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Open Parliament Georgia Action Plan 2015-2016



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Introduction

This document represents an Open Parliament Georgia Action Plan which aims to ensure openness of the Parliament and transparency of parliamentary information, and to facilitate citizen engagement in parliamentary work and legislative processes in line with the principles of the Open Government Partnership (OGP)¹ and the Declaration on Parliamentary Openness.²

The OGP was launched in 2011 as an international effort to make governments more open, effective and accountable. Currently, OGP has 65 member countries. In all of these countries, governments and civil societies are working together to develop and implement open government reforms.

As part of the OGP membership commitments, Georgia has approved 2012-2013 and 2014-2015 Action Plans. According to the 2012-2013 Progress Report, the country was scored among the highest on budget transparency, access to information and asset disclosure. Nonetheless, Georgia received one of the lowest scores on citizen engagement, which indicates a need for fostering interaction with citizens and civil society.³

The OGP participant countries were originally represented only by the executive branch of the government. However, as the implementation of the OGP initiative moved forward, there has been an increasing need for involvement of legislative branch representatives. In response to this, the Open Government Partnership established the Legislative Openness Working Group (LOWG).⁴

The Open Parliament Georgia Action Plan sets forth 18 commitments developed with the joint effort of the Inter-Factional Group, established by the Decree #19/3 of the Chairman of the Parliament of Georgia, dated 12 February 2015, and the Open Parliament Georgia Working Group participant international and non-governmental organizations. The commitments are based on the four core principles of the Open Government Partnership (OGP): transparency, citizen participation, accountability, technology and innovation.

By developing the Open Parliament Action Plan, Georgia will become one of the few OGP participant countries that have endorsed open parliament action plan. There are only few countries

¹Open Government Partnership, <http://www.opengovpartnership.org/>

²Declaration on Parliamentary Openness, <http://openingparliament.s3.amazonaws.com/docs/declaration/1.0/english.pdf>

³2012-2013 Progress Report, http://www.opengovpartnership.org/sites/default/files/Georgia_final_2012.pdf, 2012, 14.

⁴Open Government Partnership, <http://www.opengovpartnership.org/webinar-introducing-legislative-openness-working-group>



which committed themselves under the open parliament action plan.⁵ After the adoption of the plan, Georgia will be among the leading OGP countries for parliamentary openness.

The Open Parliament Georgia Action Plan was developed through the project “Supporting Parliament of Georgia Involvement in Open Government Partnership Initiative” that is implemented by the Institute for Development of Freedom of Information (IDFI) in partnership with the Parliament of Georgia, and funded within the framework of EU/UNDP program “Strengthening the System of Parliamentary Democracy in Georgia”.

⁵Parliamentary Openness in OGP Member Countries <https://idfi.ge/ge/issues-of-open-parliament-in-ogp-member-countries>



1. Citizen Engagement

1.1. Allowing commenting on the draft legislation (electronically and/or in writing)

The parliamentary openness aims to address the OGP challenge of **increasing citizen engagement**. As a rule, the draft laws and collateral documents are posted on the website of the Parliament of Georgia. However, there is a need for more open and transparent legislative process ensured by the Parliament. To increase the level of public involvement, it is also important to allow citizens to comment on the draft legislation and newly adopted laws. That will also stimulate both the public discussions through the increased citizen engagement and the improvement of legislation.

Currently, commenting on laws and draft laws is possible through the Legislative Herald of Georgia (“Sakanonmdeblo Matsne”). The Parliament should also offer similar mechanism as being a legislative body it is exclusively authorized to make changes to the legislation and modify bills passed to the Parliament. We believe this is an important measure to promote an approach that is open and engaging citizens. Obviously, this is not an absolutely new standard as it has been already implemented by different counties around the world. For instance, the Open Government Guide specifies the commenting process as part of the citizen engagement in parliamentary work, which in its turn falls within the Guide’s recommendations for the initial step. In addition, the Guide sets forth the recommendations for the advanced step that suggests the development of the digital platform to strengthen citizen engagement in the parliamentary work. The platform is recommended to be designed to enable citizens to provide input into the legislative process through making comments.

With regard to the recommended activity, the Guide makes reference to the experience of **Brazil** and **Finland**.⁶ In Brazil, the Chamber of Deputies’ e-Democracia platform uses social media and new technology tools to engage actors in the legislative process. For example, it allows citizens to comment on draft legislation and check whether their comments are incorporated into the law.

Citizen engagement in parliamentary processes is also actively supported ensured by the Declaration on Parliamentary Openness. On April 30, 2015, the Parliament of Georgia officially joined the declaration.

Responsible Agency: Parliament of Georgia

Timeline: 2016

⁶Open Government Guide pg. 233-234,
<http://opengovguide.theideabureau.netdna-cdn.com/wp-content/uploads/2013/09/all-topics.pdf>



Commitment 1.1. Allowing commenting (electronically and/or in writing) on the draft legislation

Lead Agency		Parliament of Georgia			
Partners	Public Institution				
	Civil Society/ Private Sector	Initiator: Institute for Development of Freedom of Information (IDFI)			
Current Situation and Challenges		Representatives of the Parliament of Georgia agreed to allow citizens to comment on the draft legislation and receive their feedback.			
Main Objective		To create a platform allowing citizens to comment on the draft legislation (electronically and/or in writing) from the first reading.			
OGP Challenge		Improving Public Services			
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation	
		✓	✓	✓	
Milestones to Fulfill the Commitment		New or Ongoing Commitment	Start Date:	End Date:	
Development of the Concept		New	10/2015	12/2015	
Modification of the Rules of Procedure		New	01/2016	03/2016	
Development of the Platform		New	01/2016	06/2016	
Conduct Information Campaign		New	07/2016	09/2016	
Indicator		Platform is established.			
Risks and Assumptions		There is a risk that the platform will be developed but not actively			



used by the users. To this end, it is important to conduct proper and effective information campaign to increase awareness of citizens about the opportunities the platform offers.



1.2. Submitting Legislative Proposals and Initiatives Electronically to the Parliament of Georgia and Implementing its Support Mechanism through the Official Website of the Parliament of Georgia

Citizen engagement in the democratic processes is vital for promoting open government principles in the country. The parliament as a legislative branch of a democratic government helps citizens to engage in public policy development and exercises control over the executive branch of the government. Commitments to the parliamentary openness include an open parliament, accountability and citizens' right to engage in parliamentary work.

Despite the advocating efforts by Georgian non-governmental organizations, the commitment for the parliamentary openness envisaging the empowerment of citizens to engage in legislative processes, and in particular the establishment of petitioning system⁷, was not incorporated into an Open Government Georgia's National Action Plan 2014-2015.

One of the recommendations under the Open Government Guide is to create e-petition website that allows citizens to propose and then vote on draft legislation. Some of the OGP participant countries have already made important steps towards its implementation, e.g.as indicated in the Latvia OGP Action Plan, the citizens have been allowed to make changes to the parliament agenda since 2012.

The legislative proposal which receives more than 10,000 signatures of the citizens who turned 16 is considered by and debated at the parliamentary committee meetings and plenary sessions. The proposal may be also submitted electronically if it is possible to establish the identity of the signees. In Mongolia, a permanent commission is established to review citizens' petitions, make decisions and create legal basis for public discussions.⁸

Responsible Agency: Parliament of Georgia

Timeline: 2016

Commitment 1.2. Submitting Legislative Proposals and Initiatives Electronically to the Parliament of Georgia and Implementing its Support Mechanism through the Official Website of the Parliament of Georgia		
Lead Agency	Parliament of Georgia	
Partners	Public Institution	LEPL Data Exchange Agency
	Civil Society/Privat	Initiator: Institute for Development of Freedom of Information (IDFI)

⁷Ministry of Justice of Georgia, <http://www.justice.gov.ge/Ministry/Index/356>

⁸See, pg. 2



	e Sector			
Current Situation and Challenges	<p>MPs and representatives of the Office of the Parliament of Georgia agreed to allow citizens or initiative groups to submit and support the legislative initiatives and proposals electronically. Posting legislative initiatives and proposals on the parliamentary website will enable citizens to be informed in advance about the legislative proposals of physical and legal entities in advance and to support the initiatives.</p> <p>In addition, to ensure increased citizen awareness and their engagement in the legislative process, the committees after each session should disclose information about the number of the approved proposals and whether they became legislative initiatives.</p> <p>The Parliament's commitment includes two components:</p> <ol style="list-style-type: none"> 1. In the case of legislative proposals, any proposal registered by the Parliament will be automatically posted on the parliamentary website and citizens will be allowed to vote for it electronically. The documents developed during the discussion of the proposal will be also published online. 2. In the case of legislative initiative, the initiative groups will be allowed to post information about the initiative on the parliamentary website in line with the established procedure and vote for it electronically. If the initiative receives 30000 electronic signatures, it will be debated in accordance with the procedures set out under the Georgian Law. 			
Main Objective	To create a platform through the parliamentary website to publish legislative initiatives and proposals initiated by the citizens or initiative groups and to allow citizens to vote for them electronically.			
OGP Challenge	Improving Public Services			
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
		✓	✓	✓
Milestones to Fulfill the	New or	Start Date:	End Date:	



Commitment	Ongoing Commitment		
Development of the concept	New	10/2015	02/2016
Modification of the Rules of Procedure	New	01/2016	03/2016
Launching the platform	New	03/2016	08/2016
Conducting information campaign	New	08/2016	09/2016
Indicator	<ol style="list-style-type: none"> 1. Initiative groups can post legislative initiatives on the parliamentary website; 2. Legislative proposals are posted on the parliamentary website; 3. Citizens may support and vote for the legislative initiatives and proposals posted on the web platform; 4. Statistical data on the number of supported initiatives and the number of those which became committee initiatives are annually published. 		
Risks and Assumptions	<p>There is a risk that the platform will be developed but not actively used by the users. To this end, it is important to conduct proper and effective information campaign to increase awareness of citizens about the opportunities the platform offers.</p>		



1.3. Empowering Citizens to Engage in the Legislative Process

The Parliament of Georgia as a legislative body, plays a crucial role in establishing open government principles in the country. To this end, the active involvement of the Parliament of Georgia has become particularly important after substitution of the presidential government model with the parliamentary system. There is a need to enhance the role of the parliament in promoting citizen engagement and development of the direct democracy institutions. The Declaration on Parliamentary Openness summarizes this idea when it explicitly states that: "Parliament has a duty to actively engage citizens and civil society, without discrimination, in parliamentary processes and decision-making in order to effectively represent citizen interests and to give effect to the right of citizens to petition their government."

In this connection, the National Democratic Institute (NDI) recommends the working group to improve the mechanisms under the Georgian regulations to directly engage citizens in the legislative process.

1. Improving mechanism for engaging citizens in the discussions of constitutional amendments

According to the Article 176 (e) of the Rules of Procedure of the Parliament of Georgia, the Parliament establishes an Organizational Committee for Public Discussions comprised of the parliament members to ensure public discussions of a draft law on the full or partial revision of the Constitution. The members of the Committee may also include the representatives of the NGOs/CSOs, academia and experts. The Committee reviews the materials related to the draft law on constitutional amendment within one month period and the Parliament may start discussing it only after expiration of this period. The reading of the draft law in the plenary session starts with the debriefing by the Chairman of the Committee or his/her authorized representative on the results of the public discussions.

The Rules of Procedure of the Parliament of Georgia specify a mandatory one month period for public discussions. Nonetheless, it doesn't provide any further details about the organizational process: where (in which regions of Georgia) are the discussions organized? What is the minimum number of discussions? How is the feedback collected and shared? In view of the successful practice of organization of public discussions in the past, there is a need for more clarifications in this provision of the Rules of Procedure of the Parliament of Georgia.

Providing more details about the organization of the public discussions of the draft laws on the full or partial revision of the constitution can be viewed as only one step towards citizen engagement. However, the next OGP Action Plan should include similar procedures for significant legislation (e.g. a draft Law on State Budget, organic laws, etc.) to foster citizens engagement, collect feedback and ensure that the initiatives are considered in the process of legislative drafting.



Responsible Agency: Parliament of Georgia

Timeline: July 2015 - action plan end date

Commitment 1.3. Empowering Citizens to Engage in the Legislative Process				
Lead Agency		Parliament of Georgia		
Partners	Public Institution			
	Civil Society/ Private Sector	Initiator: National Democratic Institute (NDI)		
Current Situation and Challenges		See above.		
Main Objective		To improve and specify the existing organizational procedures under the Rules of Procedure of the Parliament of Georgia for conducting public discussions of the draft law on the full or partial revision of the Constitution.		
OGP Challenge		Improving Public Services		
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	✓	✓	✓	
Milestones to Fulfill the Commitment		New or Ongoing Commitment	Start Date:	End Date:
Improve organizational procedures for conducting public discussions of a draft law on the full or partial revision of the Constitution		New	2015	2015
Make changes to the organizational		New	2015	2015



<p>procedures under the Rules of Procedure of the Parliament of Georgia for conducting public discussions of a draft law on the full or partial revision of the Constitution.</p>			
<p>Indicator</p>	<p>By the end of 2015, the Rules of Procedure of the Parliament of Georgia will provide detailed organizational procedures for conducting public discussions of a draft law on the full or partial revision of the constitution. In particular, the minimum number (at least one discussion per region) of meetings and the number of locations for discussions are specified; forms of citizens' feedback (survey through website, feedback questionnaires disseminated during the meetings) are specified.</p>		
<p>Risks and Assumptions</p>	<p>The changes made to the Rules of Procedure of the Parliament of Georgia may remain only on paper;</p> <p>The minimum number of meetings (e.g. 3 discussions or less) according to the changes may not be sufficient as well as the number of meetings' locations (e.g. Eastern and Western Georgia)</p> <p>The Parliament of Georgia fails to allocate funds from its budget to conduct mandatory public discussions.</p>		



1.4. Ensuring Physical Access

Commitment 1.4. Ensuring Physical Access				
Lead Agency		Parliament of Georgia		
Partners	Public Institution			
	Civil Society/Private Sector	Initiator: Transparency International Georgia (TI)		
Current Situation and Challenges		<p>To enter the Parliament building one needs a special pass is required which may be issued only by the MPs and few employees of the Office of the Parliament of Georgia. Moreover, there is no reference available at the parliamentary website.</p> <p>This significantly hinders the overall engagement level in the parliamentary work and contradicts both the principle of parliamentary openness and the best international democratic and open society practices.</p> <p>There is a need to publish detailed instructions on the parliamentary website on the procedure to attend the plenary sittings and committee meetings.</p>		
Main Objective		To specify procedure for citizen entrance to the parliament building by posting it on the parliamentary website.		
OGP Challenge		Improving Public Services		
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	✓	✓	✓	
Milestones to Fulfill the Commitment		New or Ongoing Commitment	Start Date:	End Date:
Posting instructions on the website by the Decree of the Chairman of the Parliament		New	10/2015	11/2015



Indicator	Attendance rules are posted on the parliamentary website.
Risks and Assumptions	



1.5. Obligation to Develop Justifications for Changes to the Agenda

Commitment 1.5. Obligation to Develop Justifications for Changes to the Agenda					
Lead Agency		Parliament of Georgia			
Partners	Public Institution				
	Civil Society/ Private Sector	Initiator: Transparency International Georgia (TI)			
Current Situation and Challenges		<p>As a rule, agendas of official meetings are posted on the parliamentary website through the online calendar. However, additional issues are sometimes added during the committee meetings without any justification thus hindering engagement of the civil society members in the discussion process.</p> <p>To avoid such cases, changes made during the committee meetings should be justified and receive the majority votes of committee members.</p>			
Main Objective		To impose obligation to develop justifications for changes to the agenda.			
OGP Challenge		Improving Public Services			
OGP Principles		Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
		✓	✓		
Milestones to Fulfill the Commitment		New or Ongoing Commitment	Start Date:	End Date:	
Impose obligation to develop justifications for changes to the agenda during the committee meetings		New	2015	2015	
Indicator		The Rules of Procedure of the Parliament of Georgia are modified so as to reflect an obligation for developing justifications for			



	changes to the agenda during the committee meetings.
Risks and Assumptions	



1.6. Raising Public Education and Awareness on Activities, Role and Mission of the Parliament of Georgia; Strengthening Institutional Image and Role of the Parliament of Georgia

The Communication Strategy of the Parliament of Georgia developed through the “Strengthening Parliamentary Democracy in Georgia” project jointly implemented by the Parliament of Georgia, EU and UNDP sets forth the main objectives and communication principles of the PR and Information Department of the Office of the Parliament of Georgia. The activities listed in the document will help to a) increase awareness on the activities, role and mission of the parliament; b) ensure active involvement of stakeholders in parliamentary work and programs; c) establish favorable environment and improve bilateral dialogue through implementing new technologies and innovative approaches.

Being an integral part of the communication strategy the social media strategy includes additional activities designed to make information about the parliamentary work more accessible, diversified and interesting.

To strengthen the institutional image and role of the Parliament and to increase public awareness and knowledge about its activities, role and mission, the Parliament of Georgia plans to establish a Parliamentary Openness Week (“Georgian Parliament Open Days”); to organize regular issue-based meetings, presentations and seminars involving parliamentary committees and students from state and private higher education institutions of Georgia; to upgrade and diversify programs for visitors (tours with a guide for different target groups); to develop educational programs, including a lecture course on parliamentarism; to institutionalize simulated youth parliament, organize innovative competitions and other activities promoting citizen engagement and bilateral dialogue with target groups and citizens.

Commitment 1.6. Raising Public Education and Awareness on Activities, Role and Mission of the Parliament of Georgia; Strengthening Institutional Image and Role of the Parliament of Georgia		
Lead Agency	Parliament of Georgia	
Partners	Public Institution	Initiator: Office of the Parliament of Georgia
	Civil Society/ Private Sector	
Current Situation and Challenges	As a supreme legislative body, the Parliament of Georgia is a guarantor of democracy in the country. Communication Strategy of the Parliament of Georgia sets forth the main principles and values which help to institutionalize the	



	<p>“open parliament” built upon accountability, transparency and democratic values; provides with quality information about its activities, role and mission; and ensures increased citizen engagement in the legislative process.</p> <p>The strategy states that the Parliament of Georgia seeks to increase public trust and establish bilateral dialogue with citizens, through the institutionalization of principles of openness and transparency, active citizen engagement and open and transparent communication.</p>			
Main Objective	To strengthen the institutional image and the role of the Parliament of Georgia through raising public awareness, increasing citizen engagement and establishing an open, transparent and bilateral dialogue with public.			
OGP Challenge	Improving public services			
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	✓	✓	✓	
Milestones to Fulfill the Commitment	New or Ongoing Commitment	Start Date:	End Date:	
Establish a Parliamentary Openness Week	New	09/2015	12/2016	
Engage student in parliamentary work	New	06/2015	12/2016	
Program for visitors (tours with a guide)	New	01/2015	12/2016	
Educational programs, etc.	New	09/2015	12/2016	
Indicator	The Parliamentary Openness Week and awareness programs are planned, organized and implemented including their improvement and diversification on a regular basis.			
Risks and Assumptions				



2. Access to Information

2.1. Easing Access to the Parliamentary Information for Persons with Disabilities

There is a need to empower citizens including vulnerable groups to foster their engagement. Persons with disabilities should have the opportunities to actively engage in parliamentary work in line with international standards.

In this connection, as part of the advance step recommendations, the Open Government Guide calls for conducting a targeted outreach to vulnerable layers of society. Being part of vulnerable groups, persons with disabilities should be provided with parliamentary information through special means.

Some of the OGP participant countries have already made a significant effort to address these needs. The first commitment under the OGP Greece Action Plan focuses on enabling access to the parliamentary documents for persons with disabilities, by documenting legislative process.

The Parliament of Georgia has a commitment to formulate a concept regarding an easy access to the parliamentary information for persons with disabilities and develop budget for activities necessary to implement it. The final objective is to enable access to parliamentary information for persons with disabilities through specially designed web page or the website of the Parliament of Georgia.

Responsible Agency: Parliament of Georgia

Timeline: 2016

Commitment 2.1. Easing Access to the Parliamentary Information for Persons with Disabilities		
Lead Agency	Parliament of Georgia	
Partners	Public Institution	Ministry of Internal Affairs
	Civil Society/Private Sector	Initiator: Institute for Development of Freedom of Information (IDFI)
Current Situation and Challenges	<p>The representatives of the Parliament of Georgia agreed that in the long run they will ease the access to the parliamentary information for persons with disabilities</p> <p>An easy access to the parliamentary information will be possible</p>	



	through the parliamentary website. In this connection, there is a need to create a platform which will ensure an easy access to the parliamentary information for persons with disabilities.			
Main Objective	To develop a concept of easing access to the parliamentary information for persons with disabilities and develop the budget for the activities necessary to implement it.			
OGP Challenge	Improving Public Services			
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	✓	✓	✓	✓
Milestones to Fulfill the Commitment	New or Ongoing Commitment	Start Date:	End Date:	
Develop concept and budget	New	09/2015	09/2016	
Indicator	The concept of easing access to the parliamentary information for persons with disabilities and the budget for the activities necessary to implement it are developed.			
Risks and Assumptions	<p>There is a risk that the concept fails to address all needs of persons with disabilities; an easy access to the parliamentary information for persons with disabilities won't be provided even after the development of the concept and budget.</p> <p>There is also a risk that the level of involvement of persons with disabilities in parliamentary work won't be increased even after the practical implementation of concept and easing access to the parliamentary information. To minimize the risks associated with the low level of engagement, an effective awareness campaign should be conducted.</p> <p>The Ministry of Internal Affairs has already developed similar concept (http://voice.police.ge/police/) and the necessary application, therefore the commitment may be performed through a partnership mechanism.</p>			



2.2. Proactive Disclosure of Annual Reports and Findings of the Parliamentary Committees

Commitment 2.2. Proactive Disclosure of Annual Reports and Findings of the Parliamentary Committees					
Lead Agency		Parliament of Georgia			
Partners	Public Institution				
	Civil Society/ Private Sector	Initiator: Transparency International Georgia			
Current Situation and Challenges		<p>Short news and press releases about committee and plenary sessions are timely published on the parliamentary website. The 2014 news archive as well as the live streaming of committee and plenary sessions are also available for web visitors. Moreover, the website has been recently equipped with the rewind function.</p> <p>In addition, reports, findings and statements of some committees are published and easily available at the parliamentary website. However, the annual reports of the committees are either not published, or published with delay. Neither are published the key and mandatory findings by the committees.</p>			
Main Objective		To make legislative process transparent and available.			
OGP Challenge		Improving public services.			
OGP Principles		Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
		✓	✓		
Milestones to Fulfill the Commitment		New or Ongoing Commitment	Start Date:	End Date:	
Make necessary changes to the Rules of Procedure of the Parliament of Georgia		New	2015	2015	



Timely publish annual reports of the committees on the parliamentary website	New	2015	2015
Timely publish the key and mandatory findings by the committees on the parliamentary website	New	2015	2015
Indicator	Annual report of the committees and the key and mandatory findings by the committees are published on the parliamentary website.		
Risks and Assumptions			



2.3. Developing and Approving Legislative Framework for Consultations during the Legislative Drafting

A timely and well-organized consultative process is a crucial factor in making parliamentary work transparent and accountable. Participation in legislative drafting is vitally important for genuine democratic processes in the country. The possibility to directly engage in legislative process helps citizens to build a sense of ownership for changes and leads to a greater responsibility. The lack of a uniform regulatory framework for consultations results in unequal practices, despite of the overall intent of the parliament and the government to engage stakeholders in the process of legislative drafting. Consultations are generally of an ad-hoc nature, and coincide largely with the wide discretionary powers of the decision-makers in government and the parliament.

Moreover, there are no rules and regulations for many fundamental issues which are critical in making consultations meaningful and effective (e.g. when should be the consultations conducted in the process of legislative drafting? How will be they organized? Who should be invited to participate? What are the mechanisms to share or disregard comments? Should be the consultative meetings documented? Etc.)

In this connection, to ensure a participatory legislative drafting process and to establish an effective consultation mechanism, the Parliament of Georgia needs to develop a uniform regulatory framework for consultations with stakeholders which will comprehensively address various aspects of consultative process in the course of legislative drafting.

The Assessment of the Legislative Process in Georgia carried out by the OSCE Office of Democratic Institutions and Human Rights also addresses this issue, which highlights its significance.

Commitment 2.3. Developing and Approving Legislative Framework for Consultations during the Legislative Drafting		
Lead Agency	Parliament of Georgia	
Partners	Public Institution	
	Civil Society/ Private Sector	Initiator: Georgian Young Lawyers' Association(GYLA)
Current Situation and Challenges	The lack of a uniform regulatory framework for consultations results in unequal practices. To ensure a comprehensive regulatory mechanism and actively engage citizens, the Parliament of	



	Georgia needs to develop a uniform regulatory framework for consultations.			
Main Objective	To develop and adopt regulatory framework for consultations during the legislative drafting process.			
OGP Challenge	Improving public services and integrity in the public sector.			
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	✓	✓	✓	
Milestones to Fulfill the Commitment	New or Ongoing Commitment	Start Date:	End Date:	
Develop concept of regulatory framework for consultations in line with international standards	New	09/2015	12/2015	
Adoption of the regulatory framework for consultations by the Parliament of Georgia	New	01/2016	12/2016	
Indicator	The regulatory framework for consultations is adopted by the Parliament of Georgia.			
Risks and Assumptions	Absence of the consensus among the MPs.			



2.4. Posting the Changes and Edits Made to Initial Draft Legislation on the Website of Parliament of Georgia in a Visible and Timely Manner

To achieve a greater participation of public in the process of legislative drafting the changes and edits made to the draft law after its formal submission should be reflected in a real time. In addition, they should be incorporated in the initial draft in a visible manner so as to reflect both the original text and the changes. This will enable any stakeholder to timely track the transformation of the draft law from the first to the final third reading. Furthermore, it will help not only engage the citizens and civil society but also keep members of the parliament and other employees timely informed. Obviously, an established practice to distribute hard copies is neither sufficient to help actors work effectively, nor to address their information needs.

The Assessment of the Legislative Process in Georgia carried out by the OSCE Office of Democratic Institutions and Human Rights addresses this issues by stating that **“the absence of a comprehensive electronic information system within the Parliament makes it difficult to track amendments to draft laws, access their content and update existing laws automatically after adoption of draft amendments made to them. This renders the entire process quite burdensome for all stakeholders of the legislative procedure, inside and outside the Parliament. The lack of an adequate, comprehensive electronic information system, with a searchable database and document revision options, that would provide ongoing updates, is particularly acute in the accelerated procedure. One way to improve this situation could be using an electronic system that compares two documents and displays only what changed between them in a third separate document (similar to Microsoft Word’s legal backline option), without introducing any changes to the documents compared.”**

To ensure participation of citizens and other stakeholders at all stages of the legislative process, there is a need for developing an electronic system within the parliament which will update the initial drafts in a visible manner and make them publicly available in short period of time.

Commitment 2.4. Posting the Changes and Edits Made to Initial Draft Legislation on the Website of Parliament of Georgia in a Visible and Timely Manner		
Lead Agency	Parliament of Georgia	
Partners	Public Institution	
	Civil Society/ Private Sector	Initiator: Georgian Young Lawyers’ Association (GYLA)
Current Situation and Challenges	There is no system in place within the Parliament of Georgia which will update the initial drafts in a visible manner and make	



	them publicly available on the parliamentary website in real time. Neither the stakeholders nor the MPs do not have access to see the changes made to the draft law in an electronic format. This makes it difficult for actors to actively engage in the legislative drafting process.			
Main Objective	To develop concept and budget for creating an electronic system which will update the initial drafts in a visible manner and make them publicly available on the parliamentary website in real time.			
OGP Challenge	Improving public services.			
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	✓	✓	✓	✓
Milestones to Fulfill the Commitment	New or Ongoing Commitment	Start Date:	End Date:	
Develop concept and budget	New	09/2015	09/2016	
Indicator	Concept is developed.			
Risks and Assumptions	Insufficient involvement of parties in the concept and budget development process.			



2.5. Updating the List of Public Information to be Proactively Published by the Parliament of Georgia

Commitment 2.5. Updating the List of Public Information to be Proactively Published by the Parliament of Georgia	
Lead Agency	Parliament of Georgia
Partners	Public Institution
	Civil Society/ Private Sector
Current Situation and Challenges	<p>Initiators: Tamar Kordzaia (Member of the Inter-Factional Group of the Parliament of Georgia), Transparency International Georgia</p> <p>One of the form of exercising parliamentary control is the MP's right to put an inquiry to a body accountable to the Parliament including the Government of Georgia, member of the Government of Georgia, Head of an Executive Body of a territorial unit of any level and obtain and evaluate their responses. The inquiry can be made only in a written form. Each body or public official that was addressed with an inquiry should submit a written response to the Parliament within 15 days after the receipt of such inquiry. However, the statistics (information about the number of inquiries and received responses) on the MPs' inquiries and the received responses is not published on the parliamentary website.</p> <p>In addition, the Parliament of Georgia is tasked with developing foreign policy and is actively involved in international relations through Parliamentary delegations and Friendship Groups but citizens are insufficiently informed about these activities. There is a need to increase public awareness on these important issues. To this end, the Parliament of Georgia should produce and proactively publish annual reports of the Parliamentary delegations and Friendship Groups.</p>
Main Objective	To publish statistics about MPs' inquiries, questions and responses and annual reports of the Parliamentary delegations and Friendship Groups on the parliamentary website in an editable format.
OGP Challenge	Improving public services



OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	✓	✓		
Milestones to Fulfill the Commitment	New or Ongoing Commitment	Start Date:	End Date:	
Proactive disclosure of statistics about MPs' inquiries on the parliamentary website	New	09/2015		
Proactive disclosure of MPs' questions and submitted responses on the parliamentary website	New	09/2015		
Development and proactive disclosure of annual reports of the Parliamentary delegations and Friendship Groups on the parliamentary website	New	09/2015	09/2016	
Indicator	<ol style="list-style-type: none"> 1. Statistics about MPs' inquiries proactively published on the parliamentary website; 2. Responses on MPs' questions are proactively published on the parliamentary website; 3. Reports of the Parliamentary delegations and Friendship Groups are developed and proactively published on the parliamentary website; 			
Risks and Assumptions				



2.6. Improving the Content of Explanatory Notes

Commitment 2.6. Improving the Content of Explanatory Notes				
Lead Agency		Parliament of Georgia		
Partners	Public Institution			
	Civil Society/ Private Sector	Initiators: Transparency International Georgia		
Current Situation and Challenges		<p>Explanatory notes to the draft laws are critical for fostering parliamentary accountability and citizen engagement in legislative drafting. An explanatory note should be informative and contain justification and arguments.</p> <p>The standards for explanatory notes need to be improved to provide rationale of the purpose of the draft law and financial justifications.</p>		
Main Objective		To improve public services.		
OGP Challenge		Improving public services.		
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	✓	✓		
Milestones to Fulfill the Commitment		New or Ongoing Commitment	Start Date:	End Date:
Conduct public consultations to develop the uniform standards		New	09/2015	03/2016
Adoption of instructions by the Bureau of the Parliament on the improving of content of explanatory note and establishing uniform standards		New	03/2016	06/2016



Indicator	<ol style="list-style-type: none">1. Public consultations conducted;2. Instructions approved;3. Uniform standards developed.
Risks and Assumptions	



3. Technologies and Innovation

3.1. Posting Documents on the Website of the Parliament of Georgia in an Editable Format

Commitment 3.1. Posting Documents on the Website of the Parliament of Georgia in an Editable Format					
Lead Agency		Parliament of Georgia			
Partners	Public Institution	LLEP Legislative Herald of Georgia			
	Civil Society/ Private Sector	Initiator: Georgian Young Lawyers' Association(GYLA), Institute for Development of Freedom of Information (IDFI), Transparency International Georgia.			
Current Situation and Challenges		A certain portion of parliamentary information is published on the parliamentary website. However, it is not available in a user friendly format. Most of the documents (e.g. parliamentary decrees, resolutions, statements, appeals, draft bills, collateral documents, etc.) are published in PDF format which makes it difficult to make further changes and use search engines to look for the information provided in these documents.			
Main Objective		The Open Government Guide states that the disclosed information should be both accessible and comprehensible and user-friendly. To this end, it is necessary to publish information on the parliamentary website in open and editable formats (e.g. HTML / Word MS) for further use.			
OGP Challenge		Improving public services			
OGP Principles		Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
		✓	✓	✓	✓
Milestones to Fulfill the Commitment		New or Ongoing Commitment	Start Date:	End Date:	
Make amendment to the		New	10/2015	10/2015	



Rules of Procedure			
Publish legislative documents on the parliamentary website in editable formats (e.g. HTML / Word MS)	New	10/2015	07/2016
Indicator	Minimizing number of documents in PDF format published on the parliamentary website by the 2016. Parliamentary decrees, resolutions, statements, appeals, draft bills, and collateral documents are published in editable format.		
Risks and Assumptions	This commitment is focused on fostering citizen engagement and won't require significant modification of the parliamentary website.		



3.2. Implementing New Technologies and Innovative Approaches; Increasing Level of Involvement of Youth, Ethnic Minorities and Other Stakeholders in Parliamentary Work; Strengthening Bilateral Communication with Citizens

The Communication Strategy of the Parliament of Georgia developed through the “Strengthening Parliamentary Democracy in Georgia” project jointly implemented by the Parliament of Georgia, EU and UNDP sets forth the main objectives and communication principles of the PR and Information Department of the Office of the Parliament of Georgia. The activities listed in the document will help to a) increase awareness on the activities, role and mission of the parliament; b) ensure active involvement of stakeholders in parliamentary work and programs; c) establish favorable environment and improve bilateral dialogue through implementing new technologies and innovative approaches.

Being an integral part of the communication strategy the social media strategy includes additional activities designed to make information about the parliamentary work more accessible, diversified and interesting.

To actively engage citizens in parliamentary work, particularly in legislative drafting process and to provide them with necessary information in a timely, regular and professional manner, the Parliament of Georgia plans to develop various communication channels and implement new technologies and innovative approaches. In particular, to achieve an open, transparent, bilateral, interactive communication it plans to: create parliamentary e-news module to spread news automatically to web-page subscribers in line with the agreed frequency; add additional interactive modules/functions to the existing parliamentary web-portal; create informative/educational virtual tour of the Parliament of Georgia; develop mobile applications for web-services of the Parliament of Georgia; draft proposal for parliamentary website restructuring. These initiatives will help to promote activities of the Parliament of Georgia, establish effective bilateral dialogue, foster citizen engagement and improve interaction with different stakeholders.

Commitment 3.2. Implementing New Technologies and Innovative Approaches; Increasing Level of Involvement of Youth, Ethnic Minorities and Other Stakeholders in Parliamentary Work; Strengthening Bilateral Communication with Citizens		
Lead Agency		Parliament of Georgia
Partners	Public Institution	
	Civil Society/ Private Sector	Initiator: Office of the Parliament of Georgia
Current Situation and		As a supreme legislative body, the Parliament of Georgia is a



Challenges	<p>guarantor of democracy in the country. The Communication Strategy of the Parliament sets forth the main principles and values which help to institutionalize an “open parliament” built upon accountability, transparency and democratic values; provide with professional information about its activities, role and mission and ensure increased citizens engagement in the legislative process.</p> <p>The strategy states that the Parliament of Georgia seeks to increase public trust and establish bilateral dialogue with citizens, through the institutionalization of principles of openness and transparency, active citizen engagement and open and transparent communication.</p>			
Main Objective	To foster citizen engagement and an open, transparent and bilateral dialogue with public through establishing new technologies and innovative approaches.			
OGP Challenge	Improving Public Services			
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	✓	✓	✓	✓
Milestones to Fulfill the Commitment	New or Ongoing Commitment	Start Date:	End Date:	
Create the parliamentary e-news module	New	09/2015	12/2015	
Add additional interactive modules/functions to the existing parliamentary web-portal	New	09/2015	12/2016	
Create informative/ educational virtual tour	New	01/2016	09/2016	



of the Parliament of Georgia;			
Develop mobile applications for web-services of the Parliament of Georgia	New	09/2015	09/2016
Draft proposal for parliamentary website restructuring	New	09/2015	12/2016
Indicator	<ol style="list-style-type: none"> 1. The parliamentary e-news module is created; 2. Additional interactive modules/functions are added; 3. An informative/ educational virtual tour of the Parliament of Georgia is developed; 4. Mobile applications for web-services of the Parliament of Georgia is developed; 5. The proposal for parliamentary website restructuring is developed. 		
Risks and Assumptions	No funding available; limited budgetary funds/donor funds for innovative projects.		



4. Accountability

4.1. Establishing Permanent Parliamentary Council on Open and Transparent Governance

The Open Government Guide states that the Parliaments must constantly renew their commitments to openness, transparency and citizen engagement.⁹ Due to the rapid pace of technological change, there's a need for periodic reviews of policies that influence parliament's ability to engage.

In addition, it is often helpful to institutionalize this process of periodic review. To this end, the Guide recommends to form or formally task a committee or other body within the parliament to monitor parliamentary openness and citizen engagement efforts.¹⁰

It also illustrates the experience of the Chile and Mexico¹¹ where the parliaments have institutionalized responsibility for transparency and openness either by the creation of a new commission or by emphasizing this function in assigning committee jurisdictions, such as the Chilean Bicameral Committee for Transparency¹² or the Mexican Senate's Committee on the Assurance of Access and Transparency of Information (COGATI).¹³

Responsible Agency: Parliament of Georgia

Timeline: 2015

Commitment 4.1.: Establishing Permanent Parliamentary Council on Open and Transparent Governance		
Lead Agency	Parliament of Georgia	
Partners	Public Institution	
	Civil Society/	Initiator: Institute for Development of Freedom of Information (IDFI)

⁹Open Government Guide, pg. 235

<http://opengovguide.theideabureau.netdna-cdn.com/wp-content/uploads/2013/09/all-topics.pdf>

¹⁰Open Government Guide, pg. 236

<http://opengovguide.theideabureau.netdna-cdn.com/wp-content/uploads/2013/09/all-topics.pdf>

¹¹Open Government Guide, pg.236

<http://opengovguide.theideabureau.netdna-cdn.com/wp-content/uploads/2013/09/all-topics.pdf>

¹²Republica de Chile Senado,

http://www.senado.cl/prontus_senado/site/artic/20130729/pags/20130729134800.html

¹³LXII Legislatura – Senado De La Republica,

http://transparencia.senado.gob.mx/index.php?option=com_content&view=article&id=8&Itemid=117



	Private Sector			
Current Situation and Challenges	<p>The Open Parliament Georgia Working Group participant MPs agreed on establishing the Permanent Parliamentary Council on Open and Transparent Governance within the Parliament of Georgia. The council will be created based on the principles of the Inter-Factional Group and staffed with the MPs and the Consultative Council members.</p> <p>The Consultative Council will be composed of representatives of NGOs and international organizations.</p> <p>The Permanent Parliamentary Council on Open and Transparent Governance will be co-chaired by two Chairs: MP and a civil society representative. The Council will be tasked with the development and monitoring of the implementation of the commitments under the Open Parliament Georgia Action Plan.</p>			
Main Objective	To establish a Permanent Parliamentary Council on Open and Transparent Governance			
OGP Challenge	Improving public services			
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	✓	✓	✓	
Milestones to Fulfill the Commitment	New or Ongoing Commitment	Start Date:	End Date:	
Develop concept	New	09/2015	10/2015	
Make amendment to Rules of Procedure	New	09/2015	10/2015	
Establish council	New	11/2015	12/2015	
Indicator	The Permanent Parliamentary Council on Open and Transparent Governance is established.			
Risks and Assumptions	The involvement of the members of the Inter-Factional Group in the work of the Permanent Parliamentary Council on Open and Transparent Governance will be most welcome (and needed) to develop the Open Parliament Georgia Action Plan.			



4.2. Conducting Annual Meeting of the Parliament of Georgia and Civil Society Organizations (CSOs)

The tradition of annual meeting of the Parliament of Georgia and the Civil Society Organizations was established in 2012. The annual meeting is an important platform for dialogue between parliament and CSOs and addresses the issues of accountability, transparency and public involvement. In addition, it also focuses on the open government principles and international practices. The meetings held in 2012 -2013 demonstrated that this is an institutionalized mechanism of effective communication between these two actors.

The tradition was reinforced by the memorandum between the Parliament of Georgia and CSOs in December, 2013 and should be maintained as it strongly adheres to the principles of the Open Government Partnership.

Responsible Agency: Parliament of Georgia

Timeline: 2012 - annually

Commitment 4.2. Conducting Annual Meeting of the Parliament of Georgia and Civil Society Organizations (CSOs)		
Lead Agency	Parliament of Georgia	
Partners	Public Institution	
	Civil Society/ Private Sector	Initiator: Civil Society Institute
Current Situation and Challenges	<p>The tradition of annual meeting of the Parliament of Georgia and the Civil Society Organizations was established in 2012. The tradition was reinforced by the memorandum between the Parliament of Georgia and CSOs signed on 12 December, 2013.</p> <p>The annual meeting represents a platform for dialogue where CSOs share their views on various aspects of public policy with MPs. It is an institutionalized mechanism for policy dialogue in line with international practices and therefore, needs to be further maintained.</p>	
Main Objective	To organize annual meeting of the Parliament of Georgia and the	



	Civil Society Organizations.			
OGP Challenge	Improving public services. Enhancing integrity and corporate social responsibility in public sector.			
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
	✓	✓	✓	
Milestones to Fulfill the Commitment	New or Ongoing Commitment	Start Date:	End Date:	
Organize annual meeting of the Parliament of Georgia and the Civil Society Organizations.	The commitment to organize annual meeting of the Parliament of Georgia and the Civil Society Organizations is specified under the memorandum between the Parliament of Georgia and CSOs signed on 12 December, 2013.	12/2012	annual	
Indicator	The meeting of the Parliament of Georgia and the Civil Society Organizations is held annually.			
Risks and Assumptions				



4.3. Developing and Approving the State Concept of CSO Development

The Article 1 of the Memorandum signed between the Parliament of Georgia and CSOs in December, 2013 calls on the parliament, CSOs and other stakeholders to develop the State Concept of CSO Development. The provision directly touches upon the OGP principles. A separate chapter of the Open Government Guide focuses on the development of an open space for Civil Society Organizations. In this connection, about 200 commitments are declared by the OGP participant countries in 2015. These initiatives vary across the countries. The Parliament of Georgia and the CSOs agreed to institutionalize the space through developing the concept as this has been considered the most appropriate form in view of Georgian context.

The initial draft of the concept is already developed with active involvement of CSO Initiative Group. The work group prepared the white paper in June 2014 and held public discussions with local civic activists, members of local governments and NGOs/CSOs in 7 cities of Georgia (Tbilisi, Kutaisi, Batumi, Telavi, Gori, Ozurgeti and Zugdidi). In parallel to regional meetings, it was discussed within the Georgian National Platform of the Eastern Partnership Civil Society Forum and received a positive feedback by the experts of European Center for Not-for-Profit Law (ECNL). The Draft Concept is available for policy debate.

Responsible Agency: Parliament of Georgia

Timeline: 2015-2016

Commitment 4.3. Developing and Approving the State Concept of CSO Development		
Lead Agency		Parliament of Georgia
Partners	Public Institution	
	Civil Society/ Private Sector	Initiator: Civil Society Institute
Current Situation and Challenges		The Article 1 of the Memorandum signed between the Parliament of Georgia and CSOs in December, 2013 envisages development of the State Concept of CSO Development. The provision directly touches upon the OGP principles. The concept will ensure the state support to CSOs for their further development as independent actors and establishment of a policy dialogue between Parliaments and CSOs.
Main Objective		To develop and adopt State Concept of CSO Development in line with the established procedure.
OGP Challenge		Improving public services. Enhancing integrity and corporate



	social responsibility in public sector.			
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
		✓	✓	
Milestones to Fulfill the Commitment	New or Ongoing Commitment	Start Date:	End Date:	
Develop Concept	The commitment to organize annual meeting of the Parliament of Georgia and the Civil Society Organizations is specified under the memorandum between the Parliament of Georgia and CSOs signed on 12 December, 2013.	09/2015	12/2015	
Review of Concept by the Parliament	New	01/2016	06/2016	
Indicator	Concept is approved in line with the parliamentary procedure.			
Risks and Assumptions				



4.4. Developing Code of Ethics for Members of the Parliament of Georgia

High professional and ethical standards of Members of the Parliament (MPs) are important prerequisites for building public trust and confidence in the work of the parliament in general and the integrity and truthfulness of its members in particular.

The Code of Ethics would serve as a basic reference document for the MPs on how they should behave in their capacity as civil servants. It should also provide with clear and detailed provisions on acceptable and unacceptable behavior of MPs, disclosure of personal interests, submission of asset declarations, use of government resources and allowances, as well as their outside, pre and post parliamentary employment.

To effectively implement these provisions in practice, a duly authorized parliamentary committee should arrange consultations for MPs on the compliance of their behavior with the requirements of the Code. The committee should also monitor the behavior of MPs, review their complaints regarding the violation of the Code and impose sanctions or penalties whenever required upon MPs for violation of particular ethical norms. Endorsement of the Code of Ethics will provide clear criteria for society and the media to judge this behavior and improve the country's international standing in terms of fighting corruption and ethical misconduct in the civil service.

In 2004, the Parliament of Georgia endorsed a non-obligatory Code of Ethics. This was an unsuccessful endeavor as the unethical behavior of MPs remains a major challenge even after its adoption. Furthermore, there is no mechanism in place to respond to such behavior and citizens cannot submit their complaints with regard to particular cases.

To improve this, the National Democratic Institute (NDI) recommends the Parliament of Georgia to adopt a mandatory Code of Ethics for MPs to increase its accountability. The recommendation falls within the OGP commitment (*Increasing Public Integrity*) and the principles of Declaration on Parliamentary Openness (*Disclosing Assets and Ensuring the Integrity of Members (#24); Disclosing Information and Unethical Conduct and Potential Conflicts of Interests (#25)*).

The Code of Ethics of the Parliament is widely recognized as an effective tool to raise professional and ethical standards of MPs. It will help them to address the cases related to the conflict of interests and solve personal challenges and dilemmas that may arise while performing their duties in the civil service. By formulating clear and enforceable provisions, the Parliament of Georgia will become more accountable to the citizens and will demonstrate an increased interest of MPs towards citizens' perceptions. More effective and accountable system for parliamentary ethics regulation would serve well Georgia's aspirations towards integration with the European Union where the civil servants' adherence to ethical standards is recognized as one of the key components of good governance.



Responsible Agency: Parliament of Georgia

Timeline: July 2015 – Action Plan end date

Commitment 4.4. Developing Code of Ethics for Members of the Parliament of Georgia				
Lead Agency		Parliament of Georgia		
Partners	Public Institution			
	Civil Society/ Private Sector	Initiator: National Democratic Institute (NDI)		
Current Situation and Challenges		See above.		
Main Objective		To develop a mandatory Code of Ethics for Members of the Parliament of Georgia.		
OGP Challenge		Enhancing integrity in public sector.		
OGP Principles	Access to Information	Accountability	Citizen Engagement	Technologies and Innovation
		✓		
Milestones to Fulfill the Commitment		New or Ongoing Commitment	Start Date:	End Date:
Establish a working group to develop the Code of Ethics of the Parliament of Georgia		New	2015	2015
Develop the Code of Ethics of the Parliament of Georgia		New	2015	2015
Conduct public discussions on the Code of Ethics of the Parliament of Georgia		New	2015	2016
Adopt the Code of Ethics of the Parliament		New	2016	09/2016



of Georgia			
Indicator	A mandatory Code of Ethics of the Parliament of Georgia is developed.		
Risks and Assumptions	<ol style="list-style-type: none"> 1. The MP's may not vote for the adoption of a mandatory Code of Ethics for Members of the Parliament of Georgia; 2. The adopted Code of Ethics is not mandatory; 3. The adopted Code of Ethics does not include a procedure for submission of citizens' complaints. 		

