

Practical Toolkit for DATA JOURNALISTS



TBILISI
2019

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Institute for Development
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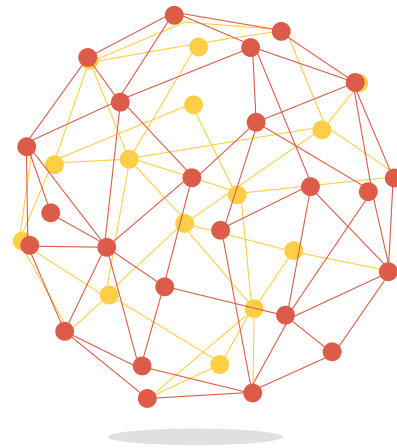
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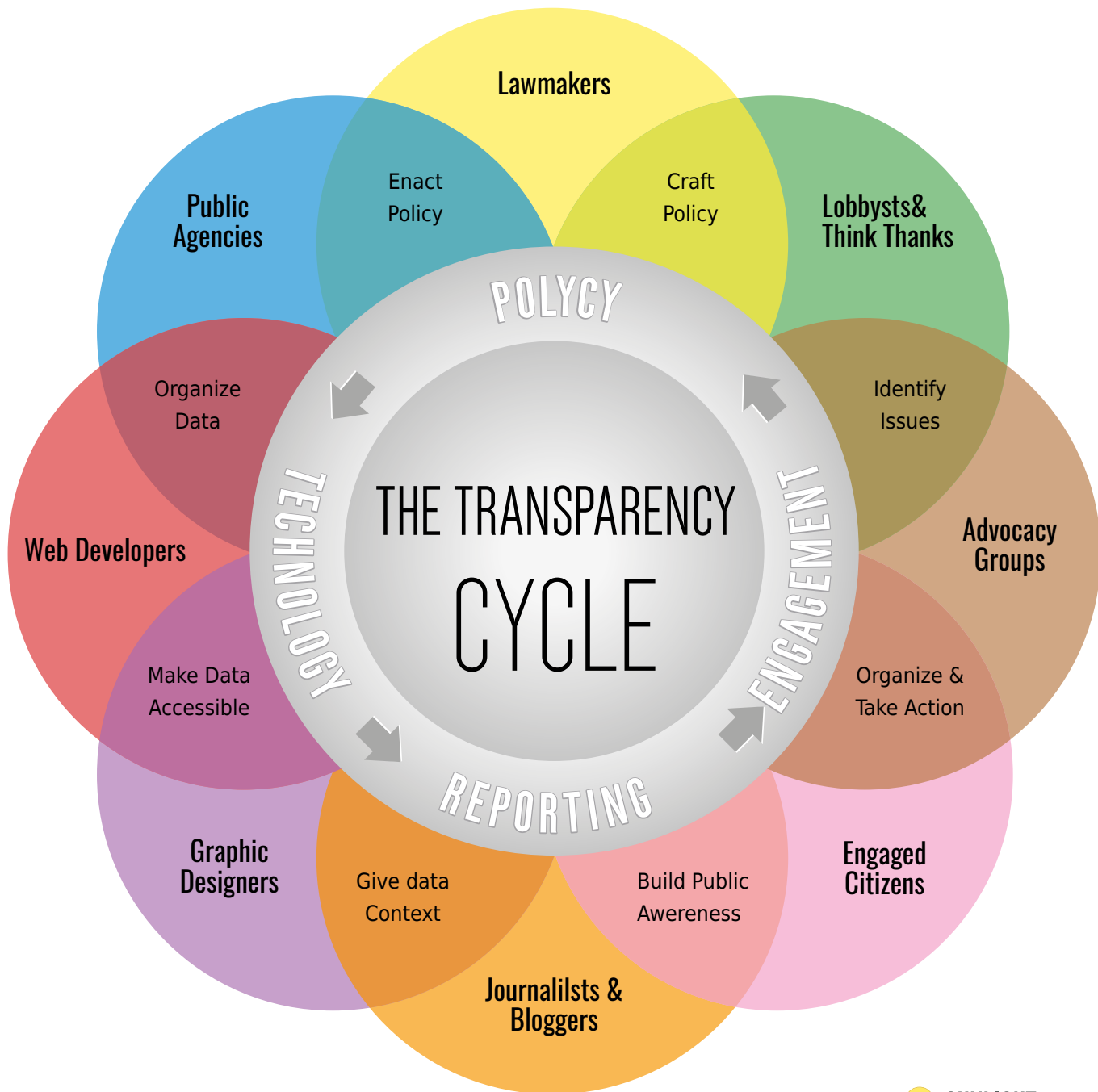
INTRODUCTION

The importance of data is growing day by day in the modern world, especially the importance of open data in terms of effective monitoring of the Government and exposure and prevention of potential wrongdoings in the public sector. With the help of open data, it is possible to uncover violations such as unlawful and ineffective administration of public funds, potential cases of corruption, abuse of power, violations in public procurement, nepotism, incompatible activities, etc.

New technologies and various government platforms now allow journalists, activists, civil society and researchers to monitor the activities of certain public institutions and request appropriate responses to uncovered cases of suspicious circumstances. This promotes transparent, inclusive and evidence-based policy making.



The Sunlight Foundation's so-called "Cycle of Transparency" is based on this concept and emphasizes the engagement of various stakeholders (lawmakers, activists, civil society and business representatives, journalists, think tanks) in the policy making, implementation and monitoring processes, and the use of new technologies to obtain data in order to achieve positive changes. As a result, well informed and engaged citizens can propose realistic alternative solutions to decision-makers, and generally push the government to be more accountable to them.



The improvements in data accessibility and technology allowed journalists to dive deeper into certain topics, and use various applications and programs to better process, analyze and present immense amounts of material. However, these new possibilities come with additional challenges related to skills and time required for the collection and processing of data. Due to this fact, this type of journalism is often referred to as investigative or data journalism. The goal of a data journalist is not only describing and discussing the facts, but in addition identifying their root causes and often seeking possible solutions. Therefore, we can distinguish a few **characteristics of investigative journalism**:

- Q Seeks new information or exposes new circumstances by finding links between various types of information.
- Q Collects information from various sources and utilizes various methods and technologies to process it.
- Q Thoroughly studies topics of interest of the society.
- Q While studying a topic, an investigative journalist looks beyond individual responsibility and looks for systemic causes/problems, and processes what might have caused the particular violation.
- Q Uncovers hidden facts and obscurities through comprehensive study of the topic;
- Q Reports the complete context and facts, and explains their causes.

REGULAR JOURNALISM

INVESTIGATIVE JOURNALISM¹

RESEARCH

Information is collected and published on a specific schedule (daily, weekly, monthly)

Information is published once the research is complete and the topic is thoroughly analyzed.

The topic is explored briefly. There is no follow-up after the story is published.

Research continues, at least until the story is proven, however it might continue even after publishing.

The story is based on only a few sources/circumstances and might be short.

Maximum amount of information is collected for the story. The story may be long.

ATTITUDE TOWARDS SOURCES

The credibility of the sources is often not verified.

Collected information is not used unless verified, since the source might be providing incorrect information.

Official sources freely provide information to journalists in order to advertise their interests and activities.

Information is hidden from the journalist, since the publication of the data may harm public servants or the interests of public institutions.

The reporter publishes the story's official version and then juxtaposes it against comments and positions of other sources.

The reporter may directly refute or challenge the story's official version based on the independent source.

Sources are almost always disclosed.

Sources are not disclosed due to privacy/security concerns.

¹ This table was prepared based on: Hunter, Mark Lee, [Story-based Inquiry: A Manual for Investigative Journalists](#), 2011. p. 9.

In recent years, multiple public portals and websites have been established through which public data on various public policy issues are published periodically. Additionally, based on official data and websites, civil society representatives have created several important platforms based on official data and websites, which ensure effective monitoring of public institutions and high officials.

This guidebook will discuss a few of the above-mentioned platforms and offer practical tips about what to focus on while collecting and examining information on these websites. The first part of the guidebook covers relevant information on collecting and processing data regarding public procurement. This part is followed by an overview of online resources and mechanisms for monitoring public funds.

HOW TO DETECT CASES OF CORRUPTION IN PUBLIC PROCUREMENT?

What we need to know about the public procurement system

Georgia uses a centralized electronic public procurement system. Any organization receiving public funds from the state budget is required to use this electronic system for any procurement. The procedures in the system are automated to the fullest extent possible, information about procurements (including documentation) is publicly available to any person.



WHAT FALLS UNDER PUBLIC PROCUREMENT SYSTEM

All state procurements, except those defined by the Law on State Secrets relating to the state procurements, product safety and cases defined by article 191 of Code on Free Movement.



EXCEPTIONS:

The Law on Public Procurements defines cases where the requirement to use the electronic system doesn't apply ([Article 1\(31\)](#)). Most problematic on this list are procurements related to the Georgian Post and procurements made from **reserve funds**.

WHICH PUBLIC ENTITIES ARE REQUIRED TO COMPLY

Ministries, Legal Entities of Public Law, Non-profit non-commercial Legal Entities, State LTDs, local self-government bodies and their LEPLs, LTS and NNLEs.

MAIN PURPOSES AND PRINCIPLES OF STATE PROCUREMENT

- A** **ensuring rational spending** of funds allocated for public procurement;
- B** **promoting healthy competition** in production of products, services, and construction work for state needs;
- G** **ensuring proportional, non-discriminatory, and equal treatment** of all participants of the public procurement process;
- D** ensuring public nature of public procurements.

UNIFIED ELECTRONIC PUBLIC PROCUREMENT SYSTEM

Web Address of the unified electronic system of state procurements:

<https://tenders.procurement.gov.ge/>

Responsible public entity: State Procurement Agency (henceforth, Procurement Agency)

Published information: Full information related to individual electronic procurements from their announcement to completion is available – details of the announced tender, documentation, tender applications and results, subsequent contracts (except for sub-contractors).

Registration: If you want to see the full information related to a procurement, it is recommended to **register on the website!** Otherwise the system will not display details related to the contract fulfillment and transfers. The system can be used as a guest or through Facebook authorization.

Procedures in the electronic system:

- 1 Electronic tender with all variations - **(Main module)**
- 2 Consolidated tender, competition, or direct procurement – **(Module CMR)**
- 3 License for direct procurement - **(Module SMP)**
- 4 Production-approval of the annual procurement plans - **(Module ePLAN)**

1 ELECTRONIC TENDER WITH ALL VARIATIONS

(MAIN MODULE)

PROCEDURE	ASIS
Electronic tender (SPA)	Procurement of a homogeneous product, service or construction service using reverse auction method.
Electronic Tender without auction (trade with redacted data) (NAT)	This type of tender uses a so called “sealed envelope principle”. All procedures are similar to the reverse auction, however, instead of three additional rounds, proposals are made once. All proposals except the most suitable are left sealed (inaccessible to the procuring organization) until the final status is given to the tender (except for when the tender is terminated).
Two stage tender (MEP)	Procurement of a product, service or construction work based on price and other quantifiable criteria. Best candidates are selected based on price-quality equilibrium, which is calculated by a special inbuilt algorithm, using the so-called MEAT method.
Distinct Procurement Procedure for Construction Work (DAP)	The procedure advances using the so-called prequalification method. Applications submit tender proposals, qualification documents and budget quote. After the procuring agency reviews all applications, they will invite a proposal with the lowest price, if they meet all tender qualifications, to sign a contract.

Electronic tender
with pre-qualification
(TEP)

Electronic tender with pre-qualification with reverse auction method. After applicants submit proposals and qualification documents, the procuring agency reviews the documentation and the next stage is conducted using the reverse auction, the winner is determined based on the lowest price.

Other resources inbuilt in eProcurement

PROCEDURE

PRINCIPLES

Electronic Procurement
Procedure (GEO)

- ◆ Procurement of a product or a service based on a specially defined rule, validity of which cannot exceed 2 years;
- ◆ It is also used for secret state procurements and is protocolled by a special government resolution.

Electronic Procurement Procedure using Donor Resources (DEP)

The World Bank, European Investment Bank, Asia Development Bank, Millennium Challenge Fund Georgia, Japan International Cooperation Agency, UNHCR, etc.

Grant Competition (GRA)

Used for grant competitions announced by state agencies/ organizations

2 CONSOLIDATED TENDER, COMPETITION, DIRECT PROCUREMENT (MODULE CMR)

PROCEDURE	BASIS
Simplified procurement (direct procurement) (CMR)	<ul style="list-style-type: none">◆ Procurement of a homogeneous product under GEL 5,000◆ In special cases allowed by the law <p>*is not conducted electronically, however all contracts are published in the special module of eProcurement system.</p>
Competition (CNT)	Procurement of projects/objects related to design based on the decision of the procuring organization: architectural, engineering, design projects.
Consolidated tender (CON)	Procurement of some homogenous products in an aggregated form: fuel, computers, A4 format paper, cell phone services, tires, television broadcasting services, uninterrupted product sources (UPS), printers and ink cartridges.

Electronic tenders and simplified procurements are the most frequently used in state organizations. Suspicious circumstances often can be found in these tenders.

3 DIRECT PROCUREMENT CASES ALLOWED BY LAW:

- ◆ If the supply of a product, service or construction work is an exclusive right of a single entity.
- ◆ There is an emergency.
- ◆ To prevent deterioration of quality of an already procured object and to continue its exploitation, procurement must be made from the same supplier or from a subcontractor defined in the contract.
- ◆ Time limits require such procurement to ensure unhindered implementation of an event of state or social significance.
- ◆ State procurement relates to representation expenditure.
- ◆ Technical service of vehicles and/or procurement of parts for such services and/or procurement of vehicle maintenance materials.



NOTE:

A consent of the procurement agency is required for a direct procurement! **(SMP module)**. You can monitor requests for a consent for a direct procurement from the public entities and their arguments on the platform. Registered users can also share their opinion in the comment section or request additional information related to the procurement.

4 PRODUCTION-APPROVAL OF ANNUAL PROCUREMENT PLANS (MODULE ePLAN)

In this section, you can view the plans for procurement for the entire year for individual public institutions. They are published in advance. The module includes information on the procuring agency, tender announcement period (quarter), source of financing, procurement type and basis. Thus, you can have information about what each public entity plans to buy, when and at what price and mark the tenders that might be of interest to you.

ELECTRONIC TENDER TIME TERMS

PROCUREMENT TYPE	OBJECT	MONETARY LIMITS	MINIMUM TERM
ELECTRONIC TENDER	Product and service	GEL 5,000-150,000	7 (5+2) calendar days
		GEL 150,000 and more	10 (7+3) calendar days
	Construction work	GEL 5,000-300,000	10 (7+3) calendar days
		GEL 300,000 and more	20 (15+5) calendar days

BOARD OF DISPUTES



- ◆ The main mission of the board is to review disputes related to the legality of procurement or review terms of a tender. **Any citizen** can file a complaint with the board using the [electronic module for complaints](#).
- ◆ Board composition - procurement agency (3 members), non-governmental organizations (3 members (beyond EU monetary borders extra members are included - Competition Agency (1 member), Business ombudsman (1 member), Chamber of Commerce and Industry (1 member), academia (1 member)).
- ◆ Decision-making principle - majority, every member has a single vote. In case of equal votes on both sides, the chairman of the board makes a final decision.
- ◆ Decisions are made within 10 business days.

First method to detect corruption! - in the appropriate module, you can find a list of tenders, where a complaint has been filed and other details related to the complaint (including who filed it, the tender, the basis of the complaint, etc.). Study the complaint, you may find an interesting tender, as in case of legal violations, parties appeal to the board.



BLACK LIST

[Black List](#) is an official register maintained by the procurement agency, it includes companies that did not fulfil their contract terms or submitted incorrect information in tender documents. Companies on the Black List cannot participate in public procurement and sign a contract for one year.

WHITE LIST

[White List](#) is an official list maintained by the procurement agency, it includes companies that benefit from simplified procedures defined by the law.



WARNED SUPPLIER REGISTRY

[Warned Supplier Registry](#) is an official register maintained by the procurement agency which includes the companies and suppliers that have received a warning before being put on the Black List. Warning doesn't disqualify the supplier from participating in public procurements.

WHAT TO SCRUTINIZE WHEN MONITORING INDIVIDUAL TENDERS

General information about tender - pay attention to the type of procurement, status, dates of announcement and deadline for proposals, category, contract value, deposit, etc.

Documents - review documents published by the procuring body, as well as, documents exchanged between the procuring body and the applicants.

Proposals - review tender participants, their general information, and proposed quotas.

Results - In this section you will find documents related to the absence of conflict of interests, other tender documents, including information about the tender subjects and communication between the procuring body and the participant and the final results.



PAY PARTICULAR ATTENTION TO:



Terms of the tender, how limiting are the terms (e.g. color of a vehicle, a specific parameter of a product, requirement of unreasonable experience that is not connected to the product or the service).



The company that won the tender.



Representatives/owners of the company that won the tender.



Previous work of the company, which tenders did they participate in, which tenders did they win and how did they fulfil the contract.



Who was a subcontractor.



Terms of the signed contract.



Whether all documents have been submitted.



Documents verifying that the contract has been fulfilled.



Deadlines of each stage of the tender and the timeline set out by the contractor.

HOW TO SELECT THE TENDERS FOR EXAMINATION



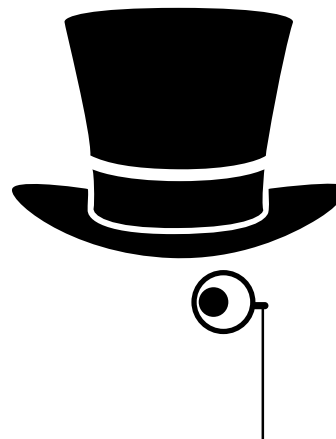
- Q Review the procurement plan and select interesting tenders based on their value and scale.
- Q Review tenders of public entities that announce tenders of high value, especially related to infrastructure projects.
- Q Review the complaints filed in the Board of Disputes and select an interesting tender.

- Q Examine tenders of publicly announced infrastructure projects.
- Q Cooperate with non-governmental organizations and business representatives that might have information about violations in the tender process.

SUSPICIOUS CIRCUMSTANCES IN PROCUREMENTS

Based on the IDFI experience, here are some suspicious circumstances that might point toward possible corruption cases:

- ✦ The winner was announced without any competition (they were the only applicant or a direct procurement occurred).
- ✦ The winning company was registered shortly before the tender announcement.
- ✦ Owners of the winning company are related to employees of the procuring body or have conflict of interests with the member of the tender commission.
- ✦ An appeal has been filed about the tender (in the Board of Disputes).
- ✦ Reasons for direct procurement are unsubstantiated (SMP module).
- ✦ An applicant with the lowest price was disqualified.
- ✦ Direct procurement contracts are signed frequently with the same company or the winning company did not participate in any similar tenders.
- ✦ Tender value is much higher or much lower than the average price of the product.
- ✦ Tender includes a specially defined term/prerequisite (difficult to identify without a specialist).
- ✦ Procurement was done by a subcontractor.
- ✦ Procurement was conducted using a Contingency Fund.
- ✦ Amendments were made to the signed contract: deadline was extended or the price was increased.
- ✦ Procurement and/or the contract are not public (cannot be found in the electronic system).



HOW TO RETRIEVE / VERIFY DATA ABOUT PRIVATE COMPANIES

When monitoring procurement, it is important to retrieve and verify information about the companies and their executives that are involved in tenders. There are several ways of doing this:



Search for the company's name (typed in Georgian letters as well as Latin), phone number and address. Review the information about the company and take notes of any facts/circumstances that might be relevant to analyzing the case.







Find the company's official Facebook page and check the "About Us" section.

COMPANY WEBSITE IN CASE THEY HAVE ONE

Along with the social network, check whether they have an active webpage and verify the company's authenticity. Review the information available on the company's website.

BUSINESS REGISTRY²

On the website of the National Agency of Public Registry, access the business registry section and look for the company of your interest by entering the following data:

Personal or Company ID ³ (The simplest method)	
Company name	
Legal Form	
E-mail	



NOTE:

If even one letter is mistyped in the company name, the system will not be able to retrieve appropriate data.

² Business Registry: <https://napr.gov.ge/dziebakomp>

³ company, which can be used to look up and verify their data in the Business Registry.

After finding the company, access their info, where you will find the following data/documents::



- ◆ ID number
- ◆ Name
- ◆ Legal form
- ◆ Registration date
- ◆ Status
- ◆ Extract from the Registry of Entrepreneurs and Non-entrepreneurial (Non-commercial) Legal Entities (Firstly, click on the document at the top of the page, with the latest date, which contains the most recent data about the company, including the executives, board members, partners, along with their ID numbers, names and their corresponding shares in the company - available in PDF format)
- ◆ Various information regarding the ownership status
- ◆ Registered changes in the subject's initial data.

Be aware that some documents are only available in .djvu format, which can be opened with the djvu reader application⁴. **Always check the documents containing numbers in their titles!** The following types of information can be found:

- ◆ The owners' meetings
- ◆ Information regarding legal representatives, directors and sometimes offshore company owners
- ◆ Court decisions regarding the company
- ◆ Information about any leases
- ◆ In case of a change in owners, the agreement on transfer of shares is usually available, where the value of the said shares may be indicated.

⁴ The application can be downloaded from this link: <https://djvu.com/download/>



NOTE:

When reviewing these documents, always take notes of the company's directors or representatives personal number, address or e-mail.

Company Info – This website was created based on the National Agency of Public Registry's business registry, by Transparency International-Georgia. **It provides a simplified way of looking for the company's and its owner's ID number.** The search is possible with company names as well as the name of individuals.



RESTRICTION:

In 2014, the National Agency of Public Registry implemented a security code, as a result, the information on the website is not automatically updated anymore. Therefore, always verify data through the [business registry!](#)

- ➔ **Donations to Political Parties**⁵ – Donations from legal and physical entities to political parties since 2012, is available on the State Audit's website, in the section of the political funds monitoring department. This will be useful for ascertaining the company's political leaning. The search is possible with the following data:

⁵ Donations to political parties: <https://monitoring.sao.ge/>

Name or Surname

Beneficiary of the donation (Political Party)

ID number or Personal Number

Amount

Date

Legal Form (Physical, Legal or both)

Type of Donation

- ➔ **Donations to Political Parties** (linked with other datasets)⁶ – The platform allows users to retrieve information about business interests behind donations made to political parties. To achieve this, **the platform combines data published by various agencies: donations to political parties since 2012, the Public Procurement Platform and the Business Registry.** As a result, when looking for a company, the search results also show various political donations they have made as well as detailed information regarding their participation in tenders. The platform was created by Transparency International-Georgia.

⁶ TI-G's Political Donations Platform: <https://www.transparency.ge/politicaldonations/>

- ➔ **The Registry of Tax Pledge/Mortgage**⁷ – The National Agency of Public Registry has published the Registry of Pledge/Mortgage, where you can verify whether companies or individuals have registered tax pledges, mortgages or other financial sanctions. This information can be retrieved through two search engines:

I. Applications - All applications performed at the Public Registry about (seizure, prohibition, pledge/mortgage) and the result of registration can be viewed. The search is possible with the following data:

- ◆ Type of application (seizure, prohibition, pledge/mortgage)
- ◆ Name of a company or an individual
- ◆ Registration date
- ◆ Registration number.

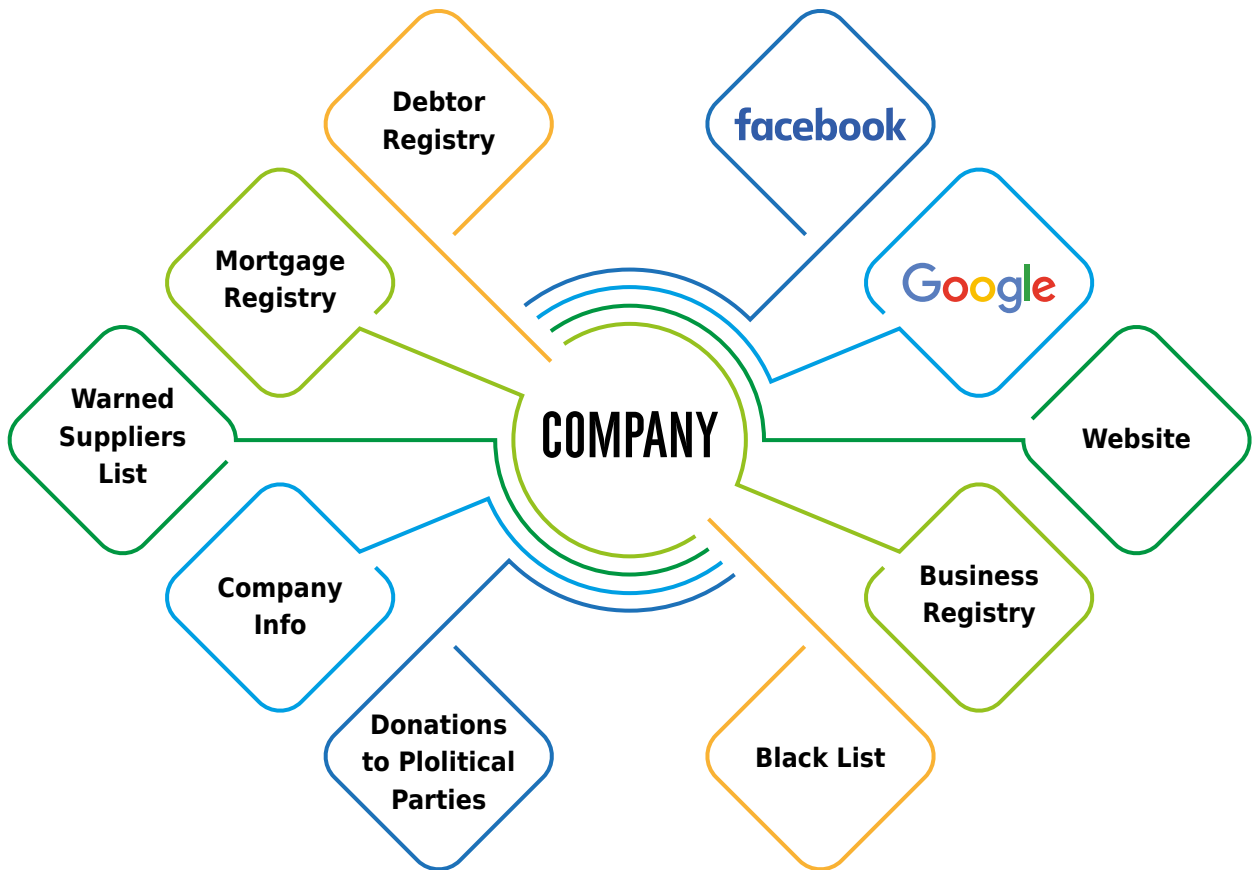
II. Registered Data - All registered instances of tax pledges related to companies and individuals can be viewed. The search is possible with the following data:

- ◆ Type of proceeding (seizure, prohibition, pledge/mortgage)
- ◆ Name of a company or an individual
- ◆ ID / Personal number
- ◆ Type of property.

Therefore, through this registry you can verify whether certain companies or individuals have ongoing cases of seizure, prohibition or pledge/mortgage.

⁷ The Registry of Pledges/Mortgages: <https://naprlmr.reestri.gov.ge/#/>

- ➔ **Registry of Debtors⁸** - The National Agency of Public Registry has published a registry of companies and individuals that are indebted to the State. However, only their name, ID / Personal number, address and registration number are available. The information about the debt itself is not available. Therefore, you can simply check **whether certain companies/ individuals have any financial obligations to the State.**



⁸ Registry of Debtors: <https://debt.reestri.gov.ge/main.php?s=1>

HOW TO RETRIEVE / VERIFY DATA ABOUT INDIVIDUALS?

When monitoring procurement, it is important to gather information through various online platforms about individuals connected with tender awarded companies. For this purpose, you can use:



Search for the name and last name (typed in Georgian letters as well as Latin), Review the information and take notes of any facts/circumstances that might be relevant for analyzing the case.



Find out their Facebook account, review their posts, pictures and any other information, pay attention to his/her relatives, friends, activities, etc.;



VOTERS' LIST⁹ (PERSONAL NUMBER IS NECESSARY)

The Central Election Commission has published a list of voters, specifically the data of voters registered to certain addresses. **This database is an essential source to ascertain an individual's (1) Family members, (2) Birth date and (3) address.**

To this end, you have to indicate the person's last name and personal number. To find out the personal number, you can use:

⁹ Voters' list: <https://voters.cec.gov.ge/>

- ◆ Public Registry's [Immovable Property Registry](#), where you can find the property registered under an individual's name along with their personal number
- ◆ [Company Info](#) – Indicate the individual's name in the search bar and his/her personal number will be displayed, if he/she has ever owned a company.

ASSET DECLARATIONS¹⁰

If you suspect certain companies or their owners of having family ties or suspicious business relations with public officials, you can examine the asset declarations website. The following information is available regarding public officials and their families:

- ◆ Name, Last name and address
- ◆ Immovable property
- ◆ Movable property valued at more than GEL 10,000
- ◆ Securities
- ◆ Bank accounts and deposits
- ◆ Available cash amounting to more than GEL 4,000 GEL
- ◆ Participation in entrepreneurial activity (ownership of companies)
- ◆ Income from paid work
- ◆ Active contracts (valued at more than GEL 3,000)
- ◆ Received gifts (valued at more than GEL 500);
- ◆ Any income and/or expenditure (exceeding GEL 1,500 and is not indicated in other sections of the declaration).

¹⁰ Declarations submitted by Public Officials: <https://declaration.gov.ge/>



NOTE:

Birth dates of public officials as well as their family members are included in the declaration. This information will be useful in there are some people with the same name. In particular, you can retrieve the personal number from the registries of business and immovable property, with which you can find out his/her address in the voters' list. This address will be compared with the data indicated in the declaration of the public official. This way the person's identity will be verified.

RETRIEVING PERSONAL NUMBER

- Registry of Immove-
able Property
- Company Info

RETRIEVING THE ADDRESS

- Voters' List

COMPARISION/ VERIFICATION

- Declarations by
Public Officials

- ➔ **Company Info** and **the Business Registry**¹¹ – Through these platforms, you can review a person's business shares and relations. On the Business registry's search page, you can use the **"Search by Participant"** section to find out this data.

¹¹ Business Registry: https://enreg.reestri.gov.ge/main.php?m=new_index&state=search

- ➔ **Donations to Political Parties**¹² – Donations from legal and physical entities to political parties since 2012, is available on the State Audit’s website, in the section of the political funds monitoring department. This will be useful in ascertaining the company’s political leaning.



NOTE:

The personal numbers or ID numbers of donors are available, which can be used to verify information on other platforms.

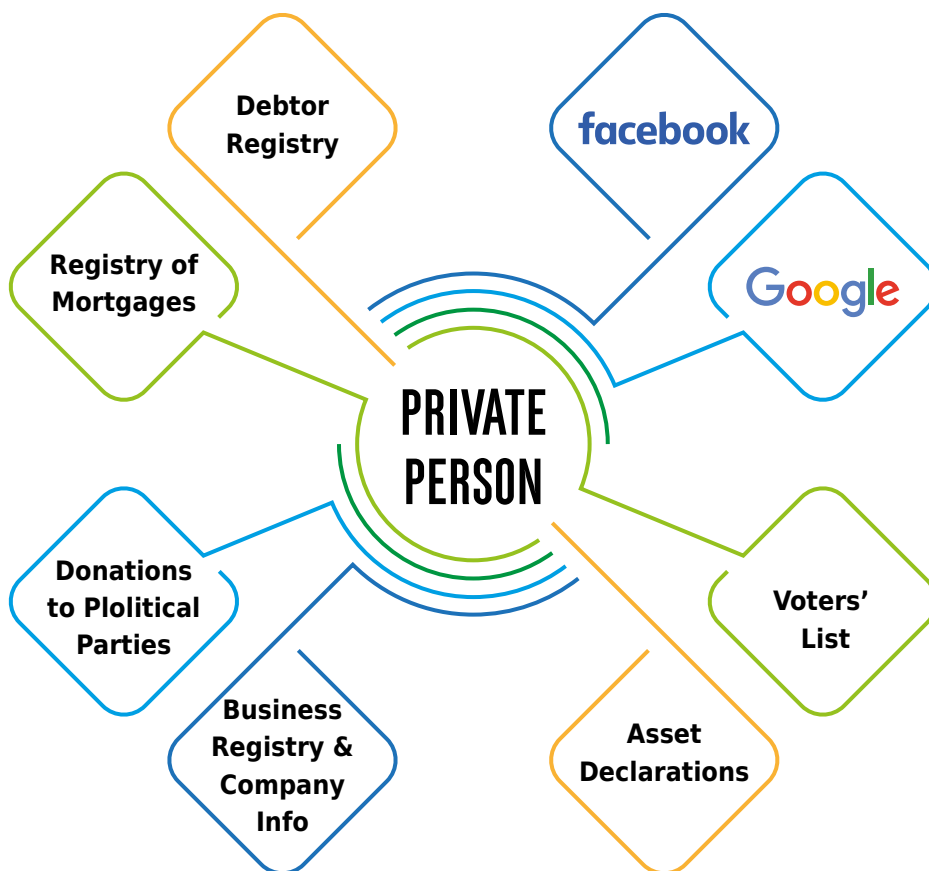
- ➔ **Donations to Political Parties** (linked with other databases)¹³ – The platform was created by Transparency International-Georgia and it **combines data published by various agencies: donations to political parties since 2012, the Public Procurement Platform and the Business Registry**. As a result, after searching for an individual, search results shows various political donations he/she has made as well as detailed information regarding his/her entrepreneurial activities and participation in tenders.
- ➔ **The Registry of Tax Pledges/Mortgages**¹⁴– Through the National Agency of Public Registry’s Registry of Pledges/Mortgages, you can verify whether certain individuals have registered tax pledges, mortgages or other financial sanctions to their name.

¹² Donations to Political Parties: <https://monitoring.sao.ge/>

¹³ TI-G’s Political Donations Platform: <https://www.transparency.ge/politicaldonations/>

¹⁴ The Registry of Tax Pledges/Mortgages: <https://naprlmr.reestri.gov.ge/#/>

- ➔ **Registry of Debtor's¹⁵** – This is a registry of individuals, who are indebted to the State. However, only their name, personal number, address and registration number are available. The information about the debt itself is not available.



¹⁵ The Registry of Debtors: <https://debt.reestri.gov.ge/main.php?s=1>

STATE BUDGET AND BUDGETARY DATA



What you should know about the Budget

The State Budget is a crucial financial document. It is an aggregate of programs, sub-programs and activities to be carried out by all public institutions. During the budget planning process, the Government, budgetary organizations and spending institutions reach an agreement regarding the distribution of public resources according to strategic priorities.

Georgia's budgetary system includes Georgia's State Budget, the budgets of the Abkhazian and Adjarian Autonomous units and municipal budgets. Furthermore, the concept of "Total State Budget" is used during the formation of the financial policy, which is a combination of all above-mentioned budgets.

Georgia's State Budget is adopted and approved by the Parliament of Georgia.

MAJOR TERMS:

Budget Appropriation - authority to incur expenditures within the volumes envisaged in the budget during the fiscal year.

Budget - set of revenues, expenditures and adjusted balance approved by the representative bodies of central, autonomous republican and local authorities of Georgia for the execution of duties and functions assumed by the central and local authorities as well as autonomous republics of the country.

Program Budget - Appropriations as allocated by the spending units for their various programs/subprograms. The main principle of Program Budgeting is to assign State funds to achieve predetermined and measurable goals. Considering this, the Program Budget is often referred to as a Results-Oriented Budget. The goal of Program Budgeting is to raise the effectiveness and transparency of State expenditures.

Program - set of measures to be carried out for the achievement of priority goals envisaged in the budget, which are grouped by common substance and implemented for the attainment of a common outcome and whereby a single spending institution is kept responsible over the implementation.

Sub-Program - set of measures to be implemented by a budgetary organization within a program of a spending institution.

Surplus - If the Budget's planned revenues exceed expenditures, then we have a surplus.

Deficit - If the Budget's expenditures exceed revenues, then we have a deficit.

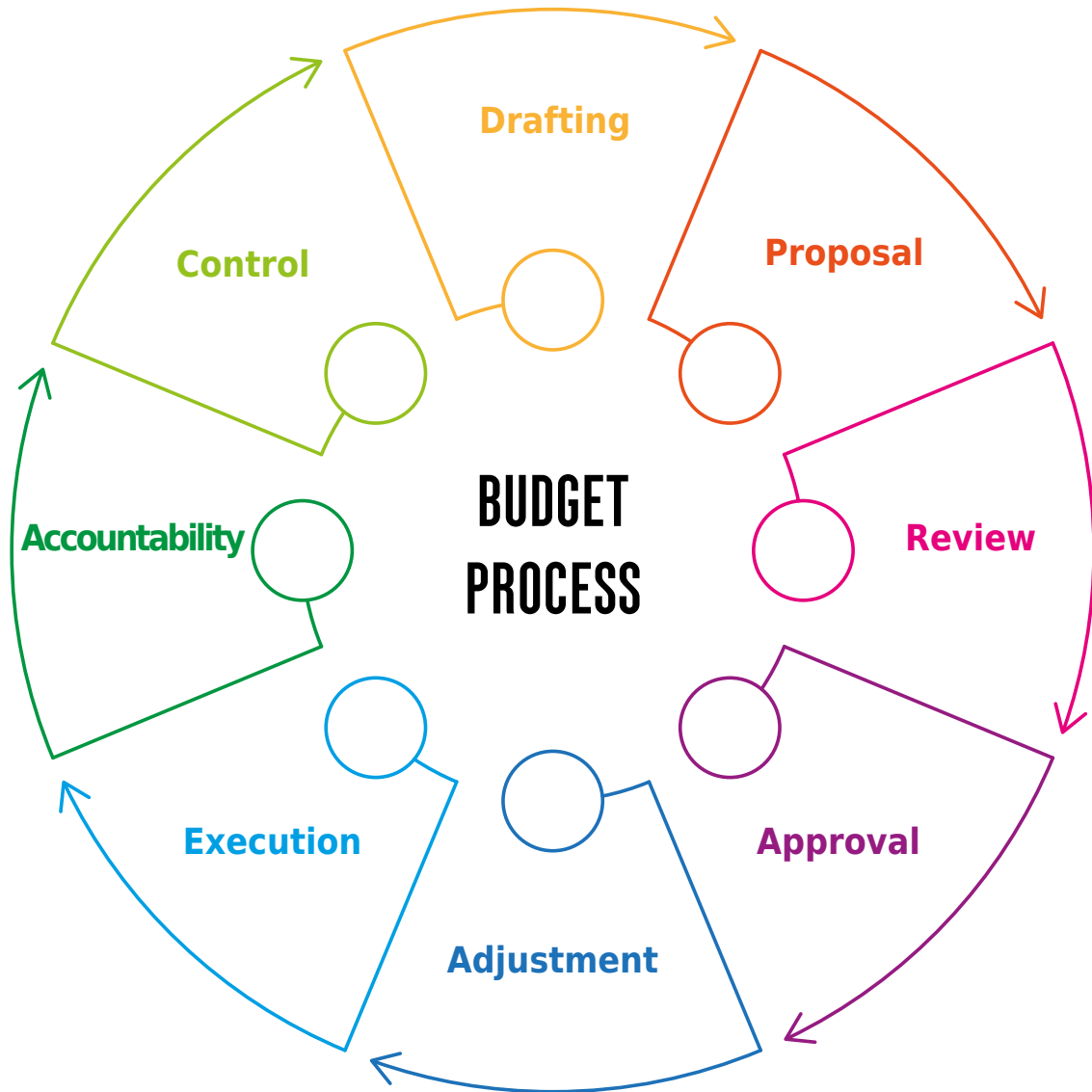
Spending Institution - A budget organization envisaged under the first rank in the budget program Classification.

Budgetary Organization - A spending agency and/or an organization authorized to allocate funds within programs / sub-programs envisaged by the budget that drafts its own budget, executes the budget, and reports in accordance with established norms, procedures and rules.

The Basic Data and Directions Document (BDD) - is the main plan of development for the country, which captures information on the mid-term macroeconomic and fiscal projections, along with information on the major directions of development within Central, Autonomous Republics and Local Authorities.

STAGES OF THE BUDGETARY PROCESS

The budgetary process includes the following stages: Drafting, Discussion, Approval, Amendment, Execution, Accountability and Control.



PARTICIPANTS IN THE STATE BUDGETARY PROCESS AND THEIR RESPONSIBILITIES



GOVERNMENT OF GEORGIA

Drafting, Execution
and Accountability of
the Budget



PARLIAMENT OF GEORGIA

Review, Approval and
Control of the Budget



MINISTRY OF FINANCE

Preparation
of Statistical
Information

SHORT SUMMARY OF THE BUDGET ADOPTION PROCESS

Formulation of the Priorities by the Ministries

Ministries determine their priorities in order to draft the Budget

Agreement of the Priorities and Budgetary Parameters with the Parliament

The Government confirms priorities and budgetary parameters with the Parliament

Approval of Action Plans by the Ministries

In line with Parliament's remarks and suggestions, the Ministries endorse medium-term priorities and their implementation strategies

Development of the BDD Document and Approval of Thresholds

Based on the priorities of the ministries, the BDD document is developed, outlining among other things the estimated funding capacities for programs of spending agencies and the budgetary thresholds of the ministries

Filling in Budget Applications

Taking into account the BDD document, spending agencies fill in budget applications; on the basis of budget applications, the Ministry of Finance develops the draft state budget

Development of the Draft Budget

The Government of Georgia submits the draft budget to the Parliament of Georgia, which, after deliberations, approves the law on the annual budget

You can follow this process by monitoring how the budgetary priorities were outlined, to what extent certain remarks of different stakeholders were taken into account, for what purpose adjustments were made and how the planned budget was executed.

STRUCTURE OF THE STATE BUDGET

The Structure of the Budget law includes the following information:

- 1 Indicators of the state budget of Georgia
- 2 State budget revenues
- 3 Expenditures of the state budget of Georgia, non-financial assets and their functional classification
- 4 Total balance of the state budget of Georgia, change in financial assets and liabilities
- 5 State budget priorities and programs
- 6 Allocations of the state budget of Georgia
- 7 Transfers to be delivered to the autonomous republics and municipalities
- 8 Regulatory norms
- 9 Final provisions

BUDGETARY DATA

Data related to the State Budget is available on Georgia's Ministry of Finance's website, in the [Budget¹⁶](#) section:

- ➔ **Budgetary Analytical Data** – Relevant data from 2004 as of now is displayed as charts: GDP and Economic growth, Budgetary Deficit, Inflation, Total Budget Revenue, State Budget Revenue.
- ➔ **BDD - Basic Data and Directions document** – Includes the government's plans for the upcoming years in the form of priority directions and overall description of budgetary expenditures. However, it is not mandatory for these projections to be included in the actual Budget. Therefore, it is possible to observe to what extent the Government is consistent with its pre-determined directions and priorities.
- ➔ **State Budget** – This section includes the State's Budget and performance reports from 2004 to this date. The Budget is presented based on the above discussed structure, along with other important data, including: Main Economic and Financial Indicators, Fiscal Risks Analysis, Information about Government Debt, etc. You can retrieve relevant information from the State Budget Law of the corresponding year from the following chapters:
 - ◆ Chapter I – Georgia's State Budget Indicators
 - ◆ Chapter II – State Budget Revenues
 - ◆ Chapter VI – Georgia's State Budget Allocations
- ➔ **Budgets of Autonomous Republics and Municipalities** – Their budgets from the years 2018 and 2019 are available in this section in the form of two excel files, along with a link to the relevant page on "Georgia's Legislative Herald".

¹⁶ Georgia's Ministry of Finance, *Budget section* - <https://mof.ge/4536>



NOTE:

Municipal Budgets are available on MATSNE.GOV.GE in the form of resolutions adopted by Local Assemblies. However, in order to access the consolidated version, you will require an authorized and paid account on the platform.

- ➔ **Budgetary Calendar** - Provides significant dates and summaries related to the Budgets of the State, Autonomous Republics and Self-Government Units (for example: which institutions are tasked with certain responsibilities and what activities are planned). This allows you to monitor the entire process of Budget Drafting, Review, Approval and Execution.
- ➔ **Government Debt¹⁷** - In this section you can access:
 - ◆ Government Debt Indicators (Debt Indicators, Treasury Bills and Treasury Bonds Emissions and Redemption, Financial Support from Donors by sectors);
 - ◆ External and Domestic Debt Statistics by years and months;
 - ◆ The Government's Debt Management Strategy;
 - ◆ Grant funds and Targeted Financing received by the Ministries and Agencies;
 - ◆ Donor Supported Ongoing Programs and Projects.

²³ Public Debt section on the website of the Ministry of Finance: https://mof.ge/saxelmwifo_vali

BUDGET MONITOR

Information about the State and Municipal Budget is available in more user-friendly manner on the Analytical Portal of the State Audit Office, [Budget Monitor](#)¹⁸. The data published on this platform is presented with the help of visual elements, can be downloaded in various formats, and explanations and sources of the data are provided.



DATA REGARDING THE STATE BUDGET



The following data from recent years is available in the State Budget section:

Receipts and Expenditures;

State Revenues - Annual plan by components of the revenues, State revenues to GDP ratios, etc.;

Budget Execution - Execution Indicators of Programs and Subprograms: Execution of expenditures by government priorities, by spending agencies and by execution rate.



¹⁸ Analytical portal of State Audit Office of Georgia - Budget Monitor: <https://budgetmonitor.ge/ka>



Administrative Costs - Bureaucratic costs by public institutions and by categories (Total Compensation of Employees, Position-based salary expenses, Bonus payments, Salary supplements, number of employees and contracted workers and number of vehicles). Moreover, a distribution of spending institutions is available by percentage of bonus payments and salary supplements in the total compensation of employees.



State Procurement - Share of procurements in expenditures by years, procurements by types, procurement objects, systemic deficiencies uncovered by audits and corresponding reports, violations uncovered by audits by spending institutions.



National Indicators - Main economic indicators and the country's position on various international rankings and indexes by years;



Public Debt - Dynamics of public debt, debt service in relation with existing thresholds. Details about external (Currency, Creditors, Interest Rate, purpose of the borrowed funds and execution of investment projects financed by the borrowed funds) and domestic debt (structure, state securities portfolio);



Capital Projects - Details about capital projects financed from the Budget on the levels of central, municipal and state-owned enterprises: The share of capital projects in GDP, share in the State Budget, source of funding, distribution between Ministries, execution stages and results of evaluations, project execution status, the rate of deviation of completed projects from the initial plan;



Contingency Funds - Data about the Government Contingency Fund, President's Contingency Fund and Regional Development Fund: Contingency Fund spending, purpose of allocation, deficiencies related to Contingency Fund management uncovered by the audit, along with the corresponding reports.



Program Budgeting - Deficiencies uncovered in the budgetary planning process, budget program results and spending, Audit's findings in relation to the execution of the budget and corresponding reports.

THEREFORE, FROM THE SECTION OF THE STATE BUDGET YOU CAN FIND OUT ABOUT:

- ➔ What constitutes the Budget
- ➔ The execution rate of the State Budget
- ➔ What programs are financed through the State Budget
- ➔ The distribution of the State Budget among programs of spending institutions
- ➔ The allocation of program funding and spending
- ➔ The administrative costs (for example: compensation of employees, bonus payments, supplements, etc.) by spending institutions
- ➔ State Budget Receipts
- ➔ The structure and dynamics of tax revenue
- ➔ The main national economic indicators
- ➔ What portion of the Budget is allocated for infrastructural projects
- ➔ The distribution of the Regional Development Fund among regions
- ➔ Execution rate of infrastructural projects on central and municipal levels
- ➔ Public debt

- ➔ The influence of fluctuations of the currency exchange rate on public debt
- ➔ The share of simplified purchases among state procurements
- ➔ The structure of external and domestic debt
- ➔ Systemic deficiencies in the process of state procurement

DATA REGARDING MUNICIPAL BUDGETS



There is a separate section for the Municipal Budget on the portal, where you can find the following types of data for each municipality:

- ◆ **Receipts and Expenditures** by categories;
- ◆ **General Information** - Area, population and employment rate;
- ◆ **Transfers** - Equalizing transfer, targeted transfer, special transfer and capital transfer;
- ◆ **Administrative costs** - Bureaucratic costs by categories (total compensation of employees, position-based salary expenses, bonus payments, salary supplements, number of employees and contracted workers and number of vehicles);
- ◆ Financial and Administrative data on Municipal Legal Entities.

There is also an integrated option to compare various municipalities with each other.

As a result, from the section of Municipal Budgets you can find out about:

- ➔ The size of each Municipal Budget
- ➔ Comparison of Municipal Budgets
- ➔ Amount of transfers allocated for Municipalities from the State Budget
- ➔ The funds various Municipalities spend on administrative costs
- ➔ The number of legal entities in each Municipality and their funding, etc.

INFORMATION REGARDING DEFICIENCIES UNCOVERED BY RECENT AUDITS



In this section, there are results of audits conducted by the State Audit Office, along with their recommendations in the form of visual filters. The deficiencies found by the Audit Office are grouped by category and presented in a user-friendly manner. In particular, the findings are grouped in the following categories: deficiencies in asset management, accountability, organizational and human resource management, budgetary resource management and procurement management. The Audit outcomes and full reports are also available. You can find reports by specifying the Institution, Budget level, year, audit type or the audit name.

FINANCIAL DATA

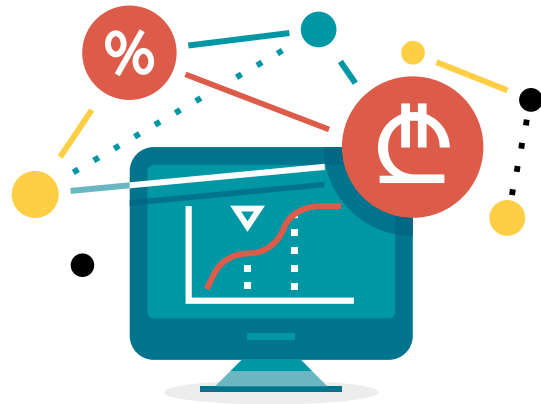
Data from recent years is published in the form of Excell files on the website of the National Bank of Georgia, in the [statistics section](#)¹⁹, regarding the following topics:

GDP and National Income

Prices - Inflation, Consumer Price Index, Producer Price Index

Monetary and Financial Statistics - Monetary Statistics, Central Bank Survey, other Depository Corporations Survey, Money Aggregates and Monetary Ratios, Assets and Liabilities of Commercial Banks, Financial Aggregates of Commercial Banks Activity, Assets and Liabilities of Micro-Financial Organizations, Interest Rates Statistics, Deposits by Types, various types of loans and detailed information by regions, sectors, debtors, purpose and volume

Financial Markets - Treasury Bills Auctions, Treasury Notes Auctions, Auctions of



Certificates of Deposit, Government Bonds, Treasury Securities by Holder

Exchange Rates - Official Daily Exchange Rates (2020), Official Exchange Rates (1993-2019);

Payment Cards - Number of Payment Cards, Transactions with Payment Cards

External Sector - Gross External Debt, Debt-Service Payment Schedule, Official Reserve Assets, Foreign Trade by Countries, Foreign Trade by Commodity Groups, Money Transfers by Countries, Months and Systems.

¹⁹ The Website of The National Bank: <https://www.nbg.gov.ge/index.php?m=304>

REGISTRIES/DATA OF THE REVENUE SERVICE

There are several significant registries/data published on the website of the Revenue Service, which may be useful for monitoring the activities of certain companies and organizations:



Registry of Gambling Business Permits²⁰ – The following information is available about each company: ID number, name, type of permit, permit number, date and deadline of the activity and address.

Registry of High Mountainous Regions Enterprises²¹ – The following information is available on companies with this status: ID number, name, document number granting the status and date of the mentioned document;



Registry of Charitable Organizations²² – The following information is available about each organization: ID number, name, date of granting the status and its termination.

²⁰ Gambling Business Permits Registry: https://www.rs.ge/Default.aspx?sec_id=6181&lang=1

²¹ High Mountainous Regions Enterprises Registry: https://www.rs.ge/Default.aspx?sec_id=6342&lang=1

²² Charitable Organizations Registry: https://www.rs.ge/Default.aspx?sec_id=4761&lang=1



Registry of Tax Credits Beneficiaries²³ – List of the projects, organizations, public entities, and non-profit organizations that are exempt from certain taxes based on various international agreements. The following information is available: name of the international agreement, name of the project, name and ID number of the executive organization, start and end date of the project, types of taxes that are covered by the exemption (VAT, tariffs, import tax) and status.



IPR Object Registry²⁴ – List of registered Intellectual property along with the following information: object of Intellectual Property, owner of intellectual property rights or their representative, Nice classification (class and type). Additionally, the IP registration document is attached.

²³ Registry of Tax Credits Beneficiaries: <https://www.rs.ge/5440>

²⁴ IPR Object Registry: https://www.rs.ge/Default.aspx?sec_id=4867&lang=1

SOCIAL SERVICES AND HEALTH DATA

On the website of the Social Service Agency²⁵ the following statistical and financial data is published in the Statistics section regarding the following topics and public programs:

- ◆ Pension
- ◆ Social security
- ◆ State compensation and academic scholarship
- ◆ Utility subsidies;
- ◆ Targeted social aid;
- ◆ Unconditional cash transfers;
- ◆ Demographic situation improvement program;
- ◆ Aid for permanent high mountainous communities;
- ◆ Social rehabilitation and child care;
- ◆ National health care program;
- ◆ Chronic disease treatment program;
- ◆ Internally displaced persons and refugees;
- ◆ And other social programs.



²⁵ The website of the Social Service Agency: http://ssa.gov.ge/index.php?lang_id=GEO&sec_id=610

CRIME STATISTICS

The Ministry of Internal Affairs have published the following data on its website:²⁶



- ◆ Crime statistics;
- ◆ Drug testing statistics;
- ◆ Domestic violence statistics;
- ◆ Traffic accidents;
- ◆ Suicide and attempted suicide;
- ◆ Missing persons statistics;
- ◆ Number of video fines;
- ◆ Administrative offenses;
- ◆ Statistical data on persons placed in temporary detention;
- ◆ Migration statistics;
- ◆ Border crossing statistics;
- ◆ Registered vehicles;
- ◆ Number of driving licenses.

Unfortunately, most of the information is published in the form of PDF files or processed graphs/reports, therefore you will have to convert the documents into Excel to use the data.

²⁶ The website of the Ministry of Internal Affairs of Georgia: <http://info.police.ge/cat?id=88>

LEGAL ACTS AND COURT DECISIONS

GEORGIA'S LEGISLATIVE HERALD²⁷

Laws and other legal acts are available on the website of Georgia's Legislative Herald. The platform also includes normative acts produced by all public institutions, International agreements, Constitutional court decisions and local self-government normative acts. Additionally, the user can access consolidated acts and their history, at any stage of their amendment.



NOTE:

In case of some documents possession of an authorized account is required to access them, which is a paid service. However, most of the documents are accessible to everyone. If you often need to access normative acts, it is preferable to have an authorized account.

³⁴ Georgia's Legislative Herald: <https://matsne.gov.ge/ka>

There is a search engine on the first page of the website. Below we will instruct you on how to make use of each particular field:

- ➔ **Search word/phrase:** Enter the word or the part of a word (e.g. administ) or the phrase (e.g. administrative offen) into the field, whereby you want to search a document. It is also possible to search for a phrase by two incomplete words, where you should use "+" sign (e.g. Admin +Law). In such a case, the program will find the documents that contain both words.
- ➔ **Search Criteria (word/phrase):** Advanced search field offers you a flexible and powerful search mechanism. In this field you have to enter a search string drawn up under special rules. If you enter several words in this field, you will find all documents that contain at least one search word. If you want to search for a text containing a phrase, enter the phrase enclosed in quotation marks into the field, e.g. "preschool age". If you do not enclose the phrase in quotation marks, the website will search for all documents that contain the words preschool or age, but when the phrase is enclosed in quotation marks, the program will find only the documents that contain the entire phrase preschool age.
- ➔ **Document Filter:** This is the Select field, which allows you to choose in what document you want to conduct search. When searching, the program initially searches for the word/phrase you choose only in main (consolidated) documents, but if you want to find particular amendment documents or various information documents, you should choose search - **in all documents**.
- ➔ **Document Group:** This is the Select field, where you can choose what type of document you are looking for (e.g. law, order, etc.).
- ➔ **Document Issuer:** Enter into the field the name or any part of the name of the entity that has issued the document and the program itself will offer you the issuing entities. The more letters you enter the less issuing entities remain to choose. If you choose the document type,

only the entities that have the right to adopt a respective document (e.g. if you choose Edict in the document type, only the President of Georgia will appear in the field of issuing entities) will appear.

- ➔ **Other additional details** - If you have other details about the document you are looking for, you can also indicate the following: Document number, date of issuing and date of publishing, registration code and status.

COURT DECISIONS

➔ DECISIONS OF THE CONSTITUTIONAL COURT

On the [website](#)²⁸ of the Constitutional Court, in the Judicial Acts section, you can find the court's judgements, rulings and recording notices.



NOTE:

A court judgement is a final decision, meanwhile a court ruling is a decision that may not be final.

When looking for a judgement/ruling, you can use the following details:

- ◆ Date
- ◆ Category
- ◆ Registration number
- ◆ Plaintiff
- ◆ Respondent
- ◆ Considered Provisions

As a result of the search, you can view the general details of the case as well as download its full version.

²⁸ The website of The Constitutional Court of Georgia: <http://constcourt.ge/ge/>

➔ DECISIONS OF THE SUPREME COURT

On the website of the Supreme Court, in the [search engine of judgements](#)²⁹ you can view general details regarding individual cases. Criminal, Administrative and Civil cases have to be looked up separately. You can indicate the following details for all three categories:

- ◆ Three different words/phrase to look for in the content of the judgement
- ◆ Case number
- ◆ Time period
- ◆ Type of action
- ◆ Outcome

When searching for Administrative or Civil cases, you can additionally indicate the dispute category and scope.

The search results will display data from the Registry of Judgements, regarding an individual case;

- ◆ dispute category and/or scope.

The case is retrieved in its entirety. However, all personal data is redacted (for both parties as well as their legal representatives). Only the Judge's name and last name are visible.

➔ CURRENT PROCEEDINGS OF THE TBILISI CITY COURT

On the website of Tbilisi City Court, in the [Current Cases](#)³⁰ section, you can find general information regarding ongoing cases.

You can filter the cases with the following details:

- ◆ Category of the case: Criminal Law, Civil and Administrative Law

- ◆ Date of the proceeding – Displays current proceedings as well as those to be held within the next month

- ◆ Names and Last Names of Judges
- ◆ Room number

This search engine allows you to monitor proceedings you are interested in, or attend them if you wish.

²⁹ The search engine of The Supreme Court of Georgia: <http://prg.supremecourt.ge/default.aspx>

³⁰ Current proceedings at the Tbilisi City Court: <http://tcc.gov.ge/Sessions>

➔ JUDGEMENTS OF THE GENERAL COURTS

Judgements of the General Courts are available on the proceedings system [website³¹](#), where judgements of Regional (City) Courts and Courts of Appeals are accessible. The proceedings are categorized by Criminal, Civil and Administrative cases.

You can search for **Criminal Law cases** by indicating the following:

- ◆ Type of Crime
- ◆ Outcome
- ◆ Date of Judgement
- ◆ Search Word

You can search for **Civil and Administrative Law cases** by indicating the following:

- ◆ Case Number
- ◆ Considered Provision
- ◆ Type of Document – select from drop-down menu
- ◆ Dispute Category - select from drop-down menu
- ◆ Applied Law
- ◆ Outcome - select from drop-down menu
- ◆ Date
- ◆ Search Word

The case number, document name, dispute category and the download link of the full text of the judgement will be displayed as a result of a search. Personal data is redacted from the text.

PUBLIC NOTICE PLATFORM OF THE GENERAL COURTS

It is important to serve the defendant with a court summon. To achieve this, the court employs the following methods: Telephone, Telegram, E-mail, Fax, Post or other delivery services. However, if the party's address is unknown, the court will use the public notice method. These are the types of notices that are published on - WWW.GEOCOURTS.GE. Here, you can find interesting documents/ court notices.

³¹ Search engine for the proceedings System Platform: <http://info.court.ge/DecisionBarcodeDocs.aspx>

To search for specific information, indicate the following:

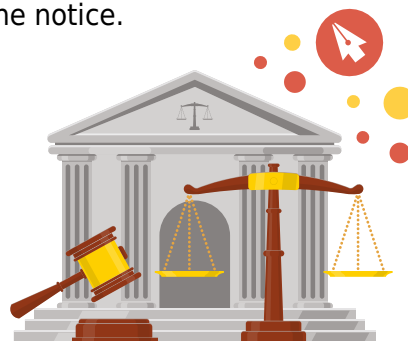
- ◆ Date
- ◆ Name of the Court
- ◆ Case number
- ◆ Parties/addressee.

As a result of the search you can view and/or download the notice.

COURT STATISTICS

The following data is available on the website of the Supreme Court of Georgia, [in the statistics section³²](http://www.supremecourt.ge/statistics/):

- ◆ Statistical data about Criminal Law cases
- ◆ Data about prior convictions
- ◆ Data about plea agreements granted by first Instance Courts
- ◆ Data about the application of measures of restraint
- ◆ Data about outcomes of appeal proceedings at the Appeal Courts of Georgia
- ◆ Data on the outcome of the cassation appeals process in the Criminal Chamber of the Supreme Court
- ◆ Statistics on civil cases
- ◆ Statistics on the hearings of administrative cases and administrative offenses
- ◆ Data on administrative cases heard by first instance courts
- ◆ Data on tax cases heard by first instance courts
- ◆ Data on appeals processed by the Chamber of Administrative Cases of the Courts of Appeal of Georgia
- ◆ Data on appeals processed by the Administrative Court of Appeals of Georgia for tax disputes



³² Statistics section of the Supreme Court: <http://www.supremecourt.ge/statistics/>

- ◆ Data on the cassation appeals processed by the Chamber of Administrative Cases of the Supreme Court
- ◆ Cassation appeals processed by the Chamber of Administrative Cases of the Supreme Court
- ◆ Data on cassation appeals regarding tax disputes processed by the Chamber of Administrative Cases of the Supreme Court
- ◆ Data on cassation appeals regarding tax disputes processed by the Chamber of Administrative Cases of the Supreme Court by the value of the object of dispute
- ◆ Data on cases appealed by cassation
- ◆ Data on recordings of private phone conversations sorted by courts and qualifications of the offense
- ◆ Data from the Registry of Covert Investigative Actions
- ◆ 2018 statistics of the Disciplinary Chamber of the Supreme Court.

DATA ON ELECTIONS

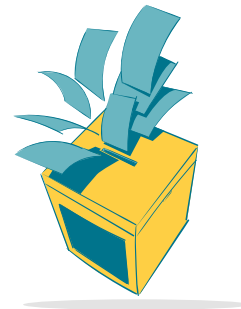
ELECTION RESULTS³³

Detailed information on the election results since 2010 is available on the Central Election Commission website:

- ◆ Number of votes received by election subjects
- ◆ Data by election precincts
- ◆ Data by election districts – with the corresponding report attached (scanned version)

³³ Official Election Results: <http://results.cec.gov.ge/>

³⁴ Gender Statistics: <http://cesko.ge/statistic/>



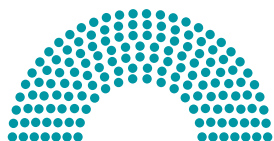
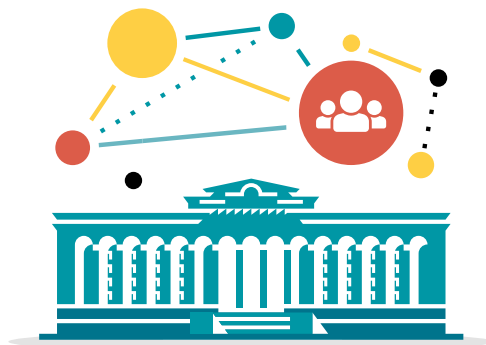
GENDER STATISTICS OF ELECTIONS³⁴

The Gender Statistics section of the Central Election Commission website lists the number of voters registered in the Unified Voters' List, number of active voters and turnout rate in the elections since 2014, as well as the number of nominated and elected members by gender, across the country, Tbilisi and regions.

DATA REGARDING THE MEMBERS OF THE PARLIAMENT AND THEIR ACTIVITIES

VOTING RECORDS

The voting results of all laws and draft laws are available on the website of the Parliament of Georgia. Proponents and opponents of the draft can be searched by the name of the draft and the member of parliament. The data refers to the period since 2008 and is dynamically updated³⁵.



PARLIAMENT MONITORING WEBSITE³⁶ CHEMIPARLAMENTI.GE

Parliamentary Monitoring website [ChemiParlamenti.ge](https://www.chemiparlamenti.ge) aims to raise awareness among citizens about who they are represented by in the Parliament and what decisions are made on their behalf. The platform is created by the Transparency International Georgia.

ChemiParlamenti.ge allows citizens to be more involved in the legislative process and lets the user:

³⁵ Website of the Parliament of Georgia: <https://votes.parliament.ge/ka>

³⁶ Platform for monitoring the Parliament's activity - <https://www.chemiparlamenti.ge/>

- ◆ Review information on MPs, including legislative activity, revenue and biographical data
- ◆ Keep track of current bills and their review stages in an easily understandable format
- ◆ Subscribe to an SMS service to receive information on current issues being reviewed in the Parliament
- ◆ Send an idea and/or opinion to the Parliament regarding desired changes
- ◆ Read information about the activities of the organizations that are affiliated with the Parliament, read publications on related issues.

DRAFT LAWS

On the website of the Parliament, in the Legislation section (Search bar - "Search legislation") it is possible to find and get detailed information about the draft laws and adopted documents (law, resolution, declaration) that passed through the legislative branch³⁷.

The desired information can be found by both a search term and a detailed search indicating the document's characteristics (name, registration number, committee, initiator, etc.).

You can view the following details for each document:

- ◆ Registration number
- ◆ Date
- ◆ Name of the draft law
- ◆ The initiator



- ◆ Type of draft law/Document;
- ◆ Status - The statuses are displayed in various colors and by clicking on it you will be able to find out what stage the draft law is currently at and what stages it has to go through.

Along with the general data, you will also have access to the draft law itself, the explanatory card (search bar - "Files"), the various stages the draft law has passed (from initiation to adoption), and any documents received in connection with the draft law (search bar - "package related files") as well as results of discussions (search bar - "Conclusion").

³⁷ Parliament section "Draft Laws": <https://info.parliament.ge/#law-drafting>

DATA ON THE TELECOMMUNICATIONS SECTOR

The website of the Georgian National Communications Commission (GNCC), the main regulatory body of the Georgian telecommunications sector, contains important data on this sector. Some types of information are discussed below:



REGISTRY

The GNCC website integrates a registry³⁸ with data on companies operating in the telecommunications sector. You can browse and view the database, as well as download data in Excel format. Additionally, you can search for specific companies with the following details: name, organizational form, tax code, address, type of license, etc.



GENERAL DATA ABOUT BROADCASTERS

[Declarations of Conformity](#)³⁹ are available on the GNCC website in the "Regulation-Broadcasting" section. After selecting a particular broadcaster, you are shown the document, which contains important data about it, including: identification code, information about senior executives, bodies, owners and their owned shares.

³⁸ GNCC Registry: <http://registry.gncc.ge/>

³⁹ Declarations of Conformity of broadcasters: <https://bit.ly/2ZYHKLu>



INCOME OF THE BROADCASTERS

The GNCC [Analytical Portal](https://analytics.gncc.ge/)⁴⁰ contains important data on the telecommunications sector. You need to register to view them. The section broadcasts from 2012 to present (quarterly). The following data is available in the *broadcasting* section since 2012 (quarterly):

- ◆ **Funding of broadcasters** (TV and Radio) by companies (data can be filtered and exported in Excel format)
- ◆ **Information about services provided to broadcasters** – data is broken down by companies and types of services
- ◆ **Information about sources of income for Broadcasters** - Sources broken down by companies and revenue streams
- ◆ Information on **funding sources** of more than GEL 7,000 per quarter, with specified sources.

BROADCASTER AUDIENCE SIZE

Along with the financial data, the number of subscribers of individual broadcasters is also given. Specifically, the GNCC Analytical Portal's Broadcast Audience Size section provides the following data:

- ◆ Number of subscribers by Company and Technology
- ◆ Revenue by Company and Technology
- ◆ Digital map showing the density of broadcasters and the number of subscribers by regions, districts, settlements and cities. The data covers the period from 2010 to present. Data can be filtered / selected and downloaded by months, quarters and years.



⁴⁰ GNCC's Analytical Portal: <https://analytics.gncc.ge/>



DATA REGARDING MOBILE NETWORK SERVICES

The GNCC Analytical Portal also has a mobile section, which regularly publishes the following data:

- ◆ Number of subscribers (Legal and Physical entities separately) by companies
- ◆ Retail revenue by companies
- ◆ For voice services, outbound traffic data (minutes, inbound and number of calls) by companies
- ◆ Number of sent short message services (SMS) and revenue by companies
- ◆ Number of sent Multimedia message services (SMS) and revenue by companies.
- ◆ Number of mobile internet subscribers and traffic by companies

In all cases, data are given from 2010 to present, by months. It is possible to filter data, view it and download it in Excel format by month, quarter and year.

DATA REGARDING INTERNET SERVICES

The GNCC Analytical Portal's *Internet* section provides important data about the Internet market:

- ◆ Number of subscribers by company and technology
- ◆ Internet service providers' revenues by companies and technologies
- ◆ Digital map of the distribution of the internet market, where the density of the Internet and the number of subscribers are given by regions, districts, settlements and cities.



In this case as well, data is given from 2010 to present, by months. It is possible to filter data, view it and download it in Excel format by month, quarter and year.



DATA REGARDING INTERNATIONAL VOICE CALL TRAFFIC

Since 2010, the *International Voice Traffic* section, under the GNCC Analytical Portal, systematically publishes information about the amount of international incoming and outgoing traffic (minutes) and the revenue they generate. Data is available by years, quarters and months, and can be downloaded in Excel format.

DATA REGARDING MOBILE PORTABILITY

The relevant section of the GNCC Analytical Portal provides data on the number of portings performed on fixed and mobile networks.



GENERAL STATISTICS

Various official public statistics are published on the website of the [National Statistics Office of Georgia \(Geostat\)](http://www.geostat.ge/)⁴⁷. The data published on the website includes categories such as:



- ◆ GDP and National Income
- ◆ Prices and Inflation
- ◆ External Trade
- ◆ Direct Foreign Investments
- ◆ Employment and Wages
- ◆ Population and Demographics
- ◆ Standard of living, Substinence minimum
- ◆ Crime Statistics
- ◆ Healthcare and Social Protection
- ◆ Education and Culture
- ◆ Business Statistics
- ◆ Business Registry
- ◆ Agriculture, Environment and Food Safety
- ◆ Industry, Construction and Energy
- ◆ Service Statistics
- ◆ Government Finance Statistics
- ◆ Monetary Statistics
- ◆ Gender Statistics
- ◆ Regional Statistics
- ◆ Tourism Statistics
- ◆ Information and Communication Technology (ICT)

It is noteworthy that Geostat receives statistics from various agencies and is updated periodically. The data is available in Excel format.

A “PC Axis” computerized database is also available on Geostat. It contains updated PC Axis format files prepared by sectoral statistical units, which are uploaded on a shared PC Axis database within predetermined timeframes.

⁴⁷ The website of the National Statistics Office: <http://www.geostat.ge/>

OTHER USEFUL DATA / PLATFORMS

Open Data Lab⁴⁸ - is an interactive public platform created by IDFI, that publishes data released by central and local public institutions. More specifically, IDFI converted all public data requested from and provided by public institutions since 2009, regarding issues of public policy such as public administration and administrative expenditures, local self-government, economy, finances, healthcare, crime statistics, social policy, education, environmental protection, transport and society. This data is accessible to any interested individual in open format (Excell and CSV) through this platform. In addition to viewing the data, users can:

- ◆ Analyze and process specific information
- ◆ Display data through simple visualizations
- ◆ Download data in open formats
- ◆ Share information through social media and other websites
- ◆ Create new applications



⁴² Open Data Lab: <https://datalab.ge/>



TOURISM DATA



AGENCY OF PROTECTED AREAS

The following information is published on the website of the [National Tourism Administration](https://bit.ly/2oHhSoR)⁴³:

- ◆ International Travel Statistics by countries
- ◆ Income generated through tourism

[The Statistics Section](https://apa.gov.ge/ge/statistika) on the website of the Agency of Protected Areas provides statistics on visitors to protected areas in the form of reports and graphs by country, month and year⁴⁴.



DECREES OF THE PRIME MINISTER

“The Prime Minister” section of the website of the Government of Georgia contains a [module for the Prime Minister’s orders](#)⁴⁵, which lists the Prime Minister's orders by years. Although documents are not uploaded regularly, you may still find some information that is of interest to you. Furthermore, since the orders are numbered, you can request the missing documents.

⁴³ Tourism Data: <https://bit.ly/2oHhSoR>

⁴⁴ The website of the Agency of Protected Areas: <https://apa.gov.ge/ge/statistika>

⁴⁵ Orders of the Prime Minister of Georgia: http://gov.ge/index.php?lang_id=GEO&sec_id=51



AIR QUALITY DATA

The Air Quality [Portal](#) provides information about atmospheric air pollution in various cities, based on data generated by automatic and non-automatic stations⁴⁶. You can monitor air quality at a specific time, location and station. Reports are accessible in PDF format as well as excel⁴⁷. The Portal also provides [its methodology](#) and legend for the map, which facilitates monitoring.

Furthermore, Annual reports are prepared by the National Environmental Agency on the state of air pollution and measures taken against it.

REPORTS AND A MAP OF EMISSIONS OF HARMFUL SUBSTANCES INTO THE AMBIENT AIR FROM STATIONARY SOURCES

The map of emissions of harmful substances from stationary sources into the ambient air displays sources and amounts of emissions of harmful substances based on 2016-2017 monitoring results. You can look up/filter data on the map by indicating the following details:

- ◆ Year of the report
- ◆ Location (Region, district, village, city)
- ◆ Owner (ID number, name)
- ◆ Pollutant – type and/or name
- ◆ Field of activity
- ◆ GPS coordinates

In addition, reports on air pollution emitted by various sectors by years is available on the Air Quality Portal, as a single excel file⁴⁸.

⁴⁶ The air quality index: <http://air.gov.ge>

⁴⁷ The portal of ambient air quality: http://air.gov.ge/reports_page

⁴⁸ Consolidated document: <http://air.gov.ge/pages/10/10>



FOOD SAFETY

The National Food Agency has published annual and monthly [reports](#) showing the results of activities in the fields of food safety, veterinary and plant protection⁴⁹.



EXAMINATION RESULTS

The Assessment and Examinations Center publishes the [databases](#) of students enrolled in universities throughout the past 4 years as a result of the Unified National Examinations and Post Graduate Examinations⁵⁰.



NATIONAL AGENCY FOR CULTURAL HERITAGE PRESERVATION

[The website of the National Agency for Cultural Heritage Preservation](#) provides registries of movable, immovable and intangible monuments and general data on each individual monument: name, type, status, date of construction / establishment, location, date of entry, etc. in PDF format ⁵¹.

⁴⁹ The website of the National Food Agency: <http://nfa.gov.ge/ge/inspeqtirebis-shedegebi>

⁵⁰ The website of the Assessment and Examinations Center: <http://naec.ge/>

⁵¹ The Website of the National Agency for Cultural Heritage Preservation: <https://www.heritagesites.ge/ka/files/95>



CIVIL AIRCRAFT REGISTRY OF GEORGIA⁵²

The website of the Georgian Civil Aviation Agency, a legal entity of public law of the Ministry of Economy, provides a registry of aircraft including aircraft identification information, name of operator, date of registration and year of issue.

Civil Airports and Aerodromes of Georgia⁵³

- A list of airports and Aerodromes, providing the name, owner, operator, certificate, codes and other technical characteristics of each facility.

Number of Passengers Served: The website of the Civil Aviation Agency of Georgia provides the annual number of passengers transported by regular and irregular flights, through individual airports.

Amount of cargo transported by freight flights⁵⁴

- The annual number of freight flights performed and the volume of cargo transported are provided on the website of the Georgian Civil Aviation Agency.

⁵² Civil Aircraft Registry of Georgia: <http://gcaa.ge/geo/reestri.php>

⁵³ Civil Airports and Aerodromes: <http://www.gcaa.ge/geo/aeroportebidavertodromebi.php>

⁵⁴ Data regarding cargo transported by freight flights: <http://gcaa.ge/geo/cargo.php>

PROACTIVE PUBLICATION OF PUBLIC INFORMATION

When working on a particular issue, you may use information published on the websites of various international organizations or agencies.

- ◆ **The platform on [offshore companies](#)⁵⁵ by the International Consortium of Investigative Journalists** publishes the results of large-scale journalistic investigations (including Panama documents) based on leaked materials from various agencies and companies. You can search for offshore companies by country or name. The search shows you the companies related to individuals and details of their involvement in these companies.
- ◆ **[Investigative Dashboard](#)⁵⁶** - It combines links to business registries from various countries and data and documents gathered

by journalists or leaked from various public or private sources. As a result, you can get information about companies, their addresses, and management.

- ◆ **[UN database](#)⁵⁷** - Comprehensive data on almost all public policy issues, including trade, demographic data, energy, environmental issues, gender statistics, industry, finance, child care, health care, telecommunications, etc.
- ◆ **[World Bank database](#)⁵⁸** - A combination of comprehensive databases containing data regarding various economic and social topics, including: economic growth, GDP, export, direct external investments, inflation, demographics, poverty, education, etc.

⁵⁵ Offshore search portal: <https://offshoreleaks.icij.org/>

⁵⁶ Investigative Dashboard: <https://investigativedashboard.org/>

⁵⁷ UN database: <http://data.un.org/>

⁵⁸ World Bank database: <https://databank.worldbank.org/data/home.aspx>

PROACTIVE PUBLICATION OF PUBLIC INFORMATION

August 26, 2013 [Resolution](#)⁵⁹ of the Georgian Government established a standard for publication of public data for government entities. The resolution defined a list of information to be published proactively by the government entities on their websites with certain periodicity. The list includes important information related to public institutions, such as:

- ◆ General information – structure, functions, work, officials, strategies, etc.
- ◆ Human resources policy
- ◆ Procurement and privatization
- ◆ Financing and budgeting
- ◆ Administrative expenditure
- ◆ Legal acts and other information

Related to work of the institution and appropriation of public funds, following categories of data can be underlined in this list:

- ➔ an annual report about the work performed by the administrative body



- ➔ Information about the leadership of the body, their deputies, leaders of the structural units and territorial units (in case of a Legal Entity of Public Law – their heads and deputy heads): their names, last names, photos, biographies
- ➔ Information about public procurements and annual procurement plan
- ➔ Information regarding transfer of property
- ➔ Expenditure on advertisement
- ➔ Approved and revised budgets
- ➔ Information about implementation of the budget (including surplus)

⁵⁹ 26 August Resolution №219 on “Requesting Public Information through Electronic Means and Proactive Publication,” Available: <https://matsne.gov.ge/ka/document/view/2001875?publication=0>

- ➔ Administrative expenditure:
 - ◆ Salary, premium, and bonus issued to public officials (in total) and to other employees (total)
 - ◆ Expenditure on official and business trips of officials (total) and other employees (total) (separately inside and outside of the country)
 - ◆ Automotive vehicles on the balance with their respective model denominators;
 - ◆ Fuel expenditure
 - ◆ Expenditure on technical service of vehicles (total)
 - ◆ Real Estate property on balance
 - ◆ Communication expenditure (local and international calls) (total)
 - ➔ Financial aid by foreign governments, international organizations, and other state entities (grants, credits)
 - ➔ Grants issued by the institution (grantee, aim, size of the grant and transferred amount).
-

THIS RESOLUTION CONCERNS THE FOLLOWING PUBLIC INSTITUTIONS:

- a** Administration of Georgian Government
- b** Ministries
- c** Offices of the State Ministers
- d** State sub-departmental bodies
- e** Legal entities of Public Law under the Ministries
- f** Paramilitary Units of executive branch under direct supervision of Government of Georgia.

The information defined in the resolution **must be published by public entities on their website in the special section titled Public Information.** Visit the website of the public entity of your interest. You may find interesting trends in the already published information, providing a future research topic.

Example: If you find that there has been a sharp increase in bonuses, representative or other administrative expenses, appropriateness of these expenses might be of interest. After reviewing the already-published public information, you might request public information on

detailed budgets. You may ask for granulated information for each year, position, country, event. You can also request information on expenses or signed contracts.

When requesting public information, you must describe your request and expected data format in as many details and as specifically as possible. If you want data to be granulated according to various categories (e.g. year, region, city, article, sex, age group, etc.), you must write so in your request! Otherwise, based on your request formulation, the public entity might not disclose detailed information. In the following section, we offer practical recommendations based on IDFI experience.

REQUESTING PUBLIC INFORMATION

At the initial stage of analytical and investigative resource discovery, you should research public official data available online. However, for the in-depth analysis you might need to request public data from various public entities. This section reviews definitions of public information, rules for requesting such information and practical recommendations that will enable you to obtain official data about the subject of your interest.



WHAT IS PUBLIC INFORMATION?

Public information is an official document, thus is stored at a public institution, is generated by the public entity or an employee of such entity during the performance of their duties, is processed, created or sent information or information proactively published by the public entity.

Public information could be⁶⁰:

- ➔ Drawing
- ➔ Model
- ➔ Plan
- ➔ Schematics
- ➔ Photograph
- ➔ Electronic Information
- ➔ Video
- ➔ Audio Recordings

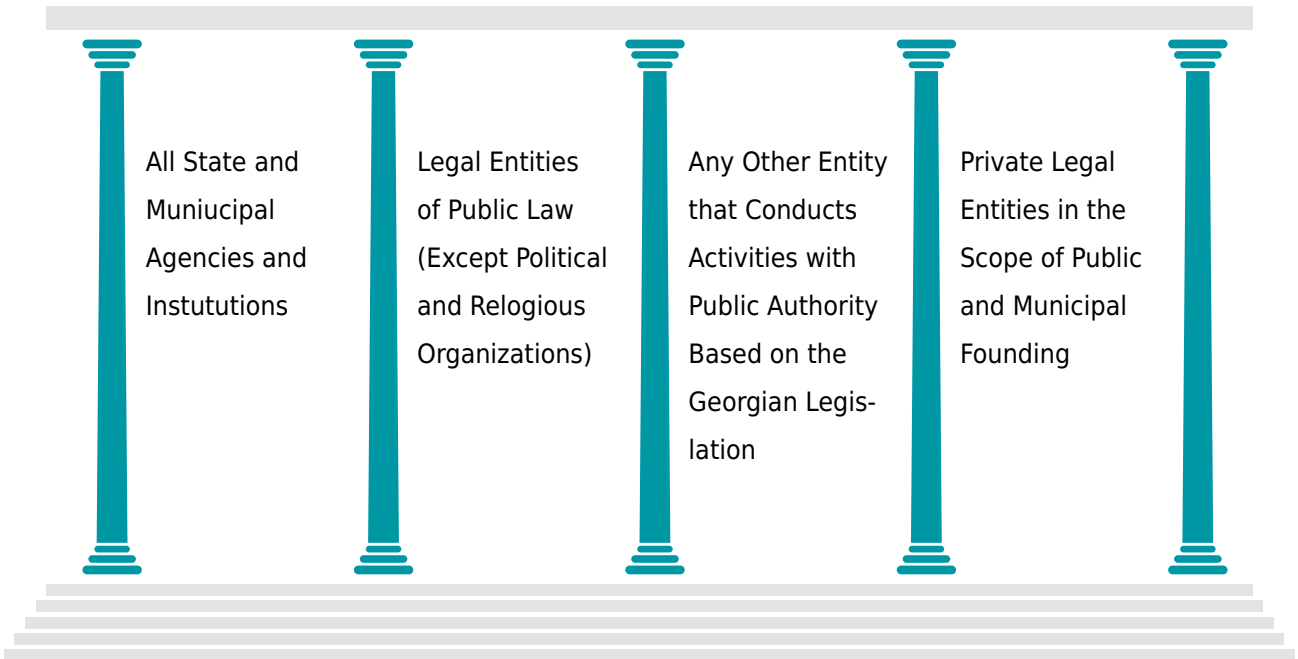
⁶⁰ See Chapter III on Freedom of Information of the General Administrative Code of Georgia, Available at: <https://matsne.gov.ge/document/view/16270?publication=28>

CAN I REQUEST ANY TYPE OF INFORMATION?

Yes, you can request all types of information. However, **classified information concerning matters of national security, trade/professional secrets and personal data are not considered open data by law.** Therefore, agencies will not provide you with this information.

WHO HAS THE OBLIGATION TO RELEASE PUBLIC INFORMATION?

State agencies, that are public institutions:



WHO CAN REQUEST PUBLIC INFORMATION?

- ➔ Anyone
- ➔ You can send a request in your own name or in the name of your organization

HOW TO REQUEST PUBLIC INFORMATION?

Public Information can be requested **electronically** as well as in **written form**.

REQUESTING PUBLIC INFORMATION IN WRITTEN FORM

When requesting public information in written form, you must send the letter to the public agency by post. You can also deliver a letter in person to the address of a particular public agency and register it on the spot. In this case, always keep the registration/delivery document.



NOTE:

- ✗ It is not required to mention a reason for your request in the letter.
- ✓ You can choose the form in which you would like to receive public information (electronically, a copy of a document, study it on the location), you can specify this in your request.

ELECTRONIC REQUEST OF PUBLIC INFORMATION

You can request public information electronically using one of the three methods:

1 Website of the Public Institution

2 Citizen Portal MY.GOV.GE

3 Email address of a FOI officer



1 Website of the Public Institution: On the website of a public institution, you can find a section **Request Public Information**, enter your details (name, last name, personal number, email address, telephone number and address), fill out the request text, confirm it, and the request letter will be sent electronically to the appropriate public institution. However, not all public entities have implemented this model, and public information cannot be requested using their websites.

2 Citizen Portal MY.GOV.GE is another way to request public information. For this, you need to register on the portal using the ID card reader. If you do not have an ID card reader, visit your local Public Service Hall, where you will be provided with an appropriate password. Using the password, you can register on the portal. You can then select the public entity and send them your request. You will receive a confirmation at your email address.

3

Email Address of a FOI Officer: Each public entity is required to have a person responsible for public information (so called FOI Officer). Their contact information (name, last name, and email address) must be published on the official website of the public entity, in the section of public information.

The contact information is also available in the IDFI database of persons responsible for access and proactive publication of public information, which is periodically updated by IDFI⁶¹.

After determining the contact information, send a request for public information to the email address of the public official. **Always request confirmation of receipt of the letter!**



IDFI' TIPS:

- ✓ It is important to formulate the request correctly, clearly and in detail - inaccurate wording of the request often leaves the administrative body room for providing an ambiguous answer and avoid releasing comprehensive information. The public authority is obliged to provide the information stated in your request.
- ✓ It is not required to mention a reason for your request in the letter.
- ✓ You can choose the form in which you would like to receive public information (electronic, a copy of a document, study it on the location), you can specify this in your request.

⁶¹ FOI officer database:: https://idfi.ge/ge/database_of_foi_officers_in_georgia

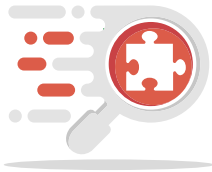
RECEIVING PUBLIC INFORMATION

A public agency is obligated to provide public information **immediately**. As the law does not specify what is meant by “immediately”, the day of registration or the next day can be considered a reasonable timeframe.

The Georgian legislation allows for circumstances when a public agency has the right to request a 10-day timeframe for the release of public information. **There are three such instances:**



If the information request requires the agency to extract or process data from another location, its subordinate institution or another public information.



If the information request requires the agency to collect and process a considerable amount of unrelated data.



If the information request requires the agency to consult another public institution or its structural subordinate in a separate location.

- ✔ If the public agency requires a 10-day time-frame, it is obligated to **notify you immediately**.
 - ✘ Unfortunately, this rule is often overlooked in practice, and there is no sanction for violations.
 - ✔ If you choose to receive the information electronically, **the requested information will be emailed to you**.
-

CONCLUSION

The databases and platforms discussed in the guide will help you prepare analytical and investigative materials. It is important to review each platform in detail, examine its sections, the data published on them, and observe how often the information is updated.

When working on data, keep in mind that different data may need to be linked and compared. You will find the most interesting circumstances by connecting and verifying the information in several thematic databases.

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