D for a list of people interviewed).

**Table 2. Number of interviews per target group**

Key Informants	Number interviewed		
	Female	Male	Total

Government Agencies (National/Municipal)	26	7	33 (31/2)
NGOs	4		4
UN Women	4		4
Consultants (International/National)	4	1	5 (3/2)
Donor	2		2
Beneficiary	1		1
<b>Total</b>	<b>41</b>	<b>8</b>	<b>49</b>

About 60% of interviews were undertaken in Georgian language. The national evaluator provided translation support and also asked questions. Detailed notes on all the interviews were taken and served as the key reference data for this evaluation.

The debrief at the end of the fieldwork with the project team, UN Women Country Representative and other involved staff helped to further cross check factual information and provide an additional perspective on major findings.

Although UN Women clarified that the evaluation was largely for internal learning and to help inform next steps, they advised the evaluators that they intend to share this evaluation report with project partners.

### 2.3 Ethics

The team adhered to the UNEG evaluation guidelines and have signed the commitment to do so (see Annex I). Steps taken to respect time, sensitivity and confidentiality of the issue and informants include:

1. UN Women alerted all stakeholders in advance about the purpose of the team's request for an interview.
2. The purpose of each meeting was stated at the outset of every meeting, and assurances of confidentiality given.
3. Only one survivor of DV was interviewed—a beneficiary of livelihood support under the project. UN Women advised that for ethical reasons it was not possible to talk with crisis center or shelter beneficiaries. In the case of the survivor, the respondent was fully informed about the purpose of the interview and informed about her option to opt out at any point. She gave her verbal consent before the interview. The interview was conducted in the crisis center in a safe and private environment. The distress of the respondent was minimized by asking questions related to livelihood support under the project and avoiding questions that related to prior domestic abuse.

### 2.4 Limitations

Implementation of the evaluation benefited from:

1. Responsiveness and rapid turnaround to queries from UN Women (including detailed comments on this report)
2. Logistical support from UN Women
3. Availability of most stakeholders for interviews
4. The willingness of stakeholders to share perspectives honestly
5. A good evaluation team dynamic

The evaluation faced a number of limitations that may present risks to gaining a full picture of the project. These are presented in Table 3 as well as steps taken to mitigate the limitations and implications for the evaluation.

**Table 3. Limitations, mitigation steps and implications for the evaluation**

Limitation	Mitigation steps and implications
1. Insufficient time to visit both field sites	Skype calls with stakeholders in Guria, though not able to talk to municipal government representatives.
2. Availability of municipal leaders limited; no interviews with parliamentarians and only one with police in project sites	Perspectives inferred from other informants
3. Uneven availability of monitoring data	<ul style="list-style-type: none"> <li>• Some of this was due to limitations in the original logframe indicators, some a lack of follow up to consolidate monitoring data.</li> <li>• The evaluation team has sought to consolidate output and outcome data into one framework.</li> <li>• See Chapter 3.3 for more discussion and Annex A for the consolidated Table.</li> </ul>
4. Respondents misunderstand role of evaluators (think they are donors)	Evaluators explained roles and relationship with UN Women in introductions and as needed. Some partners may have “managed” responses.
5. Lack of government commitments/expenditure analysis (logframe Outcome 1.1)	See discussion in Chapter 3.3. This limited analysis of sustainability to informant feedback.
6. Evaluation Resource Group not convened, as anticipated in the original SoW, and partners were not invited to review the draft evaluation report	<ul style="list-style-type: none"> <li>• Interview with current EU Representative occurred at end of fieldwork thus providing an opportunity to brief the donor on findings.</li> <li>• UN Women indicates that the group was notified about the evaluation, and that inputs from the group about the evaluation will be sought.</li> <li>• Evaluation report will be circulated to partners and uploaded onto UN Women’s website.</li> </ul>
7. Short turnaround time for final evaluation	<ul style="list-style-type: none"> <li>• Debrief ppt contains key findings, prepared in country, which have been shared with UN Women.</li> <li>• Given the complexity of the project, errors inevitable.</li> </ul>

### 3. Findings<sup>8</sup>

This chapter considers the project based on the OECD/DAC criteria and associated evaluation questions included in the original Scope of Work for this project (see Annex E for a full list of questions).

<sup>8</sup> The sections of this chapter follow the OECD/DAC evaluation criteria from the original Scope of Work for this evaluation which incorporates Impact with Effectiveness

### 3.1 Key activities and results

In order to achieve its objectives, the *Unite* project included a large number of activities undertaken in partnership with a range of government ministries and departments, and two local NGOs. A comprehensive table presenting activities and achievements based on Results and activities described in the original project document (July 15, 2015) is included in the executive summary. This table was compiled for this report by the evaluators using available documentation and in close consultation with UN Women and partner agencies. It provides details of each activity and known achievements. It may contain errors of omission and fact, but probably represents the most complete inventory of project achievements.

### 3.2 Relevance

#### 3.2.1 With public and broad political support for change, the *Unite* project was well timed to bring national legislation, systems, practices and services into compliance with international standards, while at the same time raising public awareness of the issue and the government's response.

As noted above, domestic violence in Georgia was widespread and rooted in a deeply patriarchal culture. Low rates of reporting reflected the taboo nature of the subject and a police response widely described as lackadaisical, patronizing and often more sympathetic to the perpetrator. The high number of highly publicized femicide cases in 2014 nonetheless shocked the country. Georgia was increasingly turning to Europe to inform a broader discussion of human rights. Data from the National Study on Violence against Women 2017 (supported by the project) offered an updated view of prevalence and attitudes, and a benchmark for addressing VAW/ DV and key Sustainable Development Goals (SDGs). Longitudinal data suggests that attitudes, public awareness and reporting of VAW and DV in Georgia had been improving (See Figure 1) but that there was more to be done.

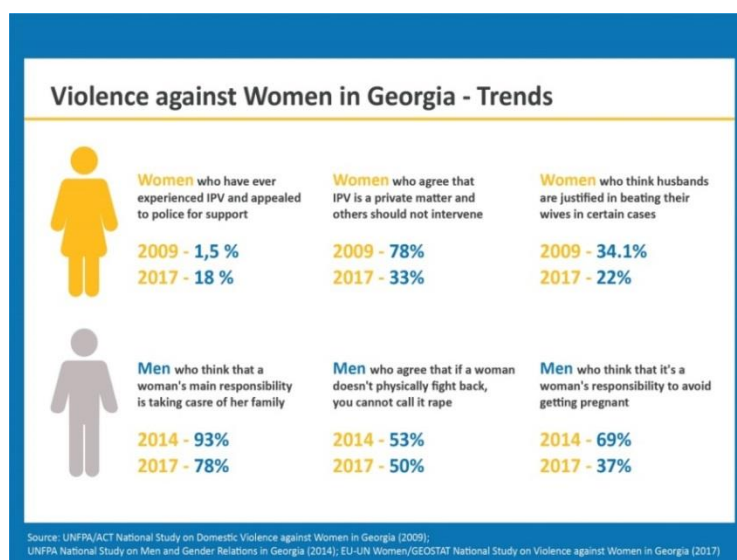
Georgia is one of a small number of countries from the Former Soviet Union that has ratified the Istanbul Convention. These facts make the country a trailblazer and gives the project a modicum of regional relevance as well.

Given all of these factors, the project was timely and important.

#### 3.2.2 UN Women was the right agency with the right networks across the Government of Georgia to support the goals of addressing VAW and DV in the country.

UN Women was able to leverage its expertise and multi-lateral status to assert the need for Georgia to commit to international agreements, and then for the need to adjust national legislation and systems to align with those agreements. UN Women had worked hard alongside some committed individuals in and outside of government to lay the foundations for the Istanbul convention. The convention offered an impetus and a framework for specific initiatives under the *Unite* project. While the rather breathtaking achievements in this space over the last several years

**Figure 1. Main trends of VAW in Georgia**



is a result of the work of many actors, UN Women played a central, and critical role on many levels during this time. The *Unite* project was key in supporting these achievements.

The specialist lawyer hired with project support by Legal Aid Services to address DV cases in Tblisi offered a comprehensive analysis of the drivers and consequences of domestic violence and factors holding women back from reporting in Georgia.

1. *Women's economic inequality.* Girls don't inherit property. Studies show salaries for the same work are lower for women; promotions fewer.
2. *Children seen as the sole responsibility of women,* even in the case of divorce. Legal loopholes and social norms make it easy for men to avoid meeting child support obligations.
3. *Stigma attached to being a victim of domestic violence.* When women come for legal counseling they often start with the statement I am alone. Even adult children who have witnessed the abuse often don't stand up for their mothers.
4. *Cost of court services:* fees for division of property GEL 1400 (€430) divorce GEL 50 (€15), can be out of reach for women struggling financially.
5. *Punishing the perpetrator seen as adding to the victim's vulnerability.* Mostly victims don't want family members to go jail, just to stop abusing. Jail time for a partner who is a sole breadwinner may make the woman and her children more vulnerable.
6. If the perpetrator goes to jail (typically for a maximum of 3 years), *when he is released survivors feel vulnerable.*
7. *Services to support long term livelihood self-sufficiency of victims are scarce.* Often victims coming to shelters have no job, skills or little education. Right now the state doesn't provide such services.
8. *Lack of information about the availability of free legal aid services* for victims of domestic violence. Even some state institutions don't know about these services.

New legislation and services supported by the *Unite* project advance the process of addressing many of these. More remains to be done.

*Source: Interview with Tsira Jgerenaia, Gender Specialist Lawyer, LAS*

### 3.3. Effectiveness

As shown in Annex A, the project achieved the majority of its objectives both in terms of legislation and service delivery. This section considers some of the modalities adopted by UN Women and why and how they were effective, highlighting some of the specific achievements that illustrate these findings.

#### 3.3.1. Partnership selection and management

As noted in Table 1, UN Women worked across a large number of government agencies under *Unite*. This comprehensive array of partnerships allowed it to move the country's response to VAW/DV forward and meet the project's objectives.

##### 3.3.1.1 Formal agreements with government departments promoted ownership, sustainability.

Agreements with so-called "Responsible parties" helped to promote government engagement through shared responsibility for initiatives, fostering a long term commitment from the start. For instance, infrastructure investments in two new crisis centers leveraged government commitment under the **State Fund** to cover staffing and other recurrent costs after the project phaseout. Such agreements were, in fact the project's exit strategy.

##### 3.3.1.2 Collaboration with national statistics agency gave legitimacy to survey findings.

UN Women could have partnered with any number of survey research organizations in Georgia. The selection of **GEOSTAT**—the Government's national statistics agency—gave added weight to the

findings amongst government departments. Results of this study remain an important reference point for legislation, and a benchmark for planning and monitoring, and for a number of Sustainable Development goals.

### 3.3.1.3 Partnerships and partner agreements built strategically on existing government department mandates, extending capacity for a more robust response to VAW and DV.

For instance:

- The partnership with GEOSTAT also served to deepen capacity and generate enthusiasm and commitment to broader gender-sensitive data collection and analysis capacity within the premiere government statistics institution.
- Agreements with **Legal Aid Service** and the **Public Defender's Office** extended capacity to respond to consultation and representation requests for victims of DV, and added to capacity to oversight adherence to new legislation on VAW/DV.
- While not a responsible partner, the **Ministry of Internal Affairs** was a key partner in the project and was important in implementing one of the most transformative initiatives of the project—the risk assessment tool for police (GRADA). Prior support to and trusted relationships with the newly-established Human Rights Department within the MIA combined with international expertise contributed to a partnership that piloted and scaled a sea change shift in police response to Domestic Violence.
- Technology investments in the development of an emergency app for victims of DV and GPS bracelets to monitor the movements of perpetrators under restrictive orders required the drafting of new legislation and contributed to more fine-tuned response options for **courts, police and emergency services**.

The establishment of the Human Rights Department at the Ministry of Internal Affairs in January, 2018, offered an opportunity to operationalize a number of the tenants of the Istanbul convention<sup>1</sup> vis a vis women's rights to protection, legal support, and rehabilitation services. Creation of this department was part of the MoU that UN Women signed with the MIA in 2017. Support to this Department and associated agencies was reportedly critical in enabling an informed, strategic response from this new government ministry on VAW and DV.

### 3.3.1.4 UN Women put a premium on maintaining strong, responsive relationships across government departments.

Government informants for this evaluation were fairly consistent in remarking on the engaged presence of UN Women in project activities. The perception of consistency, availability and responsiveness was an important contribution to the trust built and consequent achievements of the project. With changes in key positions in a number of partner agencies over the life of the project, maintaining networks required extra investment and a good deal of social capital. According to the country representative of UN Women, maintaining relationships was a topic on every staff meeting agenda.

## 3.3.2. Site selection

### 3.3.2.1 While a largely a national-level project, regional sites helped extend services for DV victims.

The main focus of the *Unite* project was at the national policy and programmatic level. The inclusion of two regions in the project allowed the project to roll out innovations and expand services in two relatively less well served areas of the country. Regions were selected in consultation with government partners. Guria, a four hour drive from the capital, had low rates of DV reporting and fewer services prior to the project. Qvemo Qartli is a densely populated with ethnic minorities –

Armenians and Azerbaijani's and more conservative with respect to gender roles, despite its proximity to Tbilisi. Prevalence of DV was also estimated to be quite high in this region.

### 3.3.2.2 Opportunities to learn from implementation of national level service delivery innovations in the field missed due to weak M&E.

The inclusion of two regions could have enabled the project and some project partners to focus and test national initiatives in the field. There is no doubt that service delivery was strengthened. However, weaknesses in monitoring data and the lack of assessment frameworks for the piloting of innovations (discussed below) made learning about early outcomes of new legislation and service delivery innovations in two very different contexts largely reliant on anecdotal evidence.

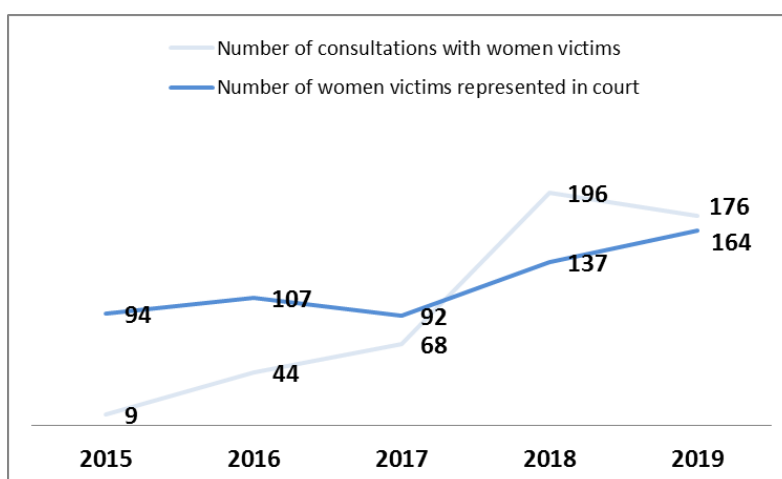
### 3.3.3. Legislation

#### 3.3.3.1 The Istanbul convention framed project efforts to advance important legislation, policies and a normative framework for a more robust response to VAW and DV in Georgia.

In all, according to UN Women, the Ministry of Justice put forward 28 different laws to bring Georgia into compliance with the Istanbul convention. The project offered technical experts with legislative drafting expertise in what sounds like an iterative process with MoJ and other concerned departments. As noted elsewhere, systems and service delivery changes also required new legislation or adjustment to existing legislation. UN women helped get this done. For instance:

- In the past, Legal Aid Services was only available to individuals living under the poverty line. UN Women worked with LAS to bring Georgia into compliance with the Istanbul convention and **removed all legal restrictions on access to LAS for victims of DV**. This resulted in dramatic increase in the services provided by LAS to women victims (See Figure 2).
- *Unite* supported MIA in drafting new legislation allowing use of **GPS bracelets**. The new legislation was submitted to the Government of Georgia just as this report was being written<sup>9</sup>. Importantly, according to the new legislation, the definition of a family member will become broader and will include ex-partners (even without civil marriage) and dependent persons.

**Figure 2. Consultations and representation for DV victims by Legal Aid Service (2015-2019)**



These examples and others provided the legislative underpinning to bring Georgia into compliance with the Istanbul convention and transformed the legal protective framework for victims of DV.

#### 3.3.3.2 The project enabled the preparation of a whole of government National Action Plan on VAW/DV.

The Government of Georgia's *Action Plan for 2018-2020 on the Measures to be Implemented for Combatting Violence Against Women and Domestic Violence and Protection of Victims (Survivors)*

<sup>9</sup> <https://police.ge/en/shinagan-saqmeta-saministrom-saqartvelos-mtavrobas-modzaladeze-eleqtronuli-zedamkhedvelobis-meqanizmis-danergvis-shesakheb-kanonproeqti-tsarudgina/12957>



represents a comprehensive, detailed, activity-oriented plan involving multiple government departments and anticipating legislation, guidelines, training and service delivery initiatives. The NAP specifies targets, dates and responsible agencies. Prepared under the auspices of the Inter Agency Commission on VAW (which is comprised of Deputy Ministers from across the government) with technical and secretariat support from the project—this is a key project deliverable. It has been used as a reference point for high level planning and report back purposes.

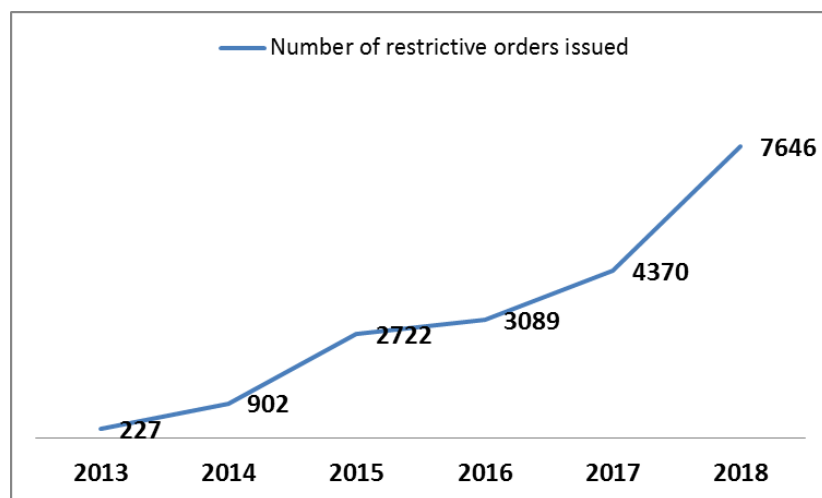
### 3.3.4. Innovations

#### 3.3.4.1 The *Unite* project introduced a number of innovations to existing systems which significantly enhanced or have the potential to enhance the response to DV in Georgia at scale.

- **The risk assessment methodology on DV for police (GRADA)** was developed from international best practices. UN

Women provided international technical assistance from Global Rights for Women who worked closely with the Human Rights Department of the MIA and police officers to adapt the tool to the Georgian context. The tool includes questions for the victim and the perpetrator, and provides a rapid assessment to help the officer determine the

**Figure 3. Number of restrictive orders issued by police (2013-2018)**



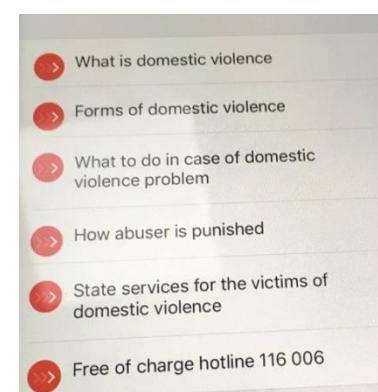
level and potential lethality of risk to repeat violence. The project trained trainers on GRADA who conducted face to face training for some of the police force on the methodology. It also supported the creation of an on-line course on the tool which was compulsory for the some 10,000 police officers across the country. Use of GRADA resulted in significant increases in restrictive orders and a reported culture shift in the way officers respond to victims, as shown in Figure 3.

- The project helped the Joint Operations Room and emergency 112 center under the MIA to create a special **informational component about domestic violence inside the emergency app.**

It is available in three languages. To date 27,000 users have downloaded it, and it is reportedly used 200-300 times/month. Given the widespread use of mobile phones and with aggressive awareness raising, this simple app holds significant promise.

- The project bought 100 sets of **GPS bracelets** and the backup hardware and software and training that will allow **tracking of high-risk offenders to ensure adherence to restrictive orders.** The system will promote the safety of victims by allowing police to track the movements of both victims and perpetrators, to ensure no contact. The software was tested in country. However, because its application required new legislation, it was not possible to test it

Graphic 1. Informational App about Domestic Violence. The app also includes discrete call in options to the emergency hot line



on people in context. In order to determine that it was worth purchasing without testing, UN Women explored the effectiveness of its use in nearby countries.

- **Rehabilitation services for perpetrators of DV is a requirement of the Istanbul convention.** Under *Unite*, an interdisciplinary working group comprised of two government departments and CSOs engaged with an international consultant from Spain to revise Georgia’s rehabilitation programme for DV perpetrators. The testing included inmates, probationers and offenders under protective orders. Before the project started, UN Women had supported a study tour to Spain, which was an important reference point and made uptake of the innovations under the project easier.

Nonetheless, while this innovation may have launched a much needed reboot, for a number of reasons it did not substantially change practice. First, because implementation relies on trained psychologists, limitations in human resource inside the system constrained comprehensive roll out. Second, because participation is not compulsory for perpetrators in prison, the pilot experienced considerable attrition<sup>10</sup>.

The EU was also funding GYLA—a national NGO—to work on rehabilitation for perpetrators of DV, and GYLA cooperated with UN Women on this component. The EU had low expectations of this element of the programme, and indeed it seems while steps were taken to revise rehabilitation protocols, more work remains in terms of legislation (particularly making it compulsory for convicted perpetrators in prison), testing, and ensuring the necessary human resource.

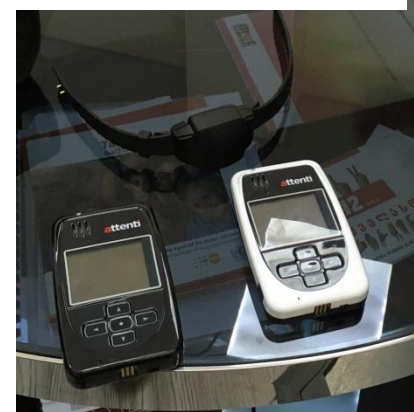
### 3.3.4.2 Methodological innovations in the survey for national survey on VAW gained international attention.

The national study on prevalence and attitudes towards VAW/DV conducted by GEOSTAT included a hybrid of tools drawn from a number of international studies<sup>11</sup>. The survey results offered an important reference point to the overall project effort, informing legislation, programing, public awareness and benchmarks for a number of SDGs. The methodology attracted interest from other countries. As a result, a separate **lessons learned document** was prepared (with funding to UN Women from DfID).

### 3.3.4.3 Innovations framed as pilots had weak assessment frameworks, limiting strong evidence of outcomes and causalities.

The new programs for police risk assessment (GRADA) and rehabilitation program for perpetrators represented major investments of time from multiple agencies and provision of international technical assistance through the project. While each was describe as a pilot, both lacked robust measurement frameworks and relied largely on participating professionals to validate effectiveness. This is discussed further below (see 4.3.11 below ).

Graphic 2. The GPS system is worn at all times by both perpetrators and victims. It allows law enforcement to ensure perpetrators on restrictive or protective orders are not breaching the acceptable



<sup>10</sup> Per UN Women: In May 2018 VAW/DV law was amended and as of September 2018 this programme became mandatory for perpetrators with protective orders. Efforts are ongoing to also ensure programme becomes mandatory for perpetrators within the penitentiary system and respective legislative amendments have been drafted.

<sup>11</sup> The WHO Multi-country Study on Women’s Health and Domestic Violence against Women; the European Union Agency for Fundamental Rights (FRA) survey; and the United Nations Study on Men and Violence

Further, while not framed as a pilot, within its agreement with UN Women, the State Fund provided **economic rehabilitation** and **skills training** to 59 survivors. Within the framework of this agreement the State Fund also institutionalized guidelines for economic and social rehabilitation of victims/survivors. The number of these beneficiaries who found employment following the training, remains unknown, though it is clear from an interview with one of the survivors that not all did.

The mixed outcome of this initiative may have been worthwhile if the effort resulted in evidence to inform programming, even if it was about what doesn't work in terms of skills training and placement (see 4.3.11 below). In the end, it precipitated some soul searching on the part of both the State Fund and UN Women who recognized institutional limitations within the State Fund to deliver this kind of initiatives, the need for longer term shelter for victims to make livelihood skills training viable, and the need to include other arms of government (for instance the newly created Employment Centre under the Ministry of Health and Social Affairs).

### 3.3.5. Training

#### **3.3.5.1 Training for professionals involved in the response to DV helped scale awareness and skills; an emphasis on the psychosocial dimension promoted sensitivity.**

Training was integral to most of the initiatives funded under this project. Training on new legislation was critical to get government agency staff and service providers on top of new legal requirements, and to put new legislation in appropriate sociocultural framework. In many cases training also involved new skills to enable professionals to respond to victims and perpetrators consistent with adapted international systems and the law. Training was undertaken by local consultants for lawyers in LAS (those able to defend cases), the PDOs office<sup>12</sup>, police officers, and HRPD representatives under the MIA.

The Ministry of Justice training wing also launched an intensive training on DV issues for municipalities in the two target regions. Although it sounds like participant selection for this training and others may have missed some important decision makers, it was reportedly interesting and helped strengthen referral networks.

Many informants commented that the psychosocial elements of the training they received were helpful in gaining a more empathic understanding of the situation of victims of DV.

### 3.3.6. In built performance monitoring management

#### **3.3.6.1 The project strengthened existing oversight and quality assurance mechanisms to enhance checks and balances in systems mandated to deliver law enforcement and survivor services.**

Much of what the project was introducing was new and there were cultural challenges to addressing DV in a gender-sensitive way. It was (and remains) important therefore to have ways to cross check that services were being delivered in sensitive and legally compliant ways. The project supported a number of existing mechanisms to upgrade their focus in this regard:

- The project supported six gender specialists<sup>13</sup> in the **Public Defender's Office** who had the mandate to oversight compliance with new VAW/DV legislation. As with other defenders, they were able to freely access shelters, police, prisons, schools. The PDO reports directly to

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<sup>12</sup> The PDO's office already had a gender equality unit with strong leadership on the issue, but lacked sufficient human resource to adequately tackle the issue, and particularly DV nationwide. Training helped spread the expertise more widely within the PDO, and additional staff, supported through the project, added capacity.

<sup>13</sup> These staff were based in Adjara, Guria, Kakheti, Qvemo Qartli, Samegrelo and Samtskhe-Javakheti.

Parliament so its findings carry weight. These staff were reportedly in high demand and effective, though it is not yet clear that all of the individuals hired under the project will be retained. This component effectively builds on an existing government monitoring function.

- The mandate of the newly established **Human Rights Department** within the MIA includes a police oversight role which took on added focus and added capacity during the project with the attention to police response to DV.
- The **State Fund** got support from the project to improve guidelines for services provided through crisis centers, and crisis center staff received training in these guidelines as part of the project.
- **Legal Aid Services**, which also sought to upgrade services to respond to new legislation on DV, received a series of trainings under the project. When asked, they said they were in the process of developing a quality control system—something that was not part of the project and may be helpful to support.

### 3.3.7. Public awareness

#### **3.3.7.1 Public awareness and outreach was integral to partnership agreements and capacity building.**

The project helped partners to create and support pamphlets, posters, television, social media and training curricula which were used to boost public awareness and public action on new legislation and services--contributing to a gradual shift in social norms.

Short but effective partnerships with two local NGOs also contributed to grassroots public awareness with thematic round-table meetings, movie screenings and dissemination of Informational materials, including in ethnic minority languages.

#### **3.3.7.2 The project strategically used data and mobilized coordination fora to deliver two joined up national campaigns on VAW.**

One of the early activities of the Unite project was the development of a National Communication and Visibility strategy on Eliminating Violence Against Women and Girls and Domestic Violence. According to project reports and the facilitator, the strategy was developed through a consultative process, though the evaluation team did not discuss this specific initiative with any of the stakeholders and it was not referred to.

Nonetheless, the 16 days campaign against VAW (held in 2017 and 2018) was mentioned frequently and reportedly engaged a large cross-section of the government agencies in some form public outreach with a common message over a short period of time. Campaign planning was initiated under the IA Commission.

The national study on the prevalence of and attitudes to VAW and DV informed the national communication strategy and associated initiatives.

### 3.3.8. Coordination

#### **3.3.8.1 The project promoted a whole-of-government response through support for coordination mechanisms.**

The project addressed complex issues which required commitment and contributions from a range of government and non-government agencies, as well as other development partners. Intra agency government coordination was particularly critical once Georgia signed the Istanbul convention. UN

Women was well positioned to leverage its trusted relationships with partners and its established credibility on gender-related issues to support coordination and collaboration.

Having lobbied for its establishment, UN Women provided technical and secretariat support to the Inter-Agency Commission on VAW and DV. Chaired by the prime minister's assistant on human rights and gender equality issues and co-chaired by the Deputy Minister for Justice, and with representation from Deputy Ministries across the government, this body served to maintain a focus on the issues which was essential in getting legislation, aligning systems, and getting associated government budget commitments in place. Under this Commission, a National Action Plan (2018-2020), drafted in the first year of the project, set specific targets for individual ministries and a framework for reporting back at the bi annual meetings of the IA Commission. A communications plan informed two coordinated public awareness campaigns (16 days against VAW and DV) in 2017 and 2018, as noted above.

Expert focal points and technical working groups (task forces) supported the work of the Commission (see Annex B) and were particularly important in planning coordinated public awareness campaigns. Importantly, working groups included government and civil society representatives.

Consistency in participation at the Commission level was a challenge in part because of changes in people but also changes in government structures over the life of the project. Given its remit, the Commission also lacked sufficient support. UN Women provided a full time professional staff. Today the Chair has moved on and funding for Commission secretariat support is uncertain.

### **3.3.8.2 Coordination of government and non-government services for victims of DV needs more attention.**

Coordination in terms of service delivery remains somewhat uneven in Georgia, with the potential for duplication even in the face of scarce resources. The local NGO funded by the project in Qvemo Qartli runs a crisis center and a shelter. Both are reportedly staffed with Azerbaijani-speaking professionals and the shelter is the only one in the region. While the national level State Fund representative suggested good coordination with NGOs, the newly established State Fund crisis center staff in Qvemo Qartli professed little knowledge of the NGO-run crisis center in the same region. Meetings between the two agencies had only taken place in passing at public outreach events hosted by the local government. Similarly, Legal Aid representatives at national level and in one of the regional sites said they had little knowledge or linkages with GYLA, which offers similar legal services to a similar clientele. In Guria, the PDO said she refers cases that need to go to trial to GYLA (mostly because the crisis center lawyer has not been on the job long).

It also appears that NGOs offer different types of services (from government and from one another) Oversight, shared learning, better referral networks and consistency of services would be beneficial.

### **3.3.9. Addressing socio-cultural issues**

#### **3.3.9.1 Normative change is a long term challenge, requiring engagement from additional stakeholder groups and settings not touched by the project.**

As noted above, the sociocultural factors that contribute to VAW and DV in Georgia are deep, complex and require an urgent response and a long term commitment. The number of women who approach lawyers for consultation, call the hot line, or enter crisis centers or shelters has increased over the life of this three year project. But it is still significantly greater than those who file a case against their abuser, and are able to make a fresh start. Women's economic dependence, patriarchal attitudes (including historically amongst police and judges), social stigma and marginalization often force women back into an abusive situation. The

Informants in the evaluation pointed to a number of elements of the social fabric that still require attention:

- Corporal punishment in schools, which extends the cultural acceptability of violence
- Attitudes towards women and work, which begin at home but may be reinforced through education curriculum, and instructor and employer attitudes.
- Police attitudes. Despite training and new, stricter and more transparent systems, police are part of the social fabric and efforts to align their behavior to national standards remains a work in progress. As first responders to DV victims, this is high priority.
- Workplace harassment and lack of strong recourse options
- Doctors and teachers attitudes towards VAW/DV issues, and incentives for them to respond and report. UN Women has undertaken an extensive study of teacher attitudes towards reporting on violence and child marriage, determining that hesitation lies largely in a distrust of the legal and protection services and concerns that reporting will increase rather than mitigate students' vulnerability. The roots of these concerns certainly need to be taken seriously.

Younger people tend to be more open to talking about domestic violence, and asking for help. Informants who had done outreach in schools noted that students were more receptive to discussions about child marriage and violence against women than teachers—both a troubling and a hopeful sign. Whether young people are balancing the messaging from educators with information available through social and other media is important to investigate in this regard.

The national study on VAW offers an important, credible snapshot of the prevalence of DV and VAWG and many of the contributing attitudinal factors. Having this socio cultural reference point is critical.

### 3.3.10. UN Women Profile

**3.3.10.1 UN Women effectively leveraged its multi-lateral status and Georgian profile, to bring weight behind the issue and offer international models and technical assistance to mainstream best practice in Georgia.**

A number of examples are worth mentioning here:

- UN Women helped elevate attention to the issue of VAW/DV as an international priority by engaging ambassadors to speak about VAW during the 16 days of action.
- UN Women's international Executive Director keynoted the last 16 days of action to highlight the importance of addressing workplace sexual harassment (opening a new conversation in a still conservative socio-political environment).
- UN Women maintained its high level role in supporting policy change by working with senior officials in line ministries who advised ministers, incentivized their staff and maintained a spotlight on the issue.

In implementing this project, UN Women *enabled* appropriate government (and in some cases NGO) agencies rather than endeavoring to take the reins themselves. The fact that project staff were Georgian appears to have contributed to their credibility and effectiveness. Government stakeholders suggest this gave the team important insights that allowed them to respond strategically to implementation realities.

### 3.3.11. Monitoring and evaluation

**3.3.11.1 Limited project resources and attention to monitoring also limited learning.**

This final evaluation was not a requirement, and UN Women is commended for investing resources to get an external, retrospective look at the project. Unfortunately, on-going monitoring and learning loops during its life were arguably the weakest aspect of an otherwise strong project. No budget allocation or staff position dedicated to M&E is evident in the planning documents, and as a result responsibilities defaulted to technical staff, and largely fell through the cracks.

The project missed opportunities to validate the effectiveness of a range of important innovations; assess the reach and impact of training and service; understand how messaging and different media were received by various audiences; get insight into the use and effectiveness of new technologies; and fortify feedback loops within participating organizations. The absence of M&E expertise on the team (and within the UN Women office in Georgia) including at the design stage, contributed to these gaps in project effectiveness.

Responsible parties submitted quarterly narrative and financial reports which were uneven in quality. Annual verification missions from the EU provided a measure of external insight into project achievements and challenges.

Conversations with UN Women suggest the team was aware of this limitations in its internal monitoring framework and struggled with how to redress limitations during implementation.

The Performance Monitoring Framework (PMF) presents outcome indicators that are arguably too broad, and lack available baseline data (for a number of indicators, the PMF references data from more than five years before the project started)<sup>14</sup>.

### **3.3.11.2 The absence of assessment frameworks, indicators and expertise limited short term adaptation and baselining longitudinal tracking of behavior change outcomes post project.**

Key innovations, which were framed as pilots, lacked an assessment framework. A number of examples highlight this finding:

- Plans are afoot to evaluate both the risk assessment for DV tool and the rehabilitation for perpetrator initiatives Understandably due to the lengthy change process, these evaluations may not coincide with the project lifespan.. Nonetheless, a retrospective look is arguably less powerful than a longitudinal look. Agreement in the planning stage on a few indicators of change, and collection of baseline data, even from a small sample, could have contributed to longer term understanding of how use of the tool and associated training was influencing behaviors, and why.
- Proxy indicators like numbers of restraining orders from police represent a valid and useful indicator of changes in police response as a result of adoption of the risk assessment tool. Such indicators offer little insight into the specific causal factors however.
- UN Women used hits on its FaceBook site to track real-time interest in the 16 days against VAW/DV campaigns—useful, cost neutral, but offering limited insight into what messages are being read, and whether and how they are affecting attitudes or action. It also monitored media reporting, though this was not shared or reviewed for this evaluation.
- Assessment of the rehabilitation initiative for perpetrators, aimed at testing the adapted program in Georgian context, relied entirely on impressionistic input from participating psychologists and self-reporting by participants during the process.<sup>15</sup> Many of the participants dropped out because it was not compulsory, skewing any lessons about impact to what could

<sup>14</sup> The PMF was not updated at the end of the project, though UN Women will do so at the end of the project. The compilation of activities and achievements (Annex A) was created as a proxy to get a full picture of achievements in this project.

<sup>15</sup> UN Women expects to be able to do further pilot testing under a regional programme being rolled out in conjunction with UNFPA.

be learned from more compliant participants.<sup>16</sup> Given the contextual factors related to limited human resource and the current legal framework which does not require offenders in prison to participate, a more robust assessment framework and evidence about effectiveness (albeit short term) could have contributed to further adaptation in response to Georgian realities. As above, at very least a baseline related to attitudes and behaviors and even a plan to track a limited number of offenders (including ways to incentivize them to comply with the study) could have been informative.

- Economic livelihood support to survivors of domestic violence represents an essential, outstanding and potentially costly element of the support to survivors of DV. Fifty nine survivors living in state-sponsored shelters received help from the State Fund to make this vital transition to economic independence,. Nonetheless, at the end of the project it is unclear how many of the 59 are employed or self-employed and what factors contributed to different outcomes. The project missed an opportunity to test (and cost) a range of approaches.

## 3.4. Efficiency

### 3.4.1 Small staff with robust relationships across government and synergies with other on-going UN Women projects promoted efficiencies.

The project functioned with less than two full time senior staff equivalents for its duration. Given the number of partnerships, activities and associated consultants, as well as the often fluid political environment, this is nothing short of remarkable.

Contributing to the project's efficiency were precursor and concomitant initiatives by UN Women and other development actors working harmoniously toward the same objectives. Also important was the significant capacity and receptivity in many government departments. All of these factors contributed to a rapid start up and allowed the project to remain engaged simultaneously with the range of government agencies that participated in the project.

### 3.4.2 Sequencing of activities maximized data and new legislation to drive refinements to service delivery responses.

Activity sequencing was highly appropriate, with the national survey and drafting of the NAP and Communications plan in the first year of the project informing public awareness and other activities. Legislative changes were key to catalyzing government commitment, and adjustments in legislative guidelines were made in light of requirements of systems innovations.

UN Women largely achieved the tasks set out in the original project document **on time**. Still pending activities at the time of this evaluation, such as legislation which will allow the use of the GPS monitoring system, are largely out of UN Women's control.

### 3.4.3 Financial contributions and human resource investments from partner agencies enhanced the cost effectiveness of the project.

Partnership agreements with Responsible parties and an MoU with the MoIA anticipated a cost-share or human resource commitments on the part of partners, while the project committed to providing trainings, consultants, infrastructure, technology, and salaries for new technical staff. By in large it appears that both sides adhered to these agreements and this promoted project efficiencies and sustainabilities. Outcome Indicator 1.1 anticipated a 10% increase in state budget allocation for

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<sup>16</sup> UN women is reportedly working with the MOJ to pass legislation that would make participation in a rehabilitation programme for perpetrators in prison compulsory. During the lifespan of the project, the programme became compulsory for DV perpetrators under protective orders.



EVAWG. The final PMF would require more work to confirm whether this target—a macro indicator of efficiency and predictor of sustainability--was reached.<sup>17</sup>

### 3.4.4 Inefficiencies in a number of specific activities under the project could have been anticipated.

Two examples, both for initiatives by the State Fund, are worth mentioning:

- The project funded the establishment of two new **crisis centers** in for victims of DV in regions that had no such government services.<sup>18</sup> The project contributed to office renovation and recruitment and staff salaries in Guria and Maruneli (as well as some funding for renovations in one of the crisis centers in Tblisi that UN Women had previously helped to establish) . Typically a crisis center is staffed by a lawyer, a psychologist and a social worker. At the time of the evaluation, the Guria Center was fully staffed and had been operating for 9 months. The center in Marneuli was still recruiting for an Azerbaijani speaking lawyer, and had a psychologist and social worker on staff since its opening 7 months earlier. Altogether 27 people sought help during the period since the centers opened, an average of 1.4 people/month. A number of observers note that in the startup phase low demand is because it takes time to build trust. However, this very low demand is inconsistent with the significant rise in restraining orders for instance—suggesting victims are increasingly reporting to police but not seeking other support services. The crisis center staff had done very little outreach to build awareness and trust, contributing to inefficiencies, at least in the startup stages.
- The **economic livelihood initiative** managed by the State Fund trained 59 women for employment. An unknown number of these beneficiaries found employment following the training, though it is clear from an interview with one of the survivors that not all did. The disappointing outcome may have been worthwhile if the effort resulted in evidence for learning, even if it was about what doesn't work in context. However, at an average cost of €1,160/participant<sup>19</sup> this element of the programme disappointed.

Since a number of the issues described in these examples were known to UN Women during the project design, it could have been possible to anticipate them. (Slow start up of the crisis center seems to be expected; lack of a strong strategy for the livelihood initiative given contextual complexities were recognized). Effective mitigation strategies could have been designed. For instance, more focus on outreach activities might have fast tracked demand for services offered by the new crisis centers. Similarly a quasi-experimental approach to livelihood training and job placement interventions with simple monitoring of outcomes in place could have, contributed to better understanding of challenges and opportunities for a number of strategies.

Without monitoring data to provide insight into the benefit and contribution of the various trainings and workshops carried out in this programme, it is difficult to draw conclusions about the investment value vs alternative initiatives into achieving specific objectives and the overall goal of the project<sup>20</sup> .

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<sup>17</sup> The PMF indicator refers only to the State Fund costing under the National Action Plan, and the budget allocation presented in the PMF refers to allocations for 2018 (not clear if this is just from the SF or national). There is no baseline for 2016 when the project started (baseline is from 2014).

<sup>18</sup> The NGO that UN Women supported to do outreach in Qvemo Qartli was running a shelter/crisis center in the region

<sup>19</sup> The original, overall budget for economic rehabilitation was €90,000 (USD 98,500). Comments to the draft report from UN Women confirm that \$30,000 was transferred to the purchase GPS bracelet technology. The per beneficiary costs includes management and administration of the initiative. Economies would be achieved at scale of course.

<sup>20</sup> UN Women submitted expenditure reports to EU Delegation. Per EU rules, as long as the budget remained within 25% of the line items agreed in the original budget, formal changes were not required. UN Women confirms that the project remained within the 25% limit for all line . No additional budgets aside from the original budget were forthcoming or reviewed for this evaluation.

## 3.5. Sustainability

### **3.5.1 Project alignment with the broad government commitment to an international convention fostered high levels of ownership, engendering a new legal framework and budgetary commitments to specific departmental responses.**

As described throughout this report, the project's design and approach to implementation contributed to significant levels of government ownership which bodes well for sustainability of many of the interventions. UN Women skillfully used the commitments implied in becoming a signatory to the Istanbul convention to focus government attention on legislative and service delivery compliance requirements. In many cases, government agencies made budgetary commitments to maintain recurrent costs (and in particular staff salaries) beyond the life of the project—a good indicator of sustainability. Coordination fora maintained momentum by including report-back mechanisms based on a comprehensive action plan across government ministries. Sustainability of the IA Commission should keep the issue including emerging requirements and needs on the government's agenda.

### **3.5.2 International models promoted agency ownership through participation in adaptation and capacity building in use.**

The participatory format of trying new innovations—in data collection, police response, and rehabilitation for perpetrators—elevated government technical and policy input in adapting international best practice to the Georgian context. Interviews with participating stakeholders revealed commitment, even pride in the process that had helped to shape the new approach.

Further, training and orientation for municipal and national public servants and political representatives served to build capacity and even empathy around the issue of domestic violence, which strengthened the enabling environment.

### **3.5.3 Public awareness and capacity building initiatives contributed to the momentum towards constructive attitudinal and behavior shifts.**

UN Women along with key stakeholders recognize that shifting attitudes is fundamental to achieving the broader goal of *Unite*—to address the causes and consequences of DV—and that this change will necessarily be incremental, even generational. The project made inroads and stimulated constructive momentum by keeping the issue in the public eye and deepening the ability of lawmakers and public servants to make an informed response. The development of a comprehensive communications plan on VAW/DV committed government agencies at the highest level. Capacity building and training across government departments focused not just on the legislation but also on what the behaviors mean—for victims, children, and the society. A number of respondents remembered this as what stirred interest. Difficult to measure, such insights are likely to inform a more proactive, compassionate response. Two annual well-coordinated public awareness campaigns kept the issue of VAWG/DV in the public eye (including government response), which appears to have raised not only awareness but demand for services—an important indicator of sustainability. Efforts were informed by robust, new data about prevalence and attitudes.

**In sum**, while these evaluation findings are impressionistic and largely based on interviews, it is fair to say that the project set in motion a process that included profound systems and attitudinal change grounded in a more robust legal framework. The work is not over and may not be over for some years to come, and it is appropriate that the EU and UN Women share the view that this project represented a stepping stone rather than an end point. Nonetheless, the momentum towards achieving the results anticipated in the design of this project will be impossible to reverse and has turned a page for Georgia in its effort to address VAWG and DV.

## 4. Conclusions

This rapid evaluation of the *Unite* project points to a project that was timely, strategic and well implemented. It made multiple contributions to the enabling legislative, policy and service delivery environment at national level and in two regions and met the overall objective of the project: *To create an enabling legislative, policy and service delivery environment in line with internationally binding standards on EVAWG at national and local levels (Guria and Qvemo Qartli regions) in Georgia.*

The *Unite* project represented a milestone step in a decade's long effort on the part of UN Women to address the complex issue of violence against women and girls and particularly domestic violence in Georgia. As a member and leader of a network of advocates across government, donor and civil society who had successfully championed Georgia's ratification of the Council of Europe Convention on preventing and combating violence against women and domestic violence (the Istanbul Convention), the *Unite* project allowed UN Women to move forward on supporting the Government of Georgia to realize its tenants. The Istanbul Convention framed the project and was a point of reference amongst nearly all respondents in the evaluation. It informed the content of new legislation, positive adjustments in law enforcement response systems, expansion of legal and psychosocial services for victims, and a focus on rehabilitation services for perpetrators. The enabling environment for this project was buoyed by shifts in public awareness and public opinion on the topic on the one hand, and the impetus for government to comply with the Istanbul international convention and the Sustainable Development Goals related to VAW/DV on the other. The result is high levels of ownership by those who will take the initiatives into the future.

As noted throughout this report, the success of this project was as much about *what* UN Women did as *how* it did it. That UN Women was able to propose, and then achieve the number of activities with the number of partners that it did in a three-year period relied in no small measure on the trust and credibility it had with government partners already. This was built in part on precursor programmatic partnerships. Comments from stakeholders across partner agencies suggest UN Women listened, supported, and responded quickly to requests.

The fact that the *Unite* team was exclusively Georgian appears to have mattered in this regard. This was possibly because of the comfort level of shared language and cultural frame, or the sense of shared national purpose. The fact that many of the key players in government, civil society and UN Women had a similar demographic profile may have contributed to a cohesive inter-agency cadre as well.

Inevitably, with the number of initiatives and implementing partners in this project, results were somewhat uneven. The national survey conducted by GEOSTAT and risk assessment tool for police stand out as highly successful initiatives with broad and lasting impact. Increases in restrictive and restraining orders suggest an uptick in reporting and a better police response. Legislation allowing victims of DV access to free legal services and attention to building capacity within LAS, the PDO and (in another project) in the court, set the stage for more women to prosecute their abusers. Coordination efforts, mentioned above, were perhaps most impactful in the national campaigns that successfully mobilized outreach by multiple agencies to their constituents with a unified message.

*Expected Result 1: Key stakeholders conduct awareness raising, preventative and corrective actions, based on reliable data and in such a way that they contribute to increased disclosure and prevention of violence*

Addressing VAW/DV in a meaningful way requires a complex, multifaceted, multi-agency response. UN Women skillfully deployed a number of mechanisms, establishing agreements with some key agencies to codify commitments to sustain services launched under the project; elevating data for

decisionmaking; bringing international experts and models to encourage innovations in key practice areas; and investing in coordination structures to maximize and harmonize the resources being invested in addressing VAW and DV during the project period.

*Expected Result 2: Capacity of key policy and service delivery institutions strengthened to promote and protect women's human rights to life free from VAWG including DV*

Immediate and long-term services for survivors—legal, psychosocial, shelter, childcare, and livelihood support are likely to remain uneven as the government grapples with cost, capacity, responsibility and location decisions. The project contributed to moving each of these services forward in foundational ways that are unlikely to disappear at the end of this project.

The need for genuine testing of new models and learning generation was the weaker part of the project. Women sometimes missed opportunities to generate much more than anecdotal evidence about what was and was not working, and why. This was not an invisible element of the programme, however, as both UN Women and partners struggled to monitor and extract lessons even in the fast paced project. The opportunity remains to take a retrospective look at major initiatives, and to bring partner agencies along as a way to build learning loops in government departments. Further, although the level of international resources available to address domestic violence in Georgia may be at an all-time high at the moment, inevitably this will shrink as other development priorities emerge. A more robust understanding of what works and why in context, at what cost, and indeed unintended consequences that may be invisible to national government managers is vital. Just as importantly, building the capacity within implementing government agencies to monitor quality, understand outcomes and make adjustments in systems and services based on evidence will contribute to efficiencies and effectiveness.

## 5. Lessons Learned

This project offers a number of take away lessons that could inform other projects seeking to achieve legislative and systems changes in a coordinated national response to VAW and DV. These lessons are probably most relevant in situations in which: 1) there is an impetus for change—either public opinion, political commitment, or compliance with an international agreement, or a combination of these elements—which provides a reference point and urgency for action; 2) there is capacity and willingness in one or more government departments. While this project undoubtedly deepened capacity and commitment, its success in a short period of time relied in important ways on functioning arms of government, and receptive leadership in key places. As such, some of these lessons may be less relevant in contexts characterized by weak or fragile government or conflict.

### **1. Strategies that include government commitment of human and financial resources from the outset of the project are most likely to succeed and be sustainable.**

As a UN agency, UN Women was well positioned to mobilize government commitment to international agreements, which it did skillfully. The *Unite* project was critical in underwriting support via UN Women to put national policies in place that would comply. This was also an appropriate role for UN Women. The next stage required systems and services to align with legislation.

UN Women could have taken this in any number of directions—grant making to local NGOs, standalone technical assistance and training to government bodies, or even attempting to deliver services directly through contractors as a way to gain visibility or test approaches. Such strategies may be appropriate with weak government agencies, but in general they extend beyond what technical UN agencies like UN Women are best placed to do. UN Women's approach to support government bodies by identifying felt needs (or at least needs consistent with what would bring the government

into compliance), forging agreements as a way to establish human resource and financial commitments up front, and providing training and technical assistance was appropriate and, in the long term, most sustainable.

## **2. Lead by supporting from behind.**

Government departments have their own mandates and have to manage their human resource to meet existing and emerging demands. To be effective in introducing a new priority, a sympathetic understanding of these competing demands and priorities is important. UN Women consulted extensively with government partners (sometimes in conversations that predated the project) about how their existing mandates and services could be strengthened to best respond to the challenge of compliance with the Istanbul convention. UN Women skillfully supported a network of leaders at senior levels who were able to champion specific actions to their ministers, and inspire and mobilize staff to respond. Contributing take aways:

- *Relationships matter.* UN Women built and maintained strong networks across key government agencies, refreshing contacts when staff or government agencies changed
- *Presence.* UN Women was engaged and available at all steps
- *Responsiveness.* Partners noted that UN Women was flexible and quick to respond to emerging needs
- *Provided appropriate, high quality support.* A number of partners appreciated the international and national consultants provided by UN Women. A characteristic of these consultants was that they were subject matter experts, and saw their job as advising, not telling.
- *Elevate local ownership.* Change processes were highly participatory, and international models were never imported wholesale. A commitment to adapt to local realities and priorities was genuine and inclusive.

**3. Strengthen oversight and report-back mechanisms as part of project interventions.** Delivering new legislation and launching new services into new places is important, but the *way* they are interpreted and delivered is also important to ensure quality and sensitivity. This is crucial in the area of VAW and DV when new legislation and services go up against deep cultural patterns that are often also held by those tasked to deliver them. Robust oversight is a critical component of a comprehensive whole-of-government response in this regard. The number of new legislative and systems initiatives required not only capacity building within individual agencies, but strengthening embedded intra and interagency checks and balance mechanisms. This is a vital legacy of the project. Specifically:

- The PDO was an important partner, given its role in overseeing compliance (and its report-back function to the Parliament). During its three years, the project provided training and underwrote six positions to strengthen the PDOs specific oversight of government response on VAW/DV.
- The Human Rights Protection Department within the MIA received significant technical assistance and training over the life of the project. It has a similar oversight role with law enforcement.
- The project also supported the Inter-Agency Commission on VAW/DV with representation across all government ministries. This Commission played both a coordination and a report back role: the National Action Plan promulgated by the IA Commission set targets that each ministry had to report back about.

## **4. Provide validated data to inform change.**

The national study on prevalence and attitudes towards VAW/DV was the first in nearly a decade and quickly became a reference point for shaping legislation, service delivery and public awareness. The fact that the study was carried out by the governments' statistics department enhanced the credibility of the findings in the eyes of government and public users.

## 6. Recommendations

The *Unite* project continued and launched a number of important initiatives that will enhance Georgia's response to VAW/DV. Inevitably, there is still unfinished business, including additional areas that the project did not address. Recommendations in this section consider i) next steps for initiatives launched under *Unite*; and ii) new components for a next generation project. Table 4 summarizes these recommendations and rates them in terms of their relative importance in meeting the broader goal of lowering the prevalence of VAW/DV and providing high quality support to survivors in Georgia. Some of these recommendations are already being addressed in other projects. Without a comprehensive view of either planned or on-going programming, all recommendations are included here for completeness (and reference made when the evaluation team was informed about other programming).

**Table 4 Summary of recommendations: next steps in addressing VAW/DV in Georgia**

Recommendation	Potential partners	Importance
<b><i>Next steps for initiatives launched under Unite</i></b>		
1. Evaluation and assessment framework for GRADA	MIA/police Global Rights for Women	High
2. Evaluation and assessment framework for pilot of rehabilitation of perpetrators of DV in prison, on probation	MoJ	High
3. Assess LAS VAW/DV mainstreaming effectiveness	LAS	Medium
4. Build rapid assessment loops into future campaigns	IA Commission	Medium
5. Assess court application and social dimensions of GPS monitoring system	MIA MoJ	Medium
6. Legislation to give victims immediate access to shelter	State Fund, MoJ	High
7. Pilot options for economic livelihood support for survivors	State Fund Chambers of Commerce Vocational Schools	High
8. Revisit crisis center staff roles vis a vis outreach (demand generation)	State Fund	Medium
9. High level stock taking by IA Commission	IA Commission	Medium
10. Advocate for government to provide on-going secretariat support to the IA Commission	HR Department, MIA	Medium
<b><i>Considerations for a next generation project</i></b>		
11. More shelters, more places, for longer	State Fund	Medium
12. Public awareness, behavior change via edu entertainment	Media outlets	Medium
13. Engaging with schools, teachers	Ministry of Education	Medium
14. Guidelines for medical professionals	Ministry of Health	High
15. Briefing, orientation for judges	MoJ	High
16. Include M&E expertise on project team (operational recommendation)		High

## 6.1 Next steps for initiatives launched under *Unite*

**1. Evaluation and assessment framework for GRADA.** Monitoring of the roll out of the risk assessment tool for police to assess DV (GRADA) relied largely on anecdotal feedback and tracking changes in rates of restraining orders. An assessment of the tool was deferred to a next phase. While most users and observers agree the application of the tool has been highly successful, a more formal evaluation would help to validate these impressions and provide insights into necessary adjustments. Special attention needs to be paid to consistency of use across the police force, and the evaluation should investigate whether the on-line training was sufficient. It should also investigate the extent to which the tool (and training) have contributed to change in police behavior in response to complaints about DV. Supervision mechanisms should be included in the evaluation.

Going forward, a more robust monitoring system should be institutionalized to provide real-time feedback to supervisors about the correct use of the tool in particular and police response to reports of DV in general. Global Rights for Women may be able to assist with this, and links to the 112 and police records for data. The voices of police and victims will be important in any assessment.

**2. Evaluation and assessment framework for pilot of rehabilitation of perpetrators of DV in prison and on probation.** The small number of participants in the “pilot” for this component under *Unite* suggests it may not be worth a full evaluation at this point. However, since there are other agencies (e.g. GYLA) working in this space, a broader comparative look at outcomes from different strategies may be valuable.<sup>21</sup> Additional work on rehabilitation of perpetrators will be important going forward. Building a robust assessment framework into a future pilot will help the relevant government departments determine the most cost effective programme option. Since the human resource within the penitentiary system to implement the Spanish programme is quite limited, alternative strategies could be tested. Cooperation with the Joint Operations Room (related to 112 and the GPS bracelet system) and courts will offer more nuance into causal factors particularly if a number of strategies are piloted at the same time.

**3. Assess VAW/DV mainstreaming effectiveness in the LAS and PDO.**<sup>22</sup> The *Unite* project invested in training a good proportion of the LAS lawyers and underwrote the cost of expert lawyers to deal with DV specifically in both LAS and the PDO office (PDO has retained some of these lawyers; LAS has not). An assessment of the LAS quality, frequency and location of legal services provided to victims of DV would enhance the agency’s insight into its responsiveness to the legal needs of survivors of DV. As the oversight body, the PDO could be a partner in this regard (although a separate assessment of the PDO’s effectiveness in overseeing compliance with new legislation would also be beneficial). Both assessments should include the voices of clients.

**4. Build rapid assessment loops into future public awareness campaigns.** Public awareness is essential in the response to VAW/DV. The project’s efforts to mobilize multiple agencies and multiple media were laudable. At the moment, the impact of the two 16 days against VAW/DC campaigns is largely impressionistic. The main indicator is the high level of engagement by participating agencies. More could be done to get a snapshot of short and medium term outcomes in terms of raised understanding, and changes in attitudes and behaviors amongst key audiences. This could be done for instance by i) compiling data already gathered from participating agencies; ii) targeted, short surveys of select audiences—use of phone surveys or digital media reduces the cost; iii) focus groups with

<sup>21</sup> This assumes that access to rehab participants is possible, particularly those who have been released.

<sup>22</sup> On-going training for LAS and PDO lawyers in the psychological aspects and new laws related to Domestic Violence was a recommended to ensure sustainability of *Unite*’s several exposure trainings for Legal Aid Service lawyers. However, during the debrief with UN Women, the evaluators learned that under UNJP (the Swedish project), UN Women developed a training module on VAW/DV. This module has been adopted by the Georgian Bar Association, which mandates a certain number of professional trainings each year.

targeted audiences; iv) inclusion of select questions about attitudes and information sources in the national omnibus surveys. Such assessments will help focus messaging and media selection for future campaigns, validate how target audiences receive information, and build capacity within participating agencies.

**5. Assess court application and social dimensions of GPS monitoring system.** As noted above, because the legislation was not in place to roll out the GPS system, testing was only possible on the software during the project. An assessment of the use and outcomes of the system will be valuable to ensure it is contributing appropriately to victim protection. An assessment could also include a look at how judges are applying the use of the GPS bracelets (i.e. vs incarceration or probation without a bracelet) in terms of outcomes and value for money. An assessment will benefit from data gathered by the GPS system itself as well as police and MoJ records about offenders.

**6. Legislation to give victims immediate access to shelter.** At the present time, victims of domestic violence have to wait up to 12 days while a committee in Tblisi gives the official status of “victim” in order to get access to a shelter. Many respondents to this evaluation commented that this leaves a woman vulnerable and that the regulation needs to change.

**7. Pilot options for economic livelihood support for survivors.** This may be the most challenging element of the suite of support services for survivors for all the reasons noted in Chapter 4.3.. State Fund seems keen to continue to find solutions, and it is clear that partnership with the newly established employment agency within the government, as well as possibly Chambers of Commerce and vocational training institutions would be beneficial. The special needs of survivors of DV, whether or not they are in shelters when they apply for this type of support, need to be factored in to the design and costing of such services. Women in training are likely to need **childcare support, on-going psychosocial support, housing, startup capital or access to micro loans** if they are starting a business. **Additional legislation** may be required to earmark funding. A careful assessment framework should accompany this work, and piloting of multiple models may be appropriate at this early stage to see which is most cost effective.

**8. Revisit crisis center staff roles vis a vis outreach (demand generation).** The crisis center offers valuable services to victims of DV. Outreach and public education should be included in those services, particularly in places where demand and/or awareness are low. The cost of maintaining a crisis center should be maximized by deploying staff to schools, community centers, and municipal government fora as appropriate to complement response function with awareness raising.

**9. High level stock taking by IA Commission.** The National Action Plan on VAW/DV will expire in 2020. This would be an appropriate moment to review progress and set a new agenda. Support for such an initiative will re-focus attention on the issue of VAW/DV. It would be an opportunity to share learning and garner commitments to on-going needs and next steps.

**10. Advocate for government to provide on-going secretariat support to the IA Commission.** Several more years of secretariat support to the IA Commission seems advisable so as not to lose the stature and momentum this Commission has achieved. External support is clearly not a sustainable solution, however, and any future project should seek to negotiate a transition to government budgetary and secretariat support, ideally within the life of a next generation project.



## 6.2 Considerations for a next generation project

**11. More shelters, in more places, for longer.** The most immediate need victims of DV often face is a safe space for themselves and their children. Shelters are not available everywhere in the country. Even when space is available somewhere else in the country women hesitate to relocate themselves and their children since at the moment there is a six month limit on how long they can stay<sup>23</sup>. The call for more shelters for victims of domestic violence in more places came from many informants in the evaluation. Lengthening the allowable stay in shelters or adjunct housing facilities, particularly if the woman is in training, should be considered.

**12. Public awareness, behavior change via edu entertainment.** The media has been an important contributor to raising awareness on issues of DV for a long time. It was media coverage of the increased incidence of femicide that first shocked the public into awareness of the extent and consequences of domestic violence in the country. Media was reportedly used effectively throughout the 16 days of VAW/DV campaigns (2017/2018). In a follow on project, the media should continue to be engaged to maintain accurate awareness and help to mitigate the stigma surrounding reporting.

Edu entertainment has been used as a powerful way to unpack complex social issues, using characters people can identify with to adopt new behaviors in response to familiar situations. One observer notes that messaging through current, popular sitcom shows project damaging patriarchal values that demean women and reinforce stereotypes that contribute to DV and other forms of VAW. Edu entertainment could well counter these narratives.

**13. Engaging with schools, teachers.** Because violence at home and corporal punishment in school is still considered acceptable, it normalizes the use of violence more broadly. Shifts in understanding and norms can be effective when they start in the school. The link between physical and psychological violence also needs to be brought out and talked about with young people and parents to help them understand the drivers and deeply damaging nature of such behaviors. Informants in the evaluation suggest that students are much more open to talking about these issues than their teachers.<sup>24</sup> The ad hoc outreach to schools in the *Unite* project needs to be more systematic, working through the Ministry of Education. UN Women has done some research on teacher attitudes towards reporting DV, and an initiative for teachers is reportedly underway.

**14. Guidelines for medical professionals.** The National Action Plan (2018-2020) anticipated training and guidelines for medical professionals to support a more effective response to victims of DV. A number of informants, particularly in the two regional sites, noted that while doctors are important responders in cases of domestic violence, they also face a number of disincentives to reporting. The victim may ask them not to, fearing reprisal, and the doctor has no obligation to do so in such a case (If children are victims of violence, doctors are obligated to report). Further, as with teachers, doctors often hold prevailing patriarchal views about fault and privacy, and may be disinclined to even encourage patients to report. At the same time, a number of practitioners note that guidelines for medical practitioners dealing with cases of VAW/DV are not available.

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<sup>23</sup> In Guria, the municipality has short term shelter for those who need it, but informants for this evaluation suggested that DV victims would not receive priority and that this housing was typically oversubscribed.

<sup>24</sup> A number of informants noted that teachers are reluctant to report cases of child abuse (including child marriage) even if they are aware of it. This is in part because teachers are embedded in the community and may face ostracism for reporting on their neighbors. Teachers also rely on community members for extra remuneration from tutoring, a source of income which could be jeopardized if they were perceived as whistleblowers.

Guidelines and more assertive legislation that require doctors to be more proactive and sensitive vis a vis the needs of female victims of violence is needed. Training of medical providers and mainstreaming oversight into MoH supervision systems should be part of a future project<sup>25</sup>.

**15. Briefing, orientation for judges.** The critical role of judges in addressing the State's response to DV is recognized under the UNJP project. In the same way that first responders and service providers have benefited from training and sensitization, judges (who are mostly male) need more than just an understanding of new legislation.

**16. Include M&E expertise on team (operational recommendation).** M&E expertise should be included in the design and implementation stages of any future project. Such expertise will contribute to development of appropriate indicators, performance monitoring, enhancing robust learning from pilot initiatives, and strengthening capacity of partners through more robust reporting requirements, and the provision of advice on in-house monitoring systems.

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<sup>25</sup> This may fall under the remit of another UN agency and is put forward here because of its importance as part of a comprehensive response to VAW/DV in Georgia

## Annex A: Information on the Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence Issues

In June 2017 with the establishment of the Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence in the executive branch, the institutional framework for gender equality has changed. The Commission replaced the Inter-Agency Council, which was previously focused only on Domestic Violence. An inter-ministerial body located in the executive branch, the Commission was created in order to meet the requirements of Article 10 of the Istanbul Convention. The Commission is chaired by the Assistant to the Prime Minister on Human Rights and Gender Equality Issues, and co-chaired by the Deputy Justice Minister.

Under the auspices of the IA Commission, Gender Focal Points have been identified at all government institutions as major partners responsible for implementation of the gender mainstreaming within the State institutions. With regard to civil involvement, the participation of civil society groups is ensured.<sup>26</sup> Its mandate covers gender equality, violence against women and domestic violence, as well as implementation of the UN Security Council resolutions on Women, Peace and Security. It is responsible for the adoption, implementation and monitoring of the National Action Plans on Gender Equality, Violence against Women/Domestic Violence and UN Security Council Resolutions on Women, Peace and Security. In addition to its work on substantive issues, the Commission is mandated to support the effective functioning of, and coordination between, the activities of respective state bodies in the field of gender equality, violence against women, domestic violence and women's empowerment. With respect to violence against women and domestic violence, the Commission functions as a domestic monitoring mechanism required by Article 10 of the Istanbul Convention. Its mandate includes developing proposals on these issues and submitting them to the Government of Georgia for their review and further action.

The Commission created five thematic working groups:

1. Working group responsible for the implementation of the UN Security Council Resolution on "Women, Peace and Security";
2. Working group on Gender Equality and Women's Empowerment;
3. Working group on Violence against Women and Domestic Violence;
4. Inter-Agency Commission communication working group on DV and EVAW;
5. Working group: Cooperation platform with Municipalities;

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<sup>26</sup> Articles 1(3); 2(3); 3(2)

Members include<sup>27</sup>:

<b>Agency</b>	<b>Member</b>	<b>Expert focal point</b>
The Ministry of Justice of Georgia	Gocha Lortkifanidze	Ketevan Sarajishvili
The Ministry of Internal Affairs of Georgia	Natia Mezvrishvili	Maka Peradze
Ministry of Education, Science, Culture And Sport of Georgia	Irine Abuladze	Sophio Chantadze
The Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs of Georgia	Tamar Barkalaia	
Ministry of Regional Development and Infrastructure of Georgia	Mzia Giorgobiani	Magda Mamukashvili
The Ministry of Finance of Georgia	Giorgi Kakauridze	Zaza Rukhaia
Ministry of Environmental Protection and Agriculture of Georgia	Khatia Tsilosani	Nato Macharashvili
The Ministry of Foreign Affairs of Georgia	Khatuna Totladze	Vladimer Konstantinidi
The Ministry of Defense of Georgia	Nukri Gelashvili	Maka Petriashvili
The Ministry of economy and sustainable development of Georgia	Ekaterine Mikaberidze	Teona Babunashvili
The State Ministry for Reconciliation and Civic Equality of Georgia	Lia Gigauri	Lali Devidze
Prosecutor's Office of Georgia	Giorgi Gabitashvili	Salome Shengelia
The State Fund for Protection and Assistance of (Statutory) Victims of Human trafficking	Meri Maghlaperidze	Irma Aladashvili
Civil Service Bureau	Ekaterine Kardava	Maia Dvalishvili
National Statistics Office of Georgia	Gogita Todradze	Lia Charekishvili
Public Defender's Office of Georgia	Ekaterine Skhiladze	Ana Iluridze
Gender Equality Council of the Parliament of Georgia	Tamar Chugoshvili	
Supreme Court of Georgia		Ana Shalamberidze
LEPL Legal Aid Service	Irakli Shonia	Sopio Nucubidze

<sup>27</sup> As of September, 2019

## Annex B. Documents Reviewed

1. 1st year progress report, Unite Project
2. 2nd year progress report, Unite Project
3. 3rd year interim progress report, Unite Project
4. 2019 Project Steering Committee Meeting Note
5. 2019 Project Steering Committee Meeting Presentation
6. 2018-2019 Project Workplan
7. 2018-2020 VAW/DV NAP
8. Campaign Calendar for “16 Days of Activism against GBV 2018”, 25.11- 10.12, 2018
9. Collection of IEC materials popularizing National VAW Study findings
10. Economic Rehabilitation Manual - The State Fund for the Protection and Assistance of (Statutory) Victims of Human Trafficking
11. Final report from “Women for Regional development”
12. Ministerial Decree No. 81 on DV risk assessment, 13.07.2018
13. Narrative report from ‘Women of Multinational Georgia’, 15.08.2018 – 30.10.2018
14. National Communication Strategy on EVAWG 2018-2020 and National Communication Action Plan on EVAWG 2018-2020
15. National VAW Study in Georgia 2017 Report
16. Performance monitoring framework, Unite to Fight Violence against Women, 01.11.2016 – 01.11.2019
17. Project document, Unite to Fight Violence against Women, 15. 07. 2015
18. Project Budget
19. Project brief
20. Project Communication and Visibility Strategy
21. Rehabilitation/Behavioral Correction Programme for VAW/DV Perpetrators
22. Report on the governmental campaign “16 Days of Activism against GBV 2018”
23. Responsible party narrative report from Legal Aid Service, 16.08.2018 – 28.09.2018
24. Responsible party narrative report from Legal Aid Service, 01.10.2018 – 31.12.2018
25. Responsible party narrative report from Legal Aid Service, 01.01.2019 – 29.03.2019
26. Responsible party narrative report from Legal Aid Service, 01.04.2019 – 30.06.2019
27. Responsible party narrative progress report from Report: The State Fund for the Protection and Assistance of (Statutory) Victims of Human Trafficking, 30.07.2017 – 30.11.2017
28. Responsible party narrative progress report from Report: The State Fund for the Protection and Assistance of (Statutory) Victims of Human Trafficking, 12.2017
29. Responsible party narrative progress report from Report: The State Fund for the Protection and Assistance of (Statutory) Victims of Human Trafficking, 01.2018 – 04.2018
30. Responsible party narrative progress report from Report: The State Fund for the Protection and Assistance of (Statutory) Victims of Human Trafficking, 04.2018 – 07.2018
31. Responsible party narrative progress report from Report: The State Fund for the Protection and Assistance of (Statutory) Victims of Human Trafficking, 07.2018 – 09.2018
32. Responsible party narrative progress report from Report: The State Fund for the Protection and Assistance of (Statutory) Victims of Human Trafficking, 09.2018 – 12.2018
33. Request for Proposal (RFP) to Conduct Awareness Raising Sessions on Violence against Women and Domestic Violence in Guria and Qvemo Qartli, Georgia, 15.06.2018
34. Risk Assessment ToT Report, 07.2018
35. ROM mission report, 01.11.2017
36. Standard letter of agreement between the United Nations entity for gender equality and the empowerment of women and Legal Aid Service of Georgia on the implementation of Unite to Fight Violence against Women, 15.08.2018

37. UN Joint Programme for gender equality, Indicator Based Performance Assessment, 11.04.2019
38. World Bank, Gender Brief – Georgia (2015)
39. World Economic Forum, The Global Gender Gap Report 2017. Available at [http://www3.weforum.org/docs/WEF\\_GGGR\\_2017.pdf](http://www3.weforum.org/docs/WEF_GGGR_2017.pdf).

## Annex C. People interviewed

Institution	Title	Interview mode
National Government		
Public Defender's Office	Gender Specialist in Guria	Skype
Public Defender's Office	Gender Specialist in Kvemo Kartli	Face to face
Public Defender's Office	Deputy Public Defender	Face to face
State Fund	Director	Face to face
Crisis Center/ State Fund	Social worker/deputy director (Marneuli)	Face to face
Crisis Center/ State Fund	Psychologist (Marneuli)	Face to face
Crisis Center/ State Fund	Director /Lawyer (Ozurgeti)	Skype
Crisis Center/ State Fund	Social Worker (Ozurgeti)	Skype
Geostat	Head of agency	Face to face
Geostat	Head of unit	Face to face
Geostat	Head of unit	Face to face
Legal Aid Service	Deputy Chair	Face to face
Legal Aid Service	Project manager	Face to face
Legal Aid Service	Deputy Chair	Face to face
Legal Aid Service	Gender specialist lawyer (Kvemo Kartli)	Face to face
Legal Aid Service	Gender specialist lawyer	Face to face
Legal Aid Service	Lawyer/Consultant (Kvemo Kartli)	Face to face
Ministry of Internal Affairs	Former Chair of the Human Rights Protection Department	Face to face
Ministry of Internal Affairs	Deputy Chair of the Human Rights Protection Department	Face to face
Ministry of Internal Affairs	Head of unit	Face to face
Ministry of Internal Affairs	Regional Coordinator for Guria	Face to face
Ministry of Internal Affairs	Former regional Coordinator for Kvemo Kartli	Face to face
Ministry of Internal Affairs	Investigator (Kvemo Kartli)	Face to face
Ministry of Internal Affairs	Investigator (Tbilisi)	Face to face
Ministry of Internal Affairs	112 representative	Face to face
Ministry of Internal Affairs	Joint Operations room representative	Face to face
National Probations Agency/ Ministry of Justice	Head of unit	Face to face
Penitentiary Department/ Ministry of Justice	Head of unit	Face to face
Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence	Former Chair	Skype

Training Center of Justice	Head of Legal Department	Face to face
Training Center of Justice	Head of International Relations	Face to face
<b>Municipal government</b>		
Local Government Marneuli	Chair of Gender Council (Marneuli)	Face to face
Local Government Marneuli	Administrative Manager (Marneuli)	Face to face
<b>NGO</b>		
Women for Regional Development	Chairperson (Guria)	Skype
Georgian Young Lawyers Association	Lawyer	Face to face
Women of Multinational Georgia	Chairperson (Kvemo Kartli)	Face to face
Equality Now	Consultant	Face to face
<b>UN Women</b>		
UN Women	Deputy UN Women CO representative	Face to face
UN Women	Project Analyst	Face to face
UN Women	Project Associate	Face to face
UN Women	Ending Violence against Women Programme Analyst	Face to face
<b>International consultants</b>		
Global Rights for Women	International Consultant	Skype
	International Consultant	Skype
The Equality Institute	International Consultant	Skype
<b>National Consultants</b>		
	National Consultant	Face to face
	National Consultant	Face to face
<b>Donor</b>		
EU Delegation	Former portfolio manager	Face to face
EU Delegation	Portfolio manager	Face to face
<b>Other</b>		
One beneficiary provided with socioeconomic rehabilitation support through the State Fund		



## Annex D. Scope of Work for the final evaluation of the EU/UN Women project “Unite to Fight Violence Against Women”

### Background

In November 2016, UN Women – the United Nations Entity for Gender Equality and the Empowerment of Women – with the generous support of the European Union (EU), launched a 3-year project “Unite to Fight Violence against Women.” The overall objective of the action is to prevent violence against women (VAW) and domestic violence (DV) and to eliminate its causes and consequences in Georgia. The specific objective is to create an enabling legislative, policy and service delivery environment in line with internationally binding standards on ending violence against women and girls (EVAWG) at national and local levels (Guria and Qvemo Qartli regions) in Georgia.

The project is aimed at realizing two inter-related results: 1) Key stakeholders conduct awareness-raising, preventive and corrective actions, based on reliable data and in such a way that they contribute to increased disclosure and prevention of violence and 2) Capacity of key policy and service delivery institutions strengthened to promote and protect women’s right to a life free from VAWG, including DV.

Compliant to UN Women’s Strategic Note 2016-2020, the project ensured realization of project results with interventions on policy, institutions and grassroots’ levels to bring about interrelated positive change and contribute to the achievement of the overall, as well as the specific objectives of the action. On level 1: Policies and Legislation – the action generated comprehensive data and evidence through conducting a National Study on VAW in Georgia and provided comprehensive support to the government of Georgia in streamlining national policies, laws and plans in line with generated evidence, as well as Georgia’s international and national commitments on EVAW. On level 2: institutions – capacity development – the project provided capacity development support to key institutional partners engaged in the national response against VAW/DV. On the level 3: grassroots, the project provided coordinated support to national and local partners on raising awareness to prevent and increase disclosure of VAWG and DV in Georgia.

Key partnerships with relevant government and civil society actors in Georgia have been strengthened or established to ensure delivery of project results and to enhance project sustainability and national ownership. In line with the project document, UN Women formalized frameworks of cooperation with responsible parties – the National Statistics Office of Georgia (GEOSTAT), the State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking and Domestic Violence, Legal Aid Service (LAS) and the Public Defender’s Office (PDO) – via Letters of Agreement. Effective and meaningful partnerships have been further sustained with the Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence with UN Women providing robust technical assistance in development, implementation and monitoring of the national laws and policies on EVAW. The project further established partnerships with key state actors engaged in the national response against VAW/DV, including the Ministry of Internal Affairs (MIA), Ministry of Justice (MoJ) and the Ministry of Health (MoH) providing technical assistance in the area of enhancing safety of and strengthening service provision to the victims/survivors of violence. On the local levels, UN Women established close partnerships with the local governments and civil society organizations in project target regions of Guria and Qvemo Qartli via regular consultation meetings, capacity development trainings and awareness raising campaigns around VAW/DV.

Throughout the project lifespan, UN Women completed its administrative and financial obligations and implemented all project-related activities specified in the project document. A summary of highlight results and achievements are listed below:

- The project bridged the national data gap on VAWG/DV by conducting the National VAW Study in Georgia, in partnership with GEOSTAT. The study findings provided data on the prevalence of intimate-partner violence (IPV), domestic violence and non-partner physical and sexual violence, sexual harassment and stalking, as well as the perceptions and awareness of women and men on gender and violence in Georgia. The findings generated by the study established baseline indicators for a number of the nationalized Sustainable Development Goals (SDGs) and offered evidence to inform the design of policies and programmes by national stakeholders;
- The project ensured coordination and unity of action by state agencies in delivering awareness-raising interventions on EVAWG by supporting the Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence in the development and adoption of two framework-setting documents: the National Communication Strategy and the National Communication Action Plan on EVAWG. To ensure effective implementation of these two documents, the project further supported the Inter-Agency Commission in the establishment and effective functioning of the EVAWG Communication Task Force. The project further contributed to encouraging disclosure of VAWG/DV by providing support to selected national partners and civil society organizations to promote zero tolerance for VAWG/DV and increase awareness around services available for the victims/survivors of violence nationwide, as well as in project target region of Guria and Qvemo Qartli;
- The project further provided coordinated support and trainings to policymakers and service providers in order to strengthen capacities for the implementation of laws and policies, as well as provide better service delivery. As a direct result of strategic technical support provided to the Inter-Agency Commission in the development of the 2018-2020 National Action Plan on the Measures to be Implemented for Combating Violence against Women and Domestic Violence and Protection of Victims/Survivors (hereinafter referred to as 2018-2020 VAW/DV NAP), the Government of Georgia adopted the VAW/DV NAP on 13 April 2018;
- The project resulted in a milestone policy shift in the police response to DV through its support of the Ministry of Internal Affairs (MIA) in developing and adopting the DV risk assessment methodology. The DV risk assessment methodology has been integrated into the restraining order protocol for DV offenders in accordance with the ministerial decree issued on 13 July 2018 (Decree of the Minister of Internal Affairs No. 81 on the Approval of the Restraining Order and Restraining Order Protocol issued on 13 July 2018. Available at <https://matsne.gov.ge/ka/document/view/4262664?publication=0>). It enables police officers to document the history of violence suffered and evaluate risks for lethality and re-offence, thereby informing restrictive measures to be applied using a standardized methodology;
- The project has further strengthened the police response to DV by contributing to the creation and effective functioning of the Human Rights Protection Department (HRPD), a specialized unit of the MIA to steer the ministry's work, inter alia, on VAWG/DV issues. Strategic capacity development support has been provided to the HRPD via a series of specialized trainings and consultation meetings;
- The project contributed to improving the safety of victims/survivors via the introduction of Global Positioning System (GPS) ankle bracelets to monitor and track high-risk DV offenders. UN Women has further secured commitment from the ministry to take over the funding for the maintenance of the system after the project phaseout;
- The project expanded the geographic coverage of services available to the victims/survivors of VAWG/DV by supporting the State Fund in establishing two new crisis centers in the project target regions of Guria and Qvemo Qartli. The crisis centers provide psychological and socioeconomic assistance and rehabilitation, medical and legal services to victims/survivors of VAWG/DV as well as referral to shelters, as necessary. The project further contributed to bridging the gap on the provision of socioeconomic rehabilitation to the victims/survivors of domestic violence by supporting the State Fund in launching the development of the socioeconomic rehabilitation programme for the victims/survivors of VAW/DV.

- The project addressed the key gap in the provision of preventive interventions for the perpetrators of VAWG/DV by developing and piloting the rehabilitation/behavioral correction programme for perpetrators convicted of DV. The programme has been piloted in two penitential institutions of Georgia and is expected to become mandatory for VAW/DV offenders in 2019.
- The project addressed the key gap in the provision of the free-of-charge legal aid services to the victims/survivors of VAWG/DV by supporting the Legal Aid Service (LAS) in expanding its mandate to provide legal consultations and court representation services to the victims/survivors of VAWG/DV (regardless of their socioeconomic status) on civil and administrative legal matters related to their victimization. The project further strengthened the capacity of lawyers working for the LAS by conducting in-depth specialized trainings on VAWG/DV.
- The project further enabled Gender Equality Department (GED) of the PDO (Public Defender's Office) to expand its geographic coverage and monitor implementation of the legislation in relation to GE and VAWG nationwide in 6 regions of Georgia (Adjara, Guria, Kakheti, Qvemo Qartli, Samegrelo and Samtskhe-Javakheti);

#### Evaluation purpose, objectives and use

The main purpose of this final evaluation is to assess the achievement of programme results and performance of the above described intervention.

The specific evaluation objectives are as follows:

- Analyze the relevance of the implementation strategy and approaches of the “Unite to Fight Violence against Women” project;
- Assess organizational efficiency in progressing towards the achievement of the project's results as defined in the intervention;
- Validate the project results in terms of achievements and/or weaknesses toward the outcome and outputs;
- Assess the potential for sustainability of the results achieved by the project;
- Document lessons learned, best practices, success stories and challenges to inform future work of UN Women and the EU in addressing violence against women and domestic violence;
- Identify strategies for replication and up-scaling of the programme's best practices;
- Provide actionable recommendations for future programmatic developments and maximize ownership by partners in the country covered by the project;
- To assess how the project y and its results relate and contribute to commitments and achievement of Sustainable Development Goals (SDGs) in Georgia.

Findings of the evaluation will inform UN Women Georgia's future work in the area of ERAW. The external evaluation will further identify lessons learned, best practices and challenges of the “Unite to Fight Violence against Women” project and will greatly inform the development of the follow-up programmatic interventions.

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

#### Evaluation Scope, Methodology, criteria and Key Evaluation Questions:

##### Scope and methodology

The final evaluation of the project is to be conducted externally by an international external consultant/evaluator in a team with national consultant/assistant evaluator. It is planned to be completed in 27 working day in the period of 05 August 2019 – 04 October 2019.

The evaluation will cover almost the full project implementation period that started in November 2016 will end in October 2019.

The evaluation will be conducted in Georgia, where the project has been implemented, in the capital Tbilisi with a travel to project target regions – Guria and/or Qvemo Qartli to collect data as defined by the evaluation plan.

The evaluation methodology will be mixed (quantitative and qualitative research methods and analytical approaches) to account for complexity of gender relations and to ensure participatory and inclusive processes that are culturally appropriate. A theory of change approach will be followed and the consultant is expected to reconstruct, validate and identify the gaps in the project's theory of change. The reconstructed theory of change should elaborate on following how "Unite to Fight Violence against Women" project has contributed to creating an enabling legislative, policy and service delivery environment in line with internationally binding standards on ending violence against women and girls (EVAWG) in Georgia. Assumptions should be tested and explain both the connections between early, intermediate and long term project outcomes and the expectations about how and why the project has brought them about. By reconstructing the ToC the evaluator is also expected to identify challenges and gaps in the implementation of the project for future improvement. Hence an eventual next phase of the project will benefit from a refined and tested ToC.

The evaluation team should develop a sampling frame (area and population represented, rationale for selection, mechanism of selection, limitations of the sample) and specify how it will address the diversity of stakeholders in the intervention. The evaluation team should take measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality and human rights; for example, the limitations of the sample (representativeness) should be stated clearly and the data should be triangulated (cross-checked against other sources) to help ensure robust results.

#### Evaluation criteria and questions

The evaluation will address the criteria of Project Relevance, Effectiveness, Efficiency, and Sustainability. More specifically, the evaluation will address the key evaluation questions:

- Relevance: A) How does the project design match with the complexity of national structures, systems and decision-making processes? B) How does the project reflect and align with national strategic plans and normative frameworks as well as Georgia's international obligations and commitments in the field of ending violence against women and domestic violence? C) Is the project design based on quality analysis, including gender and human rights-based analysis, risk assessments, socio-cultural and political analysis? D) Were the programmatic strategies appropriate to address the identified needs of beneficiaries?
- Effectiveness: A) What has been the progress made towards achievement of the expected outcomes and expected results? What are the results achieved? B) What are the reasons for the achievement or non-achievement of the project results? C) Does the project have effective monitoring mechanisms in place to measure progress towards results? D) What is the influence of the specific country context and circumstances on the achievement of results and operational effectiveness? F) How adaptable and rapidly does the project react to changing situations? G) Has the project achieved any unforeseen results, either positive or negative? For whom? H) What are the good practices and the obstacles or shortcomings encountered? How were they overcome? I) To what extent have capacities of relevant duty-bearers and rights-holders been strengthened? J) What -if any- types of innovative good practices have been introduced in the programme for the achievement of GEEW results? K) Has the project led to complementary and synergistic effects on broader UN Women efforts to combat violence against women and domestic violence in Georgia?

- Efficiency: A) Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outcomes? B) Have the outputs been delivered in a timely manner? C) To what extent were relevant stakeholders and actors included in the project planning and implementation?

- Sustainability A) How effectively has the project been able to contribute to the generation of national ownership of the project outputs? B) What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time after the project phase out? C) To what extent has the project identified strategic partners that could pick up on supporting continued government and non-governmental action when the project comes to an end? D) Do national/local institutions demonstrate leadership commitment and technical capacity to continue to replicate some project activities? E) To what extent have the project's exit strategy been well planned and successful? F) To what extent has the UN Women been able to promote replication of project successes?

The questions outlined above are preliminary and are expected to be revised and refined by the evaluation team during the inception phase of the evaluation.

### Phases of the evaluation process

The evaluation process is divided in five phases: 1) Preparation, mainly devoted to structuring the evaluation approach, preparing the TOR, compiling programme documentation, and hiring the evaluation team; 2) Inception, which will involve reconstruction of theory of change, evaluability assessment, inception meetings, inception report and finalization of evaluation methodology; 3) Data collection and analysis, including desk research and preparation of field missions, visits to project sites 4) Data analysis and synthesis stage, focusing on data analyzed, interpretation of findings and drafting of an Evaluation Report; and 5) Dissemination and follow-up, which will entail the development of Management Response, uploading it into UN Women GATE system.

The consultant will be responsible for inception, data collection and data analysis and synthesis phases.

- Inception phase: at the beginning of the consultancy, the consultant will be provided with key sources of information for an initial desk review. At the end of this phase an inception report that will include the refined evaluation methodology will be delivered. The inception report will be validated and approved by UN Women.

- Data collection phase: based on the inception phase, the consultant will carry out further in-depth desk review, and field missions will be conducted to complete data collection and triangulation of information. Interviews and focus group discussions with key stakeholders, as relevant, will take place.

- Data analysis and synthesis phase: The collected information will be analyzed and final evaluation report will be delivered. A validation meeting will be organized where the consultant will validate the final report with UN Women and the ERG and approved by UN Women.

UN Women IEO has developed the GERAAS, which has adapted UNEG Standards for Evaluation in the UN System to guide evaluation managers and evaluators on what constitutes a 'good quality' report at UN Women. All evaluations in UN Women are annually assessed against the framework adopted in GERAAS and hence the consultant should be familiar with GERAAS quality standards.

In addition, UN Women is an UN-SWAP reporting entities and the consultant will take into consideration that all the evaluation in UN Women are annually assessed against the UN-SWAP Evaluation Performance Indicator and its related scorecard. The evaluation will be conducted in accordance with UN Women evaluation guidelines and UNEG Norms and Standards for evaluation and the UNEG Code of Conduct for Evaluations in the UN System (UNEG Ethical Guidelines : [http://uneval.org/papersandpubs/documentdetail.jsp?doc\\_id=102](http://uneval.org/papersandpubs/documentdetail.jsp?doc_id=102); The UNEG Code of Conduct for Evaluation: [http://uneval.org/papersandpubs/documentdetail.jsp?doc\\_id=100](http://uneval.org/papersandpubs/documentdetail.jsp?doc_id=100)).

Stakeholders Participation and Evaluation Management Structure

The evaluation will be a consultative, inclusive and participatory process and will ensure the participation of stakeholders engaged in the implementation of the project.

The evaluation will be Human Rights and Gender responsible and an Evaluation Reference Group (ERG) will be established.

The Evaluation Reference Group is an integral part of the evaluation management structure and is constituted to facilitate the participation of relevant stakeholders in the design and scope of the evaluation, raising awareness of the different information needs, quality assurance throughout the process and in disseminating the evaluation results. The Evaluation Reference Group will be engaged throughout the process and will be composed of relevant representatives of state and non-state stakeholders. The ERG group will review the draft evaluation report and provide substantive feedback to ensure quality and completeness of the report and will participate in the inception and validation meeting of the final evaluation report.

The UN Women Georgia Monitoring and Evaluation Focal Point will serve as the Evaluation task manager, who will be responsible for day-to-day management of the evaluation. The evaluation process will be supported by UN Women Europe and Central Asia Regional Evaluation Specialist (based in Istanbul, Turkey).

Coordination in the field including logistical support will be the responsibility of UN Women.

Within six weeks upon completion of the evaluation, UN Women has the responsibility to prepare a management response that addresses the findings and recommendations to ensure future learning and inform implementation of relevant projects.

This is a consultative/participatory final project evaluation with a strong learning component. The management of the evaluation will ensure that key stakeholders are consulted.

#### Duties and Responsibilities of International Consultant/Evaluator

Duties and responsibilities of the International Consultant are:

- To elaborate and submit the detailed inception report which contains evaluation objectives and scope, desk review, description of evaluation methodology / methodological approach, data collection tools, data analysis methods, key informants/agencies, evaluation questions, performance criteria, issues to be studied, work plan and reporting requirements. It should include a clear evaluation matrix linking all these aspects;
- To elaborate and finalize the data collection methodology such as guides, questioners/tools to be used with the key informants/interviewees;
- To conduct field visit combined with individual interviews and focus groups discussions with the relevant stakeholders;
- To prepare a Power Point Presentation and an outline on preliminary findings and present to ERG and reflect the feedback shared at this presentation in the final report;
- To produce and submit the draft and final evaluation reports in English. Format of the final evaluation report shall include the following chapters: Executive Summary (maximum five pages), Project description, Evaluation purpose, Evaluation methodology, Findings, Lessons learnt, Recommendations and Annexes (including interview list- without identifying names for confidentiality, data collection instruments, key documents consulted, Terms of Reference).

Deliverables:

- Detailed Inception Report, which contains evaluation objectives and scope, findings from inception meetings with all relevant stakeholders, initial desk review, description of evaluation methodology/methodological approach, data collection tools, data analysis methods, key informants/agencies, evaluation questions, performance criteria, issues to be studied, work plan and

reporting requirements. It should include a clear evaluation matrix linking all these aspects - by 16 August 2019 (7 working days, home-based);

- Data collected through completed field visit and key informant interviews and focus group discussions - by 30 August 2019 (8 working days, in Georgia);
- Data analyzed and Power Point Presentation on preliminary findings conducted to highlight key evaluation findings and conclusions, lessons learnt and recommendations- by - 30 August 2019 (2 working days, in Georgia);
- Draft and Final Evaluation report & Evaluation brief that reflects key findings, conclusions and recommendations and deployed methodology (indicative samples will be provided by UN Women) in English taking into consideration comments and feedback collected from the presentation of preliminary findings. The report shall include the following chapters: Executive Summary (maximum five pages), Introduction and Background, Evaluation approach and methodology, Findings, Conclusions, Lessons learnt, Recommendations and relevant Annexes - by 04 October 2019 (9 working days, home based). The evaluation team has to submit the initial draft of the evaluation report to Evaluation Reference Group after 7 working days and use the additional 2 days to address ERG comments/feedback and resubmit the final version to the Evaluation task manager);
- Evaluation brief that reflects key findings, conclusions and recommendations and deployed methodology (indicative samples will be provided by UN Women) – by 4 October 2019 (1 working day).

#### Duties and Responsibilities of National Consultant/Assistant Evaluator

The national consultant/assistant evaluator will work under the direct supervision of the international evaluator and will benefit from technical and operational support of UN Women Country Office in Georgia. In more specific terms, the national consultant will be providing support to the international evaluator in the process of the project evaluation in Georgia and will be responsible for the following tasks:

- To collect and review all relevant materials, such as reports, assessments, studies and normative acts etc.,
- Provide outline/translation of all key documents from Georgian into English to the international consultant, as needed;
- To support in arrangement of meetings, focus group discussions, interviews with key beneficiaries and stakeholders of the project together and in consultation with UN Women;
- To participate in all the meetings, focus group discussions and interviews, provide interpretation as needed, take notes and prepare minutes in English;
- To be available if further clarification is needed by the international evaluator during the drafting and finalization process of the evaluation and provide inputs to the evaluation report as needed.
- To prepare a brief narrative report on fulfillment of all the tasks assigned by this ToR.

#### Deliverables:

- Desk review of all relevant materials such as reports, assessments, studies, normative acts etc completed – 16 August 2019 (2 working days);
- Outline/translation of all key Georgian documents, as needed provided to the international evaluator – 16 August 2019 (2 working days);
- Meetings, interviews and focus group discussions in consultations with the International Evaluator arranged – 20 August 2019 (1 working day);
- Support provided in data collection, including interpretation provided in the meetings, interviews and focus group discussions, and relevant minutes prepared – 30 August 2019 (8 working days);
- Inputs and clarifications provided to the evaluation report prepared by the international evaluator – 04 October 2019 (3 working day);

The timeframe for the work of the expert is planned for 05 August 2019 – 04 October 2019 for a total of 16 working days.



## Annex E. Evaluation Matrix

### *United to Fight Violence in Georgia*

This evaluation Matrix was prepared by the evaluation team as part of the Inception Report. The Evaluation sub questions were adapted from the original Scope of Work. Amendments made by the evaluation team are shown in italics (added questions) and strike throughs (questions that were removed). They were approved by UN Women ahead of the fieldwork.

Evaluation Criteria	Key questions*	Sub questions	Indicators	Collection methods	Data source	Assumptions
<b>Relevance</b>	How does the project design match with the complexity <i>and capacity</i> of national structures, systems and decision-making processes?	<ul style="list-style-type: none"> <li>How does the project reflect and align with national strategic plans and normative frameworks as well as Georgia's international obligations and commitments in the field of ending violence against women and domestic violence?</li> <li>Is the project design based on quality analysis, including gender and human rights-based analysis, risk assessments, socio-cultural and political analysis?</li> <li>Were the programmatic strategies appropriate to address the identified needs of beneficiaries?</li> </ul>	<ul style="list-style-type: none"> <li>Alignment with international covenants (Istanbul convention, CEDAW provisions; SDGs)</li> <li>Number and nature of consultations with government/ interagency experts</li> <li>Number and nature of consultations with victims/ rights groups</li> </ul>	<ul style="list-style-type: none"> <li>Project document review</li> <li>KIIs</li> </ul>	<ul style="list-style-type: none"> <li>Project documents</li> <li>Interviews with government stakeholders, UN Women</li> </ul>	<ul style="list-style-type: none"> <li>Documents available</li> <li>Key informants available and willing to meet</li> </ul>

Evaluation Criteria	Key questions*	Sub questions	Indicators	Collection methods	Data source	Assumptions
Effectiveness	What has been the progress made towards achievement of the expected outcomes and expected results?	<ul style="list-style-type: none"> <li>• What are the results achieved?</li> <li>• What are the reasons for the achievement or non-achievement of the project results?</li> <li>• Does the project have effective monitoring mechanisms <i>and sufficient resources</i> in place to measure progress towards results?</li> <li>• What is the influence of the specific country context and circumstances on the achievement of results and operational effectiveness?</li> <li>• How adaptable and rapidly does the project react to changing situations?</li> <li>• Has the project <i>experienced</i> achieved any unforeseen results, either positive or negative? For whom?</li> </ul>	<ul style="list-style-type: none"> <li>• the percentage of change in state budget allocation for Ending Violence Against Women and Girls/Domestic Violence</li> <li>• % of people who think it is never justifiable for a man to beat his wife, by sex</li> <li>• % of change of ever-partnered women and girls aged 16 years and older subjected to psychological, physical or sexual violence by current or former intimate partner (SDG)</li> <li>• % of reported cases</li> </ul>	<ul style="list-style-type: none"> <li>• Project document review</li> <li>• Govt budget analysis (from UN Women) ?</li> <li>• VAW survey</li> <li>• Monitoring data</li> <li>• KIIs</li> </ul>	<ul style="list-style-type: none"> <li>• Project documents</li> <li>• KIIs with all stakeholders</li> <li>• GEOSTAT baseline and follow up data</li> </ul>	<ul style="list-style-type: none"> <li>• Information is available via UN Women (esp. monitoring data; government : budget, attitudinal, law enforcement, judicial etc.)</li> <li>• GEOSTAT has follow up data about VAW/DV</li> </ul>

Evaluation Criteria	Key questions*	Sub questions	Indicators	Collection methods	Data source	Assumptions
		<ul style="list-style-type: none"> <li>• What -if any- types of innovative good practices have been introduced in the programme for the achievement of GEEW results? <i>Have they been documented? Have they been effectively shared?</i></li> <li>• What obstacles or shortcomings <i>have been</i> encountered? How were they overcome?</li> <li>• <i>To what extent were relevant stakeholders and actors included in the project planning and implementation?</i> (NB. Moved from “Efficiency”)</li> <li>• <i>To what extent have capacities of relevant government and non-government duty-bearers and rights-holders been strengthened?</i></li> <li>• <i>Has the project enhanced synergies and cooperation amongst government agencies?</i></li> </ul>	<p>investigated and summary judgment made (dropped, prosecuted, sentenced, acquitted)</p> <ul style="list-style-type: none"> <li>• percentage of change of issued protective and restrictive orders</li> <li>• the percentage of change in public awareness of existing laws addressing DV as well as of existing relevant services in the project’s target regions, respectively</li> </ul>			

Evaluation Criteria	Key questions*	Sub questions	Indicators	Collection methods	Data source	Assumptions
		<ul style="list-style-type: none"> <li>Has the project led to complementary and synergistic effects on broader UN Women efforts to combat violence against women and domestic violence in Georgia?</li> <li><i>Did the project effectively cooperate with other agencies working in the GE/VAWG space in its design? Implementation?</i></li> </ul>				
<b>Efficiency</b>	Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outcomes?	<ul style="list-style-type: none"> <li>Were resources sufficient to achieve the objectives of the project?</li> <li><i>Did the project effectively leverage additional resources to achieve project outcomes?</i></li> <li>Have the outputs been delivered in a timely manner?</li> </ul>	<ul style="list-style-type: none"> <li>Spending vs. budget: overall and by task</li> <li>Deliverables timeline met</li> </ul>	<ul style="list-style-type: none"> <li>Review of budget reports</li> <li>Review of progress reports</li> <li>KIIs</li> </ul>	<ul style="list-style-type: none"> <li>Budget reports</li> <li>Progress reports</li> <li>UN Women, donor, government informants</li> </ul>	<ul style="list-style-type: none"> <li>Budget reports available</li> <li>Informants available and willing to talk about this</li> </ul>
<b>Sustainability</b>	To what extent has the project identified strategic partners that could	<ul style="list-style-type: none"> <li>How effectively has the project been able to contribute to the</li> </ul>	<ul style="list-style-type: none"> <li>Adoption of new policies</li> </ul>	<ul style="list-style-type: none"> <li>Review of project</li> </ul>	<ul style="list-style-type: none"> <li>Project documents</li> <li>KIIs</li> </ul>	<ul style="list-style-type: none"> <li>Documents available</li> </ul>

Evaluation Criteria	Key questions*	Sub questions	Indicators	Collection methods	Data source	Assumptions
	pick up on supporting continued government and non-governmental action when the project comes to an end?	<p>generation of national ownership of the project outputs?</p> <ul style="list-style-type: none"> <li>• What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time after the project phase out?</li> <li>• Do national/local institutions demonstrate leadership commitment and technical capacity to continue to replicate <i>and scale</i> some project activities?</li> <li>• To what extent have the project's exit strategy been well planned and successful?</li> </ul>	<p>related to VAW/DV</p> <ul style="list-style-type: none"> <li>• Commitments to maintaining funding for project activities or services</li> <li>• Practices introduced by the project adopted nationally</li> </ul>	<p>documents</p> <ul style="list-style-type: none"> <li>• KIIs with UN Women, government, civil society and consultants</li> </ul>		<ul style="list-style-type: none"> <li>• Informants willing to talk</li> <li>• Government commitments to on-going funding materialize.</li> </ul>

\*Excerpted from SoW. After review of these questions, the first question in each category provided the best overarching question and has been presented in this category. Others appear as sub questions.

## Annex F. Interview Protocols

The following interview protocols list the important questions to cover with key informants in order to answer the evaluation questions. Probing and new information arising in the course of interviews will inevitably suggest additional areas of inquiry, so these questions will be used as a starting point. At this point it is not anticipated that Focus Groups will be appropriate, though this could change if, for instance, a group of police, social workers, NGO staff are available at one time.

### **UN Women team members**

- In addition to the national survey, did UN Women carry out any consultations with at risk groups, service providers or policy makers in the design of the project?
- A number of key legislative initiatives related to VAW/DV have moved forward during the project. What do you attribute these changes to? What role do you feel UN Women played in this regard?
- One of your two Outcome Indicators relates to state budget allocation to addressing VAW/DV. Have you analyzed this (current and projected)?
- Looking back, how successful has the Interagency Commission been in moving legislation and coordination forward? What factors contributed to these outcomes? What role did UN Women play? Looking back, are there additional things UN Women could have done? What about next steps for the Commission?
- The project supported the establishment of a number of departments and hiring and training of specialist professionals able to respond directly to VAW and DV. These include the Human Rights Protection Department in the MIA, and members of LAS, PDO and police. In the short run has this served to spotlight and better respond to the specific issues or have they in any way separated the issue from the mainstream? Probe on institutional commitment, profile of issue, capacity of non-trained staff.
- This project piloted a number of new initiatives (the risk assessment tool; the GPS monitor for perpetrators; rehabilitation strategies for perpetrators). What metrics did you use to assess whether they were appropriate for scale, needed to be adjusted, or set aside? What factors were most important in gaining government commitment to continue these initiatives?
- In terms of the crisis centers in Guria and Qvemo Qarteli and the addition of GE/VAW/DV expertise in the Legal Aid Services, what were the successful and less successful elements of these initiatives? How did you gain government commitment to continue supporting these services?
- Looking back, which assumptions about the context and the project design did UN Women anticipate accurately? What factors were most important in enabling the project to meet its objectives? Probe about prior partnerships, leadership, synergies amongst elements etc.
- What were the biggest surprises or unanticipated results of the project?
- What were the biggest implementation challenges? What factors may have been misjudged in the design?
- Was the human resource sufficient to do the project as planned? Was the time sufficient? Was budget sufficient?
- The Performance Monitoring Framework references changes in key indicators based on the VAW study and other sources. The VAW data was collected in Aug/Sept, 2017, less than a year into the project, and change relied on a baseline from 2009, nine years prior to the start of the project. Many of the changes are quite compelling statistically, but it's hard to credibly attribute them to entirely to the project. How would you address this, either through triangulation other data sources or additional contextual analysis?

- What do you see as unfinished business from this project? What else needs to be done?
- The National Action Plan (NAP) anticipates national coordination with municipalities on implementation of the NAP and monitoring. How was that structured? how is it working in practice?
- The NAP anticipates that the Commission in partnership with the MIA will analyze restrictive order application by police officers. How is this being undertaken and what is the result?
- In the 16 days campaign, how were the 50 actions arrived at? Was there any follow up to assess attendance or awareness raised?

#### **Interagency Commission on GE, VAWG/DV**

- History of the Commission; when was it formed and why? Purpose and whether that has changed? Changes in membership?
- Frequency of meetings and attendance.
- Most important initiatives of the Commission in the 2016-present period?
- Reflections of how legislation, awareness and action on VAW and DV has changed in the last three years? Role of UN Women in supporting this change.
- Coordination amongst government agencies and with NGO agencies—examples of good cooperation and where more could be done?
- What were the main activities during the 16 days of activism against GBV in 2018? How did the project support? How did you assess impact?
- What's the unfinished business? What role can UN Women play in helping with this?
- The NAP anticipates national coordination with municipalities on implementation of the NAP and monitoring. How was that structured? how is it working in practice?
- The NAP anticipates that the Commission in partnership with the MIA will analyze restrictive order application by police officers. How is this being undertaken and what is the result?
- In the 16 days campaign, how were the 50 actions arrived at? Was there any follow up to assess attendance or awareness raised?

#### **European Union**

- What is your focus in Georgia and how does this project fit in?
- The EU has made a number of assessment trips to the project. What do think has gone best; where have there been areas for improvement?
- Have any lessons or practices from this project been shared with other EU country offices?
- How do you assess the commitment of the GoG to addressing VAW and DV, and the specific initiatives of this project (ask about each one)?
- What do you believe remains to be done once this project finishes?

#### **Parliamentary GE Council**

- History, remit, composition and approach of the GE Council.
- What kind of a profile do issues related to VAW/DV and violence in general have in the parliament? Has this changed over time? What role has UN Women played in this regard?
- What other government, non-government or international agencies have helped to shift policy and services in Georgia over the last 3 years?

#### **State Fund (national)**

- What is the overall remit of the State Fund? How is it structured?
- How was the SF responding to victims of violence before 2016? Since 2016?

- Has the UN Women helped change that? How?
- What do you know about the crises centers in Guria and Qvemo Qartli? Are they different from other crisis centers in the country?
- Did the project introduce any new practices in helping victims of VAGAG/DV this project? What are they? How effective do you think they are? How have they been integrated/replicated? Probe on psychosocial, legal and socioeconomic support offered to survivors through this programme.
- What challenges do the crisis centers face in delivering services?
- Will the SF continue to support the crisis centers in Guria and Qvemo Qartli after October, 2019 when UN Women support phases out? Will it be at the same level?
- Are there outstanding issues that need to be address in Georgia related to VAW/DV? What are they? What do you think needs to be done?

#### **Crisis Centers: Director and staff**

- What is your background?
- How was this center established?
- What kind of staff do you have? What is their training?
- What services do you offer? Probe on types and numbers.
- How do women find out about your services?
- What population do you serve? Probe on demographics.
- What are the main drivers of VAW and DV in the community you serve? Who are the perpetrators?
- Are there women who need services who are not receiving them? Why? What are you doing to address this?
- What training did staff receive from the project? What other training would they benefit from?
- How do you manage your operating costs? Do you expect changes once the project is over?
- What other government or non government agencies do you cooperate with, and what is the nature of the partnership?
- What are the most important, outstanding challenges facing the community you serve in preventing or responding to VAW/DV?

#### **Ministry of Internal Affairs**

- What are the main drivers of VAW and DV in Georgia? What are the MoIA's main responsibilities for addressing VAW and DV in Georgia?
- Which departments are responsible for this, and how are they staffed (national and regional)?
- Has your remit or focus changed in the last several years? How and why?
- What specific types of support have you received from UN Women to make these changes or build your capacity to address these issues? How would you characterize your partnership with UN Women?
- Why did you adopt the GPS tracking system for DV offenders? What metrics did you use to assess whether it was working? What is your view of the programme so far? What have been the main benefits? Challenges? Will you continue to use the technology in future?
- UN Women helped to introduce new risk assessment protocols for police use in cases of domestic violence. What is your view of how this was developed? How is it working? Is this the responsibility of certain police officers? Where is the information stored? Who has access?
- Has use of the emergency call in line (112) for DV cases changed since the project started?
- Have other agencies provided training, technical assistance, funding, or other types of support to address VAW and DV? Probe for details, results and synergies with UN Women support.



- In addition to MoIA, which government and non-government agencies are responsible for prevention/public awareness; prosecution; rehabilitation; monitoring? How do these agencies cooperate? Probe on effectiveness, including of the Interagency Committee.
- What other types of support would be valuable from an agency like UN Women to address VAW and DV?
- What proportion of the police force is female? Do they do specific types of work?
- Was gender of police a consideration when members of the police force were selected for training in the DV assessment tool?
- The Risk Assessment ToT report (July 2018) made a number of recommendations related to the use of the Risk Assessment Tool (pg 4&5). Do you know to what extent these have been actioned?
  - Create memorandum of understandings where necessary to ensure GRADA and its
  - Information can be shared with all appropriate agencies in the justice system
  - Develop policies and protocols within each agency on the use of GRADA and sharing its information with other system actors
  - Develop a training of trainer curriculum for each agency involved in its use (i.e., patrol, investigators, prosecutors, judges, probation officers, victim service providers) to ensure consistency in implementation and use of GRADA
  - Monitor how the use of GRADA impacts the number of criminal cases charged, the disposition of those cases, and the demographics of the offenders
  - For instance, Georgia may notice that marginalized populations are adversely affected by certain elements of a sentence enhancement, like violence committed in front of children, because they lived in smaller quarters and children may always be present
- There were also recommendations to MIA related to use of tool by police. To what extent have these been implemented?
  - Develop a detailed policy about how to use GRADA and what actions could, and should or even must, be taken based on the information collected with GRADA
  - Develop a response and arrest policy prioritizing violations of restrictive orders based on how dangerous this behaviour is to victims
  - Work with 112 to establish immediate and emergency response capability identifying location of violation and whether offender is in possession of a firearm or weapon
  - Develop specific domestic violence training curriculum for both patrol officers and investigators, including interview techniques, evidence collection standards, etc.
  - Require every officer going through training to practice risk assessment delivery with feedback provided by trainers
  - Develop a police policy and protocol on how an officer should respond to every domestic violence call, including a system of supervision to ensure certain officers are not downgrading domestic violence calls in a way that allows them to avoid issuing a restrictive order, referring to investigation, or failing to write a report
  - Consider providing every responding officer a small, written checklist for what must be done in all domestic violence cases. A sample was provided at the 2.5 day meeting in Georgia.
  - Work with local and national NGO victim service providers to put into place a protocol requiring officers provide victim services information to EVERY victim of domestic violence, no matter how slight
  - Consider requiring officers to hand out a small card to each victim on how to access services in her area (even if she refuses the immediate referral) in the future.

**Police Commissioner and Officers** (same questions for officers who received training and those who did not under the programme)

- What do you think are the reasons for VAW and DV in the community you serve?
- What in your view are the most effective strategies for addressing these realities?
- As a police officer, what are your responsibilities with respect to VAW and DV? Have these responsibilities changed over the last few years? How?
- Do you respond to calls via the 112 Emergency response line? If so, do you see a change in the number and type of calls related to VAW and DV?
- Have you been trained in using the Domestic Violence risk assessment methodology? If yes, how are you using it now? In your view what are the greatest benefits of the tool? Challenges?
- Do you manage the GPS system? How has that changed your management of perpetrators under restrictive orders?
- Have you received training or support to be able to address VAW and DV? What was included in the training? How valuable was it? What was the most challenging? Who provided the training? What else would be helpful to you in addressing VAW/DV?
- Are you involved in any public awareness raising work, e.g. in schools, churches or other public fora?

### **Ministry of Justice**

- What are the main drivers of VAW and DV in Georgia?
- Which departments are responsible for this, and how are they staffed (national and regional)?
- What are the MoJ's main responsibilities for addressing VAW and DV in Georgia?
- What kind of legal aid services are available to Victims of VAW and DV in Georgia? How has this changed in recent years? Why? What adjustments did the MoJ have to make to enable this change? Probe on results.
- The project introduced new approaches to rehabilitation of convicted perpetrators of DV. How did these differ from the past? In the implementation, what has worked? What has been challenging? How have you assessed the new approach? What will be mainstreamed?
- What specific types of support have you received from UN Women to make these changes or build your capacity to address these issues?
- How do you monitor VAW and DV? Probe on how information is collected, stored, shared, actioned.
- In addition to MoJ, which government and non government agencies are responsible for prevention/public awareness; prosecution; rehabilitation; monitoring? How do these agencies cooperate? Probe on effectiveness, including of the Interagency Committee.
- In your view, what are the remaining issues in addressing VAW and DV in Georgia? What would be the role of MoJ in this? What about support from UN Women?

### **National Probation Agency**

- What is the current approach to rehabilitation of convicted perpetrators of DV if any?
- What new approaches did the project introduce?
- This was a pilot: how did you assess its effectiveness in the couple of sites?
- What has worked best? What has been challenging? What will be mainstreamed?

**Legal Aid Services Centers** (Director and lawyers, including lawyers who received training and those who didn't)

- Background on the center: how long it has been operating, population it serves, staffing, types of cases.
- UNWomen has provided specific support in helping you respond to VAW/DV cases. How would you describe the support you received? How has the support changed the services you offer now? Has this changed your clientele?
- What have been the most beneficial elements of the support? What have been the most challenging? Probe on i) training for LAS lawyers and ii) legislative changes that enable LAS to offer more free of charge services.
- How do you cooperate with other agencies that respond to VAW/DV (e.g. police, emergency line, CSOs, schools, health clinics, media)? Has the project effected this cooperation at all?
- Will you be able to continue to provide the same services after the project ends Oct, 2019?
- What additional support would strengthen your services for clients of VAW/DC?

#### **Public Defenders Office (two sites)**

- What is your overall remit? Staffing?
- What is your background? What is your current role in the PDO?
- How do you monitor implementation of legislation on GE and VAW?
- Who do you share this information with? What do they do with it?
- What happens to this work after October, 2019 when the UNWomen project closes?

#### **GEOSTAT**

- What is the remit of GEOSTAT? Capacity, staffing, reach.
- How was the idea of conducting a national survey on VAW introduced to you? What was your initial response?
- Describe your cooperation with UN Women to prepare for and implement the survey.
- What were the biggest benefits to GEOSTAT? lessons? Challenges?
- How have the results been received? Probe.
- Will GEOSTAT follow up on this study? How?
- Will VAW Q's be integrated into other national surveys?
- Is UNFPA conducting their study with GEOSTAT?
- In the National Plan of Action, Indicator 1.1.c Existence of a unified statistical standard and accessibility of statistical data. What data is collected nationally, and how is it collated and shared?
- In the 16 days against GBV campaign you provided awareness raising. What did you do? How large was attendance? How did you assess the effectiveness of your work?
- **Global Rights for Women**
- Describe the work you did for UN Women in Georgia.
- How engaged were the government/law enforcement agencies in the process of development of the risk assessment?
- In your view, how much ownership does the national MIA and police force have in using this tool? What metrics do you use to assess this? Have you been able to follow up to verify this?
- How does this experience compare with introduction of this in other countries?
- In what was the GRADA tool adjusted for the Georgian context?
- The Risk Assessment ToT report (July 2018) made a number of recommendations (pg 4&5). Do you know to what extent these have been actioned?
- Your TOT report recommended a review of GRADA after one year. What happened?

**Local NGOs**

- Background on the NGO: mission, staffing, reach.
- For the UN Women project, how did you identify the population that you reached with awareness raising on VAWG/DV? What did you do?
- Did you cooperate with other agencies in these campaigns?
- What went well? What was challenging? How did you assess the effectiveness of your campaign?
- For future campaigns, what recommendations would you make?

**Local Government (Qvemo Qartli)**

- Please describe the issues related to VAW and DV in your region. What are the reasons, who are the victims, what are the key barriers to addressing the problem?
- What is your role in addressing VAW/DV?
- What kind of support did you receive through the UN Women to assist you? Probe on how this supported their response to VAW/DV?
- Please describe your formal or informal links with the Legal Aid Services, Courts, Crisis Center, Police.
- What activities did you undertake during the 16 days against VAW? What agencies did you cooperate with for this? How did UN Women support?

## Annex G. Bios of evaluation team members

Laurie Zivetz, MPH, PhD is an independent consultant based outside of Washington, DC. She is an experienced evaluator who has led and participated in more than four dozen evaluations, including for a number of UN agencies. She has extensive experience in M&E, research, programme design and training on gender issues across a range of sectors. She was Mission Director for CARE International in the Caucuses based in Georgia in 1995/96.

Contact: lzivetz@gmail.com

Natia Mestvirishvili, PhD, has more than ten years' experience in social research and more than 5 years' experience in monitoring and evaluation. Currently, Natia is a Nonresident Senior Fellow at CRRC Georgia and a long term expert in research and evaluation at the International Centre for Migration Policy Development.

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Annex I. UNEG code of conduct

(Each UNEG member to create its own forms for signature)

**Annex 2: United Nations Evaluation Group Code of Conduct  
for Evaluation in the UN System**

**Evaluation Consultants Agreement Form**

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.


**Agreement to abide by the Code of Conduct for Evaluation in the UN  
System**

Name of Consultant: LAURIE ZWETZ

Name of Consultancy Organisation (where relevant): \_\_\_\_\_

I confirm that I have received and understood and will abide by the United Nations Code of  
Conduct for Evaluation.

Signed at (place) on (date)

Signature:  September 16, 2019 Manfred, USA

(Each UNEG member to create its own forms for signature)

## Annex 2: United Nations Evaluation Group Code of Conduct for Evaluation in the UN System

### Evaluation Consultants Agreement Form

To be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

### Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Natia Mestvirishvili

Name of Consultancy Organisation (where relevant): \_\_\_\_\_

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at (place) on (date)

Signature: G. Mestvirishvili Sep 16, 2019, Tbilisi, Georgia