

MONITORING REPORT OF THE 2017 OPEN PARLIAMENT ACTION PLAN



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**TRANSPARENCY
INTERNATIONAL**
GEORGIA

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This research was prepared with the financial support of the USAID Good Governance Initiative in Georgia (GGI), under the project “Enhancing Transparency and Accountability of the Parliament”. TI Georgia is responsible for the content of the research. The views expressed in the report do not necessarily reflect the views of the US Agency for International Development (USAID), Good Governance Initiative (GGI) in Georgia or the Government of the United States.



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SUMMARY:

The 2017 Open Parliament Action Plan consists of 24 commitments, the purpose of which is to strengthen citizen engagement in the work of legislature, access to public information and accountability of the Parliament.

19 out of 24 commitments were initiated by the non-governmental organizations that are members of the Consultative Group, while the remaining five were initiated by the Parliament.

Compared to the performance in the last years, the process of fulfilment of the 2017 Open Parliament Action Plan was more open to engagement by the civil society and there was a higher degree of accountability towards the delivery of the commitments.

5 working groups were created to effectively deliver the implementation of the commitments. In overall, 11 expanded meetings were held¹. The practice of establishing working groups allowed all stakeholders, including the civil society members, to be more actively involved in the implementation process of the commitments.

The Parliament of Georgia took into account TI Georgia's opinions in the process of formulating the 2017 Open Parliament Action Plan. Namely, the format and structure of the commitment indicators was written in a way that allows for unified assessment of the deliverables.

Notably, there were two main issues related to the process of implementation of the commitments, which reflected poorly on the delivery of the commitments, namely:

- 1) The Parliament could not timely fulfill in its entirety the commitments that required adoption of amendments to the Rules of Procedure of the Parliament
- 2) Members of the opposition were not sufficiently present during the formulation and implementation phase of the Open parliament Action Plan, which hampered the fostering of a politically pluralistic environment

SHORT SUMMARY:

Number of Commitments: 24

Status of completion of commitments:

Completed: 12

Partially completed: 12

Timing of milestones:

On time: 26

Delayed: 16

What important steps were made?

- ✓ New structure for the parliamentary webpage
- ✓ Initiation of Code of Ethics
- ✓ Expansion of list of information to be published proactively

What wasn't completed?

- ✗ Timely adoption of amendments to two-way communication mechanisms
- ✗ Standards for annual parliamentary report
- ✗ Timely adoption of Code of Ethics

¹ meeting of the Public Consultations Rules and Forms Group, 1 meeting of the Explanatory Note Group, 5 meetings for the Code of Ethics Group, 1 meeting for the State Concept for NGO Development, 3 meetings for Website Restructuring Group.

OGP AND THE OPEN PARLIAMENT

The Open Government Partnership (OGP) is a multilateral initiative launched in 2011 to provide an international platform for domestic reformers committed to making their governments more open, accountable, and responsive to citizens.

The OGP initiative was initially intended to strengthen the openness, accountability and responsiveness of the executive branches of participating government, but since 2014 the OGP platform began to spill over to legislative branches. In 2015, Georgia became the first country to draft and approve the Open Parliament Action Plan, as well as sign up to the Declaration on Parliamentary Openness².

GEORGIA AND THE OPEN PARLIAMENT

On July 17, 2015, the Bureau of the Parliament of Georgia approved the [Open Parliament Georgia Action Plan 2015-2016](#), developed with the joint effort of the [parliamentary Inter-Factional Working Group](#) and the Open Parliament Consultative Council. On December 30, by the Order of the Chairperson of the Parliament of Georgia, the Permanent Parliamentary Council on Open and Transparent Governance was established, thus superseding the parliamentary Inter-Factional Working Group.

TI Georgia was actively monitoring the fulfilment of the 2015-2016 Open Parliament Action plan. In this regard, TI Georgia has published [two](#) reports. Notably, while the formulation and deliberation part of the Action Plan 2015-2016 was a success, there have been serious errors and failures on part of the state legislature to deliver due and proper implementation. The negligence and improper approaches by the state legislature has resulted in majority of commitments being left unfulfilled, and the majority of the fulfilled commitments being delivered late.

The Permanent Parliamentary Council on Open and Transparent Governance³ is assisted by the Consultative Council comprised with the representatives of International and non-Governmental Organizations. The tasks of the Consultative Council is to provide feedback and recommendations during the formulation of Action Plans, as well as monitoring the implementation of the commitments of the Open Parliament Georgia Action Plan. The second Open Parliament Action Plan was drafted jointly by the Consultative Group and the Permanent Parliamentary Council. Notably, the Action Plan was initially a two-year plan, from 2017 to 2018, however the Permanent Council, acting on the recommendation of the OGP Secretariat, decided to break it up into two separate plans for each year. Thus, on September 2017, the 2017 Open Parliament Action Plan [was approved](#).

² See "Benchmarking Analysis of the Performance of the Parliament of Georgia – Based on the Declaration of Parliamentary Openness", TI Georgia: <https://goo.gl/kNxyQF>

³ The members of the Council are: Irine Pruidze, Eka Beselia, Tinatin Bokuchava, Giorgi Kakhiani, Otari Kakhidze, Emzar Kvitsiani, Irakli Kobakhidze, Kakhaber Kuchava, Guguli Maghradze, Giorgi Tugushi, Tamar Chugoshvili

METHODOLOGY

The Open Parliament Action Plan Monitoring Report is currently the only assessment toolkit for OP Action Plans. It draws largely based on OGP independent report questionnaire and guidelines, based on a combination of interviews with local OP stakeholders as well as desk-based analysis. Moreover, TI Georgia attended working group meetings related to the implementation and formulation of the commitments, and thus the information retrieved from these meetings is reflected in this research. Individual charts for commitments include six main components:

The reporting period of the report is June 2017 - December 31, 2017.

- **OGP Principles:** These markings are directly taken from the wording present in the OP Action Plan itself, and are used to illustrate what area of parliamentary practice the initiator seeks to improve with the commitment
- **Potential Impact:** This assesses the potential impact significance of the commitment, ranging from None (lowest) to Transformative (highest).
- **Milestones to Fulfill the Commitment:** These spell out the individual milestones as defined by the OP Action Plan, their implementation start and end dates, as well as the completion status (completed, completed with delay, substantial completion, limited completion, in progress, and not completed) and timing (on schedule, delayed).
- **Commitment background:** This includes an overview of the commitment, the existing framework and the need for change
- **Commitment fulfillment:** This includes an overview of the process of implementation of the commitment
- **Summary:** This includes a general overview and recommendations related to the commitment

1.1. Elaboration of an E-petition System

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X	X	X	X
Potential Impact	None	Minor	Moderate	Transformative
			X	
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Initiation of appropriate amendments to the Rules of Procedure of the Parliament in order to improve the process of reviewing petitions	06/2017	12/2017	Completed	Timely
Elaboration of technical tasks of the platform	06/2017	12/2017	Not completed	Delayed
Commitment Background	In accordance with Article 203 of the Rules of Procedure of the Parliament, citizens may submit a written petition to the Chair of the Georgian Parliament which concerns a state or general problem. The petition is then sent for examination and deliberation to a competent committee or a temporary commission. The committee or the commission makes a decision and notifies the author of the petition within 1 week. Notably, citizens are not active in using the written petitions' mechanism. From 20 December 2012 to 12 July 2016, only 19 petitions have been submitted to the Chair of the Parliament. This is partly due to the fact that the Rules of Procedure of the Parliament does not allow submitting simplified electronic petitions.			
Commitment Fulfillment	On December 28, 2017, MPs' initiative on amendments to the rules of procedure of the Parliament was presented to the bureau. According to the bill, a special section will be created on the website of the Parliament where citizens will be able to fill out an electronic petition form and send it to the Parliament. The technical tasks were not elaborated.			
Recommendations for future activities	- As the principles of electronic democracy is introduced to Georgia only now and the number of users is low, it is important that the Parliament of Georgia ensures raising awareness among citizens;⁴ - The persons signing a legislative initiative or a petition should be able to receive updates to their emails or as text messages; - For making the electronic platform of petitions and legislative initiative more popular, a system for making comments should be implemented which would allow citizens to engage in discussions.			

⁴ Citizens To Be Able To Electronically Submit Bills And Petitions To Parliament: <https://goo.gl/ijJxnV>

1.2. Ensure Citizen Engagement in the Process of Revision of the Constitution of Georgia

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X	X	X	
Potential Impact	None	Minor	Moderate	Transformative
			X	
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Refine the wording of the amendment to the Rules of Procedure of the Parliament	05/2017	10/2017	Completed	Timely
Adopt the amendment to the Rules of Procedure of the Parliament	10/2017	12/2017	Completion in process	Delayed
Commitment Background	The commitment seeks to ensure citizen involvement in complete or partial review of the Constitution of Georgia. This commitment aims to define the minimum required quantity of public discussions and elaborate concrete forms of citizen feedback (research through the website, distribution of questionnaires during discussions).			
Commitment Fulfillment	The amendments to the Rules of Procedure were initiated and discussed at the Bureau Sittin on December 18, 2017. According to the Action Plan, the draft law was to be approved by December of 2017, thus this commitment is only partially fulfilled.			

1.3 Introduction of a Mechanism for Electronic Submission of Legislative Proposals and Legislative Initiatives to the Parliament of Georgia and Implementation of a Citizen Feedback Mechanism through the Parliament Website

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X	X	X	
Potential Impact	None	Minor	Moderate	Transformative
			X	
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Elaboration of draft amendments to the Rules of Procedure of the Parliament	05/2017	10/2017	Completed	Timely

Adoption of the amendments to the Rules of Procedure of the Parliament	12/2017	12/2017	Completion in process	Delayed
Commitment Background	In accordance with the Georgian Constitution and the Rules of Procedure of the Georgian Parliament, citizens may submit a bill for which at least 30 000 signatures of Georgian citizens need to be presented. However, the current legislation does not provide for a possibility to present the signatures electronically. An implementation of the electronic mechanism and simplification of the procedures will support an active use of the legislative right by citizens.			
Commitment Fulfillment	On December 28, 2017, MPs' initiative on amendments to the rules of procedure of the Parliament was presented to the bureau. According to the bill, the website of the Parliament will enable the collection of signatures in an electronic form.			
Recommendations for future activities	• A legislative initiative or a petition, which is incompletely filled out, or is offensive or indecent, should not be registered. However, the website of the Parliament should publish statistics on all submitted bills indicating the name of the bill, the author's name and the basis for refusal⁵ • The persons signing a legislative initiative or a petition should be able to receive updates to their emails or as text messages;			

1.4. Elaboration of Rules and Forms for Conducting Public Consultations during Lawmaking Processes

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X	X	X	
Potential Impact	None	Minor	Moderate	Transformative
			X	
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Elaboration of rules and forms for conducting public consultations during lawmaking processes	06/2017	12/2017	Completed	Timely
Elaboration of various forms and types of feedback mechanisms and adoption of relevant instructions	06/2017	12/2017	Completion in process	Delayed

⁵ Citizens To Be Able To Electronically Submit Bills And Petitions To Parliament: <https://goo.gl/ijJxnV>

Commitment Background	In order to ensure citizen participation in lawmaking processes, the Parliament of Georgia shall elaborate the rules and forms for public consultations. Stakeholders shall be informed that it is possible for them to leave comments and participate in lawmaking processes. The Parliament shall also define the dates and forms of commencing and conducting public consultations.
Commitment Fulfillment	On December 28, 2017 the Bureau was presented with the MPs' initiative on the amendments to the Rules of Procedure of the Parliament. According to the bill, after the Bureau starts deliberating a draft law, it is published on the parliamentary webpage for open feedback. Moreover, the lead committee analyzes and assesses the feedback received and reflects them in the findings of the committee, where applicable.

1.5. Adaption of the Parliamentary Building to the Needs of People with Disabilities and Accessibility of Services Provided by the Parliament to Them

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
		X	X	X
Potential Impact	None	Minor	Moderate	Transformative
			X	
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Elaboration of the project for adapting the Parliament Building (Tbilisi) to the needs of people with disabilities	05/2017	08/2017	Completed	Timely
Elaboration of a concept for providing services (such as submission of applications, provision of information to people with disabilities and for their participation in public meetings, considering the principle of universal design and with involvement of organizations working with people with disabilities.	05/2017	10/2017	Completion in process	Delayed
Preparation of relevant normative acts and (technologic) infrastructure	05/2017	12/2017	Completion in process	Delayed

Commitment Background	In 2013, the Parliament of Georgia ratified the Convention on the Rights of Persons with Disabilities. The Convention obligates Georgia to ensure and support people with disabilities in exercising their rights and freedoms by taking into account the following principles: non-discrimination, full and effective integration into society, respect of differences of people with disabilities, their recognition as a part of human diversity, equality and availability of opportunities for people with disabilities and other. The infrastructure and services of the Parliament of Georgia do not take into account the interests of people with disabilities, making it almost impossible for them to participate in parliamentary activities and/or receive relevant services.
Commitment Fulfillment	The project for adopting the Parliament building for people with disabilities was prepared timely, however the concept and the respective normative act were not drafted on time.

1.6. Raising Public Awareness on Open Government Partnership (OGP)

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X	X	X	
Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Organization of meetings on OGP and Sustainable Development Goals for the MPs.	10/2017	12/2017	Completed	Timely
Commitment Background	The purpose of the commitment is to raise MPs awareness on the parliamentary OGP.			
Commitment Fulfillment	One meeting was held with the participation of the MPs and civil society representatives to discuss the Open Parliament Action Plan.			
Recommendations for future activities	It is expedient for MPs, who are not members of the Permanent Council, to be actively involved in the public awareness campaign of Open Parliament.			

1.7. Simplification of Procedures for Citizen Entry into the Parliamentary Building

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X		X	

Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Brief information on entry procedures of the parliamentary building shall be placed on the website of the Parliament.	06/2017	09/2017	Completed	Timely
Commitment Background	In April 2016, the Order on Security Regime of the Parliament Building and its Surrounding Area of the Chairperson of the Parliament of Georgia was proactively disclosed on the website of the Parliament; However, this document is not easily accessible to interested persons, since it can only be found in one of the graphs of the document that is difficult to work with. In other words, no short resume covering the entry procedures to the Parliament building is proactively disclosed on the website of the Parliament			
Commitment Fulfillment	On September 30, 2017, a new tab "Visit the Parliament" was created on the Parliamentary webpage. The tab indicates information on how to visit and attend sessions of the Parliament.			
Recommendations for future activities	It is recommended for there to be an option for citizens to be able to electronically receive a pass to visit the Parliament.			

1.8. Elaboration of a State Concept for Civil Society Organization Development

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
		X	X	
Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Refinement of the concept	09/2017	12/2017	Completed	Timely
Commitment Background	In accordance with Article 1 of the Memorandum signed in 2013 between the Parliament of Georgia and civil society organizations, the Parliament, civil society organizations and other stakeholders shall elaborate the Civil Society Organizations Development Concept. With active participation of the civil society organizations working group, the first draft of the concept has already been elaborated. In 2014, the working group elaborated the official version of the concept and held public discussions with the public sector, local government and non-governmental/civil society organization representatives in 7 cities of Georgia			

Commitment Fulfillment	The commitment was fulfilled timely.
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2.1. Expanding the List of Public Information to be Proactively Published on the Parliament Website				
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X		X	X
Potential Impact	None	Minor	Moderate	Transformative
			X	
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Amend the Order of the Chairperson of the Parliament on the List of Information to be Disclosed Proactively	05/2017	09/2017	Completed	Delayed
Define the list of information that shall be statistically processed	05/2017	09/2017	Completed	Delayed
Proactively disclose information defined by this Commitment on the website of the Parliament	10/2017	Systematically published	Completion in process	Delayed
Preparation and disclosure of annual statistical information	12/2017	Systematically published	Completion in process	-
Commitment Background	The purpose of the commitment is to expand the list of information to be published proactively: 1. Information on expenses (in total) of business trips/working programs (outside as well as inside of the country) of each MP and parliamentary staff members shall be proactively disclosed on the Parliament website. This information shall also include name, position, destination country, period of trip and total amount of the expense. (Transparency International – Georgia (TIG)) 2. Statistical information on MP and committee questions shall be proactively disclosed on the website of the Parliament. (Transparency International – Georgia (TIG)) 3. Information on reasons for exceptional absence of MPs from plenary or committee sessions shall be proactively disclosed on the website of the Parliament. (Transparency International – Georgia (TIG))			

	4. Conclusions, suggestions and opinions on draft laws submitted to the Parliament by the Public Defender, public institutions, non-governmental organizations, committees or deputies shall be proactively disclosed on the website of the Parliament. (Institute for Development of Freedom of Information (IDFI)) 5. Annual statistical information on parliamentary activities shall be prepared and proactively disclosed, namely:
Commitment Fulfillment	The amendments to the Order of the Chairperson of the Parliament was adopted, however, during the reporting period, the justified absences from plenary committee sessions were not published.

2.2. Visualization of Changes Made to the Primary Text of Draft Laws and Their Timely Disclose on the Parliament Website

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X		X	X
Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Elaboration of the concept for Visualizing changes made to the primary text of draft laws	06/2017	08/2017	Completed	Timely
Visualization of changes made to the primary text of draft laws and their timely disclosure on the website of the Parliament	10/2017	Published systematically	Completion in process	-
Commitment Background	As of today, in the Parliament of Georgia, there is no properly functioning system that will ensure visualization of changes made to the primary text of draft laws and their proactive disclosure on the website of the Parliament. Even though all existing draft laws are available on the website, it is not technically possible to compare different versions of a draft law electronically. This unequivocally hinders citizen involvement in lawmaking processes.			
Commitment Fulfillment	The concept was drafted timely, however the track changes function is not applied to all draft laws.			
Recommendations for future activities	It is important for all draft laws to have the track changes function.			

2.3. Proactive Disclosure of Information Related to Majoritarian MPs on the Parliament Website

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
		X	X	X
Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Creation of separate spaces on individual pages of majoritarian MPs', where information on their activities will be published	06/2017	09/2017	Completed	Timely
Indication of addresses, office hours and contact information of majoritarian MP bureaus on their individual pages	06/2017	09/2017	Completed	Timely
Commitment Background	The individual pages of majoritarian MPs on the Parliament website – www.parliament.ge – include addresses of only their Tbilisi and Kutaisi bureaus. As for addresses and contact information of the election district bureaus, such information is not available on the website. This makes it difficult for citizens to find MPs and arrange meetings with them.			
Commitment Fulfillment	Information about the activities of the Majoritarian deputies is published on the website and includes the addresses and contact information of their bureaus, as well as visit hours.			

2.4. Timely Disclosure of Information on the Review of Reports and Committee Hearings of Individuals Elected by the Parliament, Preparation and Disclosure of Relevant Video Protocols on the Parliament Website

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X	X		X
Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date		Timing

Disclosure of information on reviewed reports and related video protocols on the Parliament website	06/2017	Published systematically		Timely
Disclosure of information on committee hearings of individuals elected by the Parliament and related video protocols on the Parliament website	06/2017	Published systematically	Completed	Timely
Commitment Background	On the basis of the Constitution and legislation of Georgia, the Parliament of Georgia is entitled to elect specific officials, judges of the Supreme and Constitutional Courts and members of various collegial bodies. There is high public interest in the election of these individuals and the basis for the decisions made by the Parliament. The purpose of the commitment is to ensure timely disclosure of the dates and times of committee hearings of judges of the Supreme and Constitutional Courts, and members of various collegial bodies on its website in order to make it possible for stakeholders to attend these committee hearings. Furthermore, the Parliament shall ensure creation and disclosure of video protocols of these committee hearings.			
Commitment Fulfillment	Amendments related to the commitment have been made to the list of the information subject to proactive publication and video recordings are uploaded on the webpage as well as the official youtube channel of the Parliament.			
Recommendations for future activities	It is recommended for a separate section to exist on the Parliamentary webpage, which would include information such as reports, findings and video related to parliamentary control.			

2.5. Elaboration and Proactive Disclosure of One or Two Year Action Plans by Parliamentary Committees in the Beginning of each Year

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X	X	X	X
Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Define format and content of committee action plans	06/2017	10/2017	Completed	Timely

Amendment of committee charters on elaboration of annual action plans	09/2017	10/2017	Completed	Timely
Commitment Background	In 2014-2015, within the framework of the parliamentary project of European Union and United Nations Development Program (UNDP), several parliamentary committees were assisted in elaboration of one or two year action plans. This was the first attempt of committees to plan their legislative, supervisory and public relations related activities. The action plans also included internal organizational activities that are necessary for strengthening professional skills of committees and their staff. As of today, European Union and UNDP continue to work with several of parliamentary committees in this direction. Other committees are also working on the elaboration of similar action plans with the help of various international organizations. It is desirable for committees to regularly elaborate such action plans and include this commitment in their charters.			
Commitment Fulfillment	The format and content of the committee action plans was elaborated timely.			

3.1. Institutionalization of Annual Meetings between the Parliament of Georgia and Civil Society Organizations

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X	X	X	
Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Make relevant changes to the Rules of Procedure of the Parliament	05/2017	12/2017	In process of completion	Delayed
Annual meetings of the Parliament and CSOs	12/2017	Held annually	Not completed	Delayed
Commitment Background	Annual meetings between the Parliament of Georgia and CSOs began in 2012. Since these meetings are directed towards increasing accountability, transparency and citizen involvement, they are an important platform for a dialog between the Parliament and non-governmental organizations. In December 2013, a memorandum was signed between the Parliament and NGOs that once again emphasized the need for annual meetings. The last meeting was held in December 2016.			
Commitment Fulfillment	Amendments to the Rules of Procedure were initiated, however it was not adopted within the reporting period. Moreover, the annual meeting was not held in 2017.			

3.2. Elaboration of Annual Parliamentary Reports

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Define the main content points of the report	05/2017	10/2017	Completed	Timely
Make relevant changes to the Rules of Procedure of the Parliament	06/2017	10/2017	In process of completion	Delayed
Develop relevant information processing standards and unified report form	05/2017	10/2017	In process of completion	Delayed
Commitment Background	The Parliament of Georgia, as the country's highest representative body, represents the legislative authority, which, apart from lawmaking activities, defines the main directions of domestic and foreign policy of the country and controls the activities of the government. In order for these functions to be performed effectively, it is important that the society is fully informed about the activities carried out by the Parliament each year. As of today, there is no unified form and practice for preparing annual reports.			
Commitment Fulfillment	The main content points of the report were defined on time, however, the relevant changes were not made to the Rules of Procedure. Moreover, standards and unified report form was not completed during the reporting period.			

3.3. Elaboration of a Self-Assessment Tool for the Parliament of Georgia

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing

Analysis of best international practices of parliamentary self-assessment tools	06/2017	11/2017	In process of completion	Delayed
Elaboration of the Parliament self-assessment tool	10/2017	12/2017	In process of completion	Delayed
Commitment Background	The purpose of the commitment is the institutional strengthening of the Parliament of Georgia through the introduction of a self-assessment tool corresponding to international standards.			
Commitment Fulfillment	During the reporting period, the Parliament worked on the analysis of best international practices and elaboration of self-assessment tool, but it was not completed by the end date.			

4.1. Increasing the Transparency of Investigative and Other Temporary Parliamentary Commissions

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X	X		X
Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Definition and approval of the list of information on the activities carried out by investigative commissions that shall be proactively disclosed.	06/2017	11/2017	Completed	Timely
Proactive disclosure of information on the activities carried out by investigative commissions on the website of the Parliament.	11/2017	Published systematically	- ⁶	-
Commitment Background	The Rules of Procedure of the Parliament provide the possibility to set up investigative and other temporary commissions; however, due to a high quorum requirement, the previous Parliament almost never used this option.. In cases when such commissions are set up, in order to raise public awareness and ensure their accountability, it is important to proactively disclose information about their activities and make it more easily accessible.			

⁶ No investigative commission was established during the reporting period, hence assessing the fulfillment of this milestone is impossible.

Commitment Fulfillment	The list of information on the activities carried out by investigative commissions that shall be proactively disclosed was defined and approved. ⁷
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4.2. Elaboration of a System for Monitoring Public Information Reports (also known as the December 10 Reports)

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X	X	X	X
Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Project on relevant amendments are made to the Rules of Procedure of the Parliament regarding committee reviews of consolidated versions of December 10 reports	09/2017	12/2017	Completed	Timely
Commitment Background	In accordance with Chapter 3 of the General Administrative Code of Georgia, on December 10 of each year, all public institutions are obliged to submit to the Parliament, President and Prime Minister of Georgia and publish in the official gazette the so-called December 10 Report. Each year, public institutions submit to the Parliament annual reports on freedom of information. To be more precise, these reports include information on issuance of public information, basis for refusal to issue public information, reasons for holding a closed session by collegial public institutions, processing of personal information, violation of the General Administrative Code by public servants and other. However, the legislation does not establish a specific procedure for consideration of the reports submitted by public institutions and as a result, submission of the reports is only of a formal nature. Therefore, it is of high importance for the Rules of Procedure of the Parliament to determine procedures for reviewing submitted reports and an effective response mechanism. Unfortunately, only quantitative data of the requested information are changed in the December 10 reports, while no improvements are made to existing gaps. In most cases, the data is imperfect, does not comply with the requirements of the General Administrative Code of Georgia and does not reflect existing situation in relation to freedom of information. Furthermore, submission of such reports is of formal nature and neither the executive nor the legislative branches of the government generalize, analyze, monitor or supervise data presented in these reports.			

⁷ <http://www.parliament.ge/ge/ajax/downloadFile/82982/368-3>

Commitment Fulfillment	Project on relevant amendments to the Rules of Procedure of the Parliament regarding committee reviews of consolidated versions of December 10 reports was prepared timely.
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4.3. Elaboration of a Code of Ethics for Members of Parliament

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
		X		
Potential Impact	None	Minor	Moderate	Transformative
				X
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Elaboration of an enforcement mechanism and the sanctions section of the Code of Ethics	09/2017	12/2017	Completed	Timely
Initiation and adoption of the Code of Ethics	06/2017	11/2017	In process of completion	Delayed
Commitment Background	The Parliament adopted a non-binding code of conduct in 2004, which is not in use today. Since then, the Parliament has not had an effective mechanism for reacting to MPs violations of ethic codes and citizens cannot submit their complaints with regard to particular cases. The National Democratic Institute (NDI) spearheaded the commitment to draft a new binding code of conduct for MPs. The draft concept for the code was prepared by NDI and circulated to the Permanent Council in February 2016. A refined version of the draft was presented at the meeting of the Permanent Council in March 2016, and following recommendations and input from members of the Council, was furthermore presented and discussed in April 2016. However, the Permanent Council decided to delay the adoption of the Code of Ethics and it was transferred as a commitment into the second Open Parliament Action Plan.			
Commitment Fulfillment	The draft law on the adoption of the code of ethics was approved by the Bureau on December 14, 2017. ⁸			
Recommendations for future activities	- Any citizens, whether or not he or she believes that a violation of provisions of the Code of Ethics were directed against him or her personally, should be able to file a complaint against a parliament member concerning violation of the Code of Ethics. Such practice exists in the UK.⁹ - Parliament members should be obliged to refrain from participating in the vote in the event of the conflict of interest. For example, such regulation exists in Sweden and Canada.			

⁸ <https://info.parliament.ge/#law-drafting/14922>

⁹ Parliament of Georgia needs to adopt code of ethics in the nearest future, TI Georgia: <https://goo.gl/nuoCNF>

	- It is important to determine an efficient mechanism of monitoring the work of the Ethics Council (for example, the Ethics Council could be composed of not only parliament members but also of the representatives of the civil society, or experts could become involved in the work of the council as observers). For example, in France, the commissioner who reviews violations of the norms of ethics by parliament members is not a parliament member. - The Code of Ethics and the complaint form should be available from the Parliament's website. - Information about disciplinary sanctions imposed on parliament members should be published on the official website of the Parliament.
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4.4. Improving the Content of Draft Law Explanatory Notes

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X	X		
Potential Impact	None	Minor	Moderate	Transformative
				X
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Prepare relevant legislative amendments in order to improve the contents of explanatory notes	05/2017	12/2017	Completed	Timely
Commitment Background	An explanatory note is an important component of a draft law that can be used to increase the accountability of the Parliament, improve the legislative process and increase citizen engagement in it. An explanatory note must be argumentative, informative and substantiated. For this purpose, the existing format of explanatory notes must be changed.			
Commitment Fulfillment	Relevant legislative amendment for the improvement of the explanatory note was prepared on time.			
Recommendations for future activities	With the participation of the civil society and experts, the Parliament should adopt a guidelines document, which will outline the standards and best practices of drafting explanatory notes.			

4.5. Introducing the Obligation to Justify Changes to Committee Hearing Agendas and Improving the Regulation on Accelerated Review of Draft Laws

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X		X	

Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Elaboration of relevant amendments to the Rules of Procedure of the Parliament	05/2017	12/2017	Completed	Timely
Commitment Background	Agendas of official meetings held in the Parliament, as well as agendas of committee hearings are published in an online calendar on the Parliament website. However, occasionally, these agendas are changed without proper justification. Accelerated review of draft laws is also common in the Parliament. These circumstances significantly hinder the involvement of civil society members in the process of reviewing draft laws			
Commitment Fulfillment	The amendments to the Rules of Procedure were prepared timely.			

4.6. Supervision/Monitoring of Activities carried out by the Government of Georgia within the Framework of the Open and Transparent Governance Georgia Partnership

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X		X	
Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Develop a supervision methodology	06/2017	12/2017	Completion in process	Delayed
Make relevant amendments to the Rules of Procedure of the Parliament	06/2017	12/2017	Completion in process	Delayed
Commitment Background	As of today, the Parliament of Georgia does not supervise/monitor activities carried out by the Government of Georgia within the framework of the Open and Transparent Governance Georgia Partnership			

Commitment Fulfillment	The work on the methodology is in process of completion and the amendments were initiated ¹⁰ , however the relevant amendments were not made to the Rules of Procedure during the reporting period.
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5.1. Creation of a Public Information Module and Simplification of Access to Information on Parliamentary Activities (Including Disclosure of Documents in Easily Editable Formats)

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X		X	
Potential Impact	None	Minor	Moderate	Transformative
		X		
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Elaboration of the public information module	05/2017	08/2017	Completed	Timely
Documents and databases are proactively published in open data format on the website of the Parliament	05/2017	Published systematically	Completed	Timely
Commitment Background	Order N132/3 of the Chairperson of the Parliament of Georgia “On the Rules for Proactive Disclosure of Public Information and on Approval of Standards for Electronic Request of Information” dated December 31, 2013, defines the list of information that shall be proactively published on the Parliament website. However, the Order does not ensure that this information is published in an open data format. The published information is not structured, which hinders its search and further usage. The Order also does not define modern standards for electronic request of information. Furthermore, in accordance with Commitment 3.1 (Posting Documents on the Website of the Parliament of Georgia in an Editable Format) of the Open Parliament Georgia Action Plan 2015-2016, it is necessary to publish documents on the Parliament website in open and easily editable formats (for example, HTML / MS Word) and minimize the amount of documents available only in PDF format.			
Commitment Fulfillment	The public information module was created, however it wasn't launched for public use during the reporting period.			

¹⁰ <https://info.parliament.ge/file/1/BillReviewContent/168813?>

5.2. Restructuring of the Parliament Website

OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	X	X	X	X
Potential Impact	None	Minor	Moderate	Transformative
			X	
Milestones to Fulfill the Commitment	Start Date	End Date	Completion Status	Timing
Elaboration of a renewed structure of the website	06/2017	12/2017	Completed	Timely
Commitment Background	Taking into consideration the challenges and demands of modernity, the website of the Parliament of Georgia is a key instrument for ensuring the implementation of commitments defined by the Open Parliament Georgia Action Plans, such as citizen engagement, access to information, development of technologies and innovation and increase of accountability of the Parliament In January-April 2016, with the initiative of the Parliament of Georgia and with support of the USAID-funded project Democratic Governance Initiative (GDI) in Georgia, a study was conducted on the attitudes (perceptions, assessments, needs and expectations) of existing and potential users in relation to the Parliament website. The study revealed positive, as well as negative features of the website. It also identified basic expectations and needs of users in relation to accessibility of information, citizen involvement in legislative processes, public education and awareness through various communication channels and platforms, including the website of the Parliament of Georgia. The study also identified the main features that the Parliament website should have in order to satisfy the principles of accessibility, transparency and accountability. Based on data collected during research, relevant recommendations were elaborated and further steps were defined that are necessary for restructuring the website. The Parliament of Georgia is a key instrument for ensuring the implementation of commitments defined by the Open Parliament Georgia Action Plans, such as citizen engagement, access to information, development of technologies and innovation and increase of accountability of the Parliament			
Commitment Fulfillment	The restructuring works for the website was completed timely.			

