



# REPORT ON THE PERFORMANCE OF THE PARLIAMENT OF THE TENTH CONVOCATION

(11 DECEMBER 2020 – 31 DECEMBER 2021)



TRANSPARENCY  
INTERNATIONAL  
GEORGIA

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# STUDY METHODOLOGY

The performance of the Parliament of 10<sup>th</sup> Convocation in its first year (from 11 December 2020 to 31 December 2021) is evaluated based on the analysis of data obtained by the parliamentary office of Transparency International Georgia, information available on the official website of the parliament and statistical data provided by the parliament to our organization.<sup>1</sup>

## CHAPTER 1. KEY FINDINGS

- The first year of the Parliament of 10<sup>th</sup> Convocation (from 11 December 2020 to 31 December 2021) was marked with political tensions. Once the powers of MPs were recognized, electees from the opposition refused to take their seats in the parliament. The Covid-19 pandemic and the problems it induced further exacerbated the political tension and adversely affected the parliamentary activity;
- At that time of crisis, the parliament failed to effectively discharge the oversight function; boycotting most of the time, the opposition was not properly engaged in the parliamentary activity. The parliament failed to implement significant reforms, including those set out in the 19 April agreement between political parties, that envisaged the power-sharing within the parliament and would benefit the democratic development of the country.
- During the reporting period, there were three different chairpersons of the Parliament.

### Activity of MPs (statistical data)

- The right to the legislative initiative<sup>2</sup> was not exercised by 53 members of the parliament;
- The right to speak was not exercised by 21 members of parliament;
- In the reporting period, 12 MPs (including 11 from the opposition and one from the majority) did not exercise either the right to speak or the right to legislative initiative;
- GEL 766,860.60 was spent on business trips abroad taken by 47 MPs;
- The total of GEL 1,105,617.42 was withheld from the salaries of 59 MPs as a disciplinary sanction.

### Key challenges

#### Power-sharing and participation in parliamentary activity

- All the parliamentary committees were chaired by members of the majority. An obligation assumed under the 19 April agreement between political parties to enhance the role of opposition in the parliamentary activity was not fulfilled;
- The Rules of Procedure of the Parliament of Georgia did not lay down guarantees for a proper involvement of opposition and the obligation to consult the opposition in the process of electing officials, which represent the best international practice;
- The opposition did not fully engage in the parliamentary activity because of boycotting most of the time.

#### The legislative process

- The parliament failed to ensure the involvement of civil society and experts in considerations of draft laws related to significant reforms for the country;
- The practice of expedited consideration of draft laws continued, which lacked proper discussions and considerations; the reform of the State Inspector Service can be cited as an example. The parliament adopted 95 draft laws under the expedited procedure;
- Legislative initiatives concerning important matters for the country were either not considered or suspended without reasoning, for example: a legislative package on the establishment of an anti-corruption agency, a draft law on the Freedom of Information and amendments to the Law on State Inspector Service;

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1 Positions and factions as well as political party membership of MPs indicated in this report are as of 31 December 2021.

2 The provided data does not include two initiatives on constitutional amendments, submitted, in one case, by 85 MPs and in another case, by 91 MPs.

- Extending the term of consideration of draft laws became a regular exercise, thereby damaging the effectiveness of the lawmaking process; the term of consideration was extended **94** times for the total of **46** legislative packages (242 draft laws); in the reporting period, the leaders by the number of an extended term of consideration (five times) were the [Amendments to the Election Code](#) and the [Enforcement Code](#);
- Delays in enacting adopted laws represented a problem; for example, the enactment of separate norms of the Law on Civil Service were postponed five times. In total, the enactment of 22 draft laws was postponed;
- The parliament failed in 2021 too to adopt a methodology of the financial impact of the draft law, which would have notably improved the quality of drafting an explanatory note and hence, the lawmaking process;
- The Bureau of Parliament received 122 legislative proposals. [Seven](#) of them were endorsed by committees,<sup>3</sup> including the ones that would hinder the democratic development of the country and the authors of which are known for their radical rhetoric against liberal groups.

### ***The parliamentary oversight***

- Government members and other officials accountable to the parliament did not treat the parliamentary oversight with due respect; for example, the ministers did not provide complete and timely responses to MPs' questions, did not attend committee sittings upon the invitation of opposition factions. The total of **256** MP questions were left unanswered, the majority of which were from representatives of the opposition. The opposition factions summoned accountable persons to committee sittings 12 times but none of the hearings took place;
- Mechanisms of parliamentary oversight were not effectively applied to the process of management of the pandemic as well as handling of serious pandemic-related problems such as: risks of corruption during the pandemic, public procurements, etc. The reporting period saw the failure to hold even a single interpellation, the decline in summoning public officials as well as in the effectiveness of control over the enforcement of normative acts. Terms for consideration of reports were breached, in particular, of total **21** reports submitted to the parliament **10** were not considered in the reporting period;
- The parliamentary control over the security sector remained weak and ineffective because of inadequate legislative guarantees and problems existing in practice; for example, the Trust Group was not fully manned and hence, the opposition did not take part in the activity of the Trust Group.

### **Accountability and openness of the parliament**

- Entering the parliament building remained a problem for representatives of the media and civil sector. Permits to enter the parliament and attend committee sittings were denied without justification, by making reference to general safety rules of the parliament;
- Although the Code of Ethics had been adopted, the Ethics Council was not set up. Consequently, the requirements of the Code of Ethics cannot be enforced;
- Although a new website of the parliament was launched, its search function and way of publishing certain types of information need improvements (for example, to simplify a legislation search system, cite reasons for accountable persons' failure to appear for committee sittings, to post full information about thematic inquiries in a systematized manner, to publish information about interpellations under the parliamentary oversight section, to publish information on the management of public means in a systematized form), also, the webpage can be made more intuitive and interesting for users;
- Receiving accurate information from the parliamentary committees and bureaus of majoritarian MPs in a timely manner remains a problem.

### **Recommendations**

In a parliamentary republic, the legislature plays an extremely important role through its functions of lawmaking and oversight. Hence, the parliament must apply all the available mechanisms to effectively discharge the functions imposed on it by the law.

In the process of lawmaking as well as oversight, the parliament must focus on matters that are significant for the country.

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<sup>3</sup> The data is based on the information published on the website of the parliament.



## **Power-sharing and participation in parliamentary activity**

- It is crucially important to honor the matters set out in the 19 April agreement between the political parties, in particular, the obligations concerning the enhancement of the role of opposition;
- The Rules of Procedure must lay down provisions for proper participation of the opposition in the election of parliamentary officials and the appointment of opposition members as committee chairpersons, which represent the best international practice;
- Opposition must fully engage in the parliamentary activity. To avoid politicized decisions in appointing heads of entities accountable to the parliament, consultations with opposition factions must become mandatory and the Rules of Procedure must stipulate a rule of reaching a decision through consensus.

## **Legislative process**

- Despite political changes, the legislative process must continue without interruptions and with the involvement of the majority and the opposition;
- Draft laws must be considered within the timeframes defined in the Rules of Procedure and the term of consideration of draft laws must not be extended without good reason;
- Except for special cases, legislative initiatives related to important reforms for the country must not be considered under expedited procedure (passing all the three readings within a week). Involvement of civil society and experts must be ensured;
- The format of committee reports must be improved. A committee report must also include information about statistics and content of recommendations and comments made by committees on draft laws (as well as response to those comments); also, the information about the summoning of accountable persons, including specific reasons for the failure of accountable persons to appear for committee sittings;
- The parliament must adopt a methodology for evaluating the financial impact of draft laws, which is necessary for the legislative process and even more so, required under the law. Also, the Bureau must adopt a new manual for drafting an explanatory note.

## **Parliamentary oversight**

- To properly perform the role of parliamentary oversight, the parliament must use mechanisms of control stipulated in the Rules of Procedure of the Parliament of Georgia. The use of parliamentary oversight mechanisms is particularly important in the situation of crisis existing in the country;
- Accountable bodies and government members must assist the parliament in conducting a comprehensive and effective oversight, must honor parliamentary oversight procedures set out in the Constitution and the Rules of Procedure (for example, should not use the appearance of a plenary session as an excuse to skip the appearance for a committee sitting; should provide full and timely responses to MPs' questions, etc.);
- The parliamentary control over the security sector must be strengthened. The Trust Group must be fully formed and opposition factions given an opportunity to join the Trust Group in accordance with the procedure set out in the Rules of Procedure of the Parliament;
- A thematic inquiry group must conduct intensive monitoring of the fulfillment of recommendations by accountable persons.

## **Accountability and openness of the parliament**

- Persons must not be denied entry to the parliament building without substantiation, as it happened repeatedly during the reporting period. Steps must be taken towards the establishment of a high standard of openness for citizens' access to the parliament (the system of passes must be abolished);
- To enact the Code of Ethics, the parliament must succeed in manning the Ethics Council as soon as possible;
- The information about the parliamentary oversight, the result of the oversight, and related statistical data, including the information about the summoning of public officials accountable to the parliament must be regularly published on the website of the parliament.

## CHAPTER 2. GENERAL INFORMATION ABOUT THE PARLIAMENT OF GEORGIA

### DISTRIBUTION OF THE SEATS UNDER THE PROPORTIONAL SYSTEM

#### GEORGIAN DREAM - DEMOCRATIC GEORGIA

60

#### ELECTION BLOC UNM – UNITED OPPOSITION “STRENGTH IN UNITY

36

#### BAKRADZE, UGULAVA, BOKERIA – EUROPEAN UNION – MOVEMENT FOR FREEDOM

5

#### LELO – MAMUKA KHAZARADZE

4

#### ELECTION BLOC GIORGI VASHADZE – STRATEGY AGHMASHENEBELI

4

#### GIRCHI

4

#### DAVIT TARKHAN-MOURAVI – ALLIANCE OF PATRIOTS OF GEORGIA

4

#### ALEKO ELISASHVILI – CITIZENS

2

#### SHALVA NATELASHVILI – LABOR PARTY OF GEORGIA

1

The electees in all the 30 majoritarian districts were the candidates from the Georgian Dream - Democratic Georgia.

Both under the proportional and majoritarian systems, the Georgian Dream gained the total of **90** seats in the Parliament of 10<sup>th</sup> Convocation.

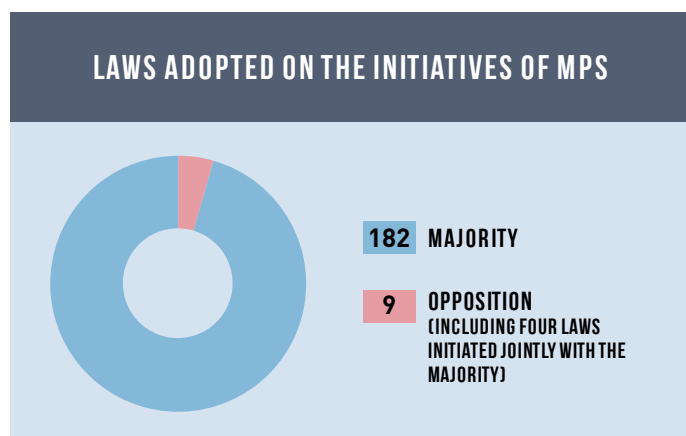
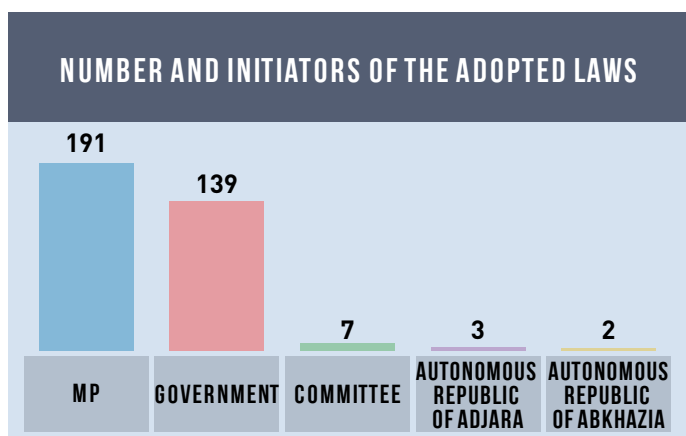
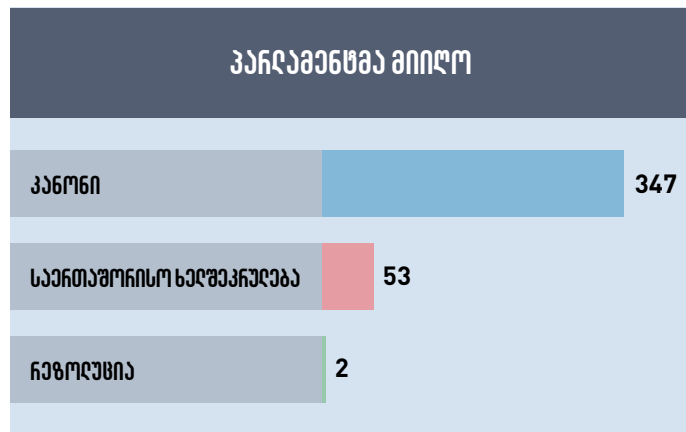
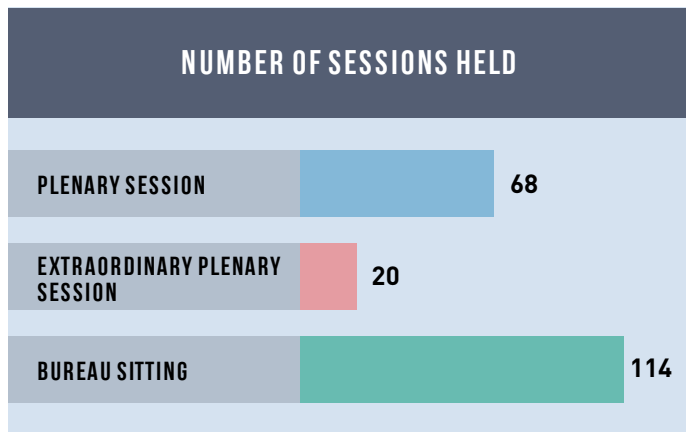
In February 2021, six MPs left the majority to join the opposition.<sup>4</sup> The mandates of two opposition MPs were scrapped (Nikanor Melia, Mamuka Khazaradze) because by the time of termination of their powers, the electoral lists of these political parties had been annulled and those two could not be replaced by anyone else.

At the end of 2021, the parliamentary majority consisted of **84** MPs while the parliamentary opposition had **64** MPs.

4 The changes in February 2021 followed the resignation of Giorgi Gakharia; six MPs (Giorgi Khojevanishvili, Ana Buchukuri, Aleksandre Motserelia, Beka Liluashvili, Shalva Kereselidze, Mikheil Daushvili) left the majority to join a political party of the former Prime Minister.



### 3. GENERAL STATISTICS



| BOYCOTTED |                                                                                |
|-----------|--------------------------------------------------------------------------------|
| ▶         | United National Movement - United Opposition "Strength in Unity" - 26 sessions |
| ▶         | Tamar Charkviani - 23 sessions                                                 |
| ▶         | Tamar Kordzaia - 23 sessions                                                   |
| ▶         | Lelo - Partnership for Georgia - 16 sessions                                   |
| ▶         | Davit Bakradze - 16 sessions                                                   |

## CHAPTER 4. IMPORTANT DEVELOPMENTS

### 4.1 FAILURE TO FULFILL THE 19 APRIL AGREEMENT BETWEEN POLITICAL PARTIES

The 2020 parliamentary election was followed by a severe political crisis. On 11 December, in parallel with the Parliament of 10<sup>th</sup> Convocation holding its opening session, the majority of the opposition political parties signed a [memorandum to formally reject the mandates](#). To diffuse the political crisis in the country, the President of the European Council, Charles Michel, engaged personally in the mediation and on 19 April, came up with a [document](#) of agreement between the political parties, outlining five main areas, including the power-sharing in the parliament. The parliament, however, [failed](#) to fulfill the obligations laid down therein.

In July 2021, the majority and the opposition presented [constitutional amendments](#); as they [claimed](#), the adoption of those amendments would ensure the incorporation of provisions of the agreement proposed by President of the European Council Charles Michel on 19 April in the Constitution of Georgia.<sup>5</sup>

The consideration of the aforementioned constitutional change has been suspended.

<sup>5</sup> According to the [amendments](#), a threshold for parliamentary election will decrease to 2% until 2024, a grouping of at least four MPs will be allowed to form a parliamentary faction in the parliament elected as a result of election conducted before 2024 and in 2024, and the three-fifth vote of the entire composition of the parliament of the following two convocations will be required to elect a Prosecutor General.

## 4.2 ELECTION OF JUDGES

Upon a [decision](#) of the High Council of Justice of 1 June 2021, nine candidates were nominated to the parliament for electing to the Supreme Court of Georgia. On 12 July, the parliament [voted for](#) six of the nine nominated candidates. The endorsement of candidates by the parliament was carried in a hasty and non-transparent manner, without the participation of the opposition. International [reaction](#) to that fact was negative. Nonetheless, the parliament continued the process of electing judges.<sup>6</sup>

## 4.3 CHANGES IN THE COMPOSITION OF THE PARLIAMENT

|                                                                                                                                                                               |                                                                                    |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------|
| <b>51 opposition MPs applied to the parliament for the termination of their mandates</b>                                                                                      | <b>On 2 February, the parliament voted against the termination of the mandates</b> |
| Zurab Japaridze, Tamar Kordzaia, and Elene Khoshtaria <a href="#">appealed</a> the decision on not stripping them of their mandates to the Constitutional Court. <sup>7</sup> |                                                                                    |
| <b>52 opposition MPs applied to the parliament for the termination of their mandates</b>                                                                                      | <b>On 18 July, the parliament voted against the termination of the mandates</b>    |

See more about termination of the mandates and replacement of MPs in the following [table](#).

In November 2021, two factions, those of Lelo - Partnership for Georgia and Group for Reforms were [dissolved](#) because of shortage of sufficient number of members as Mamuka Khazaradze (the faction: Lelo - Partnership for Georgia) and Zurab Girchi Japaridze (the faction: Group for Reforms) left the parliament. As a result of the amendments introduced to the Rules of Procedure of the Parliament of Georgia, the members of the dissolved factions set up [political groups](#).

## CHAPTER 5. IMPORTANT LEGISLATIVE AMENDMENTS

### 5.1 PROGRESSIVE LEGISLATIVE AMENDMENTS

#### Issue of parliamentary immunity



On 26 June 2021, the parliament voted for the [amendment to the Rules of Procedure](#), whereby a resolution of the parliament giving consent on the arrest or detention of an MP, search of MP's place of residence or work, vehicle or person, also, a resolution of the parliament suspending the mandate of arrested or detained MP (for the period of arrest and detention) shall be adopted by the three-fifths votes of the total members of the parliament.



This amendment is commendable as it stems from the agreement brokered by the President of European Council and signed by political parties of Georgia on 19 April 2021.

<sup>6</sup> See the statement of US Embassy <https://bit.ly/3w4WafO>; the statement of the Coalition for Independent and Transparent Judiciary <https://bit.ly/35Z8Da1>; <https://bit.ly/3Maneir>; the assessment of Transparency International Georgia; position of the press speaker of the European Commission <https://bit.ly/3EvLLMf>; the statement of EU Delegation to Georgia <https://bit.ly/3MdI9Bb>.

<sup>7</sup> Later, in June, Tamar Kordzaia withdrew her appeal, explaining her move by signing the 19 April Agreement and the decision to enter the parliament. See, <https://netgazeti.ge/news/547548/>.

## Formation of political groups



The parliament voted for the initiative to form a new parliamentary entity – a political group (consisting of at least four members). A political group shall have the same rights as a faction, except for the rights of a faction determined by the Constitution of Georgia. Later, upon the [initiative](#) submitted by the opposition MPs, the number of MPs necessary to set up a political group was cut down to two. In December 2021, upon the [initiative](#) of opposition MPs, the restriction prohibiting representatives of an election bloc to form a political group was lifted, allowing them to set up a political group of at least two MPs.



This amendment is commendable as it serves the aim of enhancing the powers of a group of opposition MPs.

## Deputy chairpersons of factions in municipal councils were imposed an obligation to file property declarations



In December 2021, an amendment was made to the [Law on the Conflict of Interests and Corruption in Public Service](#), to include a deputy chairperson of faction in a municipal council in the list of public officials who are required to file personal property declarations.



We repeatedly recommended this amendment and it must be evaluated as a commendable change because in the fight against corruption it was necessary to obligate deputy chairpersons of factions too to file their personal property declarations.

## 5.2 POSITIVE LEGISLATIVE AMENDMENTS THAT REQUIRE FURTHER IMPROVEMENT

### Mechanisms of protection of minors' rights in the process of administering justice



According to the legislative amendments, the list of persons, who are required to specialize in order to participate in juvenile justice, was extended to include an expert who has to communicate with a minor during expert examination. A new rule of interviewing a minor witness and a minor victim during an interrogation with a magistrate judge and investigative experiment has been determined.



These amendments must be [assessed](#) as positive. A proper implementation of these amendments will reduce the risk of inflicting harm on minors involved in juvenile justice proceedings. In exceptional cases of repeated interrogation of a minor, it is expedient to seek prior consent from a court rather than from a prosecutor, which would serve as a be a stronger guarantee of protection of minors' rights.

### Several issues of election law reform



On 28 June 2021, a [package of amendments](#) to the election law, aimed to improve electoral regulations, passed its third reading and was adopted by the parliament. The process of working on the package continued several months and the final draft reflected the proposals set forth in the agreement signed by political parties on 19 April 2021.



The amendments improved the rule of composition of election administration on all the three levels: the election threshold decreased for local elections, post-factum correction of summary protocols of precinct election commissions was prohibited, automatic recounting of polling results in election precincts was introduced, the circle of persons restricted to campaign during working hours expanded, a system of filing electronic appeals was introduced.

Negative [assessment](#) was given to a temporary regulation for the appointment of professional members of the Central Election Commission; temporary regulation for the appointment of members to election commissions by political parties; creation of a post of additional deputy to the chairperson of Central Election Commission; curbing of the functions of members appointed by the opposition to precinct election commissions.

## 5.3 NEGATIVE LEGISLATIVE AMENDMENTS

### Amendment to the rule of election of CEC chairperson and member



On 17 December, the parliament adopted an [amendment](#) to the Rules of Procedure of the Parliament, thereby actually annulling a general rule of composition of the CEC, which was approved on 28 June and served the aim of implementing the 19 April agreement between the political parties. The amendment caused a substantial damage to the procedure of electing the chairperson and professional members of the CEC.

According to the adopted amendment, where a nominee for the CEC chairperson is not elected by the two-thirds of all member of parliament at the first voting, the parliament shall elect the CEC chairperson by a simple majority at the second voting, without observing any mandatory time interval between the two voting events.



This procedure simplified the election of a CEC member to such an extent that the parliamentary majority loses any motivation to reach agreement with the parliamentary opposition; such a state of affairs renders this part of the electoral reform absolutely [worthless](#). Furthermore, it has actually scrapped the procedure, drawn up as a result of the April political agreement, which was set to strengthen the inclusiveness of decision making process and boost the trust towards the election administration.

### Legislative package concerning the State Inspector Service



In December 2022, the parliament adopted the amendments under an expedited procedure, that led to the abolishment of the State Inspector Service and replacement thereof with two new entities: the Special Investigation Service and the Personal Data Protection Service.



The amendments were initiated without scrutinizing existing challenges and conducting consultations and were considered in an expedited way. Although in the explanatory note the authors of the bill cited effective reforms and recommendations of nongovernmental organizations, the presented legislative package did not respond to the challenges existing with regard to the activity of independent investigation mechanism and the protection of personal data. It seems that the true aim of the bill was not the implementation of an effective reform but a mechanical dismantling of the entity and the [appointment](#) of new individuals to positions.

### Amendment to the Law on Common Courts



On 30 December 2021, the Parliament of Georgia adopted the legislative amendments to the Organic Law of Georgia on Common Courts, which addressed sensitive issues such as: secondment of a judge to another court; reduction of the quorum required for the High Council of Justice to make decisions on disciplinary proceedings; removal of the ban on the election of the same person as a member of the High Council of Justice for the second time in a row; a new regulation for decision-making on the recusal of a judge from case hearings.



The draft law was [criticized](#) by civil society organizations and international actors as well as a segment of judges. The amendments will have a chilling effect on critical and dissenting opinions within the court system.

The draft law was adopted under an accelerated procedure at an extraordinary session, without involving society and holding public consultations. Adoption of amendments of this type requires a broad public consultation process even in established democracies. In Georgia, where the level of trust towards the judiciary is extremely low, a process of such decision-making must show a higher degree of inclusiveness and openness.

### Stricter sanctions for disobeying police officer



In April 2021, the parliament voted for the initiative of tightening the sanctions for the disobedience to police officers. In particular, a minimum amount of fine for disorderly conduct increased; also, a tougher sanction was introduced for a disobedience to a lawful order or demand of a law enforcement officer or representative of any other relevant state body, who is on duty.

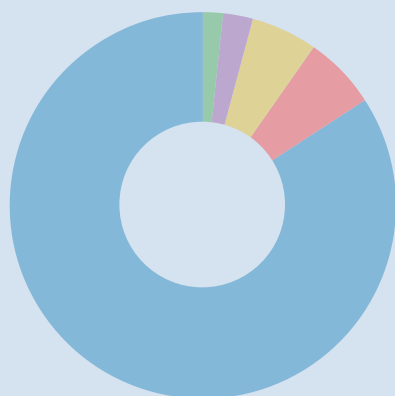


At the stage of the bill passing the readings, we expressed [opinion](#) that in the circumstances when the country was experiencing political and social crises, a public protest was growing and economic conditions were extremely hard, those amendments would be a heavy burden for the population and could thus be [assessed](#) as a step taken towards the restriction of the civic space.

## CHAPTER 6. PROGRESS AND ASSESSMENT OF LEGISLATIVE PROCESS

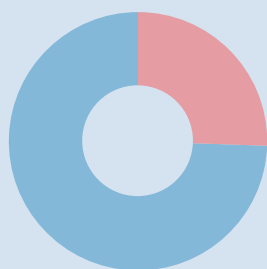
The legislative process largely pursued political interests of the ruling team. Legislative amendments were often adopted under an expedited procedure, without a proper involvement of civil society and other stakeholders. Extension of the term or postponement of consideration of draft laws without justification was also a frequent practice.

### REQUESTS (DRAFT LAWS) FOR EXPEDITED CONSIDERATION FROM MPS



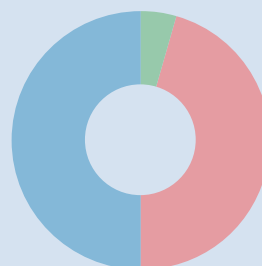
- 95** ADOPTED UNDER AN EXPEDITED PROCEDURE
- 7** NOT ADOPTED UNDER AN EXPEDITED PROCEDURE
- 6** REQUEST REJECTED
- 3** INITIATIVE WITHDRAWN BY AUTHORS
- 2** NOT CONSIDERED AT A PLENARY SESSION

### NUMBER OF REQUESTS (DRAFT LAWS) FOR EXPEDITED PROCEDURE AND INITIATORS



- 84** PARLIAMENT
- 29** GOVERNMENT

### NUMBER OF DRAFT LAWS CONSIDERED UNDER SIMPLIFIED PROCEDURE AND INITIATORS



- 11** GOVERNMENT
- 10** MEMBERS OF PARLIAMENT
- 1** SUPREME COUNCIL OF THE AUTONOMOUS REPUBLIC OF ADJARA



Term of consideration was extended 11 times for nine legislative packages (47 draft laws) submitted by the government;



Term of consideration was extended **83** times for **37** legislative packages (195 draft laws) initiated by the parliament;



The Supreme Council of the Autonomous Republic of Adjara extended the term of consideration of one legislative package (three draft laws) once;



The Supreme Council of the Autonomous Republic of Abkhazia extended the term of consideration of one legislative package (five draft laws) once.

In the reporting period, the leaders by the number of extended term of consideration (five times) were the [Amendments to the Election Code](#) and the [Enforcement Code](#).

The consideration term was extended twice for a legislative package on the [Establishment of Anticorruption Agency](#) initiated by the parliamentary faction, Lelo – Partnership for Georgia, and co-authored by Transparency International Georgia.<sup>8</sup>

<sup>8</sup> After the reporting period, once the faction was dissolved, this initiative was resubmitted by MPs individually.

## 7. PARLIAMENTARY OVERSIGHT

### 7.1 VOTE OF CONFIDENCE IN THE GOVERNMENT

On 24 December 2020, against the backdrop of the opposition parties boycotting the parliament, the ruling party in the parliament [expressed](#) confidence in the new government. On 18 February 2021, Prime Minister Giorgi Gakharia resigned. On 22 February, the parliament [expressed](#) confidence in a new government and supporter the candidacy of Irakli Gharibashvili for the premiership. The vote was [conducted](#) against the backdrop of the majority of opposition parties boycotting the parliament.

### 7.2 ANNUAL REPORT OF PRIME MINISTER

On 31 May 2021, Prime Minister Irakli Gharibashvili submitted a report on the performance of government program for 2020-2021 to the parliament. On 25 June, Irakli Gharibashvili made an oral presentation of the report to the parliament.

### 7.3 ELECTION OF HIGH OFFICIALS (ENDORISING APPOINTMENTS)

In the reporting period, the parliament voted for the appointment of 21 high officials. See the list of persons appointed to high positions in the [annex](#).

It is worth to note that **non-judicial members of the High Council of Justice** have not been appointed yet. According to the law, the Council shall consist of 15 members of which five non-judicial members shall be elected by the parliament. However, the process of election has not been launched yet and the Council operates without non-judicial members.<sup>9</sup>

### 7.4 APPEARANCE OF GOVERNMENT MEMBERS AND OTHER PUBLIC OFFICIALS AT PLENARY SESSIONS OF PARLIAMENT AND INTERPELLATIONS

- In the reporting period, only the Minister of Internal Affairs made a request to the parliament, on 13 July 2021, to appear before a plenary session. The Minister intended to report about measures undertaken by the Ministry in response to the events that unfolded in that period (including the violence against journalists on 5 July). The hearing of the Minister was scheduled for an extraordinary plenary session on 18 July; however, the hearing did not take place because of the protest of opposition.
- None of the accountable persons was summoned to a parliamentary session upon the demand of a committee or a faction by the majority votes attending a plenary session (but no less than one-third of the total composition of the parliament).
- It was not until the spring session in 2021 that MPs used a possibility to ask questions under the interpellation procedure. According to the law, four interpellations could have been conducted in the reporting period, but none of them took place.

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<sup>9</sup> See, also, *Warning from Ambassadors – Appointment in Judiciary Continues*, May 24, 2021, <https://www.radiotavisupleba.ge/a/31271230.html>; *Coalition for Independent and Transparent Judiciary addresses the renewed High Council of Justice*, July 3, 2017, [http://coalition.ge/index.php?article\\_id=161&clang=0](http://coalition.ge/index.php?article_id=161&clang=0)

| Questions sent under an interpellation procedure in the reporting period       |                                                                                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                              |
|--------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Addressee                                                                      | Question                                                                                                                                                                                                                                                                                                                                                                          | Author of question                                                                                                                                                           |
| Prime Minister - <b>Irakli Gharibashvili</b>                                   | <ol style="list-style-type: none"> <li>1. Inflation;</li> <li>2. State of small and medium business during the pandemic;</li> <li>3. Methodology of calculating a subsistence minimum;</li> <li>4. Disbursement of pensions exclusively by Liberty Bank, high interest rates on loans to pensioners.</li> </ol>                                                                   | <b>Seven-member group</b> of MPs ( <i>Teona Akubardia, Grigol Vashadze, Giorgi Vashadze, Davit Bakradze, Khatuna Samnidze, Paata Manjgaladze, Zurab (Girchi) Japaridze</i> ) |
| Minister of Education, Science, Culture and Sports - <b>Mikheil Chkhenkeli</b> | <ol style="list-style-type: none"> <li>1. Deteriorating level of education;</li> <li>2. Matters of general education;</li> <li>3. Problems in remote learning.</li> </ol>                                                                                                                                                                                                         |                                                                                                                                                                              |
| Minister of Foreign Affairs - <b>Davit Zalkaliani</b>                          | <ol style="list-style-type: none"> <li>1. De-occupation strategy;</li> <li>2. Strategy for NATO membership;</li> <li>3. A working process of submitting an EU membership application;</li> <li>4. Process of free trade agreement between Georgia and the USA;</li> <li>5. Details of the work on a UN resolution on the status of refugees from the occupied regions.</li> </ol> |                                                                                                                                                                              |
| Minister of Finance - <b>Lasha Khutsishvili</b>                                | <ol style="list-style-type: none"> <li>1. The position of the government about the monetary policy of the National Bank;</li> <li>2. High rate of excise tax on fuel;</li> <li>3. Reduction of currency deficit caused as a result of the drop in tourism;</li> <li>4. Increase in the government debt.</li> </ol>                                                                |                                                                                                                                                                              |

## 7.5 MINISTERIAL HOUR

On 1 February, the Bureau of Parliament determined the 2021 [schedule](#) of Ministerial Hours, which was amended three times.<sup>10</sup> The total of 13 Ministerial Hours were held according to the schedule in the reporting period.

## 7.6 APPEARANCE OF GOVERNMENT MEMBERS AND OTHER PUBLIC OFFICIALS AT PLENARY SESSIONS OF PARLIAMENT

In the reporting period, high officials were summoned to various committee sittings 19 times. Committees summoned them seven times. Opposition factions summoned public officials to committee sessions 12 times, but they did not turn up. The majority faction did not summon any public official to a committee sitting.

<sup>10</sup> Amendments were made under the following decisions of the Bureau: N34/16 of 15 March, N84/25 of 7 September, and N91/25 of 8 November.



| Public officials summoned to parliamentary committee sittings on the initiative of opposition factions in the reporting period |                                                                                                                                                                                                                            |                                              |                                       |
|--------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------|---------------------------------------|
| Initiator                                                                                                                      | Invitee                                                                                                                                                                                                                    | Committee                                    | Date of committee sitting/<br>comment |
| Faction: Lelo – Partnership for Georgia (03.06.2021)                                                                           | Minister of IDPs from the Occupied Territories, Labor, Health and Social Protection - <b>Ekaterine Tikaradze</b><br>Minister of Justice - <b>Rati Bregadze</b><br>Minister of Internal Affairs - <b>Vakhtang Gomelauri</b> | Human Rights and Civil Integration Committee | Did not appear <sup>11</sup>          |
| Faction: Charles Michel Reform Group (23.06.2021)                                                                              | Minister of IDPs from the Occupied Territories, Labor, Health and Social Protection - <b>Ekaterine Tikaradze</b>                                                                                                           | Human Rights and Civil Integration Committee | Did not appear <sup>12</sup>          |
| Faction: Charles Michel Reform Group (23.06.2021)                                                                              | Minister of Internal Affairs - <b>Vakhtang Gomelauri</b>                                                                                                                                                                   | Human Rights and Civil Integration Committee | Did not appear <sup>13</sup>          |
| Faction: Charles Michel Reform Group (06.07.2021)                                                                              | Minister of Internal Affairs - <b>Vakhtang Gomelauri</b>                                                                                                                                                                   | Human Rights and Civil Integration Committee | Did not appear                        |
| Faction: Charles Michel Reform Group                                                                                           | Minister of IDPs from the Occupied Territories, Labor, Health and Social Protection - <b>Ekaterine Tikaradze</b>                                                                                                           | Human Rights and Civil Integration Committee | Did not appear <sup>14</sup>          |
| Faction: Lelo – Partnership for Georgia (31.05.2021)                                                                           | Minister of Economy and Sustainable Development - <b>Natela Turnava</b><br>Minister of Justice - <b>Rati Bregadze</b><br>Minister of Environment Protection and Agriculture - <b>Levan Davitashvili</b>                    | Sector Economy and Economic Policy Committee | Did not appear                        |
| Faction: Charles Michel Reform Group (24.06.2021)                                                                              | Minister of Economy and Sustainable Development - <b>Natela Turnava</b>                                                                                                                                                    | Sector Economy and Economic Policy Committee | Did not appear                        |
| Faction: Lelo – Partnership for Georgia (01.09.2021)                                                                           | Minister of Culture, Sport and Youth Affairs – <b>Tea Tsulukiani</b>                                                                                                                                                       | Culture Committee                            | Did not appear <sup>15</sup>          |

## 7.7 HEARING OF REPORTS OF OTHER BODIES ACCOUNTABLE TO THE PARLIAMENT

The total of [21 reports](#) were submitted to the parliament, of which **10 reports** were not considered in the reporting period: A report of Legal Aid Service, A report of Office of Public Defender of Consumer Rights at the National Communications Commission, Two reports of the Ministry of Justice<sup>16</sup>, A report of State Inspector Service, A report of Public Broadcaster, A report of Prosecutor-General, A report of Pension Agency, A report of National Communications Commission, A report of National Energy and Water Supply Regulatory Commission.

11 According to information provided by the parliament, summoned public officials were ready, if initiators so desired, to continue consultations regarding the date of their appearance.

12 In this particular case, the law was not violated, because according to Paragraph 3 of Article 4 of the Rules of Procedure of Parliament, the term defined by the Rules of Procedure ceases to run between parliamentary sessions and the obligation to appear for committee sittings within the terms specified in Article 40 no longer exist.

13 See the previous footnote.

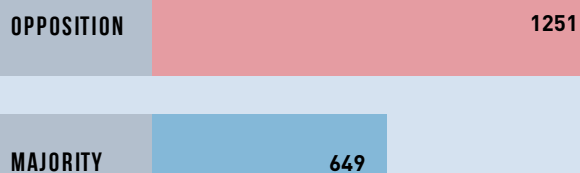
14 According to the information provided by the parliament, consultation was underway regarding the date of appearance, but the issue remained open because of dissolution of the mentioned faction.

15 According to the information provided by the parliament, the hearing of the Minister at the committee sitting did not take place because the Minister had discussed these issues during the Ministerial Hour held at a plenary session of the parliament.

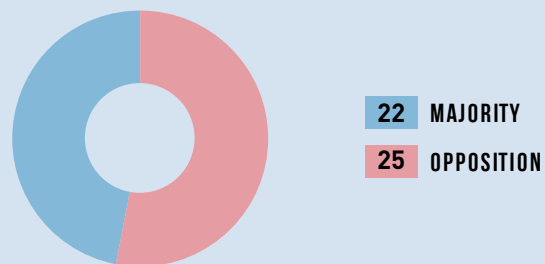
16 1. 2020 Report on Status of Enforcement of Judgments / Decisions on Georgia by the European Court of Human Rights (completed cases). 2. 2020 Report on Status of Enforcement of Judgments / Decisions on Georgia by the European Court of Human Rights (pending cases). 2020 Report on the Status of Enforcement of Decisions of the United Nations Committees on Georgia.

## 7.8 MP'S QUESTION<sup>17</sup>

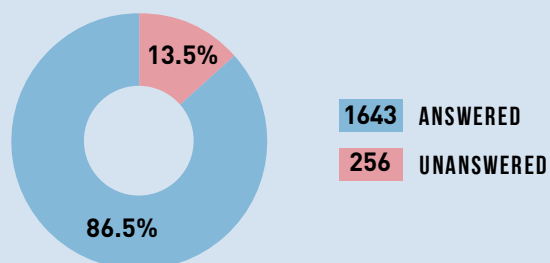
### NUMBER OF MP'S QUESTIONS



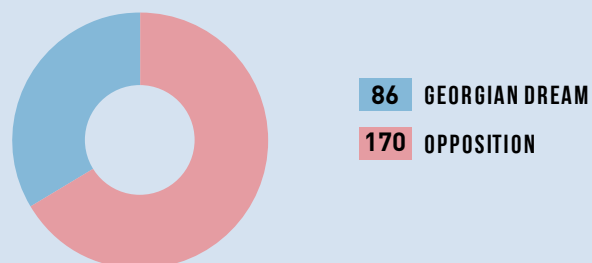
### NUMBER OF AUTHORS OF MP'S QUESTIONS



### SHARE OF ANSWERED AND UNANSWERED MP'S QUESTIONS



### DISTRIBUTION OF ANSWERED QUESTIONS BETWEEN THE GEORGIAN DREAM AND THE OPPOSITION



### TOP TEN LIST OF AUTHORS BY THE NUMBER OF MP'S QUESTIONS



**SARJVELADZE MIKHEIL** 334  
(majority)



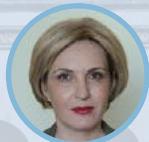
**IOSELIANI LEVAN** 237  
(opposition)



**DEKANOIDZE KHATIA** 233  
(opposition)



**AKUBARDIA TEONA** 152  
(opposition)



**SEPASHVILI EKA** 133  
(majority)



**GOTSIRIDZE ROMAN** 127  
(opposition)



**ELISASHVILI ALEKSANDRE** 112  
(opposition)



**KORDZAIA TAMAR** 101  
(opposition)



**SAMNIDZE KHATUNA** 95  
(opposition)



**TSILOSANI NINO** 89  
(majority)

<sup>17</sup> Data as of 31 January 2022.

| Public officials who left the highest number of MP's questions unanswered |   |
|---------------------------------------------------------------------------|---|
| Mayor of Kaspi municipality – Vakhtang Maisuradze                         | 9 |
| Mayor of Mestia municipality – Kapiton Zhorzholiani                       | 8 |
| Mayor of Tsalka municipality – Ilia Sabadze                               | 7 |
| Mayor of Lentekhi municipality – Badri Liparteliani                       | 7 |
| Mayor of Bolnisi municipality – Davit Sherazadishvili                     | 7 |
| Mayor of Gardabani municipality – Ramaz Budaghashvili                     | 6 |
| Mayor of Kazbegi municipality – Aleksandre Zagashvili                     | 6 |
| Minister of Culture, Sport and Youth Affairs of Georgia – Tea Tsulukiani  | 5 |

## 7.9 ESTABLISHMENT OF TEMPORARY INVESTIGATION COMMISSION

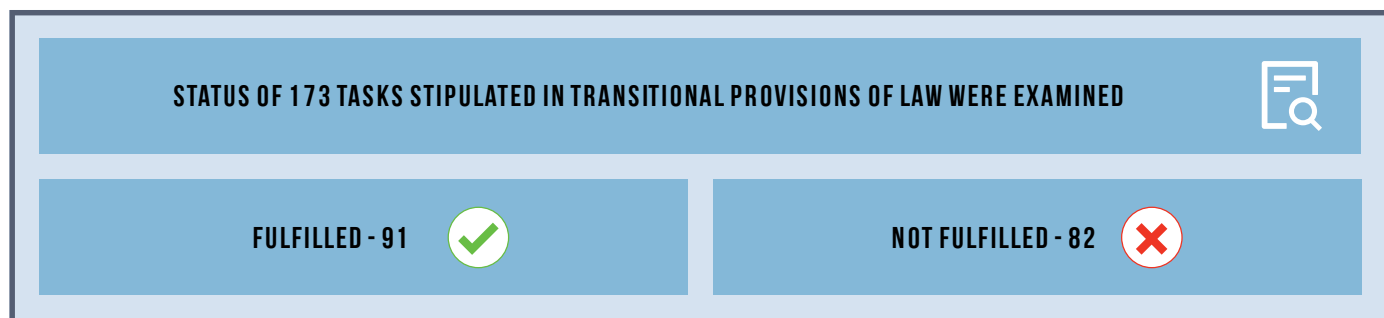
During the reporting period, requests were made for creating three temporary investigation commissions and one temporary commission of other type.

| Title and initiator of temporary investigation commission of the parliament                                                                                                                                                                                                                                                |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <a href="#">On the Creation of Temporary Investigation Commission of the Parliament of Georgia to Study the 31 October 2020 Parliamentary Election.</a><br>Faction: Georgian Dream<br> <b>The commission was created.</b> <sup>18</sup> |
| <a href="#">On the Temporary Investigation Commission of the Parliament of Georgia to Study Elite Corruption</a><br>Faction: Lelo – Partnership for Georgia<br> <b>The commission was not created.</b>                                  |
| <a href="#">On the Creation of Temporary Investigation Commission of the Parliament of Georgia to Study Events of 5-6 July 2021</a><br>Faction: Charles Michel Reform Group<br> <b>The commission was not created.</b>                  |

| Other Temporary Commission                                                                                                                                                                                                                                                                                  |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <a href="#">The Temporary Fact-Finding Commission on Clan-Based Governance in General Courts</a><br>Faction: United National Movement – United Opposition “Strength in Unity”<br> <b>The commission was not created.</b> |

<sup>18</sup> The Commission [comprised](#) four members of which two represented the ruling party, while other two were independent MPs. The commission [completed](#) the work on 26 July and adopted the conclusion which said that the 2020 parliamentary election was conducted in a fair environment and in accordance with the law. The parliament adopted the conclusion in the form [resolution](#). The resolution was supported by the ruling party and one member from the political group European Socialists.

## 7.10 CONTROL OVER THE FULFILLMENT OF TASKS STIPULATED IN TRANSITIONAL PROVISIONS OF LAW



Although many of the tasks stipulated in transitional provisions were not fulfilled, the parliament did not apply any other mechanism of parliamentary oversight (for example, summoning of a responsible executive official, interpellation, launch of impeachment procedure, etc.).

## 7.11 CONTROL OVER THE ENFORCEMENT OF NORMATIVE ACTS

| Parliamentary committees that applied the mechanism of control over the enforcement of normative acts |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|-------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Agrarian Issues Committee                                                                             | Law of Georgia on Agricultural Cooperatives                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| Human Rights and Civil Integration Committee                                                          | 1. The Code on the Rights of the Child<br>2. Law on Social Work; The Code on the Rights of the Child<br>3. Law on the Rights of Persons with Disabilities                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| Budget and Finance Committee                                                                          | 1. Review of Three-Month Performance of 2021 State Budget of Georgia<br>2. Annual Report of Performance of 2020 State Budget of Georgia<br>3. Government report on the Annual Report of the Performance of 2020 State Budget of Georgia -<br>4. Report on the Progress of Performance of the 2021 State Budget of Georgia<br>5. Government's report on Progress of Performance of the 2021 State Budget of Georgia<br>6. Review of Six-Month Performance of 2021 State Budget of Georgia<br>7. Performance Report of State Audit Office 2020<br>8. Annual Report of the National Bank of Georgia 2020<br>9. Annual Report of Pension Agency 2020<br>10. Report of Public Broadcaster 2020<br>11. Review of Nine-Month Performance of 2021 State Budget of Georgia<br>12. Review of Six-Month Performance of the Pension Agency<br>13. Report on the Performance of the 2020 National Action Plan for the Implementation of Association Agreement and Georgia's Integration into the EU in the Area of Financial Service, Taxation, Accounting and Audit. |
| Healthcare and Social Issues Committee                                                                | 1. Law on Tobacco Control<br>2. Law on the Protection and Promotion of Breastfeeding and Artificial Food Consumption                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |

## 7.12 CONTROL OVER THE STATE BUDGET PERFORMANCE

### Annual report on state budget performance

The State Audit Office submitted its [opinion](#) on the performance of 2020 state budget to the parliament on 20 May, while the government submitted its report on the performance of the budget on 28 May. The parliament considered [the report and the opinion](#) together, the committees published their conclusions within the timeframe

required by the law, [all the committees](#) endorsed the government report and the audit opinion. The Budget and Finance Committee published its [conclusion](#) on 21 June, in which the committee expressed its agreement with a recommendation provided in the opinion of the Audit Office and endorsed the adoption of the report at a plenary session. The report was considered at the plenary session and with its [resolution](#) of 26 July, the parliament adopted the government's report on the performance of the 2020 budget.

| Submission of quarterly reports on the performance of state budget |                         |                            |
|--------------------------------------------------------------------|-------------------------|----------------------------|
| Three-month report                                                 | Six-month report        | nine-month report          |
| <a href="#">29 April</a>                                           | <a href="#">31 July</a> | <a href="#">31 October</a> |

## 7.13 TRUST GROUP

The Trust Group was not fully formed in the reporting period. The Trust Group, which exercises control over the defense and security sector, had only three members who all were from the ruling party. The opposition nominated its candidates to the Trust Group three times, but the parliament did not take notice of the information on any one of them and the nominated MPs were not given an opportunity to work in the Group.<sup>19</sup>

| Activities of the Trust Group                                                                                         |
|-----------------------------------------------------------------------------------------------------------------------|
| In 2020, reports on secret activities and special programs were presented by the following entities:                  |
|  Intelligence Service                |
|  Ministry of Internal Affairs        |
|  Ministry of Defense                 |
|  Special Penitentiary Service      |
|  State Security Service            |
|  Special State Protection Service  |
| In April 2021, the LEPL Operative-Technical Agency presented a statistical and generalized report on its performance. |
| The members of the Trust Group paid 20 visits to entities falling within the defense and security sector.             |
| The LEPL Operative-Technical Agency was inspected twice.                                                              |

## 7.14 THEMATIC INQUIRY

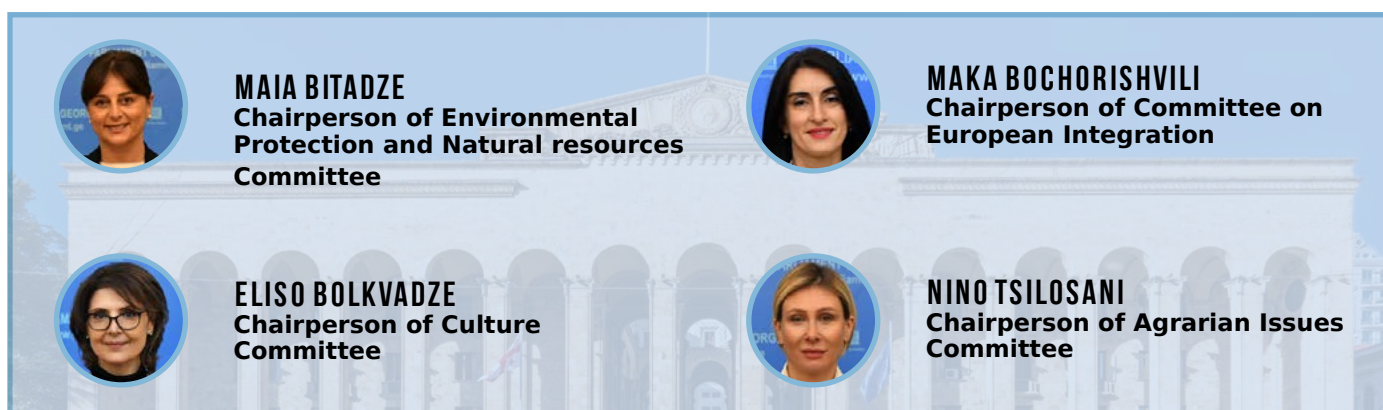
The total of 19 thematic inquiry groups were created in the reporting period,<sup>20</sup> eight of which drew up conclusions/reports whereas the work of the remaining 11 groups was still in progress in the reporting period. See details in the [annex](#).

19 Nominees of the opposition: <https://info.parliament.ge/#law-drafting/22353>; <https://info.parliament.ge/#law-drafting/22380>; <https://info.parliament.ge/#law-drafting/23278>

20 The data rests on the information available on the webpage of the parliament and requested from the committees.

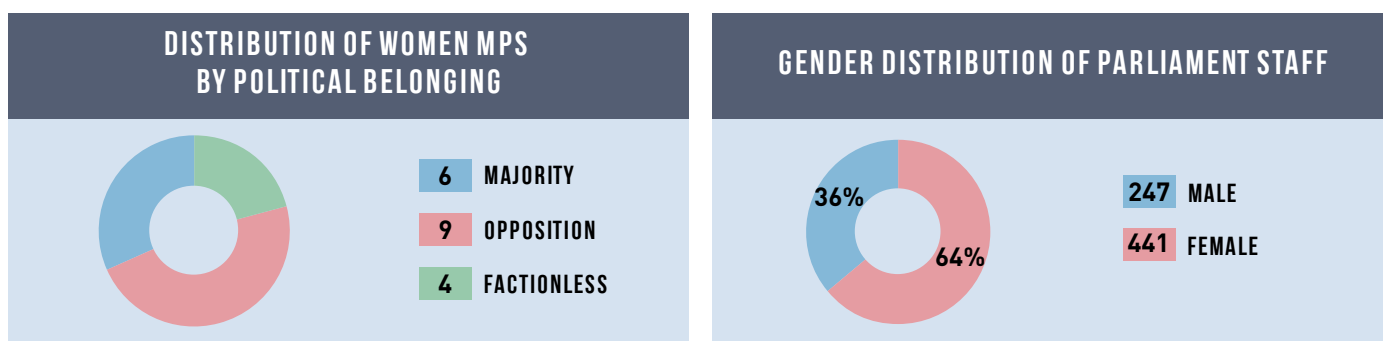
## CHAPTER 8. WOMEN'S PARTICIPATION IN THE PARLIAMENT

In the reporting period, there were 27 women MPs in the parliament; four of them were chairpersons of committees:



*Nino Tsiilosani* also chaired the Permanent Parliamentary Council on Gender Equality.

From among representatives of the opposition, Khatia Dekanoidze chaired the faction, United National Movement – United Opposition “Strength in Unity,” while Khatuna Samnidze chaired the political group, Group for Reforms.



As regards the gender distribution of the parliament staff, the majority of employees were women, namely, **441** women of the total 688-strong parliament staff.

## CHAPTER 9. ACTIVITIES OF COUNCILS AND COMMITTEES IN THE PARLIAMENT

The parliament has the following permanent consultative councils:

- *Gender Equality Council*
- *Open Government Council*
- *Rights of the Child Council*

*The Ethics Council and a Temporary Parliamentary Commission on Restoration of Territorial Integrity and De-occupation were set up in the parliament.*

### ► Gender Equality Council

The council comprises 19 members of which 12 represent the parliamentary majority while seven represent the parliamentary opposition.



### Activity of the Gender Equality Council

|                                                                                   |                                                                                                                                                                                                                                                                                            |
|-----------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  | The Council conducted <b>8</b> sittings and <b>140</b> working meetings.                                                                                                                                                                                                                   |
|  | The Council took part in <b>58</b> forums and conferences, including on the issues of investigation into sexual violence, women's political empowerment and involvement in decision making, etc.                                                                                           |
|  | The Council carried out three thematic inquiries.                                                                                                                                                                                                                                          |
|  | The Council launched the monitoring of the implementation of recommendations made within the scope of <b>three</b> thematic inquiries. <sup>21</sup>                                                                                                                                       |
|  | The Council drew up a report on the status of gender equality in the country and implementation of obligations assumed under international treaties and presented it at the plenary session in December 2021.                                                                              |
|  | A report on the evaluation of the Council's activity in 2017–2020 and recommendations for further activity was prepared.                                                                                                                                                                   |
|  | The Council <u>considered</u> a written application from nongovernmental organizations and opposition political parties concerning the <u>incident</u> which took place between the opposition MP Tina Bokuchava and the majority MP Shalva Papuashvili at the plenary session on 18 July. |
|  | During the reporting period, the Council did not carry out a gender analysis of draft laws or other draft normative acts, but in 2021, a working group was set up to draw up a form of institutionalization of gender impact assessment. Four working meetings were held in 2021.          |

### Legislative activity of the Gender Equality Council

In the reporting period, no finalized draft law was considered at a Council sitting, but the Council carried out an intensive work on the following legislative initiatives:

- ▶ A new state concept of gender equality
- ▶ A state concept of women's economic empowerment
- ▶ A legislative initiative on the introduction of gender impact assessment (GIA)
- ▶ An issue of scrapping the status of victim as a necessary condition to receive shelter services
- ▶ An issue of broadening the status of single parent
- ▶ A legislative proposal drafted by the NGO Women's Information Center on the amendment to the Law on Official Statistics

#### ▶ **Permanent Parliamentary Council on Open Governance**

A Permanent Council on Open Governance was set up in the Parliament of 10<sup>th</sup> Convocation under the decree of the Chairperson of Parliament on 21 January 2021. The Council comprises 19 members, including 11 MPs from the parliamentary majority, seven MPs from the opposition and one factionless MP.

The Bureau of Parliament approved the Open Parliament [Action Plan 2021-2022](#) on 6 July 2021. It was drafted with an active involvement of a consultation group and laid down 19 obligations (three of them were co-initiated by Transparency International Georgia).

In October 2021, in order to fulfill the obligations set forth in the action plan, [amendments to the Rules of Procedure](#) were initiated, which concerned the rule of publicizing the protocols and audio recordings of sittings of the Commission and also, the issues of forming working groups.

After passing two readings, the consideration of aforementioned initiative was suspended. The parliament must timely adopt these positive amendments.

As regards the openness of the parliament, a refusal to allow to enter the parliament building remained a problem. Permits to enter the parliament and attend committee sittings were denied without justification, by making reference to general safety rules of the parliament.<sup>22</sup>

<sup>21</sup> The monitoring was related to the following topics: women's participation in economic programs; access to vocational education for the economic empowerment of women; availability of healthcare services for women and girls with disabilities.

<sup>22</sup> Women's rights NGOs were not allowed to enter the parliament on 22 July 2021. <https://bit.ly/3ucRKlx>



With regard to the activity of the Council, it should be noted that there is a need for groups to step up their activity on the assumed obligations so as to have the issues specified in the action plan implemented in a timely manner.

### ► **Permanent Parliamentary Council on the Rights of the Child**

The Permanent Parliamentary Council on the Rights of the Child was established in the Parliament of 10<sup>th</sup> Convocation under the [decree](#) of the Chairman of Parliament of 22 January 2021. The Council comprises 11 MPs including seven from the majority and four from the opposition.

On 12 February, the Council held its first sitting at which it drafted its statute.

On 7 October 2021, the Council adopted an [action plan](#) which sets out the activities to be implemented in 2021-2022.

In December 2021, the Council completed the first objective stipulated in the action plan, namely, compiled the register of international acts and national legislative and normative on the rights of the child.

### ► **The Ethics Council**

The Ethics Council was set up under the [decree](#) of 4 February 2021. Initially, the composition of the Council was set at eight members, but then it was increased to [14 members](#). After the Rules of Procedure introduced a new subject – a political group, it was determined that this entity would also be represented in the Ethics Council and enjoy the same rights as a faction.

The statute of the Ethics Council and special forms of various documents were adopted as early as in 2019, but the composition of the council is yet to be formed and therefore, the Ethics Council does not operate. The Council must be manned as soon as possible and it must start responding to alleged violations of the Code of Ethics.

## CHAPTER 10. ACTIVITY OF MPS

The majority of opposition either officially refused, for political reasons, to participate in sittings (boycott) or did not attend the sittings.

In the reporting period, **12** MPs (including 11 from the opposition and one from the majority) did not exercise either the right to speak or the right to submit a legislative initiative. These MPs are:

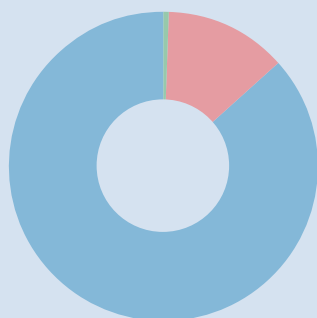
|                                                                                     |                                               |                                                                                     |                                                             |
|-------------------------------------------------------------------------------------|-----------------------------------------------|-------------------------------------------------------------------------------------|-------------------------------------------------------------|
|  | <b>1. GIORGI GODABRELIDZE</b><br>(opposition) |  | <b>7. SHALVA NATELASHVILI</b><br>(opposition) <sup>23</sup> |
|  | <b>2. LEVAN VARSHALOMIDZE</b><br>(opposition) |  | <b>8. RAMAZ NIKOLAISHVILI</b><br>(opposition)               |
|  | <b>3. ABDULA ISMAILOV</b><br>(opposition)     |  | <b>9. KAKHABER OKRIASHVILI</b><br>(opposition)              |
|  | <b>4. MANUCHAR KVIRKVELIA</b><br>(opposition) |  | <b>10. DILAR KHABULIANI</b><br>(opposition)                 |
|  | <b>5. VAKHTANG KIKABIDZE</b><br>(opposition)  |  | <b>11. ELENE KHOSHTARIA</b><br>(opposition) <sup>24</sup>   |
|  | <b>6. SUMBAT KIUREGHIAN</b><br>(opposition)   |  | <b>ZURAB GIRCHI JAPARIDZE</b><br>(opposition)               |

<sup>23</sup> Shalva Natelashvili publicly declared that he would not take part in the activity of parliament and was boycotting it, but he did register an official application about the boycotting.

<sup>24</sup> Elene Khoshtaria publicly declared that she would not take part in the activity of parliament and was boycotting it, but she did register an official application about the boycotting.

## 10.1. NUMBER OF INITIATED DRAFT LAWS AND INITIATORS <sup>25</sup>

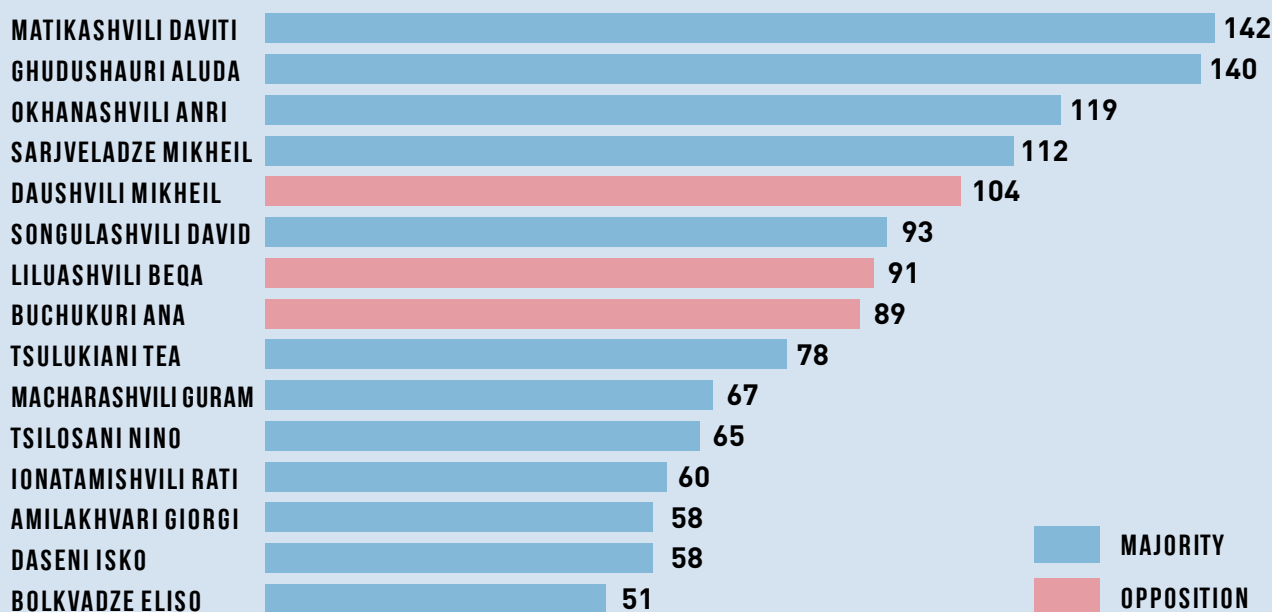
### MPS INITIATED 319 DRAFT LAWS INITIATED, INCLUDING



- 276** INITIATED BY THE MAJORITY MPS
- 41** INITIATED BY THE OPPOSITION  
(INCLUDING 5 JOINTLY INITIATED WITH THE MAJORITY MPS)
- 2** CONSTITUTIONAL AMENDMENTS  
(THE MAJORITY AND THE OPPOSITION)

The chart provides the information about the number of draft laws initiated by MPs.<sup>26</sup>

### NUMBER OF INITIATED DRAFT LAWS (50 AND OVER)



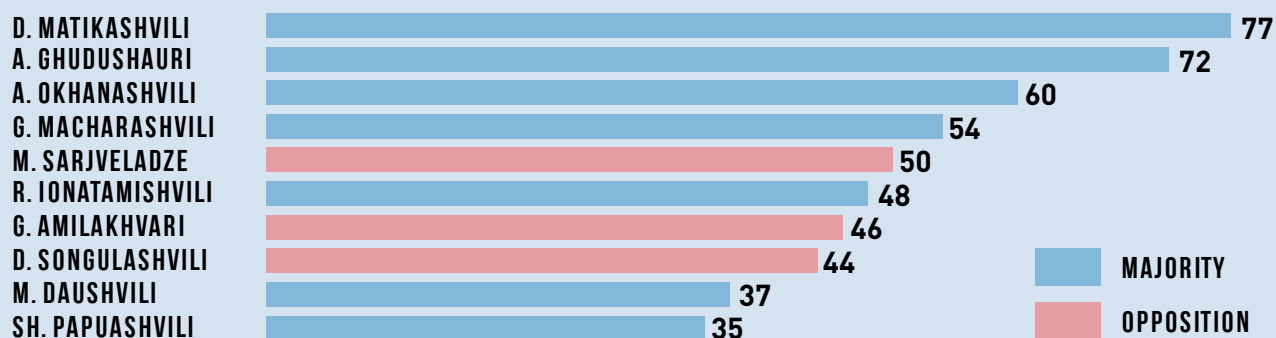
The right to a legislative initiative was not exercised by **53 MPs**. More information about legislative initiatives see in the [table](#).

<sup>25</sup> The provided data does not include two initiatives on constitutional amendments, submitted, in one case, by 85 MPs and in another case, by 91 MPs.

<sup>26</sup> Opposition MPs are printed in red. It should be noted here that a segment of them belonged to the parliamentary majority until February. In February 2021, after Gakharia resigned, six MPs switched from the majority to the opposition. Those who switched sides were: **Giorgi Khojevanishvili, Ana Buchukuri, Aleksandre Motserelia, Beka Liluashvili, Shalva Kereselidze, Mikheil Daushvili.**

## 10.2 NUMBER OF ADOPTED LAWS<sup>27</sup>

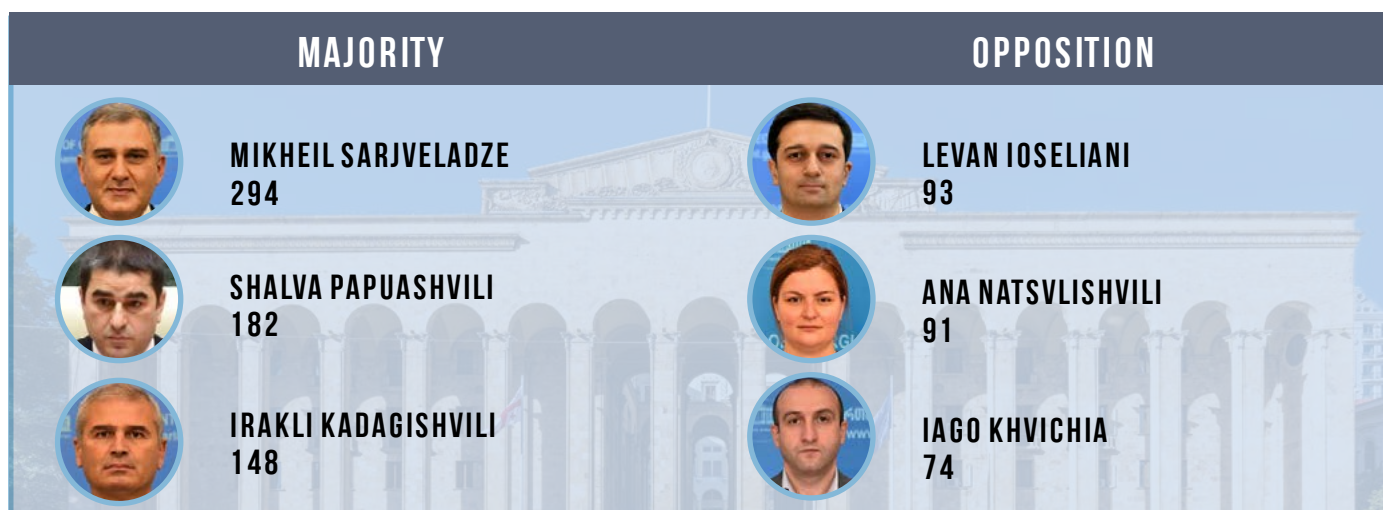
### NUMBER AND INITIATORS OF THE ADOPTED LAWS (TOP TEN)



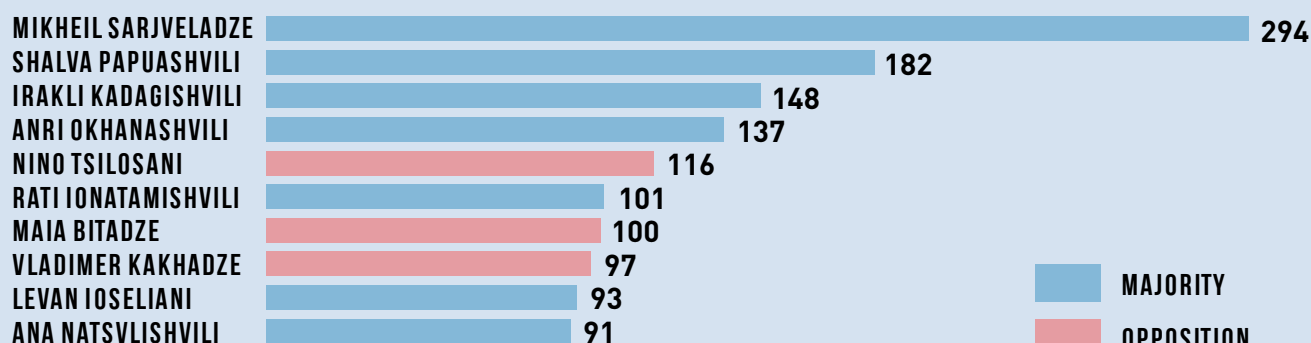
More information see in the [table](#).

## 10.3 NUMBER OF SPEECHES

The right to speak was exercised by 132 MPs. From the majority MPs, this right was most frequently used by:



### NUMBER OF SPEECHES (TOP TEN)



<sup>27</sup> Opposition MPs are printed in red. It should be noted here that a segment of them belonged to the parliamentary majority until February. In February 2021, after Gakharia resigned, six MPs switched from the majority to the opposition. Those who switched sides were: **Giorgi Khojevanishvili, Ana Buchukuri, Aleksandre Motserelia, Beka Liluashvili, Shalva Kereselidze, Mikheil Daushvili.**

The right to speak was never exercised by the following MPs:



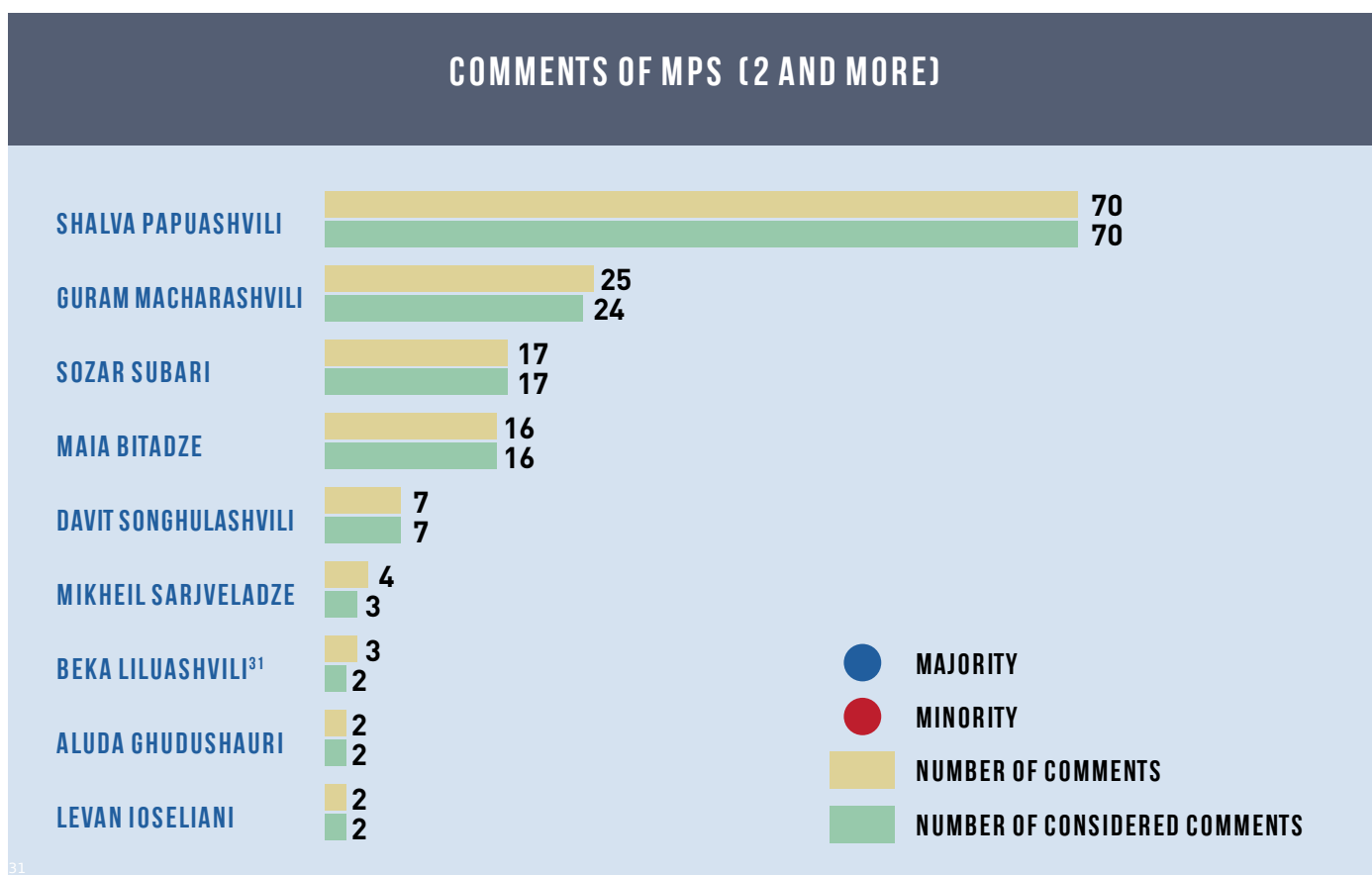
See the [annex](#) for the full information about speeches.

<sup>28</sup> Shalva Natelashvili publicly declared that he would not take part in the activity of parliament and was boycotting it, but he did register an official application about the boycotting.

<sup>29</sup> Elene Khoshtaria publicly declared that she would not take part in the activity of parliament and was boycotting it, but she did register an official application about the boycotting.



## 10.4. COMMENTS OF MPS ON DRAFT LAWS<sup>30</sup>



See more information in the following [table](#).

## 10.5. BUSINESS TRIPS OF MPS

As many as **47** MPs took business trips. GEL **766,860.60** was expended for those trips from the state budget.

Below is the information about the number of business trips taken by MPs and the amounts spent by the parliament on them.<sup>32</sup> It should be noted that sometimes, the number and duration of business trips of an MP are conditioned by his or her position or key directions of activity of relevant committee.

More information about business trips see in the following [table](#).

## CHAPTER 11. PARTICIPATION OF MPS IN PLENARY AND COMMITTEE SESSIONS OF THE PARLIAMENT, DISCIPLINARY RESPONSIBILITY

### 11.1 ABSENTEEISM OF MPS FROM PLENARY AND COMMITTEE SESSIONS<sup>33</sup>

The chart provides the information about unjustified absence of MPs from committee sittings (more than five). The next chart below shows the number of most unjustified absences of MPs from plenary sessions.

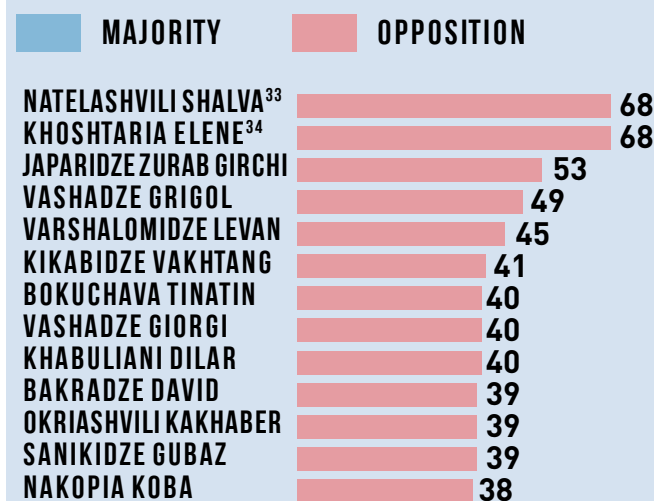
<sup>30</sup> Source: official webpage of the parliament <[www.parliament.ge](http://www.parliament.ge)>

<sup>31</sup> 2021 In February 2021, after the resignation of Gakharia, six MPs switched from the majority to the opposition, including Beka Liluashvili.

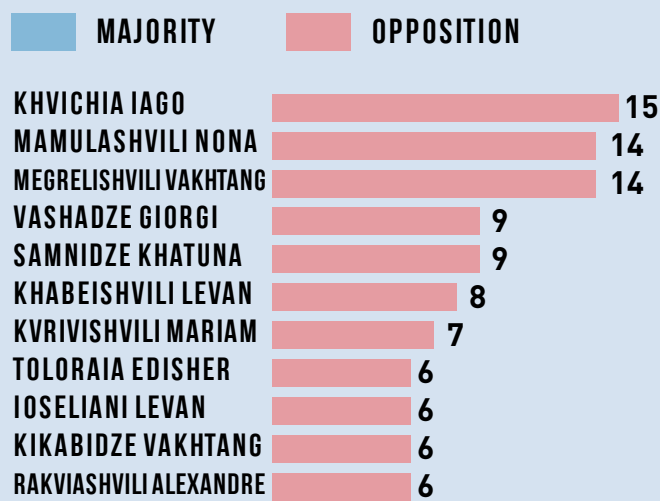
<sup>32</sup> Apart from the parliament spending, business trips of MPs were, on some occasions, co-financed by international and national organizations.

<sup>33</sup> Elene Khoshtaria and Shalva Natelashvili publicly declared that they would not take part in the activity of parliament and were boycotting the parliament, but they did register official statements on the boycott.

## MOST UNEXCUSED ABSENCE OF MPS FROM PLENARY SESSIONS



## NUMBER OF UNEXCUSED ABSENCE OF MPS FROM COMMITTEE SITTINGS (MORE THAN FIVE)



More information can be seen in the following [table](#).

### 11.2 DISCIPLINARY RESPONSIBILITY<sup>36</sup>

The total of GEL **1,105,617.42** was withheld from the salaries of **59** MPs (of which two are from the majority and the rest from the opposition) because of absenteeism from sittings. See the details in the table below.<sup>37</sup> More information see in a [table](#).

## CHAPTER 12. THE PERFORMANCE OF PARLIAMENTARY COMMITTEES

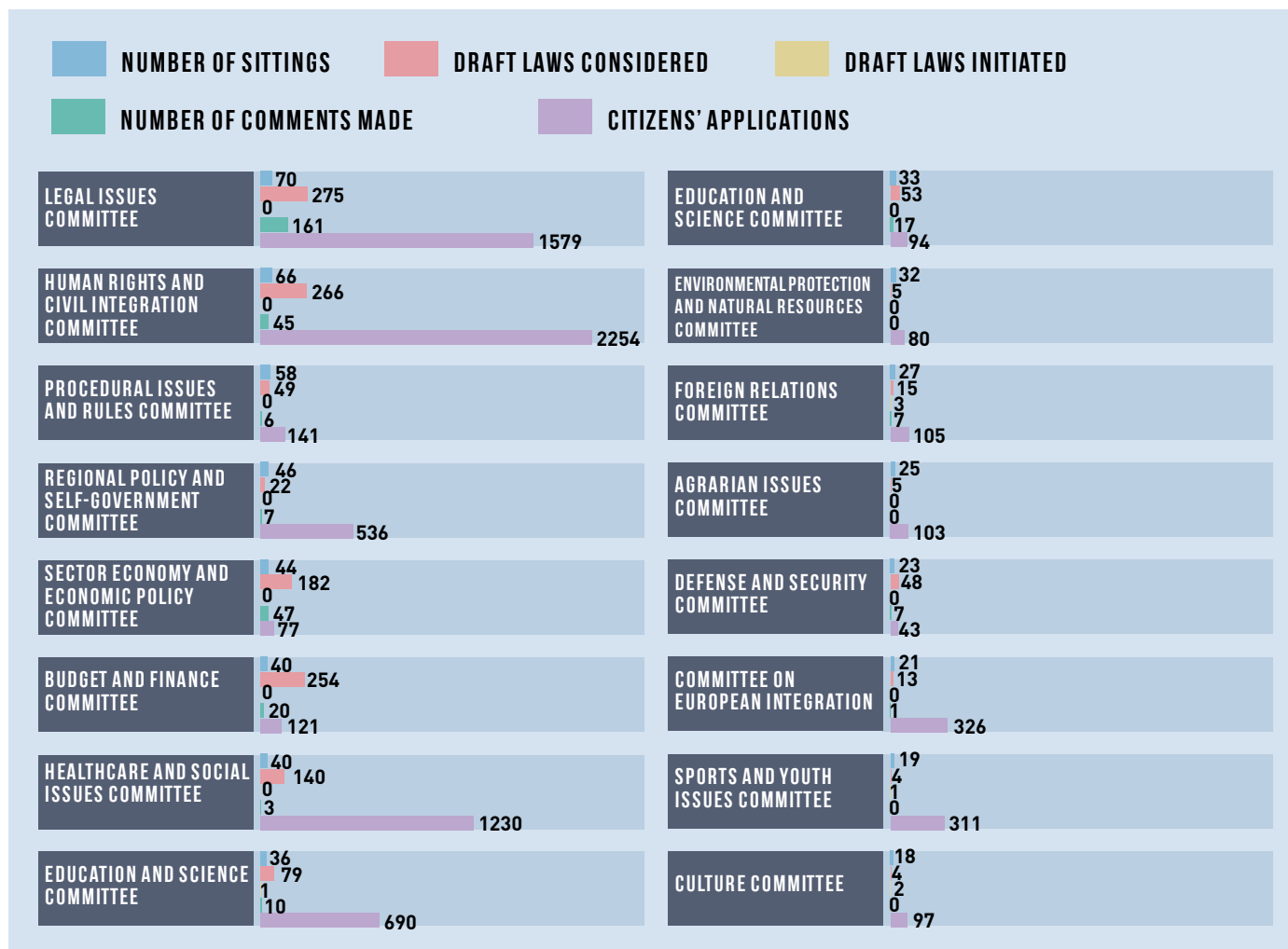
The [number](#) of committees in the parliament changed. In particular, the Education, Science and Culture Committee was divided into two committees, those of the Education and Science Committee and the Culture Committee. It must be noted that the creation of a new committee was unjustified and did not respond to challenges existing in the legislature.

<sup>34</sup> Shalva Natelashvili publicly declared that he would not take part in the activity of parliament and was boycotting it, but he did register an official application about the boycotting

<sup>35</sup> Elene Khoshtaria publicly declared that she would not take part in the activity of parliament and was boycotting it, but she did register an official application about the boycotting.

<sup>36</sup> Rules of Procedure of the Parliament, Article 204, <https://matsne.gov.ge/document/view/4401423?publication=27>

<sup>37</sup> Representatives of opposition are printed in red.



In the reporting period, 122 legislative proposals were submitted to the Bureau of Parliament. The committees endorsed [seven proposals](#).<sup>38</sup>

It must be noted that the Legal Issues Committee endorsed legislative proposals of the kind that hinder the democratic development of the country<sup>39</sup> and their authors (for example a political union Kartuli Dasi<sup>40</sup>) are known for their radical rhetoric against liberal groups.

However, the Legal Issues Committee did not endorse the legislative proposals of the Public Defender<sup>41</sup> and the State Inspector,<sup>42</sup> that were drafted for the aim to tackle the problems existing in practice and served the purpose of protecting human rights and strengthening the independent institutions.

#### [Annex. Information on the Activities of the Majoritarian MPs](#)

38 The data is based on the information available on the webpage of the parliament.

39 The positive conclusion of the Legal Issues Committee on the [proposal](#) to amend the Election Code (the proposal seeking to regulate hate speech) submitted by Alma Ltd (Giorgi Trapaidze).

40 The positive conclusion of the Legal Issues Committee on the [proposal](#) submitted by the political union Kartuli Dasi (Georgian Troupe, Jondi Baghaturia) (the proposal on reinstating the article regarding treason in the Criminal Code).

41 Public Defender's [proposal](#) on the amendments to the Juvenile Justice Code; the [proposal](#) on the amendments to the Law on International Cooperation in Criminal Matters.

42 State Inspector's [proposal](#) on the amendments to the Law on State Inspector Service and relevant bylaws.