

Institute for Development of Freedom of Information (IDFI)



*'Monitoring of Information (Internet) Resources of Public
Authorities of Georgia'*

2011-2012

Tbilisi, Georgia

Year 2012

The present work represents a report prepared by **Institute for Development of Freedom of Information** in the framework of the project titled *'Monitoring of Information (Internet) Resources of Public Authorities of Georgia'*. Project is supported by the **Open Society Georgia Foundation, Open Society Foundations** and the **National Security Archive**.

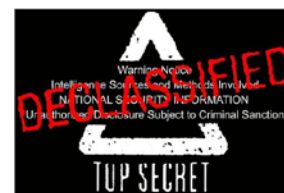
Report presents analysis of data and tendencies revealed within the framework of the project and in its narrow sense, serves the purposes of the increasing of level of information content transparency and public availability of official web-pages of public authorities of Georgia and in broad sense - the development of eGovernment and Freedom of Information in Georgia via improvement the rate of transparency and accountability of Public Authorities.

Besides, the information presented in the given report is aimed at a wide range of readers (teachers, students, journalists, lawyers and other interested persons), while the report could also be the subject of interest of public servants and legislators of Georgia. The aforementioned possibility is welcomed due to the fact that, unfortunately, the existing legislation of Georgia is in urgent need of adoption of legal act and/or the entity of legal norms which shall oblige all public authorities in Georgia to maintain the official web-pages with specified standard content of public information to be proactively published.

The technical operability and eAccessibility of the official web-pages of public authorities is another issue deemed important by the Institute. The mentioned issue fully corresponds to the subject of proactive disclosure of public information by the public authorities and also comprises the field of eGovernment. The practice of integration into web-pages of such eGovernment elements the ePayment platforms and other services provided by means of the web-page shall render dynamic and harmonic the co-relation of eTransparency and eGovernment within the general conception of eGovernment, the corresponding results of monitoring of which is presented in the given report.

Institute for Development of Freedom of Information is responsible for the content of the report.

The ideas expressed in the Report do not necessarily represent the position of the Open Society Georgia Foundation, Open Society Foundations and the National Security Archive. Correspondingly, these organizations are not responsible for the information contained in the publication.



Editor: Giorgi Kldiashvili

Constantine Janjghava (Author)

Working group:

Technical Editor: Goga Tushurashvili

Expert: Levan Avalishvili

Expert: Alexander Kherodinashvili

© All Rights Reserved. 2012. Institute for Development of Freedom of Information (IDFI)

No part of this Report may be reproduced in any form for commercial purposes without a written permission from the IDFI.

Table of Contents

Proactive Disclosure of Information in Georgia -----	4
About the Project -----	7
Monitoring Outcomes -----	13
General Outcomes -----	13
Outcomes according to thematic Blocks of Information -----	36
Technical Operability and eAccessibility of Web-Pages -----	42
Summary -----	48

Proactive Disclosure of Information in Georgia

“Monitoring of Information (Internet) Resources of Public Authorities of Georgia” is the main project of the Institute for Development of Freedom of Information (IDFI). The Institute has been conducting monitoring of official web-sites for 3 years already and advocating for development of e-Transparency and modern trends of e-Government. The Institute experts perform content analysis of governmental web-pages as well as auditing technical operability and cyber security level of official web-pages and after each monitoring provide governmental agencies with detailed recommendations.

Taking into account the growing amount of internet users, the standards of electronic democracy are gradually implemented in Georgia. Georgia scored 72-th place out of 192 countries with the Index of E-governance in the ranking of development of electronic governance, prepared by UN, and thus has substantially improved the 2010 data (100th place): http://www2.unpan.org/egovkb/global_reports/12report.htm

In 2012 Government of Georgia received two awards from United Nations in developing governmental services by. Electronic Government Procurement (Ge-GP) system has been recognized as one of the best worldwide. New electronic procurement system integrated by the Competition and Procurement Agency was awarded as the second place, which is great success story and worldwide recognition of Georgian electronic governmental services and our e- Procurement system in particular: <http://www.unpan.org/Regions/AsiaPacific/PublicAdministrationNews/tabid/115/mctl/ArticleView/ModuleId/1467/articleId/31880/Default.aspx> In 2012 in the framework of the project IDFI has monitored the web-site of CPA and the web-site occupied the first place as the best web-site with e-Accessibility. In the IDFI ranking of governmental web-sites according to e-Transparency the first place was given to the National Bureau of Enforcement.

The main goal of the project is to increase the informative transparency of governmental web-pages and to make them more user-friendly. To respond this challenges the monitoring of governmental web-sites was provided according to the level of information transparency (information content) of web-sites and according to technical operability of web-sites (e-accessibility). For the aforementioned purposes, the IDFI experts elaborated list of parameters that is a basis for a high professional outcome of the monitoring (for the methodology please visit: http://www.idfi.ge/?cat=monitoring_method_1&lang=ka).

According to the newest researches the best practice of access to information kept by the governmental agencies is a proactive publishing of information by authorities. Countries with the developed governmental web-space, advanced system of e-Government and e-Transparency and with the legislations regulating proactive publishing of information represent the high standards of openness and access to public documents.

Web-pages are the most convenient ways for proactive disclosure. It is important that web-pages of public authorities are kept updated and provide access to the most important public information and documents related to their public services.

As a minimal standard such information includes the structure, charter, legal acts and the approved budget of public agencies and managing of budgetary sums; information on procurements; administrative expenses; contact information of key employees, their remuneration and other information which according to the General Administrative Code of Georgia, belongs to the category that must be made available via Internet.

Proactive disclosure of the information is progressively seen as a tool of decreasing the amount of FOI requests submitted to public agencies while making the information available to significant amount of potential requestors. That's why it is important that certain information should be made available by public authorities prior to submission of the requests.

In the framework of the project, the IDFI has been advocating for legislation amendments related to proactive disclosure of information. With its researches and comparative analysis of practices of different countries on access to public documents IDFI proved the importance of updating Georgian legislation on Freedom of Information.

In September 2011 Georgia joined the Open Government Partnership Initiative. CSOs in Georgia focused on Freedom of Information and used the opportunity for pushing forward the issue of legislative regulation of proactive publication of information in the framework of OGP. The experts of Institute submitted detailed recommendation regarding the Action Plan of Georgia for the OGP and one of the main accents was made on proactive publishing of information and relevant changes for legislative regulation of this topic. Parameters used by IDFI for monitoring of web-pages were updated and presented as a list of socially important information that must be proactively published by state agencies. The recommendations were based upon the practical experience mainly elaborated in the framework of the project "Monitoring of Information (Internet) Resources of Public Authorities of Georgia".

IDFI, together with the partner organizations (Transparency International Georgia, Georgian Young Lawyers' Association and other CSOs) worked with the Ministry of Justice of Georgia on drafting Georgia's Action Plan for OGP.

In April 2012 Georgia published its Action Plan for OGP and proactive publication of information was included in it.

After first Annual Meeting of OGP member countries in Brasilia, where Georgia presented its Action Plan and commitments taken by the government the process of monitoring of implementation of commitments started in Georgia. Several CSOs formed a forum that has to gather monthly and discuss achievements related to OGP. As one of the very first steps taken were the consultations held at the Legal Issues Committee of the Parliament of Georgia and Ministry of Justice of Georgia on legislation amendments related to proactive disclosure of information.

The project "Monitoring of Information (Internet) Resources of Public Authorities of Georgia" and IDFI's experience in monitoring of governmental web-pages played a very significant role in advocating the importance of adopting the best international practices of proactive publishing of information by governmental agencies.

New Amendments to the General Administrative Code of Georgia (Chapter III- Freedom of Information)

In May 2012 amendments were made to the General Administrative Code of Georgia (Chapter III) regulating proactive publishing of information. IDFI actively participated in discussion with the Legal Issues Committee of the Parliament of Georgia and the Ministry of Justice of Georgia on drafting the amendments to the General Administrative Code of Georgia on proactive disclosure of information.

According to the new amendments new terms were adopted such as “proactive publishing”, “electronic resources” and so on.

Article 27(1) – “Proactive Publication- Placing of socially important public information by public authority on electronic resources according to standard defined by the particular subordinate legislation.” (Unofficial translations by author)

According to the amendments a person responsible for provision of access to public documents at public authorities will also be responsible for proactive publishing of information:

Article 36 - “Administrative body is required to appoint a person responsible for provision of access to public documents and proactive publication of information.”

One of the most important changes was made regarding the form of requesting public information. Before the amendments, request of information was only possible by submitting signed letter of request of information. According to new changes, request of information can also be submitted electronically:

Article 37(2) – “Request of information is possible in electronic form by means of electronic resources of public authorities.”

Standards of information that public authorities will be required to publish proactively and also the format of electronic request of information that will be defined by subordinate legislation must be drafted by September 1, 2013:

Article 218 (4) - “Particular administrative bodies (governmental officials) must provide drafting of subordinate legislation defined by Article 28(2) and Article 37(4) of this Code.”

Obligations of public bodies regarding the proactive publishing of information will go into force from September 1, 2013.

IDFI with the partner NGOs work together with the governmental agencies to elaborate the list of information that will be approved by the Presidential decree to be proactively published.

Giorgi Kldiashvili (Project Director)



About the Project

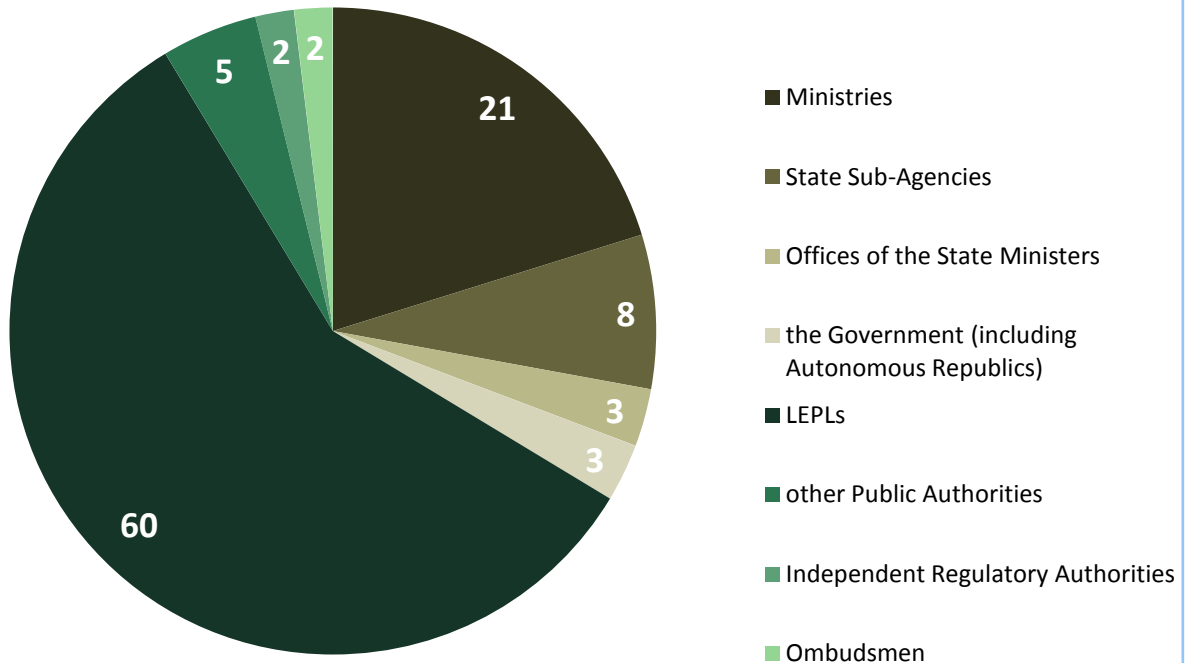
In April 2010 the Institute for Development of Freedom of Information (IDFI) launched a project “Monitoring of Information (Internet) Resources of Public Authorities of Georgia”. Project is the extension of the activity that the IDFI carried out in 2010 - Monitoring of Governmental Agencies' Informational Recourses: http://www.idfi.ge/?cat=monitoring_2011&lang=en

The main aims of the project were the following:

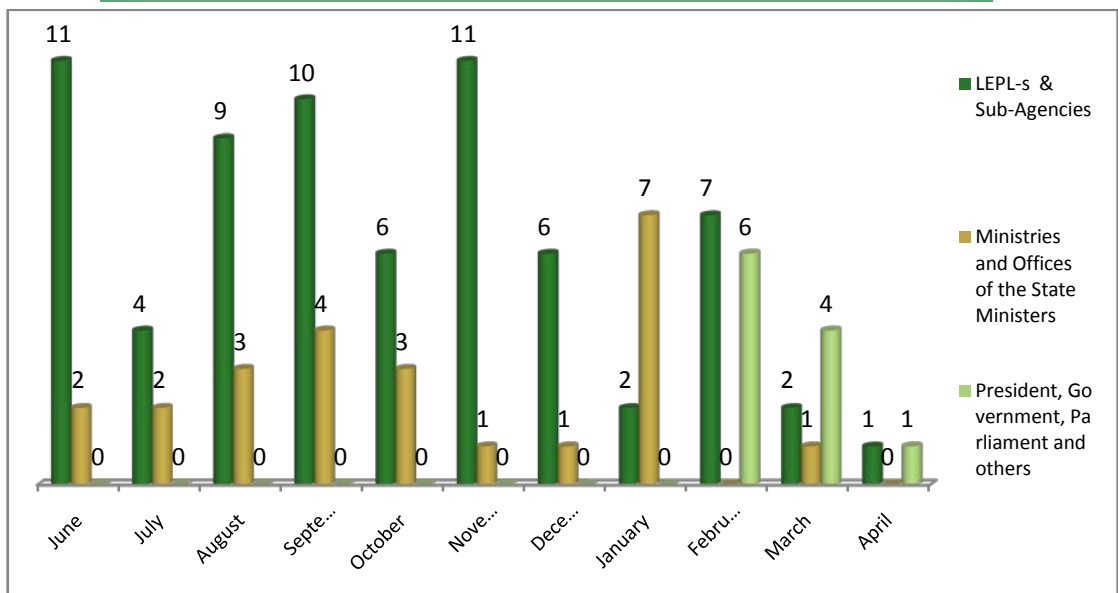
- to increase the level of transparency of public authorities in Georgia;
- to promote the development of Freedom of Information;
- to initiate the legislative amendments on Freedom of Information;
- to stimulate the development of eGovernment and eTransparency in Georgia.

The one-year period (years 2011-2012) encompassed 104 official web-pages of public authorities which were the subject to monitoring. The mentioned public authorities can be divided into the following categories: **the Government** (3 web-pages, including the Government Apparatuses of the Autonomous Republics, **the Ministries** (21 web-pages, including the Ministries of the Autonomous Republics), **Legal Entities of Public Law** (60 web-pages, LEPLs under the different ministries and independent LEPLs), **State Sub-Agencies** (8 web-pages), **Offices of the State Ministers** (3 web-pages), **Independent National Regulatory Authorities** (2 web-pages), **Offices of the Public Defender of Georgia and Business Ombudsman** (2 web-pages), **other Public Authorities** (5 web-pages – the Administration of the President of Georgia, Parliament of Georgia, Tbilisi City Hall, Chamber of Control of Georgia and Central Election Commission of Georgia).

Monitored Web-Pages According to Number of Public Authorities



Monthly Dynamics of Web-Page Monitoring



For the purposes of assessment of the web-pages were used the assessment parameters which had already been elaborated by the Institute (the corresponding information can be viewed on the following link

<http://www.idfi.ge/uploadedFiles/files/Chapter%20IV%20eng.pdf>), though before the initiation of the process of monitoring the expert group of the Institute decided to refine the assessment parameters – as a result the detailed assessment spreadsheet of **Nine Thematic Blocks encompassing 154 parameters** was created. In addition, the assessment spreadsheet of electronic component of web-pages (**Thirteen Thematic Blocks encompassing 121 parameters**) had been elaborated by the expert group of the Institute. The new spreadsheet was used for the assessment of existence and operability of technical parameters on the official web-pages of public authorities; **also UN Public Administration Network’s “E-Government Surveys” were used to elaborate parameters for monitoring of e-Government and technical operability of governmental web-sites:** http://www.unpan.org/egovkb/global_reports/08report.htm

For the aforementioned purposes the legal specifics of organization and principles of activities of the Ministries, Legal Entities of Public Law, the Administrations of the President and Parliament, the Office of the Public Defender and Tbilisi City Hall were revised by the legal expert of the Institute via studying the corresponding legislative and sub-legislative acts.

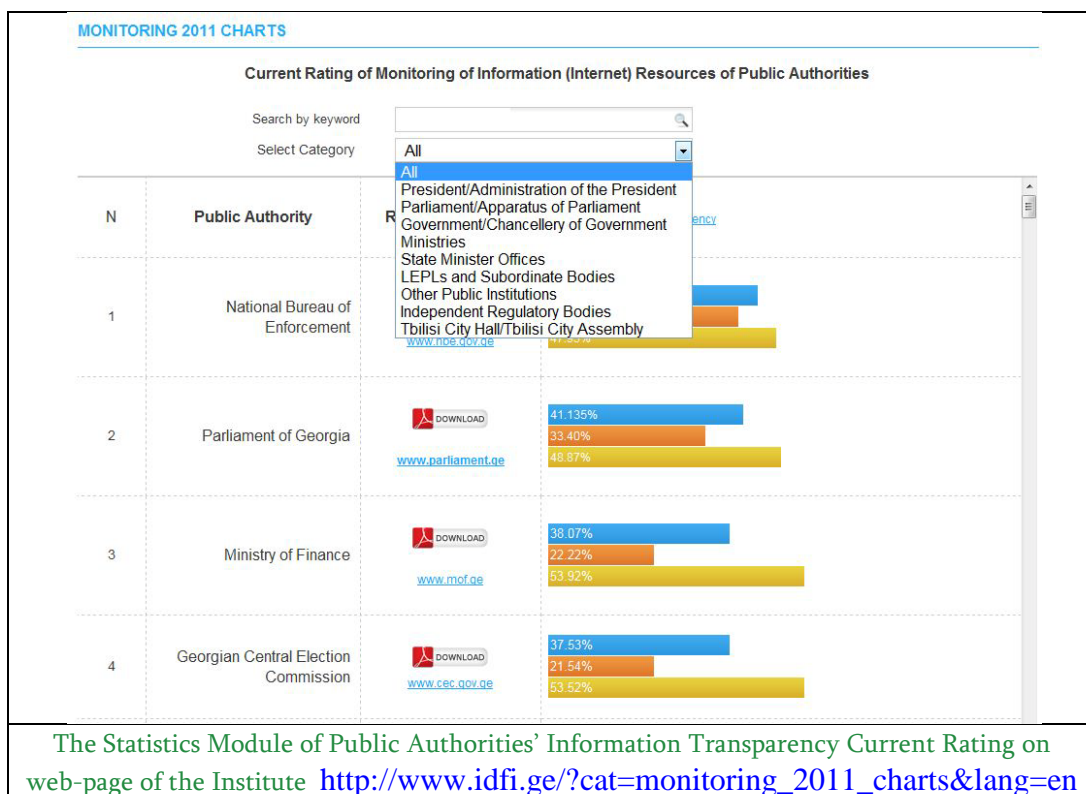
The Institute also adopted the practice of creation of **the document of monitoring outcomes (covering the statistics, problems revealed and corresponding recommendations)**, uploading it to the web-page of Institute and the practice of delivering it to the public authorities concerned.

It is worth mentioning that within the framework of the project **total amount of some 3 000 pages** of the mentioned document had been created by the expert group of the Institute.

The innovative approach of the Institute also includes the determination of three types of rating indices for the web-pages of public authorities, these are ratings for: **information transparency, eAccessibility and total rating.**

The mentioned indices are completely based on the assessment spreadsheets described above – the information transparency and electronic component spreadsheets.

For the purposes of display of the process of research and the level of transparency of public authorities the Institute had created and placed on its web-page for interested persons **the statistics module of public authorities’ information transparency current rating.**



Concurrently with the monitoring of the official web-pages of public authorities provided for by the project, one of the goals of the Institute was to stimulate the process of initiation legislative amendments regarding the Freedom of Information in Georgia related to e-Transparency and Proactive Disclosure of Information. In order to achieve that goal, the expert group of the Institute had developed the draft amendments to Chapter III (Freedom of Information) of the General Administrative Code of Georgia, which along with the list of standard information to be proactively disclosed to the public by means of the official web-pages of public authorities, was delivered to the Analytic Department of the Ministry of Justice of Georgia. Institute deems it as the important accomplishment to have the opportunity to participate in the process of subsequent adoption of the amendments to the General Administrative Code of Georgia as a research consultant (including participation in hearing on the corresponding draft law in Legal Issues Committee of the Parliament of Georgia and the debates/consultations held with the Deputy Minister of Justice).

The Institute also deemed it important to conduct the process of interaction and communication with public authorities, whose official web-pages were subject to monitoring within the framework of the project. For the purposes of thorough and objective research outcomes, the research process of each web-

page begun with detailing the particulars of matching the different evaluation spreadsheet parameters (information on existence of advisory bodies, sums transferred from Presidential or Government reserve funds, ePayment possibilities *etc.*) to the field of activity of particular public authority by means of standard questionnaire. Frequently, the abovementioned process led to the acquisition of public information by means of telephone or e-mail, which is direct indicator of willingness of a number of public authorities to improve the rate of transparency of their web-pages with the aid of Institute.

Each public authority whose official web-page had been monitored was provided with the document of monitoring outcomes via e-mail. Also, the printed documents of monitoring outcomes were delivered to a number of public authorities (mainly the Ministries of Georgia) by means of a courier.

The Institute expected the response for cooperation from public authorities which were provided with corresponding recommendations for improvement of transparency and technical operability rate of their web-pages. The aforementioned expectation was partially met and led to the following events:

- The expert group of the Institute had formal meeting at [the Ministry of Environment Protection of Georgia](#), where the problematic issues of web-page transparency and recommendations provided within the framework of the research had been discussed. As a result, the Ministry expressed readiness to improve the eTransparency rate of its web-page by means of refinement of technical operability of web-page and proactive disclosure of certain public information.

- The expert group of the Institute had formal meeting at [the Ministry of Justice of Georgia](#), where the problematic issues of web-page transparency and recommendations provided within the framework of the research had been discussed. As a result, the Ministry stated expectation that after fulfillment of certain recommendations a repeat monitoring of the official web-page of the ministry shall be conducted by the Institute and at the same time expressed willingness to map out future cooperation.

- The expert group of the Institute had formal meeting at [Legal Entity of Public Law – Financial Analytical Service](#), where the problematic issues of web-page transparency and recommendations provided within the framework of the research had been discussed. As a result, the LEPL expressed readiness to improve the eTransparency rate of its web-page by means of refinement of technical operability of web-page and proactive disclosure of certain public information.

- The expert group of the Institute had formal meeting at [Legal Entity of Public Law – Revenue Service](#), where the problematic issues of web-page transparency and recommendations provided within the framework of the research had been discussed. As a result, the LEPL expressed readiness to fulfill certain recommendations provided by the Institute in the framework of further renewal of web-page and at the same time expressed willingness to map out future cooperation.
- The Institute had communication with Executive Director of [LEPL - National Statistics Office of Georgia](#) via email, who expressed willingness to fulfill certain recommendations provided by the Institute. Afterwards, the Executive Director of LEPL requested the expert group of Institute to conduct monitoring of amendments made to the web-page, which request had been fulfilled. As a result, the possibilities of future cooperation had been mapped out.
- The Institute had communication with the [Minister of Education, Culture and Sport of Adjara Autonomous Republic](#) via email, who expressed readiness to improve the transparency rate of activities of the Ministry and willingness to map out future cooperation.
- The Institute had feedback via email from the representatives of [LEPL – Civil Service Bureau](#) and [LEPL - Competition and State Procurement Agency](#), who requested the detailed description of the specific technical flaws of the web-page revealed by the Institute - the information was forwarded upon request.
- The Institute had feedback via telephone communication from the representative of public relations division of the [National Bank of Georgia](#), who expressed readiness to fulfill main recommendations delivered within the framework of the Institute’s research process of renewal of the web-page and at the same time expressed willingness to map out possible future cooperation. In addition, the clarification of certain technical recommendations had been requested - the information was forwarded upon request.

The monitoring of Internet resources of public authorities of Georgia revealed the entity of interesting tendencies, which shall be given in details in further chapters.

MONITORING OUTCOMES

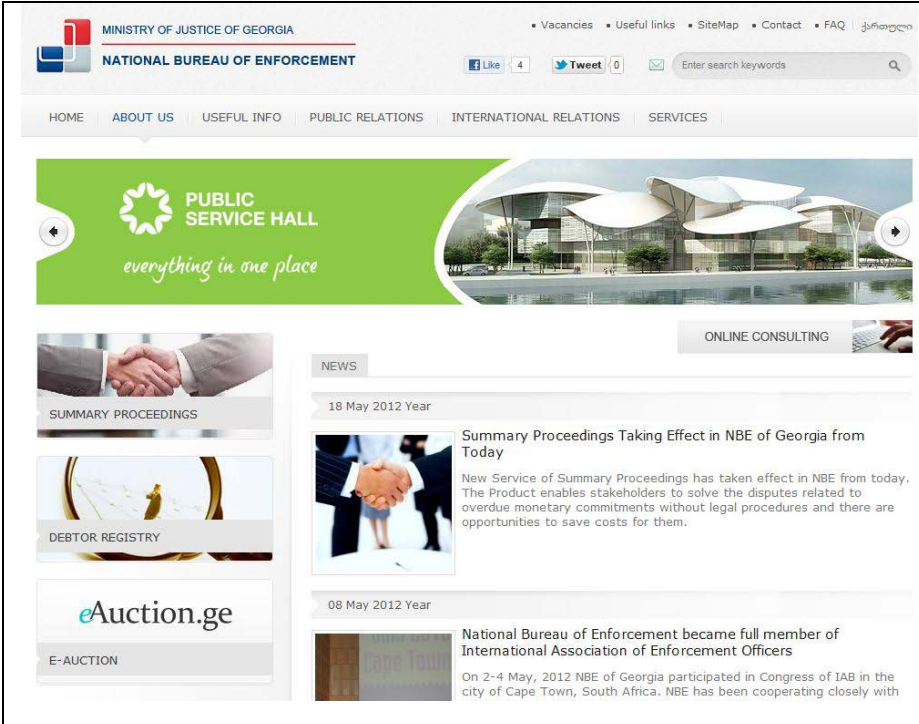
Monitoring Outcomes

General Outcomes

First of all, the general aim of the project was to determine the degree of eTransparency and Technical Operability/eAccessibility of public authorities subject to monitoring.

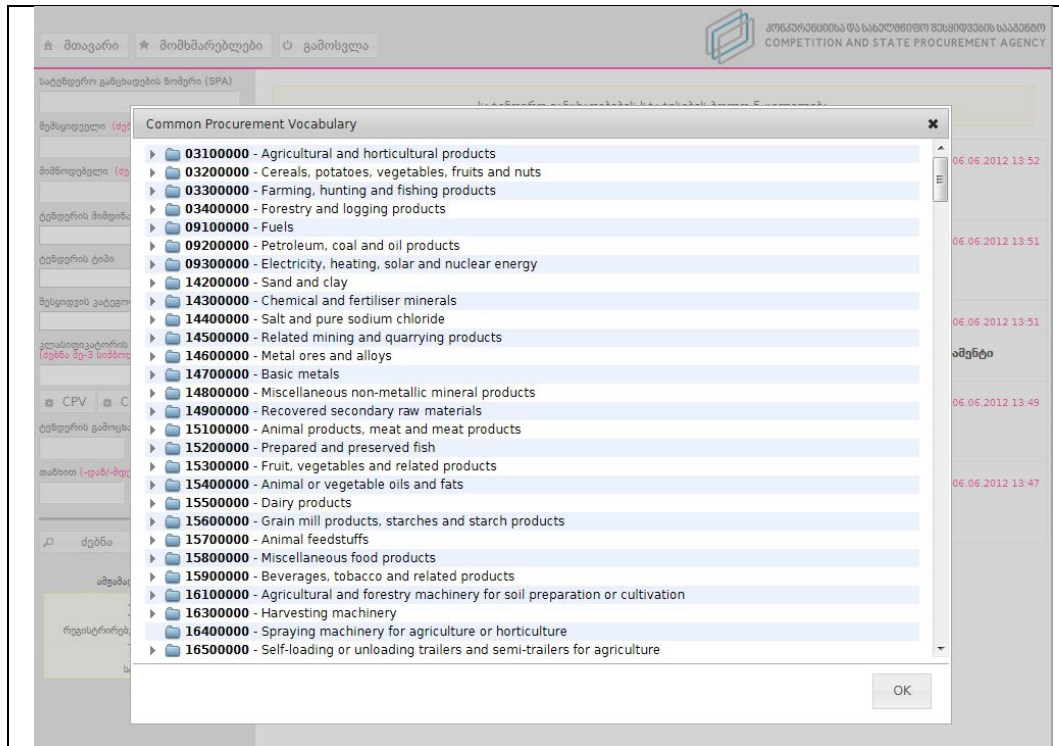
The research of 104 official web-pages of public authorities of Georgia showed that **according to the index of abundance of information content and technical operability the Georgian reality holds less developed to moderately developed mark on eTransparency scale.**

The degree of information transparency of public authorities **at best** amounts to **40%**, while the degree of technical operability – up to **57.7%**.



The screenshot shows the website of the National Bureau of Enforcement (NBE) of Georgia. The header includes the ministry name, navigation links, and social media icons. A prominent banner for the 'PUBLIC SERVICE HALL' features the slogan 'everything in one place' and an image of a modern building. Below the banner, there are sections for 'SUMMARY PROCEEDINGS', 'DEBTOR REGISTRY', and 'eAuction.ge'. A 'NEWS' section displays two articles: one dated 18 May 2012 about summary proceedings taking effect, and another dated 08 May 2012 about the NBE becoming a full member of the International Association of Enforcement Officers.

The official web-page of National Bureau of Enforcement http://nbe.gov.ge/index.php?sec_id=1&lang_id=ENG showed the best information transparency rate (40.03%) and the best total rating (43.99%) according to IDFI assessment parameters.

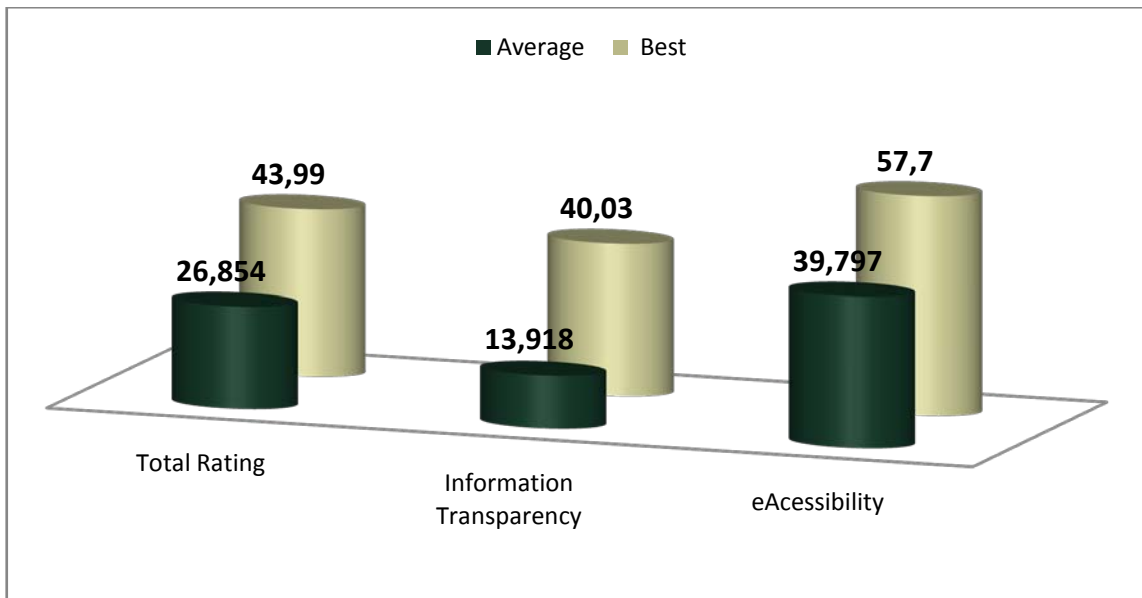


The official web-page of Competition and State Procurement Agency http://www.idfi.ge/?cat=monitoring_2011_charts&lang=en&sort=program_code showed the best eAccessibility rate (57.7%) according to IDFI assessment parameters.

The research conducted within the framework of the project also revealed that:

The **average** degree of information transparency of web-pages of public authorities amounts to **13.91%**, while the **average** degree of technical operability amounts to - **39.7 %**.

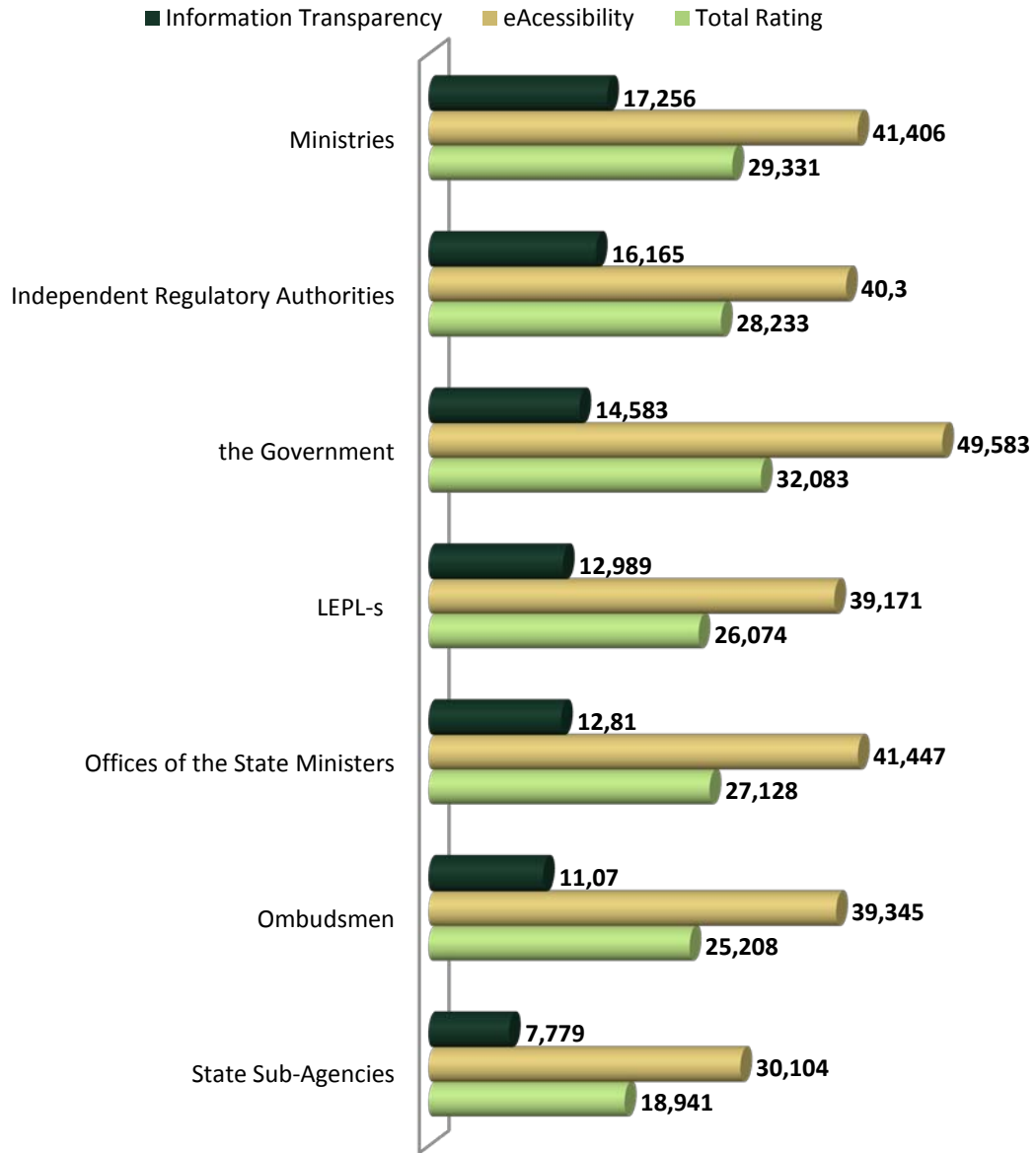
Correspondingly, the total average rating (arithmetic mean of information transparency and technical operability percentage results) of web-pages determined by the research amounts to **26.85%**.



According to the above given indices we can conclude that the public authorities in Georgia tend to pay more attention to settlement of technical issues regarding web-pages rather than proactive disclosure of public information.

The research also revealed that if divided into groups, the group of web-pages of **the Ministries** shows the best information transparency rate (average index – 17.25%)

Average Indices of Web-Pages According to the Groups of Public Authorities



It is also worth mentioning that the web-pages constituting the group conditionally titled 'other public authorities' (5 web-pages – the Administration of the President of Georgia, Parliament of Georgia, Tbilisi City Hall, Chamber of Control of Georgia and Central Election Commission of Georgia) amounted relatively high indices compared to various web-pages constituting groups of homogenous public authorities. The abovementioned can also be linked to the fact that the official web-page of Parliament of

Georgia took the second place in the list of 104 web-pages of public authorities which were the subject to monitoring both according to information transparency rate (40.03%) and total rating (41.13%).

The screenshot displays the official website of the Parliament of Georgia. At the top, there is a search bar and a navigation menu with links for Services, Site Map, Links, International Projects, National Library, and Council of Heraldry. The main header features the Parliament of Georgia logo and the text "PARLIAMENT OF GEORGIA www.parliament.ge". Below this is a secondary navigation menu with links for HOME, MEMBERS OF PARLIAMENT, CHAIRMAN, DEPUTY CHAIRMEN, BUREAU, FACTIONS, COMMITTEES, COMMISSIONS AND COUNCILS, and STAFF.

The main content area is divided into several sections. On the left, there is a sidebar with a list of links: CONSTITUTION OF GEORGIA, LEGISLATION, REGULATIONS OF THE PARLIAMENT, INTERNATIONAL ACTS, VOTING RECORDS, and STATEMENTS, APPEALS, RESOLUTIONS. Below these links are social media icons for Facebook, YouTube, Twitter, and Flickr, along with a banner for "OUR NEW LOOK! PREVIEW THE NEW PARLIAMENT WEBSITE".

The central content area features a "HOME" link and a quote from the Constitution of Georgia, Chapter Three, Article 48: "The Parliament of Georgia shall be the supreme representative body of the country, which shall exercise legislative power, determine the principle directions of domestic and foreign policy, exercise control over the activity of the Government within the framework determined by the Constitution and discharge other powers." Below this, there are tabs for NEWS, NEWSLETTER, and PARLIAMENT AND SOCIETY.

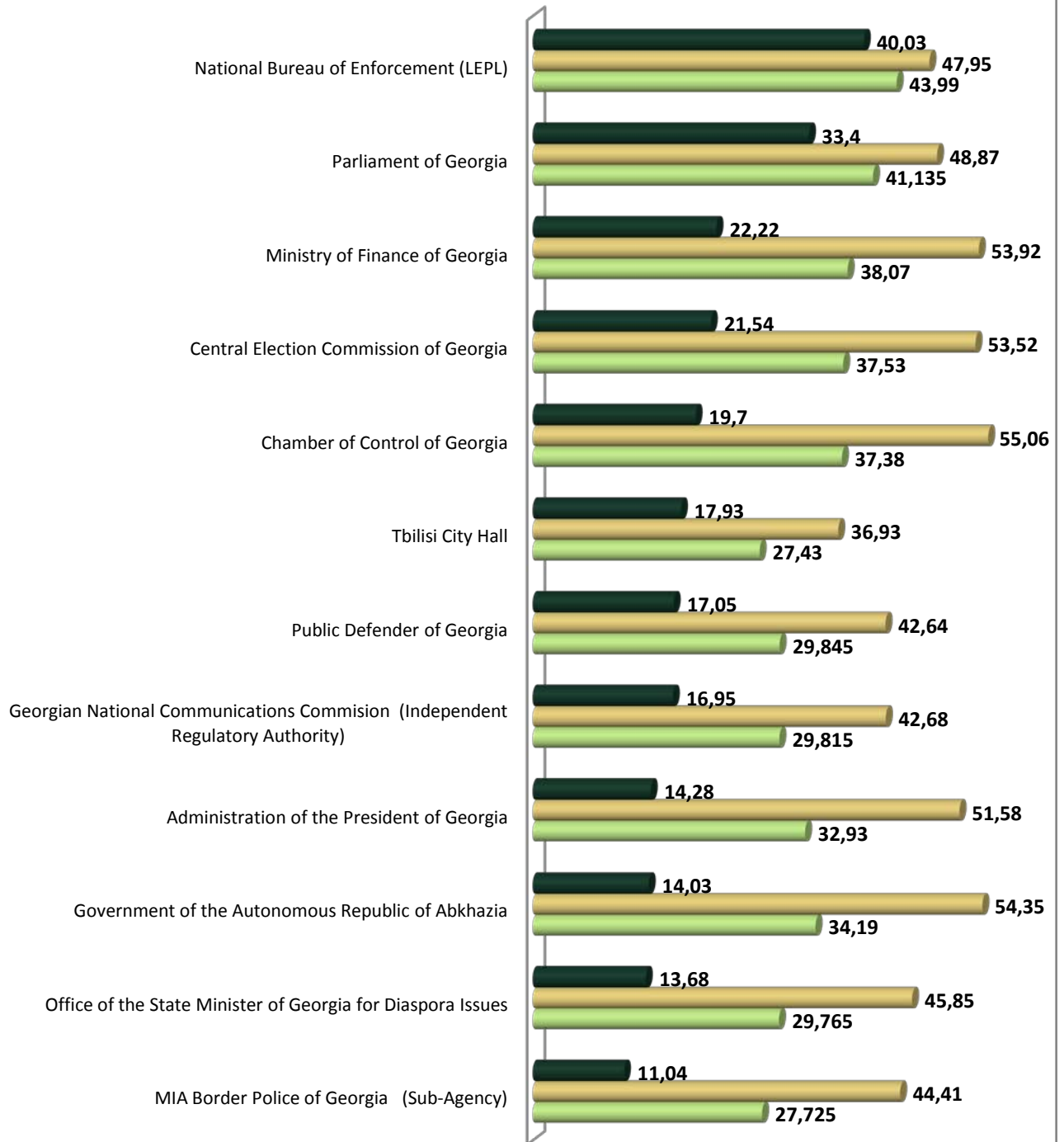
Two news articles are displayed. The first, dated 2012-06-04 18:49, is titled "Anzor Bolkvadze attended Children's Folk Festival" and includes a photo of a group of children performing. The second, dated 2012-06-02 19:21, is titled "The Chairman of Parliament visited Gori" and includes a photo of David Bakradze speaking at a podium.

At the bottom left, there is a "SESSION CALENDAR" for June 2012, showing a grid of dates from 4 to 30.

The official web-page of Parliament of Georgia www.parliament.ge took second best in information transparency rate and total rating according to IDFI assessment parameters.

Mutual Comparison of the Best Web-Pages from Homogenous Groups with Web-Pages Constituting the Group - 'Other Public Authorities'

■ Information Transparency ■ eAccessibility ■ Total Rating

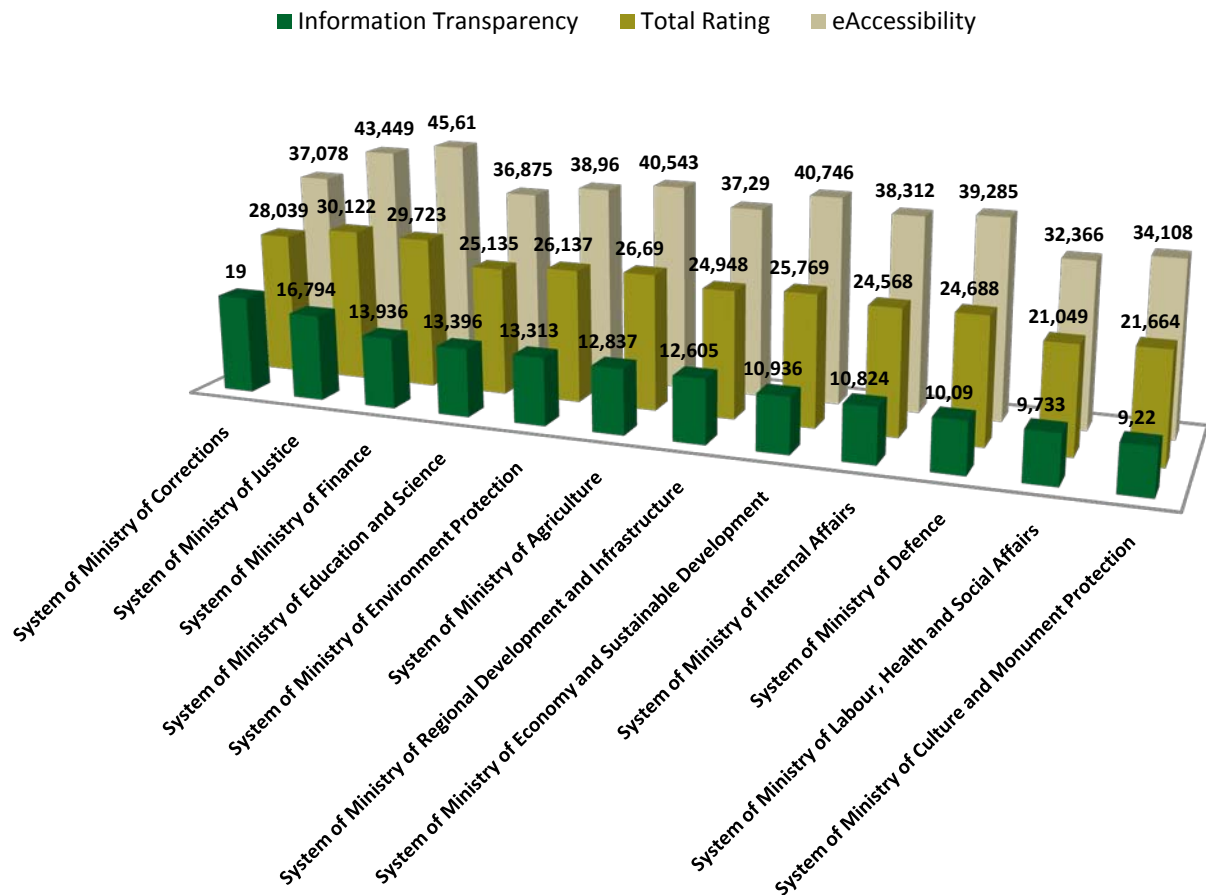


The experts of the Institute also specified the subgroup of web-pages of authorities constituting the system of the Ministries according to the organizational and functional peculiarities. These are the State Sub-Agencies and LEPLs under the Ministries.

The indices related to the aforementioned subgroup of web-pages show that the difference between the average indices of public authorities constituting **best** in total rating - the system of **Ministry of Justice** and **second best** in total rating - public authorities constituting the system of **Ministry of Finance** is only 0.4%.

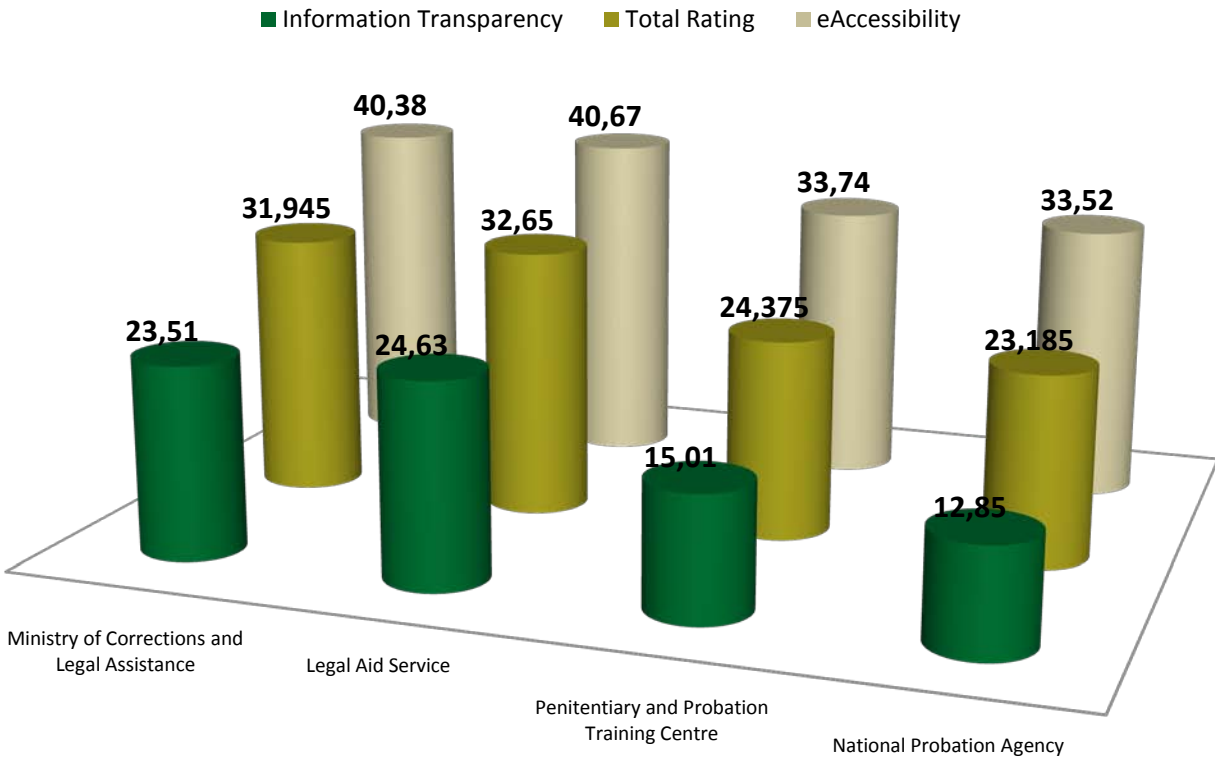
It is also worth mentioning that according to the results of research the most transparent sub-group of web-pages are maintained by public authorities under the system of **Ministry of Corrections and Legal Assistance of Georgia**.

Average Indices of Web-Pages of Systems of Ministries in Georgia

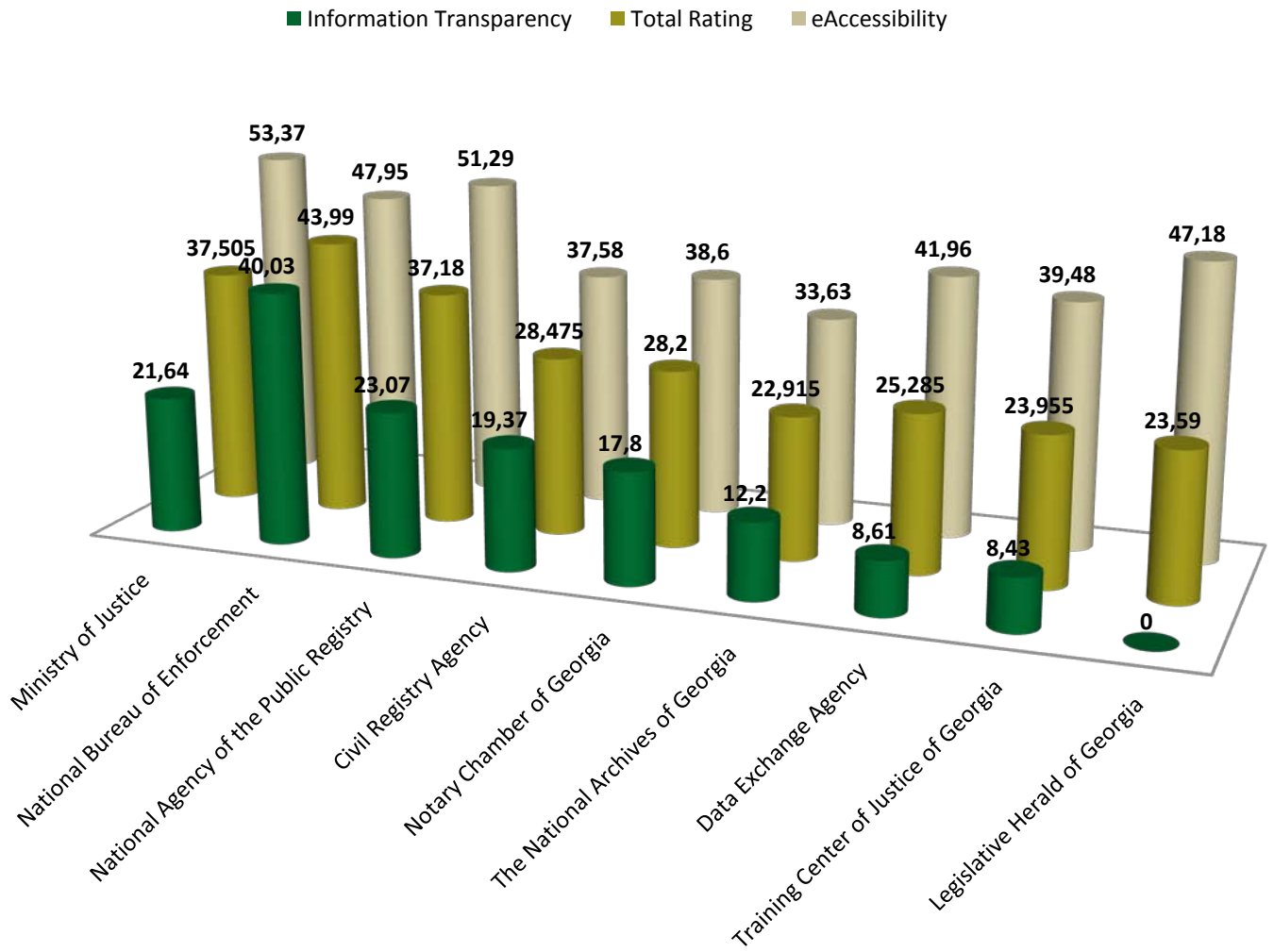


In number of cases, within the subgroup of web-pages under the systems, the inferior bodies - LEPLs or State Sub-Agencies turn out to be in advantageous position according to indices rather than superior authorities (the Ministries). For instance, in case of indices of the system of Ministry of Agriculture – each index of web-page of both inferior bodies to the Ministry excel the indices of web-page of the superior body.

Web-Pages of the System of Ministry of Corrections and Legal Assistance

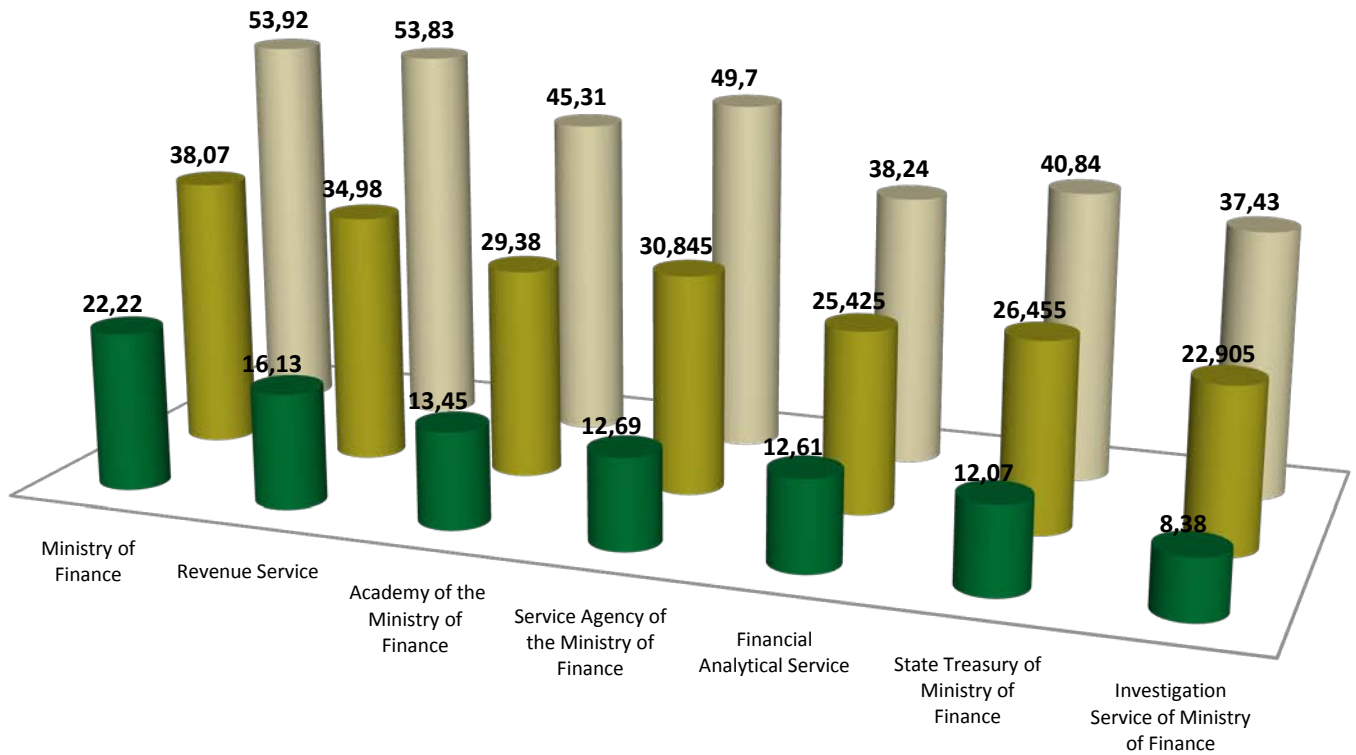


Web-Pages of the System of Ministry of Justice



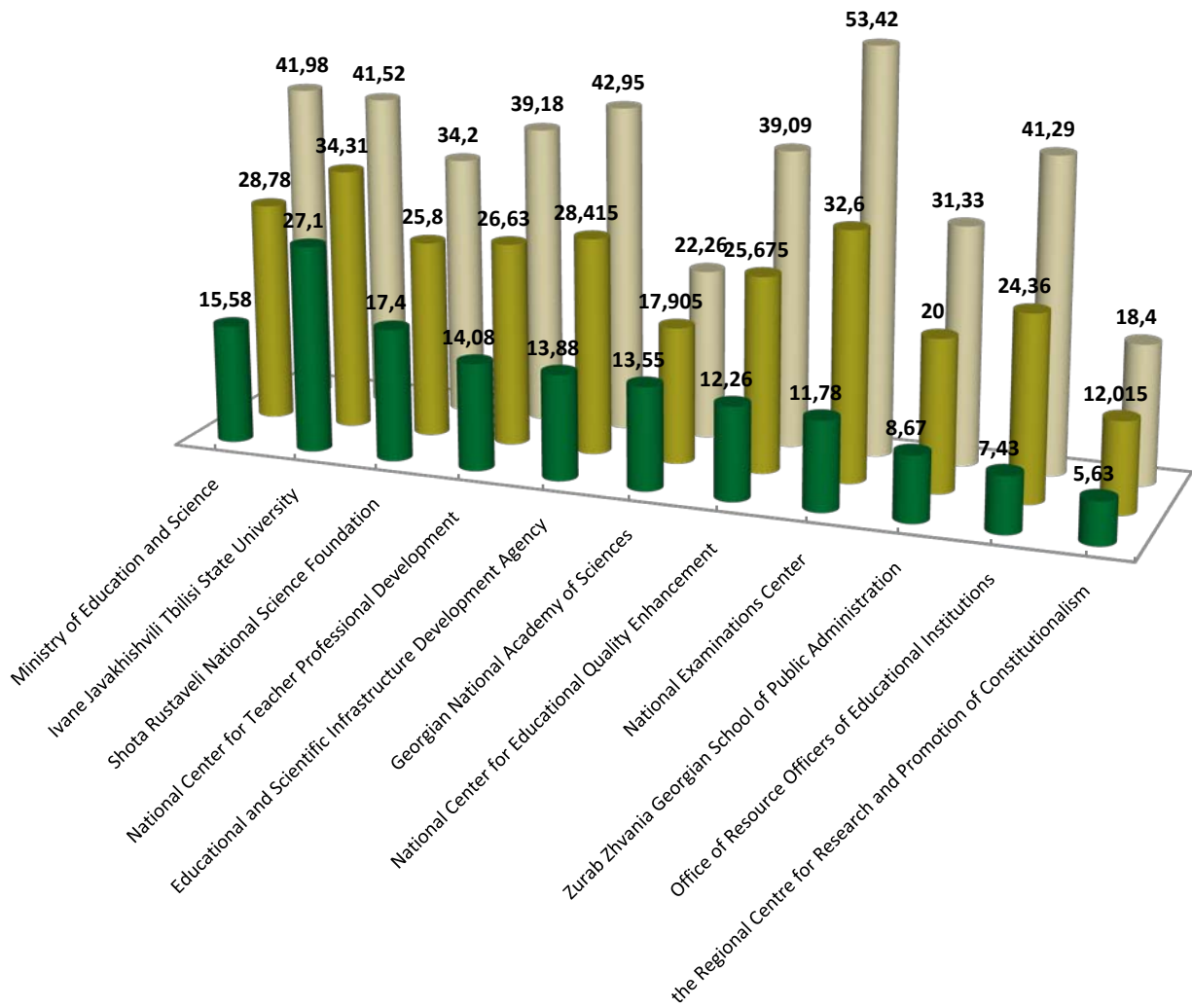
Web-Pages of the System of Ministry of Finance

■ Information Transparency ■ Total Rating ■ eAccessibility

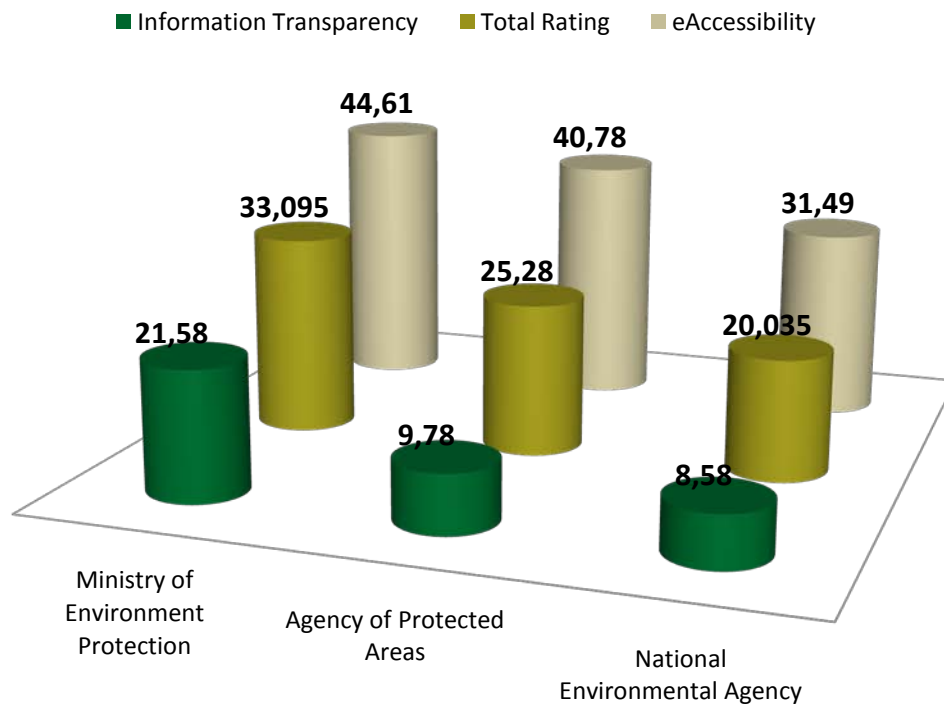


Web-Pages of the System of Ministry of Education and Science

■ Information Transparency ■ Total Rating ■ eAccessibility

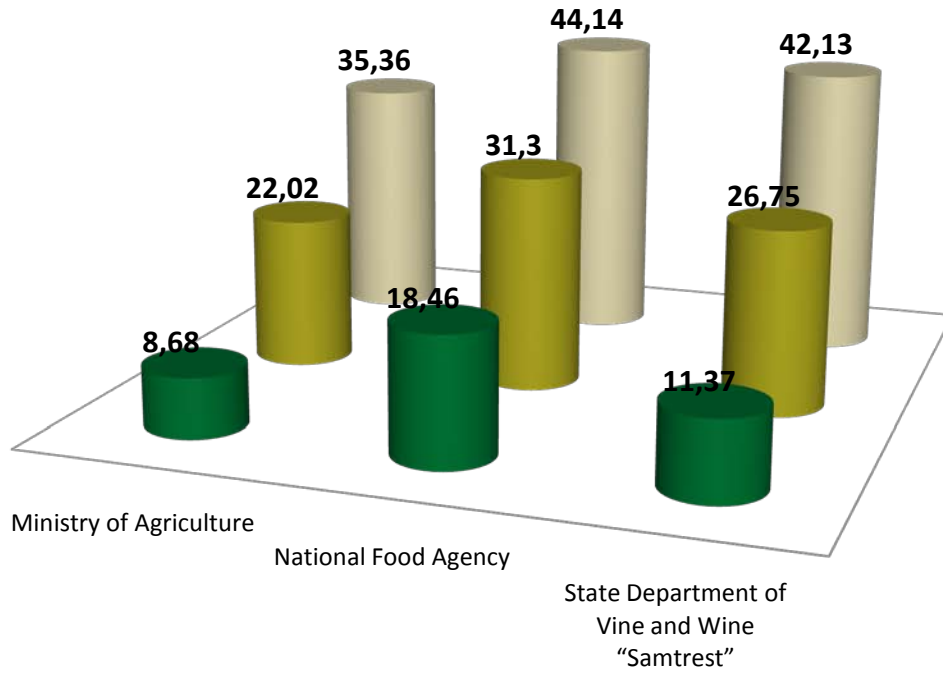


Web-Pages of the System of Ministry of Environment Protection



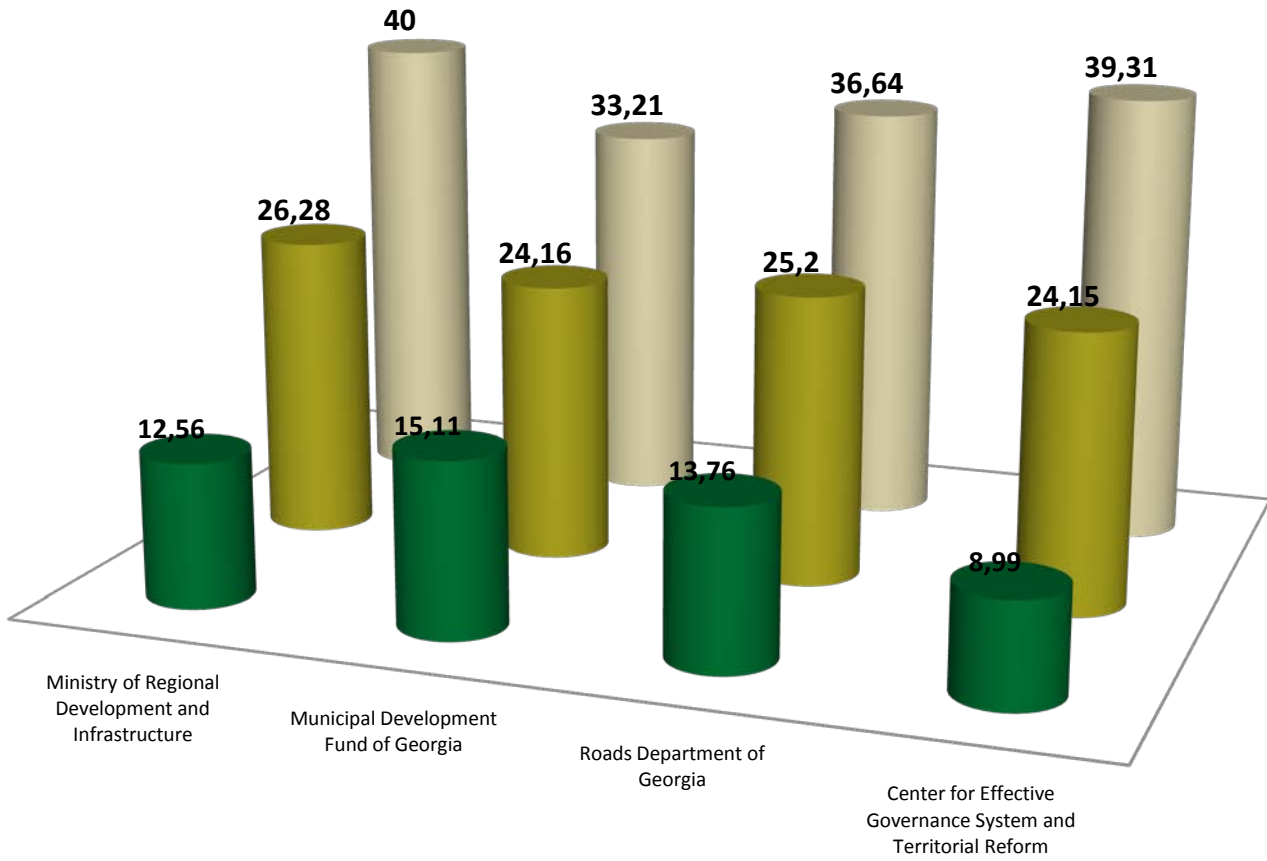
Web-Pages of the System of Ministry of Agriculture

■ Information Transparency ■ Total Rating ■ eAccessibility



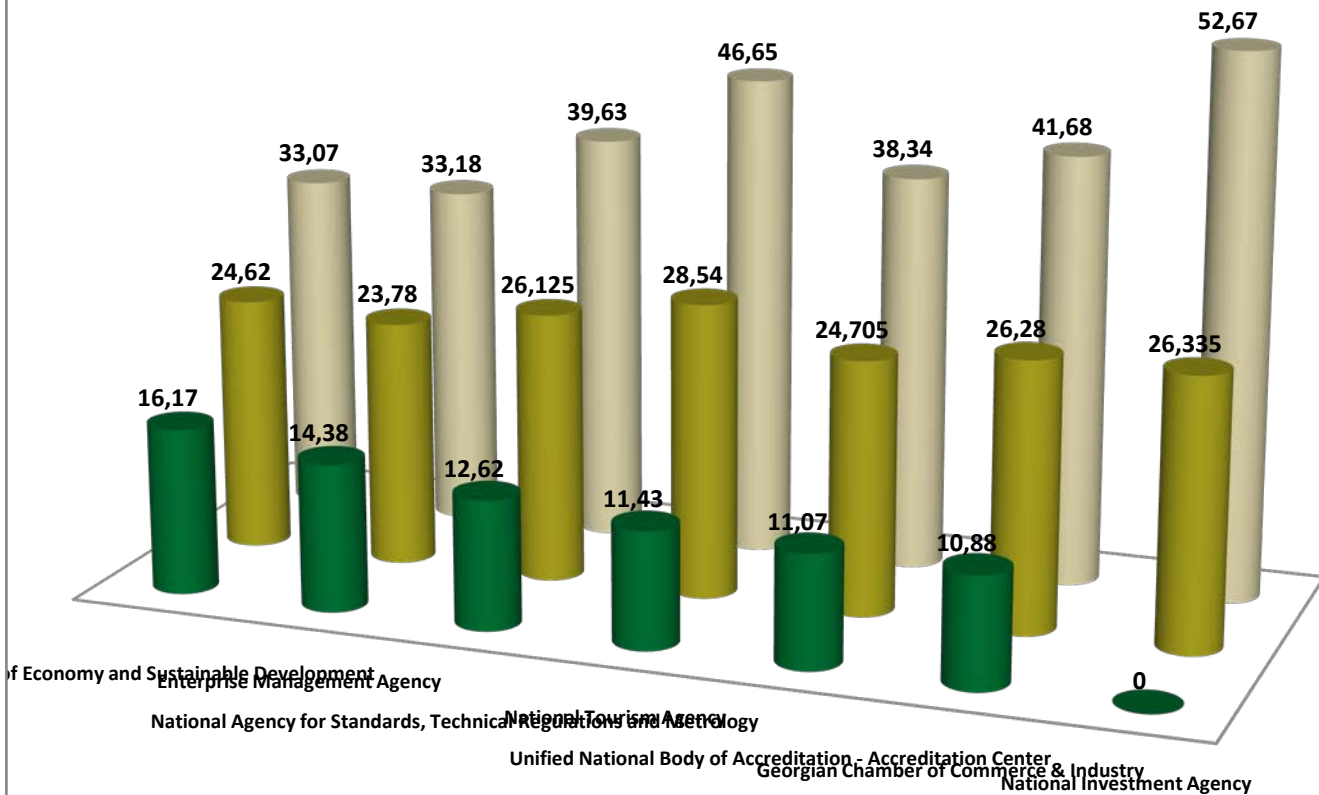
Web-Pages of the System of Ministry of Regional Development and Infrastructure

■ Information Transparency ■ Total Rating ■ eAccessibility

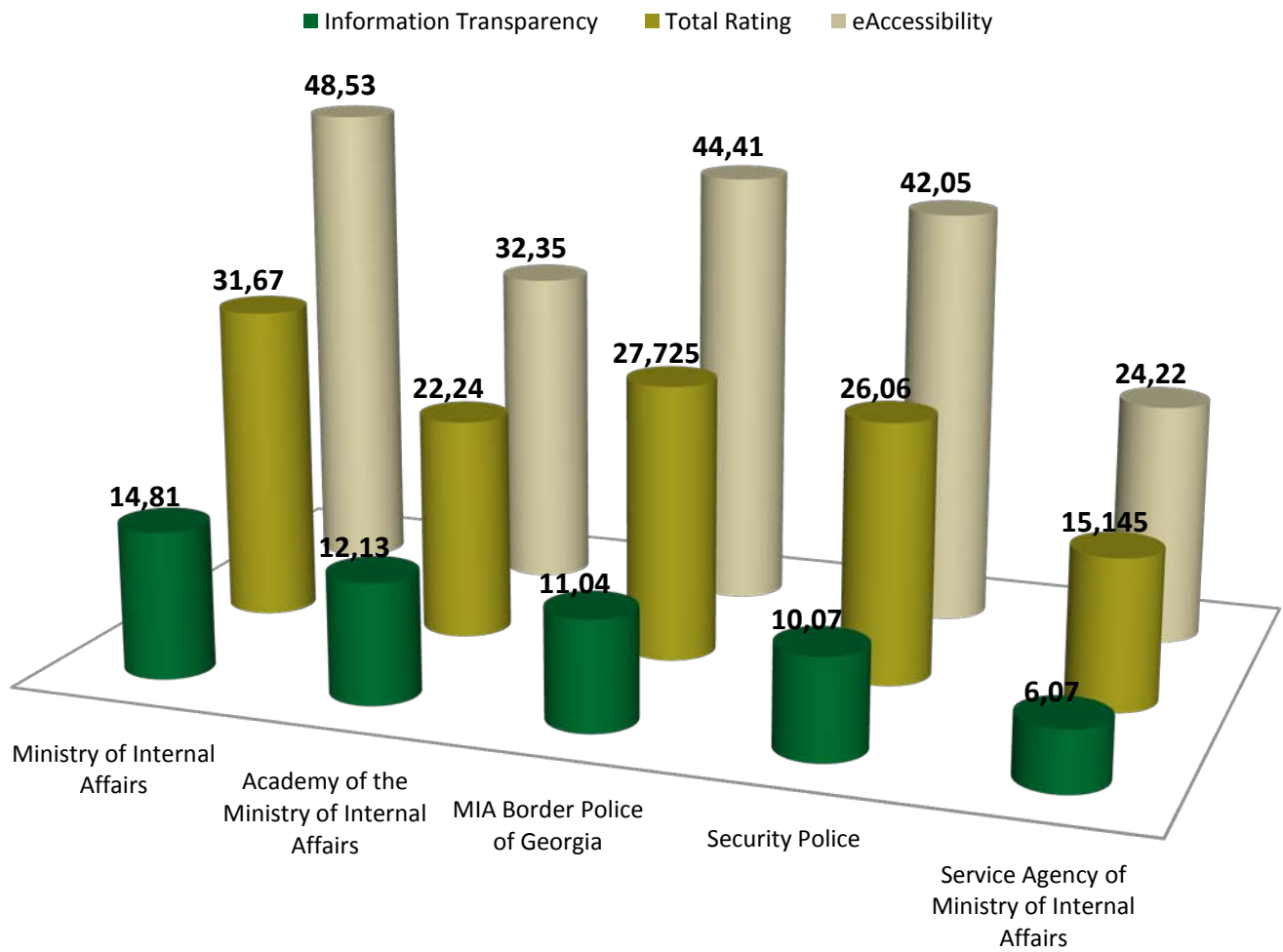


Web-Pages of the System of Ministry of Economy and Sustainable Development

■ Information Transparency
 ■ Total Rating
 ■ eAccessibility

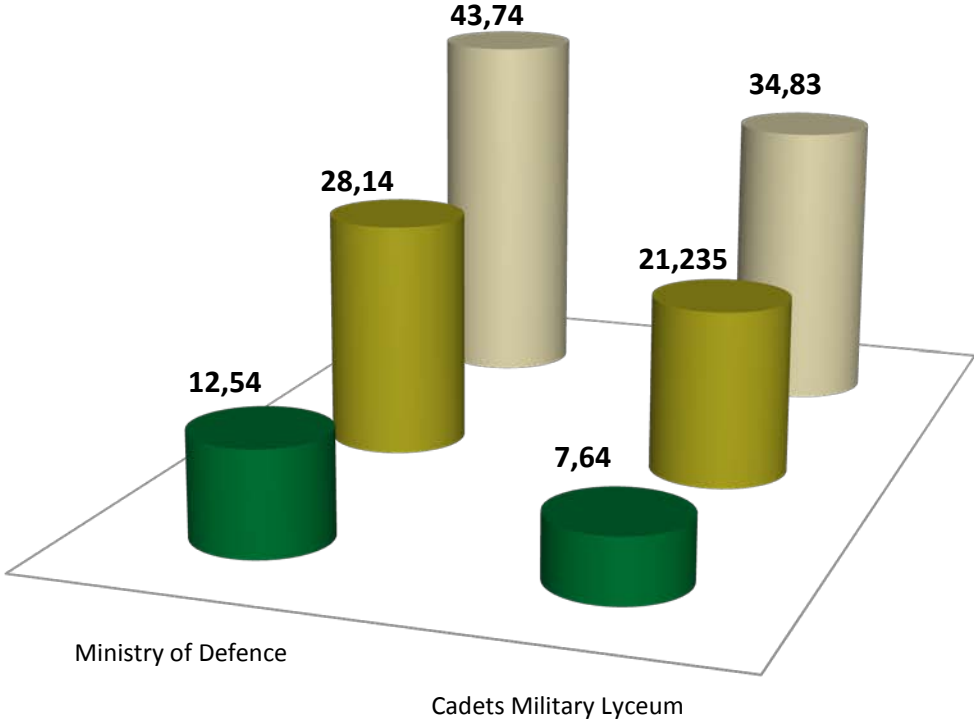


Web-Pages of the System of Ministry of Internal Affairs



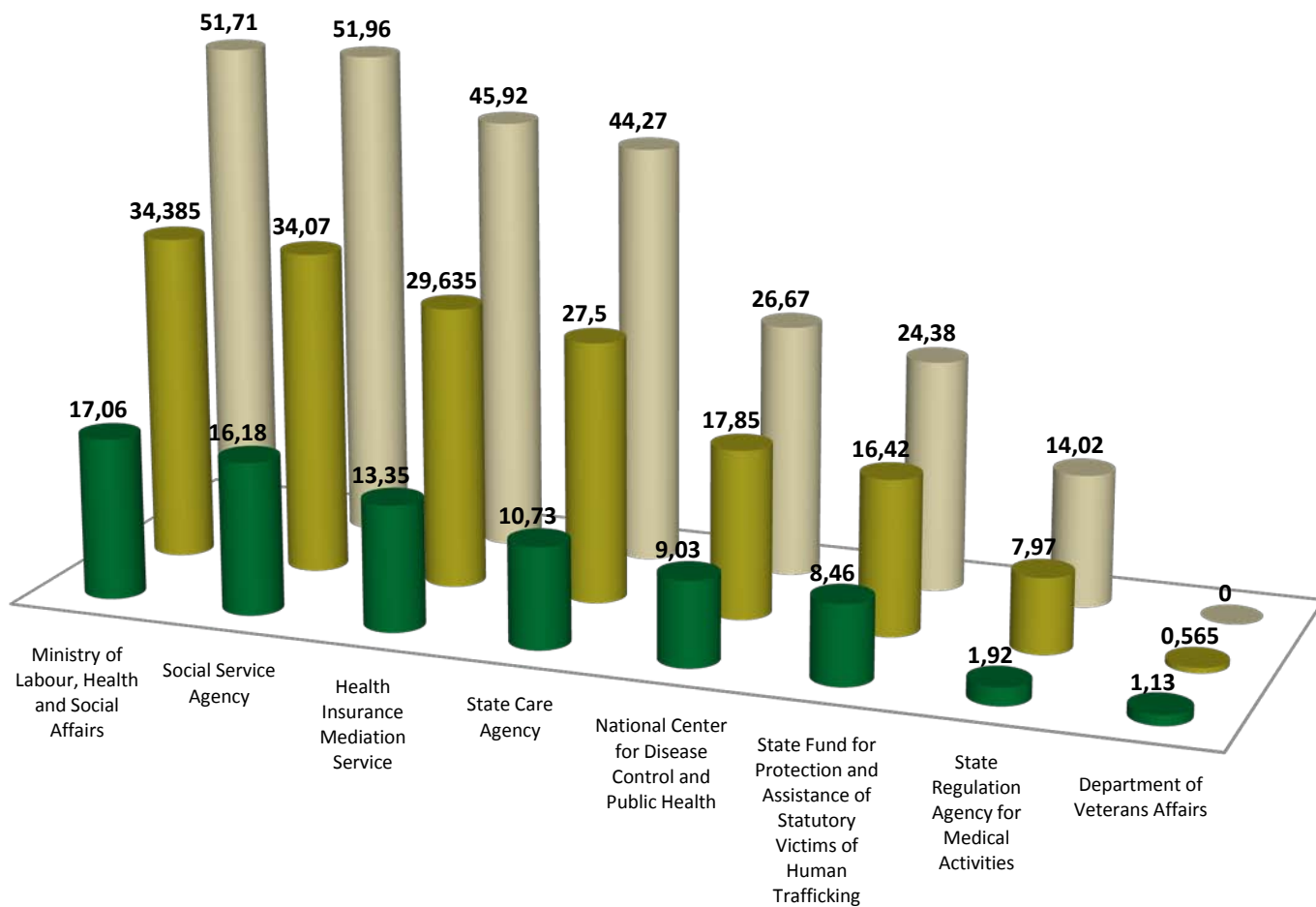
Web-Pages of the System of Ministry of Defence

■ Information Transparency ■ Total Rating ■ eAccessibility



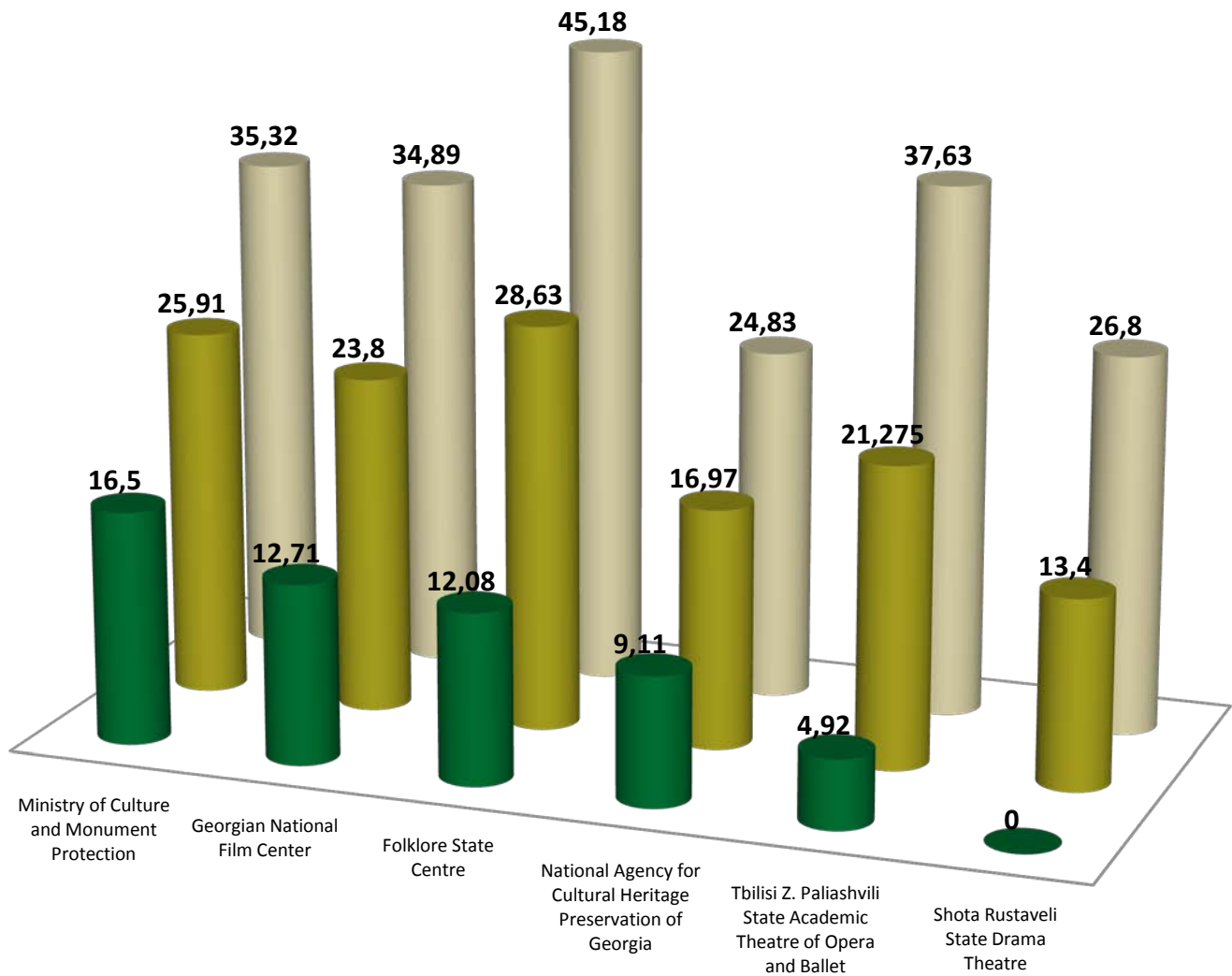
Web-Pages of the System of Ministry of Labour, Health and Social Affairs

■ Information Transparency
 ■ Total Rating
 ■ eAccessibility



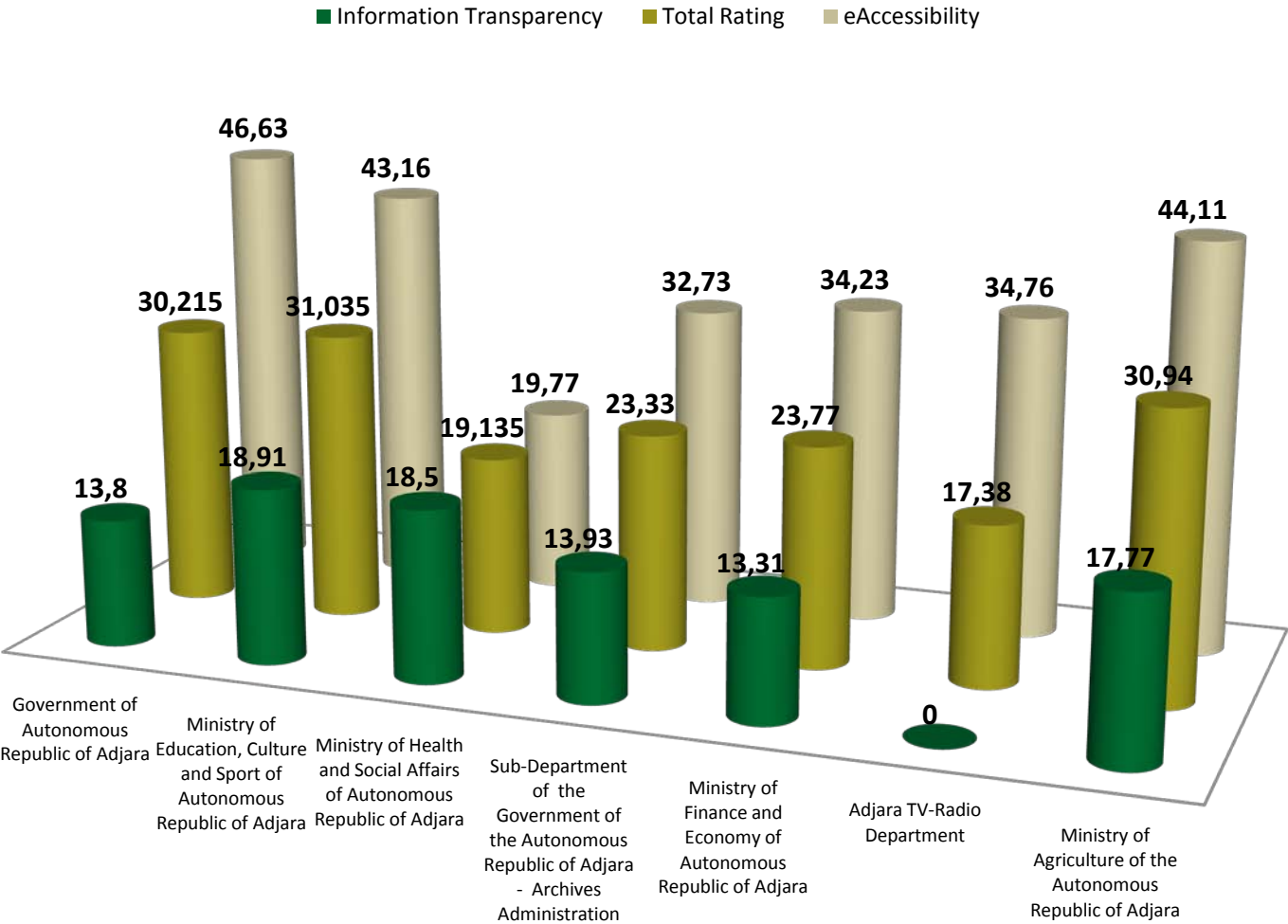
Web-Pages of the System of Ministry of Culture and Monument Protection

■ Information Transparency ■ Total Rating ■ eAccessibility



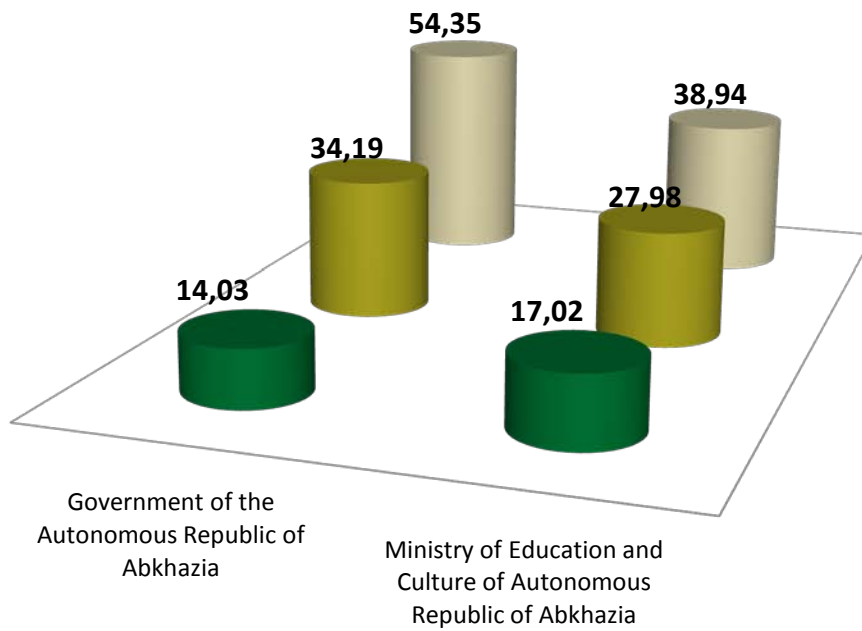
The experts of the Institute also specified the sub-group of web-pages constituting systems of executive government public authorities of the Autonomous Republics.

Web-Pages of the System of Executive Government Public Authorities of Autonomous Republic of Adjara



Web-Pages of the System of Executive Government Public Authorities of Autonomous Republic of Abkhazia

■ Information Transparency ■ Total Rating ■ eAccessibility



The outcomes regarding the indices for individual public authorities show that out of 104 public authorities' web-pages, the best web-page according to eAccessibility and technical operability rate ([Competition and State Procurement Agency](#)) and the best web-page according to information transparency and total rating ([National Bureau of Enforcement](#)) - both belong to **the group of web-pages of LEPLs.**

It is worth mentioning that **the web-pages of certain public authorities of the autonomous republics** show relative high indices. For instance, within the group of Sub-Agencies the web-page of [the Sub-Department of the Government of the Autonomous Republic of Adjara - Archives Administration](#) turned out to be the best according to information transparency rate, while the official web-page of [the Government of the Autonomous Republic of Abkhazia](#) outstrips the official web-page of the **Government of Georgia** according to eAccessibility rate and total rating.

It is also noticeable that within the group of the Ministries the web-pages of [Ministry of Justice](#) and [Ministry of Finance](#) show general high indices according to criteria of eAccessibility and total rating; nonetheless it is the official web-page of [Ministry of Corrections and Legal Assistance](#) which has the highest information transparency rate among the web-pages of the Ministries.

When talking about “the best” or “the high” index of any web-page in given report, one must always keep in mind the general background of low rate of the information content and technical operability of public authorities' web-pages in Georgia.

Outcomes according to Thematic Blocks of Information

As it was stated above, the Institute used the assessment parameters to evaluate the web-pages subject to monitoring. The assessment spreadsheet of **Nine Thematic Blocks includes 154 parameters**.

Thematic Blocks of Information are the group of parameters which are used to evaluate the information content of web-pages of public authorities i.e. the types of public information with common thematic characteristics united under the certain groups.

The number of mentioned groups or blocks amount to nine:

Block 1

General Information Concerning Public Authorities

- Consists of the following type of public information: information on directorship, general contact information, information on superior (controlling) authority, detailed history of activities since the date of establishment, description of competences, functions and tasks *etc.*

Block 2

Structure/System of Public Authorities

- Consists of the following type of public information: list of structural units, description of system structure (tree structure), general contact information on structural units, information on directorship of structural units, description of competences, functions and tasks of structural units, information on territorial units and advisory bodies (in case of existence) *etc.*

Block 3

Information Resources of Public Authorities

- Consists of the following type of public information: list of databases, databanks, cadastres, registers and other information systems for public use maintained by public authorities, description and application rules of information systems (including information systems for limited use), register for incoming and outgoing correspondence *etc.*

Block 4**Scope of Activities of Public Authorities**

- Consists of the following type of public information: information about director's current activities, information about activities of public authorities (News), quarterly/annual reports on activities performed, description of plans and forecasts related to certain fields, official statistical information, information on interaction with local and international organizations (partnership), information on state programs and projects, information on, attestation, training, qualification and educational courses *etc.*

Block 5**Legal Acts and Rule-Making Activities of Public Authorities**

- Consists of the following type of public information: legal acts defining competence, tasks, functions and principles of activities of public authorities (internal regulations, charter, internal routine *etc.*); statutes/charters of structural units (in case of existence), draft legal acts and explanatory notes pertaining to scope of activities and/or competences, legislative acts, legal acts of the President of Georgia and the Government of Georgia, administrative acts of a minister and a director pertaining to scope of activities of public authorities *etc.*

Block 6**Rule of Activities of Public Authorities Oriented to Ensuring Rights, Freedom and Legal Interests of Natural and Legal Persons**

- Consists of the following type of public information: description of procedures for review of natural and legal persons' appeals to public authorities pertaining to general issues; information on Public Information Disclosure/Freedom of Information; information about awarding natural and legal persons rights to use, rights pertaining to licensing, accounting and registering, authorizing and accrediting, declaring and legalizing or other related forms of public activities; materials pertaining to explanations for natural and legal persons with regard to scope of competence of public authorities (consultations, explanations, notifications) *etc.*

Block 7**Information Concerning State Procurement, State Property Privatization and Contracting Processes Related to Public Authorities**

- Consists of the following type of public information: tender announcements, list of state procurements and state property privatization performed, list of the administrative contracts concluded with corresponding terms and conditions *etc.*

Block 8

Personnel Recruitment of Public Authorities

- Consists of the following type of public information: list of available vacancies, list of qualification requirements of candidates for vacancies (theoretical and practical experience, necessary skills); procedures for conducting contests for vacancies, description of procedures for submitting claims against the rules and outcomes of the contests for vacancies *etc.*

Block 9

Financing and Expenses of Public Authorities (Budget)

- Consists of the following type of public information: information concerning allocations from a state budget (in case of existence); information concerning revenues and expenses and budget performance; information on state program or project budgets, information on annual salaries and bonuses of employees, information about sums transferred from Presidential or Government reserve funds *etc.*

The indices regarding thematic blocks of information had been divided into two main categories – **existence of information on web-page** and **quality of existing information**. The existence of information on web-page is based on one coefficient – existence/inexistence of information, while the quality of existing information is based on entity of the following coefficients – completeness of information, up-to-datedness of information and availability of information. (for more details on corresponding coefficients please see p. 83 – ‘ASSESSMENT CRITERIA’ on following link – <http://www.idfi.ge/uploadedFiles/files/Chapter%20IV%20eng.pdf>).

The studies of public information of nine thematic blocks proactively published on 104 public authorities showed that **thematic block of information resources** has the highest average index of web publishing within the blocks (57.5% of publishable information), though the average index of quality of information within the mentioned block amounts only to 34.42%. In addition, the most insufficiently published entity of public information within the blocks of information turned out to be the **thematic block of**

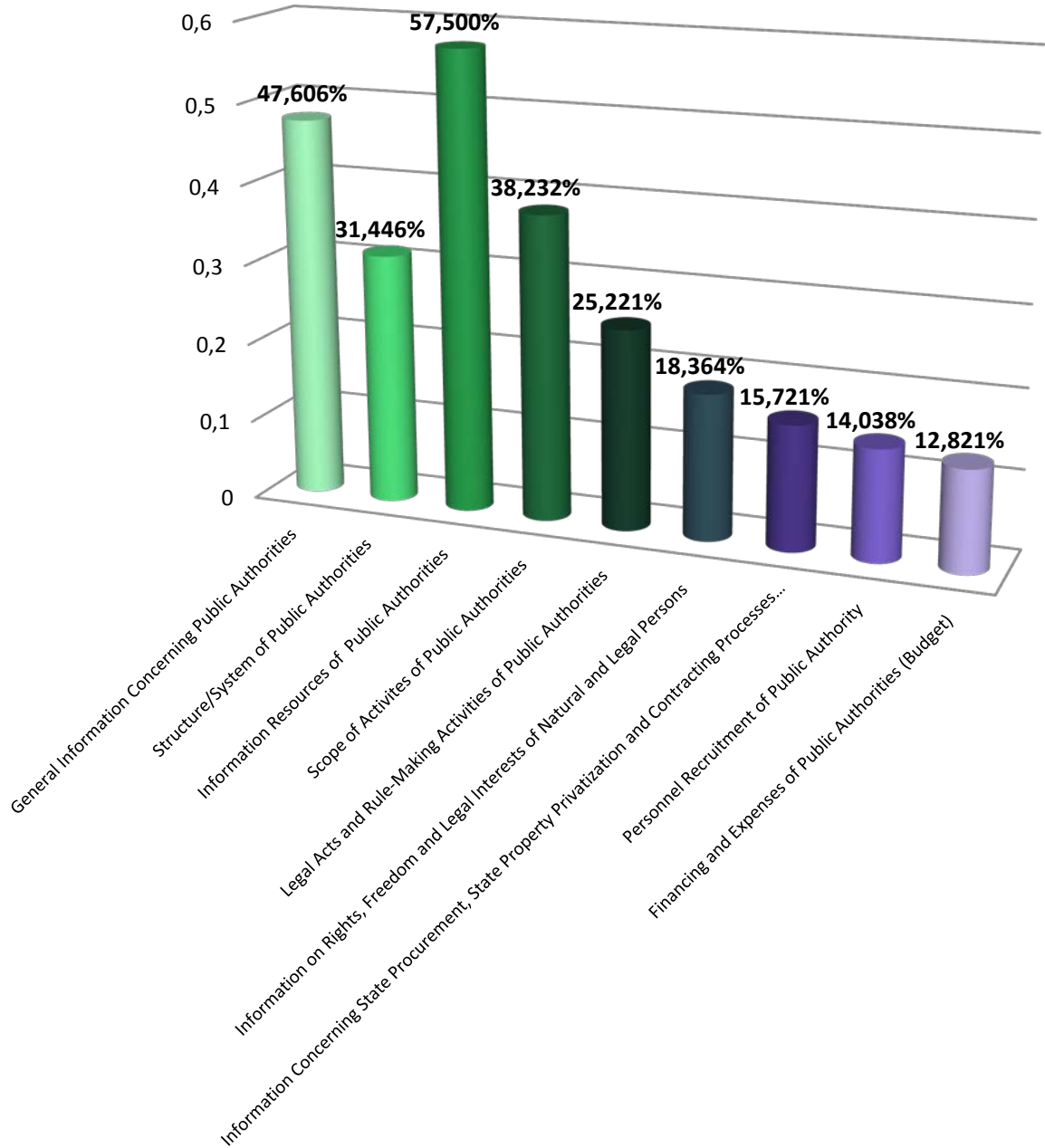
financing and expenses (12.82% of publishable information on average), which had also showed the low average quality – 33.22%.

The highest average index of quality of information within the blocks belongs to the thematic block of general information – 68.14%, the block, which also has the second best high average index of web publishing – 47.61%.

The lowest average index of quality of information within the blocks belongs to the thematic block of scope of activities of public authority – 29.2%, the block, which at the same time has the third-best high average index of web publishing – 38.23%.

The general low indices of web publishing and quality of existing information within the thematic blocks of information result from the significant lack of information content and inadequate practice of publishment of information on web-pages of public authorities.

The Average Indices of Web Publishing within Thematic Blocks



The Average Index of Quality of Information Existing on Web-Pages	
General Information Concerning Public Authorities	68,137%
Structure/System of Public Authorities	49,378%
Information Resources of Public Authorities	34,420%
Scope of Activities of Public Authorities	29,198%
Legal Acts and Rule-Making Activities of Public Authorities	32,104%
Information on Rights, Freedom and Legal Interests of Natural and Legal Persons	38,428%
Information Concerning State Procurement, State Property Privatization and Contracting Processes Related to Public Authorities	44,002%
Personnel Recruitment of Public Authorities	29,466%
Financing and Expenses of Public Authorities (Budget)	33,220%

Technical Operability and eAccessibility of Web-Pages

Within the framework of the project, Institute used the assessment parameters to evaluate the electronic component of web-pages subject to monitoring. For the abovementioned purposes the assessment spreadsheet of **thirteen thematic blocks encompassing 121 parameters** had been used.

Electronic component thematic blocks are the group of parameters which are used to evaluate the programmatic and visual part of web-pages of public authorities.

The number of mentioned groups or blocks amount to thirteen:



- Comprises the existence and operability of following technical parameters: site map, right positioning of the main menu, division of menu according to interests of target groups, current category fixation, video guide *etc.*



- Comprises the existence and operability of following technical parameters: simple search function, detailed search function, searchable legal acts, search function with date filter *etc.*



- Comprises the existence and operability of following technical parameters: capability to define the minimal font size, capability to emphasize/highlight important information in text with various means, regulation of colors, capability to present video files in right format, capability to format the titles/headers, capability to attach symbolic in print versions, glossary of terms used in scope of competence of public authority *etc.*

Block 4**Contact Forms and Rules**

- Comprises the existence and operability of following technical parameters: capability to provide for standards of e-mail addresses, existence of contact form, interactive map of the location of public authority, e-mail address of web-administrator and person responsible for functioning and information update of web-page/e-mail address of corresponding structural unit of public authority.

Block 5**Availability of Web-Content**

- Comprises the existence and operability of following technical parameters: archiving of important information on web-page, accessibility of web-page from any country, list of news belonging to the field of activity of public authority, technically operable server, existence of function of print version, RSS – capability to subscribe to updates of information on the official web-page of public authority, foreign language versions of the main sections of web-page of public authority *etc.*

Block 6**Adaptation with Mobile Wireless Network**

- Comprises the existence and operability of following technical parameters: WAP protocol support, registration capability via mobile phone and payment of charges and fees by means of mobile phone.

Block 7**Program Code with Correct Syntax**

- Comprises the existence and operability of following technical parameters: identical loading of web-page in browsers Opera, Internet Explorer, Firefox, Chrome and Safari, the sizes of web-page provided for according to standards, separate page description and title for each page, titles formatting with program code, bookmark features *etc.*

Block 8

Integration with Social Networks

- Comprises the existence and operability of following technical parameters: integration of web-page with social networks, share to Facebook function, share to Twitter (other social networks) function, capability of evaluation of the content, the existence of official page of public authority on Facebook, capability to obtain the direct link of images uploaded to the official web-page of public authority and capability to share content from web-page via e-mail.

Block 9

eParticipation

- Comprises the existence and operability of following technical parameters: existence of FAQ on web-page, existence of user's personal page, capability of initiation of suggestion directly from web-page, online communication means on web-page, response of the officials on citizens' suggestions *etc.*

Block 10

Online Services

- Comprises the existence and operability of following technical parameters: statistics for individual users, function of subscription to news, search system for tenders, existence of interactive form (charges, tenders, vacancies, fees) and capability to print out forms directly from the official web-page of public authority, capability of online payments *etc.*

Block 11**Support for Persons with Disabilities**

Comprises the existence and operability of following technical parameters: hide function for graphic elements of web-pages, function of performance of fast commands on web-page by means of keyboard, capability to increase/decrease font size, speech synthesizer (text voicing) support *etc.*

Block 12**Security**

- Comprises the existence and operability of following technical parameters: HTTPS support, CAPTCHA test in contact and GET/POST filtering.

Block 13**Extra Parameters**

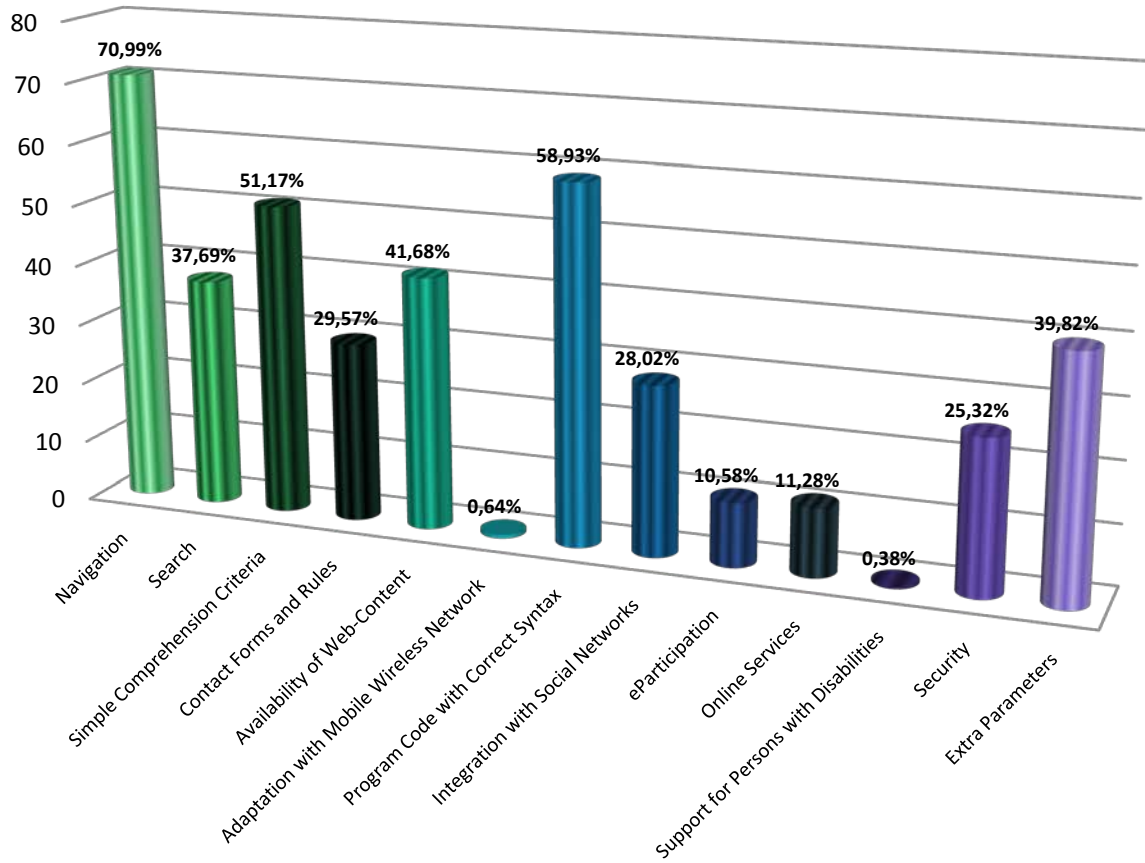
- Comprises the existence and operability of following technical parameters: search engine optimization (SEO), operability of links, evaluation of entire design, usage of 3D objects in design, usage of favicons of web-pages, filtering and sorting of public authorities' data, existence of web-page domain on gov.ge *etc.*

The research of electronic components of 104 web-pages of public authorities showed number of the following common tendencies:

- Video guides are used only on a small number of web-pages;
- The majority of web-pages have simple search function;
- Correct URL generation forms are ignored on majority of web-pages;
- The most common problems are empty pages with no notice – 'Under Construction';
- The majority of web-pages do not provide the interactive map of the location of public authority;

- The e-mail standards are often ignored;
- The common problem of multi-language web-pages is incomplete translation of content;
- The practice of archiving of information can be met on a small number of web-pages;
- None of the monitored web-pages use WAP technologies, only corresponding subdomains are provided in very few cases;
- In most cases client side programming code is not operable;
- More than half of the monitored web-pages do not have Georgian (Kartuli) Unicode support in search and contact fields;
- The majority of web-pages are inadequately integrated with social networks (monitoring priority to Facebook and Twitter);
- The majority of parameters comprising electronic component thematic block – ‘eParticipation’ are ignored on monitored web-pages, except for the parameter of ‘FAQ’;
- Online services are integrated with a small number of monitored web-pages, while the ePayment possibility is provided in very few cases;
- One can assume that none of the monitored web-pages is oriented to support persons with disabilities. The parameter ‘increase/decrease font size’ is provided on a very small number of web-pages;
- The parameters comprising electronic component thematic block – ‘Security’ are inadequate in most cases: HTTPS (SSL) protocol is provided for in very few cases, while the security rate against XSS, Sql Injection, RFI Bugs *etc.* is low;
- The design of almost every monitored web-page is standard and does not meet the tendencies of the modern design, while the frequent usage of two column and three column layout of information is obsolete;
- The domain – gov.ge is not the standard for web-pages of public authorities – it is used only in 60-65% of cases;
- There are rare cases of usage of favicons of web-pages, the practice of filtering and sorting of public authorities’ data and the existence of graphic forms of financial and statistical information.

Average Indices of Electronic Components of Web-Pages within Thematic Blocks



The research of 104 official web-pages of public authorities conducted within the framework of the project titled 'Monitoring of Information (Internet) Resources of Public Authorities of Georgia' has revealed the following:

- **The average rate of information transparency** of official web-pages of public authorities in Georgia is **very low** – **13.91%**, while **the average rate of technical operability** of web-pages is **rather low** - **39.7 %**;
- **The total average rating** (arithmetic mean of information transparency and technical operability percentage results) of the official web-pages of public authorities is **low** and amounts to - **26.85%**;
- **The most transparent groups of web-pages** in Georgia are maintained by **the Ministries** (information transparency average index – **17.25%**);
- **The system of Ministry of Corrections and Legal Assistance of Georgia** comprises **the most transparent sub-group of web-pages** among the systems of the Ministries (Ministry, Sub-Agencies, LEPLs);
- In number of cases, **within the subgroup of web-pages under the systems of Ministries**, the inferior bodies - **LEPLs or State Sub-Agencies** turn out to be in advantageous position according to indices rather than superior authorities (the Ministries);
- According to any rating (**information transparency rate, eAccessibility and technical operability rate, total rating**) - the best are the web-pages maintained by **two public authorities, both of which belong to the group of web-pages of LEPLs**;
- **The most transparent web-page** and, at the same time, **the best according to total rating** is the official web-page of **National Bureau of Enforcement**, while the best web-page according to

eAccessibility and technical operability rate is maintained by **Competition and State Procurement Agency**;

- The web-pages of certain public authorities of the autonomous republics show relative high indices. Within the group of Sub-Agencies the web-page of the **Sub-Department of the Government of the Autonomous Republic of Adjara - Archives Administration** is the best according to information transparency rate, while the official web-page of **the Government of the Autonomous Republic of Abkhazia** outstrips the official web-page of the **Government of Georgia** according to eAccessibility rate and total rating;
- Despite the fact that within the group of the Ministries the web-pages of **Ministry of Justice** and **Ministry of Finance** show general high indices according to criteria of eAccessibility and total rating, the official web-page of **Ministry of Corrections and Legal Assistance** has **the highest information transparency rate among the web-pages of the Ministries**.
- Within the nine thematic blocks of information used by the Institute as the assessment criterion, most frequently presented information on web-pages constitute:
 - **Thematic Block - General Information Concerning Public Authorities**
(47,6% of thematic block on average presented on 95% of web-pages)
(information on directorship, general contact information, information on superior (controlling) authority, detailed history of activities since the date of establishment, description of competences, functions and tasks);
 - **Thematic Block - Information Resources of Public Authorities**
(57,5% of thematic block on average presented on 95% of web-pages)
(databases, databanks, cadastres, registers and other information systems for public use maintained by public authorities);
 - **Thematic Block - Scope of Activities of Public Authorities**
(38,24% of thematic block on average presented on 95% of web-pages)
(information about director's current activities, information about activities of public authorities (News), information on interaction with local and international organizations (partnership), information on training and qualification courses *etc.*)

- **Within the nine thematic blocks of information used by the Institute as the assessment criterion, most rarely presented information on web-pages constitute:**
 - **Thematic Block - Information Concerning State Procurement, State Property Privatization and Contracting Processes Related to Public Authorities**

(14,04% of thematic block on average presented on 41% of web-pages)
(tender announcements, list of state procurements and state property privatization performed, list of the administrative contracts concluded with corresponding terms and conditions *etc.*);
 - **Thematic Block – Personnel Recruitment of Public Authorities**

(15,72% of thematic block on average presented on 32% of web-pages)
(list of available vacancies, list of qualification requirements of candidates for vacancies (theoretical and practical experience, necessary skills); procedures for conducting contests for vacancies, description of procedures for submitting claims against the rules and outcomes of the contests for vacancies *etc.*);
 - **Thematic Block – Financing and Expenses of Public Authorities (Budget)**

(12,82% of thematic block on average presented on 49% of web-pages)
(information concerning allocations from a state budget; information concerning revenues and expenses and budget performance; information on state program or project budgets, information on annual salaries and bonuses of employees, information about sums transferred from Presidential or Government reserve funds *etc.*).
- **The most available, and at the same time, complete and up-to-date information** for web-page users belongs to **Thematic Block - General Information Concerning Public Authorities** (the quality rate of 68.14% on average).
- **The most unavailable, and at the same time, incomplete and out-of-date information** for web-page users belongs to **Thematic Block - Scope of Activities of Public Authorities** (the quality rate of 29.2% on average).

Final Rating

