

GEORGIA

**Implementation of 2012-2013 Open Government
Partnership Action Plan**

Self-Assessment Report

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I. INTRODUCTION

Transparency, accountability, citizen participation, technology and innovation – the core principles of Open Government Partnership (OGP) are key values of the Government of Georgia. With the use of advanced technologies, innovative and modern approaches to governance, Georgia aims at building integrity and public trust, increasing transparency, efficiency and effectiveness of Government, making it more accessible and accountable to citizens and empowering citizens.

Being committed to the open government, Georgia was amongst the first countries to declare its intention to join OGP in September 2011. Taking into account guidelines for OGP, together with the civil society organizations, Government developed and launched ambitious National Action Plan of Georgia on Open Government 2012-2013 (Action Plan) in April 2012.

In 18 months after launching the Action Plan, Georgia has made significant progress in implementing it. Unprecedented level of openness and civil society participation has been achieved by the new Government in 2013. Every legislative or policy initiative of the Government now undergoes broad, thorough, inclusive and meaningful public consultation process. The new Government has pledged to increase accountability to citizens and regularly inform the people about their work. For that, monthly press conferences under the open government umbrella were held by Ministers personally to

“Every new legislative or policy initiative of the Government of Georgia undergoes broad, thorough and inclusive public consultation process”

report about the achievements and challenges in their respective fields.

At the same time, despite the important results delivered, full implementation of all Action Plan commitments has not been achieved by the end of reporting period and work is in progress. Commitment to openness is now even stronger and Georgia strives to continue its efforts towards truly open, participatory, collaborative and accountable Government.

Having left its dark past behind Georgia now takes pride of being one of the least corrupt countries in Europe, where the experience of corruption according to the Global Corruption Barometer Survey is 4%¹ and the World Bank Doing Business survey places the country (the 7th place) in the top 10 countries in its rating for easiness of doing business.² Our country prides itself with most innovative solutions to public procurement, public financial disclosure and public service delivery that have attracted huge international interest and have been recently praised with the UN awards. We are the country where the crime rate is very low, Tbilisi is one of the safest capitals in Europe; 99.1% of the population feel safe during the daytime and 97, 8% during the night,³ 96.4% is not afraid of being attacked and 96.5% has no fear of burglary.⁴

However, on our path to full-fledged democracy we have a number of critical challenges yet to overcome, including in the area of open government. The Action Plan and its implementation contribute to the internal process towards greater openness and accountability.

“Experience of corruption in Georgia is only 4% according to the Global Corruption Barometer Survey, 2013”

¹ Global Corruption Barometer, 2013, p. 33, Transparency International, available at: <http://www.transparency.org/gcb2013/report>.

² Doing Business 2013, 10th Edition, International bank for Reconstruction and Development/The World Bank, p.165, available at: <http://www.doingbusiness.org/reports/global-reports/doing-business-2013>.

³ Crime and Security Survey, Georgia, 2012. Conducted by GORBI funded by EU; Crime and Security Survey 2013 reaffirms the decreasing trend of victimization in Georgia according to 5 most prevalent crimes: decrease from 0.20% (2012 survey) to 0.16% (2013 survey) respectively.

⁴ Crime and Security Survey, Georgia, 2013, Conducted by GORBI.

II. ABOUT SELF-ASSESSMENT REPORT

The present Self-Assessment Report (Report) is the first report to evaluate the progress made by the Government of Georgia together with the civil society and the general public in realizing the commitments of the Action Plan. In this Report the Government purports to fully and objectively assess the achievements and challenges in relation to each Action Plan commitment.

The Report is the result of cooperation with the responsible agencies and most importantly, public consultation process with the participation of CSOs in the format of roundtable discussions and bilateral meetings demonstrating inclusive, consultative and collaborative approach and the high level of accountability in preparation of the self-assessment.

“Commitment to openness is now even stronger. Georgia strives to continue its efforts towards truly open, participatory, collaborative and accountable government.”

- **PROCESS OF ELABORATION**

The Report was drafted by the Secretariat of Anti-Corruption Council of Georgia (Analytical Department of the Ministry of Justice of Georgia), based on the information received from the responsible agencies and the 2 roundtable discussions held on 1st October, 2013 and 26th December, 2013 with the support of USAID/Good Governance in Georgia (G3) Program.

During the first roundtable on 1st October, 2013, responsible agencies presented their reports to the CSOs and other representatives and relevant discussions were held around the implementation of Action Plan. It was agreed by the participants that the commitments that would not be fully implemented by the end of the implementation period of 2012-2013 Action Plan would be proposed for new Action Plan (2014-2015). In addition, as the 2012-2013 Action Plan included the whole year of 2013 and the timeline of implementation ran until the end of 2013, it is important that the complete Self-Assessment Report covers the information about the whole implementation period.

At the second roundtable, held on 26 December, 2013 the Secretariat of the Anti-Corruption Council made a presentation of full draft Self-Assessment Report, compliance ratings, the relevant responsible agencies spoke after the assessment of respective commitments was presented. Discussion ensued regarding the progress as well as compliance ratings. Furthermore, several compliance ratings have been changed based on discussion with CSOs. Notably, both roundtables included the planning sessions for the next Action Plan (2014-2015) and consultations with civil society on the future priorities.

- **CONTENT OF THE REPORT**

The Report starts with the background of elaborating and launching the OGP Action Plan and the related process, it gives information about the coordination mechanism existing at the national level, further it analyses the substance of the Action Plan, and interrelation of national commitments with the OGP grand challenges and core principles, it assesses the progress of implementation of each Action Plan commitment, focuses on results that still need to be delivered and outlines the future steps in each area.

Finally, the Report highlights the latest developments and current state of affairs in Georgia and the way forward. The Report concludes that while the level of implementation of the Action Plan is substantial, full implementation has not been achieved by the end of 2013. Creating a truly open and accountable Government is a long-term process that requires substantial efforts from all stakeholders. The Georgian Government remains committed to OGP by supporting the work of the international community to the benefit of citizens of countries that are part of the initiative.

- **REPORTING PERIOD AND METHODOLOGY**

The Report assesses the progress made by the Government of Georgia in implementation of the OGP Action Plan for the reporting period of 2012-2013. It evaluates the completion of the commitment based on the following compliance ratings:

- a. Fully implemented
- b. Largely implemented

- c. Partly implemented
- d. In progress
- e. Not implemented

According to the analysis provided below, the Government has fully implemented 3 out of 12 commitments, 4 commitments were largely implemented, 4 were partly met and implementation of 1 commitment is in progress. Overall implementation progress of the Action Plan commitments is illustrated in the **Annex. Implementation Table.**⁵

III. DEVELOPING ACTION PLAN

The Action Plan is a result of thorough consultation process with local and international NGOs, students and academia. The Action Plan comprises ambitious commitments to address four out of five OGP Grand Challenge areas: Improving Public Services, Increasing Public Integrity, More Effectively Managing Public Resources, and Creating Safer Communities.

Public consultation process for the Action Plan was initiated two months after the Government officially endorsed the OGP initiative in September, 2011. Consultations involved the relevant state agencies, local and international NGOs, students and academia.

The NGOs significantly contributed to the elaboration of the Action Plan. In particular, recommendations in relation to the Action Plan were prepared within the media coalition initiative which unified 13 organizations. Transparency International (TI) Georgia, Institute for Development of Freedom of Information (IDFI) and Jumpstart Georgia took the lead in shaping the draft recommendations that were submitted to the Ministry of Justice of Georgia (MOJ).

The list of specific recommendations proposed by the NGOs was prepared, including the following: obligation of proactive publication of public information by government agencies, improvement of accessibility of public officials' asset declarations and

⁵ See below at pg. 45.

creation of its monitoring system, citizens' engagement in law-making, as well as increasing awareness and involvement in budget planning and judicial processes. The Government of Georgia was also recommended to create online platforms integrating all public data in usable formats and allowing citizens to express their ideas, submit freedom of information requests, or initiate e-petitions which the authorities would be obliged to consider and react to. According to the TI Georgia research "Open Governance in Georgia – Achievements and Challenges" the Georgian Government had a positive reaction to the recommendations and pledged to incorporate most of the recommendations in the final version of the OGP Action Plan.⁶ Indeed, as seen in this Report, most of the recommendations were taken on board and included in the Action Plan.

To gather the voices of multiple stakeholders and general public, the draft Action Plan together with a brief description of the OGP initiative was made public on a specially created OGP section on the website of the MOJ. Furthermore, the MOJ organized public consultation meetings that were held from 12-26 March, 2012 in six different cities of Georgia, namely Telavi, Gori, Akhaltsikhe, Kutaisi, Batumi and Tbilisi. All these consultation meetings were hosted by universities or schools, and were mostly attended by students and representatives of academia.

IV. MECHANISM FOR COORDINATION AND MONITORING AT THE NATIONAL LEVEL

Coordination of the OGP, development of the Action Plan and monitoring of implementation at the national level is entrusted to the Inter-Agency Coordination Council for Fight against Corruption in Georgia (Anti-Corruption Council - ACC) - consultative body responsible for developing anticorruption policies and monitoring of implementation of relevant strategies and the action plans. The Analytical Department of the Ministry of Justice of Georgia serves as a Secretariat of the ACC. The Anti-Corruption Council comprises Government representatives at high level, CSOs, international organizations and partners as well as business representatives invited to

⁶ More information is available at - <http://transparency.ge/en/node/2599>

take part in the work of ACC. The Action Plan was approved by the Anti-Corruption Council in April, 2012.

After the adoption of the Action Plan the MOJ created NGO Forum as a regular coordination mechanism to monitor and assist the implementation process of the Action Plan.⁷ Close cooperation with the non-governmental organizations continued in different formats after the Action Plan was finalized including roundtable discussions and bilateral meetings.

In the reporting period a number of meetings with on OGP-related issues were organized. For example, on 29 July, 2013 roundtable discussions on the OGP and civic engagement were organized by the Anti-Corruption Council with the support of the USAID/Good Governance in Georgia (G3) Program. The roundtable aimed at introducing the OGP international trends, presenting civil society recommendations and discussing issues related to civic participation.

On October 1st, 2013 a roundtable on *Open Government Partnership Action Plan Implementation Assessment and Next Steps* was held by the Anti-Corruption Council with the support of the USAID/Good Governance in Georgia (G3) Program and IDFI. The responsible agencies presented information on status of implementation of the OGP Action Plan commitments, achieved results and the next steps.

On 26 December, 2013 a roundtable on *Open Government Partnership – Georgia 2012-2013 Action Plan Self-Assessment Report and the Action Plan of 2014-2015* was held there the full Self-Assessment Report was presented. In addition, the Secretariat presented a workplan for the elaboration of the new OGP Action Plan 2014-2015, which was prepared based on the *Articles of Governance* and orientation package of the OGP. In addition, a new concept of the NGO Forum was also presented along with its Terms of Reference (TOR). Both, the plan and TOR were discussed by the participants and were considered as very positive steps towards more participatory and collaborative process of the OGP policy development. At the end of the roundtable, the

⁷ See below at pg. 31

responsible agencies and other state bodies announced their new commitments of the new Action Plan 2014-2015.

Importantly, in 2013, with the aim to reinforce OGP commitments, the Government of Georgia adopted the Decree №775 of July 9th, 2013 on *Necessary Measures for the Implementation of the Open Government Partnership Action Plan of Georgia*. The relevant Government agencies were tasked by the Decree to carry out a range of activities to ensure effective implementation of the commitments in practice and provide the Anti-Corruption Council with reports on the progress of implementation of the Decree. Worth noting is that it was for the first time that the governmental act related to the OGP issues was adopted on the national level. The proposals and requested documents were submitted to the Government in September, 2013.

In September 2013, Government approved nine Strategic Priorities of the new OGP Action Plan (2014-2015) developed by the Secretariat. Based on the Strategic Priorities OGP Action Plan (2014-2015) will be elaborated and presented to the Anti-Corruption Council. The final Action Plan will be approved by the Government of Georgia before it is submitted to the OGP support unit.

V. SUMMARY OF THE NATIONAL ACTION PLAN FOR OPEN GOVERNMENT GEORGIA

The Action Plan (2012-2013) comprises 12 commitments with 11 responsible agencies. The commitments fully reflect OGP values and principles as articulated in the OGP declaration of principles: transparency, accountability, citizen participation, technology and innovation.

Aimed at streamlining public service delivery, the Action Plan contains commitment of the Government to create an environment where simplified, bureaucracy-free public services are available in large cities of the country within the Public Service Halls – the Georgian invention of big “service shopping malls”. Public and private sectors services at regional or municipal level should become accessible through the new Community Centers. Action Plan focuses on the healthcare system reform, particularly building new

hospitals and creating online healthcare database that provides individuals with exhaustive information about available services in various healthcare institutions. Specifically, the commitments of the Action Plan tackling ***Improving Public Service*** grand challenge include the following initiatives:

- a. Public Service of the Future:**
 - **Public Service Hall – Hub of Public Services;**
 - **E-Governance in Local Services;**
- b. Citizens’ Portal;**
- c. Easily Accessible and Better Healthcare.**

A number of innovative solutions aimed at encouraging greater public participation in decision-making, legislative processes and administration of justice, in particular creation of mechanism for submission of petition to the relevant state agencies, development of platform for citizen involvement in law-making processes allowing individuals to comment on laws/bylaws and receive the feedback from the competent authorities are foreseen by the Action Plan. Commitments of the Action Plan to strengthen freedom of information, increase access to public data, including information on funding of political parties and ensure proactive publication of public information are included as well with the aim to contribute to the development of the informed and active citizenry in Georgia. In addition, involvement of non-governmental organizations and monitoring of the Action Plan implementation is foreseen through the NGO Forum. Taking into consideration the crucial role of participatory democracy and access to public information in the process of ensuring more open government and addressing the grand challenge of ***Increasing Public Integrity***, the Action Plan sets out the following commitments:

Be Informed and Advance Your Country:

- a. Ichange.ge; Data.gov.ge and Proactive Publication;**
- b. Platform for Participating in Legislative Process;**
- c. Citizens and Justice;**
- d. Transparent Party Financing;**

e. NGO Forum.

The Action Plan also focuses on the efficient and transparent **Management of Public Resources** - another grand challenge of OGP. The following two commitments are foreseen by the Action Plan in this regard:

- a. Home-grown concept of e-procurement;**
- b. E-Declarations.**

Finally, taking into consideration the significant potential of innovative technologies in increasing government accountability and **Creating Safer Communities**, the development of the Integrated Criminal Case Management System (ICCMS) along with tools for mapping geographic distribution of crimes and creation of the mechanism for direct dialogue among local prosecutors and citizens were identified as priorities of the Action Plan:

Technology cares for safety:

- a. ICCMS;**
- b. Crime Mapping;**
- c. Safety in Your Neighborhood.**

VI. ASSESSMENT

This chapter assesses the progress made by the Government of Georgia in implementation of the OGP Action Plan for the reporting period of 2012-2013. It describes the nature of each commitment, timeline and responsible agency, highlights the activities, related outcomes and next steps with regard to each commitment.

1. CHALLENGE I - IMPROVING PUBLIC SERVICES

In Post-Soviet Georgia public services in Georgia were dysfunctional, corrupt and full of bureaucratic barriers. Systems of public registries, would it be registration of birth or new business, were chaotic and corrupt. Inaccurate information was stored in Soviet-era archives. Registration of property involved visits to various offices for stamps, signatures and notarizations. Responses often took up to several months. “To obtain a passport, citizens had to go to one public office, only to be sent to another to get proof of residency before returning to the first office to stand in line for hours and to bribe some official just to do his or her job”.⁸

Public service delivery in the modern Georgia is dramatically different: corruption is eradicated in this area, transparent and business-type registries are introduced with new, qualified, trained staff, and sophisticated information technologies support excellence in service delivery.

The Action Plan identifies 4 commitments under this Grand Challenge detailed in separately in the Report:

1. Public Service Hall – Hub of Public Services;
2. E-Governance in Local Governments;
3. Citizens’ Portal;
4. Easily Accessible and Better Healthcare.

1.1. PUBLIC SERVICE HALL – HUB OF PUBLIC SERVICES

⁸ Paragraph is taken from the World Bank case study: “*Fighting Corruption in Public Services: Chronicling Georgia’s Reforms*”, 31 January 2012.

National Action Plan Commitment

In 2011, the Ministry of Justice started to implement a new concept of Public Service Hall (www.psh.gov.ge) which is based on the idea of *everything in one space*: though new and reformed agencies were operating under one-stop shop principle, there were still several of them. Several one-stop shops actually meant many stops and a wasted time for an individual. From now on there will be only one stop: the Public Service Hall.

Architects of this model heavily utilized various business approaches that are essential to ensure fast, efficient and comfortable service delivery. 215 individual service attributes and procedures were analyzed, described in detail, upgraded and interconnected where possible.

Georgian Government believes that – as a matter of principle - public service should not be different from the private service and should equally focus on the easiness, speed and quality. Public Service Hall will allow individuals (both Georgian nationals and foreigners) to receive any service from the state under the single roof: including personal documents (ID, birth certificate and passport), business or property registration, notary services, enforcement of court judgments. Driver's license, vehicle registration and the services from the municipality and Georgian Revenue Service will also be available at Public Service Halls.

Two new ideas that are currently being elaborated, serve as interesting illustrations of the government's attitude towards simplicity in public service delivery: these are the projects of *Just Drive* and *Just Café*. From September 2012 the clients of Tbilisi Public Service Hall will be able to receive a document or service without leaving their car or while helping themselves with refreshments in the café.

Responsible Agency: Ministry of Justice

Timeline: Eight more Public Service Halls to be opened in 2012 and four more in 2013. In total, 16 Public Service Halls covering all major cities in the country shall operate by

2013

OGP Grand Challenge: Improving Public Services

OGP Value: Access to information; Technology and Innovation

Implementation Status: Largely Implemented

Assessment of Progress

In 2012, eight new branches of Public Service Halls were opened in Georgian cities, namely in Telavi, Marneuli, Kvareli, Ozurgeti, Gori, Akhaltsikhe, Gurdjaani and the biggest one in the Capital City Tbilisi, bringing total number of the PSH branches to 12. 13th Building will be opened in 2014. Number of services has been increased, many of the services are now provided online.

The open space interiors, comfortable waiting areas, qualified, competent and friendly staff, a wide range of services delivered in efficient and timely manner are the major characteristics integrated in all PSHs.

PSH allows individuals (Georgian and international citizens) to receive more than 300 services under the single roof. During the reporting period in

“In JUST Café customers have the possibility to submit applications for desired services while enjoying their meals or beverage.”

cooperation with the Data Exchange Agency (DEA) the Public Service Hall launched services on the web-portal www.my.gov.ge.⁹

In 2012, an innovative project JUST Café – a comfortable café complemented with the public services where customers have possibility to submit desired application for passport, ID card or property/company registration while enjoying their meals or beverage - was implemented at Tbilisi Public Service Hall.

⁹ See Action Plan commitment Citizens' Portal at pg. 19.

In 2012-2013, the Public Service Halls served 5, 004, 053 persons with the average waiting time of 5 minutes and average service time 6-7 minutes. Tbilisi Public Service Hall representing the biggest public service provider in the South Caucasus region serves up to 8 000 consumers per day.

The Public Service Hall has received the United Nations Public Service Award in *Improving the Delivery of Public Services* category - one of the most prestigious international recognition of excellence in public service.

The analysis above shows that milestones of the commitment to create additional Public Service Halls as well as to implement the innovative project - JUST Café at Tbilisi Public

“The Public Service Hall has received the United Nations Public Service Award in Improving the Delivery of Public Services category - one of the most prestigious international recognition of excellence in public service.”

Service Hall have been met. However, the number of buildings opened did not reach 16. The work to develop Just Drive project is currently ongoing – project be launched in the first half of 2014. Therefore, the commitment is assessed as **largely implemented**.

Ongoing Process/Planned Activities

Georgian unique concept of public service delivery continues to evolve, next steps are outlined below:

- **JUST Drive** - Tbilisi Public Service Hall will offer customer oriented service that will allow customers to get services without living a car from the window of Tbilisi PSH just by driving along the building.
- **New services** - The Public Service Hall plans to add new services of public and private sector as well as offer unified public service packages to consumers. For instance, if a citizen is going abroad and for this purpose is filling out an application to get a passport, he/she will be offered travel insurance as well.
- **Communication of Customer Need** – the system that will allow to receive feedback from costumers on the received services and/or new services they would like to see in the PSHs.

- **Foreign Interest in Georgian Innovation** – Interest of international community towards the unique concept of Public Service Hall designed in Georgia is big, increasing every day. Since 2011, more than 700 delegations (7000 persons) from 50 countries seeking to get the information on this innovative product have visited Public Service Halls. Therefore, of Public Service Hall plans to share its experience and export the Public Service Hall concept as well as assist interested international partners in development and implementation of this innovation.

1.2. E-GOVERNANCE IN LOCAL GOVERNMENTS

National Action Plan Commitment

It's believed, that Georgian citizens should have access to innovative public services not only on central level or in the big cities but even small rural areas, therefore the Government of Georgia takes following commitments:

- a) Georgia's municipalities will gradually be integrated into the e-governance system. Municipal institutions will improve their management and services by optimized and simplified procedures. Besides, they will be provided with all necessary information via direct access to various databases;
- b) Community Centers will be built in remote villages with relatively big population. This is a totally innovative concept bringing a large number of services locally to the rural population. Specifically, Community Centers will offer all services of Local Government, top services of Central Government and many critical services that are provided by the private sector.

Responsible Agency: Public Service Development Agency

Timeline: Implementation started in 2012 and will continue throughout next two years.

OGP Grand Challenge: Improving Public Services; Increasing Public Integrity

OGP Value: Access to information; Civic Participation

Implementation Status: Partly Implemented

Assessment of Progress

The first milestone of the commitment was the integration of municipalities into the e-governance system. In this regard, substantial steps have been taken towards elaboration of the system. The pilot municipalities have been selected, relevant pilot services identified, software has been developed and piloted. The system has been launched in a test version and will be operational in 2014.

As to the second milestone: in 2012-2013, twelve Community Centers were opened at the regional level by the Public Service Development Agency.

Community Centers with modern technologies and trained staff offer people in regions of Georgia variety of central and municipal government and private sector services. These Centers provide information on various social programs and relevant reforms, free access to internet, computers, video conference equipment etc. These Centers are essential for civic participation at the regional level as well.

In 2013, the Public Service Development Agency elaborated Community Centers Development Strategy for 2013-2014. The strategy among other issues focuses on advancing the role of the Community Centers for civic participation in the decision-making processes at the local level, incentivizing the participation through increased awareness and educational activities.

Accordingly, in the reporting period the second milestone was substantially implemented and the work is ongoing in line with the strategy for 2013-2014, while the first one has been only partly implemented, therefore implementation of this commitment can be assessed as **partly implemented**.

Ongoing Process/Planned Activities

In order to ensure the access to innovative public services and increase the level of public participation at the regional level, the following activities are planned to be implemented by the Public Service Development Agency:

- Establish additional Community Centers;

- Cooperate with relevant stakeholders in order to further enhance e-service availability on the local level;
- Unify traditional functions of library with the functions of Community Center;
- Provide the Community Centers with necessary equipment;
- Increase awareness of the Community Centers;
- Establish E-Village portal – a dynamic, interactive, updated and unified database providing basic information on the current and planned initiatives or reforms;
- Implement the Community Center’s Communication Strategy.

1.3. CITIZENS’ PORTAL

National Action Plan Commitment

Public service will also be available online. Citizens will be able to use their electronic ID Cards to access www.my.gov.ge, where individuals will have their own e-space that they can manage online and receive services.

Responsible Agency: Data Exchange Agency (DEA)

Timeline: Portal will start functioning by 2013.

OGP Grand Challenge: Improving Public Services; More Effectively Managing Public Resources

OGP Value: Access to information; Civic Participation; Technology and Innovation

Implementation Status: Fully Implemented

Assessment of Progress

Citizens’ Portal - www.my.gov.ge is designed to provide access to public services and information, increase efficiency of state agencies, enhance service delivery standards and simplify relationship and communication between citizens and the Government. The Portal integrates a wide

“By September 2013, up to 50 public services and 80 public utility bills were integrated into the Citizens’ Portal – www.my.gov.ge.”

range of services and information provided by various state agencies and makes them accessible online.

The Citizens' Portal was launched by Data Exchange Agency (DEA) in May, 2012. In September 2013, up to 50 public services and 80 public utility bills were integrated into the website. Recently, an online business registration tool has been integrated into the Portal allowing individuals to register an enterprise and receive relevant documentation electronically.

Another innovative tool - ***Electronic Communication Service*** was launched on the Portal in September, 2013. This service allows citizens to interact with the Government electronically. It allows individuals to submit a request of public information to 60 public organizations (by using their e-documentation management systems), track the request sent and receive replies electronically.

The analysis above indicates that the Citizens' Portal ensuring access to a large variety of public services and providing an opportunity to submit e-request of public information, has been successfully launched and developed for the reporting period. Therefore, this commitment has been **fully implemented**.

Ongoing Process/Planned Activities

The following measures are planned to be implemented in relation to this commitment in the next years by the DEA:

- Increase a number of e-services and integrate e-health and e-education services into the Citizens' Portal;
- Create public service catalog;
- Train professionals from various public/private institutions on integration of new e-services into the Citizens' Portal;
- Cooperate with private sector to integrate more services (banking, insurance, utilities, telecommunications, etc.) into the Citizens' Portal;
- Integrate e-documentation management systems of all state agencies into the Citizens' Portal;

- Raise awareness of the Citizens' Portal.

1.4. EASILY ACCESSIBLE AND BETTER HEALTHCARE

National Action Plan Commitment

While overhauling the entire healthcare system and the complete refurbishment of its infrastructure, the Georgian Government took the commitment to build 150 new and well-equipped hospitals by 2014, instead of state-owned 600 hospitals that were mainly dysfunctional. The Action Plan sets out the obligation for the Ministry of Labor, Health and Social Affairs to create Health Management Information System and online healthcare system database - <http://ehealth.moh.gov.ge>, providing individuals with exhaustive information about available services in various healthcare institutions.

Responsible Agency: Ministry of Labor, health and Social Affairs

Timeline: Implementation is ongoing and will continue throughout next two years.

OGP Grand Challenge: Improving Public Services

OGP Value: Access to information

Implementation Status: Partly Implemented

Assessment of Progress

The primary goal of the Health Management Information System (HMIS) is to assist the Ministry of Labor, Health and Social Affairs (MoLHSA) to make informed decisions in all critical domains, establish standards for reporting and real-time information exchange, ensure high-level of security and confidentiality of sensitive and patient information.

The elaboration of the system was initiated in 2011 and through the extensive efforts made by the MoLHSA in 2012-2013, the first product of the HMIS – Beneficiary Registration Module - was successfully launched in March, 2012. By September 2013, 23 new modules were effectively operating at www.ehealth.moh.gov.ge. Other modules such as Beneficiary Registration Module – Antenatal Care, Electronic Medical Records,

Electronic Medical Services and Pharmaceutical Product E-Registration Module are under the development stage.

Currently, the system connects the key players in healthcare sector, such as the MoLHSA, insurance and pharmaceutical industries, health service delivery sector and various state entities. It assists citizens, the Government and other stakeholders to receive accurate information in a timely manner and respond accordingly.

As regards the establishment of 150 new and well-equipped hospitals instead of 600 state-owned, by September 2013 only 51 medical centers were created and four more are in the process of establishment.

As the analysis above shows, the first part of the commitment – to create online healthcare system database - has not yet been fully met and further efforts shall be taken in order to ensure effective functioning of this system. As concerns the second milestone of commitment, only 51 medical centers were created by the MoLHSA in 2011-2013 years. Therefore, overall the commitment is considered to be **partly implemented**.

Ongoing Process/Planned Activities

Once the system is fully implemented, according to the MoLHSA, it will create a strong basis for accurate collection and analysis of statistical data, improve the quality of services and strengthen the role of the MoLHSA as a regulator in terms of promotion of clinical and organizational excellence and performance management of the system. According to the MLHSA, other modules of the HMIS (Beneficiary Registration Module, Electronic Medical Records, Pharmaceutical Product, E-Registration, etc.) are planned to be launched in 2014. In addition, efforts to further develop the system and ensure its accessibility will be made as well.

At the same time, in the process of elaboration of the new Action Plan, the relationship of this commitment with the OGP grand challenges as well as values will be discussed and the decision about inclusion of this commitment in the future Action Plan will be made accordingly.

2. CHALLENGE II - INCREASING PUBLIC INTEGRITY

Be informed and advance your country

The Government of Georgia under the Grand Challenge of Increasing Public Integrity took the obligation to create breakthrough possibilities for the public participation in legislative, executive and judiciary branches of the government by creating new platforms for direct citizen engagement through the following initiatives:

1. Data.gov.ge, Ichange.ge and Proactive Publication of Public Information;
2. Jury Trial;
3. Transparent Party Financing;
4. Platform for Participating in Legislative Process;
5. NGO Forum.

2.1. DATA.GOV.GE, ICHANGE.GE AND PROACTIVE PUBLICATION

National Action Plan Commitment

A well-informed citizen is one of the major forces behind the development of a state. Therefore, it is planned to publish information of high public interest pro-actively on the web-site of each administrative agency.

A unified public information database will be created: data.gov.ge, where citizens can easily access public information which is sorted under thematic sections. The same web-site will allow visitors to request public information online. The rationale behind this project is to simplify the task of locating information among numerous entities for individuals. Everything will be available on the same web-site.

It is highly expected that the information that is available online will boost further discussions and help to identify the need for introducing changes wherever necessary. For this reason the government planned to launch ichange.ge - a platform where citizens are allowed to express their opinions, criticism or ideas. According to the concept of ichange.ge a project team working on the website to tackle the most

discussed topics, identify major concerns and inform responsible authorities. These initiatives aims to help the administration better engage online advocacy, address issues of concern to citizens, and empower the public to influence decision-making.

Ichange.ge will provide citizens with the possibility to create and submit e-petitions and when a particular e-petition reaches a certain number of signatories (depending on the scale of the issue under question) authorities will be obliged to react.

Responsible Agency: Ministry of Justice of Georgia; Data Exchange Agency

Timeline: Proactive publication will start in 2012 by several agencies and will cover all of them by 2014. Data.gov.ge and Ichange.ge will be launched in 2013

OGP Grand Challenge: Increasing Public Integrity

OGP Value: Access to information; Civic Participation, Accountability, Technology and Innovation

Implementation Status: Partly Implemented

Assessment of Progress

- Proactive Publication and Electronic Request

Freedom of information legislation of Georgia is very liberal and sets the high standard for the accountability of administrative agencies. The law allows for the maximum time limit of ten days for providing an individual with the requested public information - which is one of the shortest time limits in the world for the obligation to deliver public information.

To further develop this area, in line with the first milestone, to increase standards of freedom of information, an obligation to proactively publish public information and provide a mechanism for electronic request became a requirement of law in 2012. The amendments to the relevant freedom of information legislation entered into force on September 1st, 2013.

“Public information can be requested electronically from 60 government agencies.”

With its Decree N775 of July 9, 2013 on *Necessary Measures for the Implementation of the Open Government Partnership Action Plan of Georgia*, the Government of Georgia requested the MOJ, among other issues, to develop the list of public information to be published proactively. As a result of collaborative process and consultations among the stakeholders concerned and based on the recommendations from NGOs, the Draft Decree on *Electronic Request and Proactive Publication of Public Information* was elaborated by the MOJ and adopted by the Government of Georgia. Decree entered into force on September 1st, 2013. The Decree establishes specific regulations in relation to proactive disclosure of public information and foresees requirements to create a system for registration and confirmation of received requests of public information by public agencies. The list of information subject to proactive publication is included in the Annex of the Decree.

The Decree of the Government is mandatory for administrative bodies operating under the Government, in particular the Government’s Chancellery, line ministries, legal entities of public law, offices of the State Ministers and other relevant agencies. Other state institutions and independent agencies, such as Parliament or Public Defenders Office are responsible for adopting their own standards for e-request and proactive publication.

In addition to the legislative changes that were implemented in relation to freedom of information, in 2013 the DEA integrated the electronic communication service into the Citizens’ Portal - www.my.gov.ge.¹⁰

- **Data.gov.ge**

¹⁰ See Action Plan Commitment Citizens’ Portal at pg. 19.

As regards the Data.gov.ge, its development was initiated by the Government in 2012. A number of consultations with participation of NGOs took place. By October, 2012 the website www.data.gov.ge was created. However, considerable work needs to be done in order to have the open data portal operational in Georgia. It was decided to include that in the next OGP Action Plan for Georgia.

- **Ichange.ge**

Ichange.ge project was planned to be launched in 2013; however, for the reporting period a little progress has been achieved in this area. Ichange.ge is a complex project requiring close cooperation and involvement of major government agencies and NGOs. While this commitment has not been implemented in the reporting period the need to have such a mechanism has been emphasized.

Thus, as the assessment shows, the first milestone of this commitment - to strengthen freedom of information and ensure proactive publication of public information by the public agencies - was fully achieved. In particular, the list of information to be published proactively was adopted and e-request mechanism of public information is available at the Citizens' Portal – my.gov.ge. Moreover, the next phase of changes in freedom of information area was started which implies development of Georgia's freedom of information law. As concerns the milestones of Data.gov.ge and Ichange.ge they have yet to be implemented. Overall the commitment has been assessed by the Government to be **partly implemented**.

Ongoing Process/Planned Activities

The Ministry of Justice of Georgia has initiated the process for development of open data portal, which includes working on the concept and developing the web-page. The work plan also includes raising awareness and promoting wide of the open data.

As regards the Ichange.ge, among nine Strategic Priorities of the new OGP Action Plan 2014-2015, discussed and approved by the Government of Georgia in September 2013, ensuring active participation of citizens in decision and policy making process is highlighted as one of the priorities. Significance of Ichange.ge project was underlined in

the *Proposals on the Necessary Measures to Ensure Civic Engagement in Decision-making Process of Central and Local Government Activities* prepared by the MOJ and submitted to the Government of Georgia in 2013.

2.2. CITIZENS AND JUSTICE

National Action Plan Commitment

In 2011, Georgian citizens were granted with a much-needed opportunity to take part in the administration of justice through fulfillment of their jury duties. Currently jury trials are being conducted solely in the capital and covering only one type of a crime. Georgia planned to expand jury trials both geographically and according to the scope of their application. According to the action plan government defined implementation process regarding the jury trial as continuing throughout 2012-2014.

Responsible Agency: Ministry of Justice, Supreme Court

Timeline: Implementation is ongoing and will continue throughout next two years.

OGP Grand Challenge: Increasing Public Integrity

OGP Value: Access to information; Civic Participation

Implementation Status: Fully Implemented

Assessment of Progress

Before 2013, territorial and subject matter jurisdiction of jury trial provided by the Criminal Procedure Code of Georgia was limited to specific intentional murder crimes (Article 109 of Criminal Code of Georgia) and trials were conducted only in Tbilisi. On January 18, 2013 the Criminal Procedure Code of Georgia was amended and jury trial was expanded to Kutaisi and Batumi courts.

The subject matter jurisdiction was extended in 2012 allowing jurors to make decisions in criminal cases where crimes provided by Articles 110-114 of the Criminal Code were

committed.¹¹ In addition, in January 2013 *ratione personae* jurisdiction was expanded to criminal cases where defendants are particular **public officials and their accomplices**. For the reporting period of 2012-2013, five jury trials took place in Georgia.

Thus, by expanding the territorial and subject matter jurisdiction of jury trials as required by the Action Plan, the Government has **fully implemented** this commitment.

Ongoing Process/Planned Activities

It is planned to continue the reform of jury trial, to make the process of jury selection and decision-making more transparent and ensure its full compatibility with the European Court of Human Rights case-law. However, as it was recommended by representatives of the non-governmental sector, the jury trial component will not be reflected in the new OGP Action Plan as it was not considered to be directly corresponding to the five grand challenges identify and values of OGP.

2.3. TRANSPARENT PARTY FINANCING

National Action Plan Commitment

In 2011 Georgia adopted completely new framework for political party financing that was endorsed by the Venice Commission.¹² The new framework allows citizens to observe where the finances of political parties come from. For further development Georgian Government took obligation to create a system that ensures transparency of party financing by opening financial declarations of political parties and the information about contributors to public.

Responsible Agency: State Audit Office

Timeline: Implementation will start in 2012 and will continue throughout next two years

¹¹ Criminal Code of Georgia, Article 110 (Murder in the state of sudden, strong emotion), Article 111 (Murder in the state of sudden, strong emotion), Article 112 (International Infanticide), Article 113 (Murder with excessive self-defence) and Article 114 (Murder with Excessive Measures for an Arrest of Perpetrator).

¹² http://www.venice.coe.int/site/dynamics/N_Country_ef.asp?C=40&L=E.

OGP Grand Challenge: Increasing Public Integrity

OGP Value: Access to information; Accountability

Implementation Status: Fully Implemented

Assessment of Progress

In 2012, the State Audit Office of Georgia (SAO) responsible for ensuring transparency of political party funding elaborated standard form for annual financial declarations of political parties.

Currently, annual declaration of political parties includes detailed information on party income (membership fees, identity of members, amount of donations, information on donors), funding allocated by the state, income from publications and other activities, expenditure (election expenses, remuneration, other expenditure) and property (number and type of vehicles, owned premises, their total value and sums held in bank accounts). According to the legislation of Georgia, a financial declaration for the previous year has to be submitted annually by 1 February. In 2013, 60 political parties submitted annual financial declarations to SAO.

By developing the standard form for annual financial declarations of political parties and ensuring their publication on the official website of SAO the Government has **fully implemented** this commitment.

Ongoing Process/Planned Activities

Under the Action Plan the commitment to open financial declarations of political parties and information about contributors to public was fully implemented by SAO. It is planned to make financial declarations of political parties available in easy to use format (excel instead of PDF).

2.4. PLATFORM FOR PARTICIPATING IN LEGISLATIVE PROCESS

National Action Plan Commitment

A direct dialogue between legislators and an individual will be enhanced: the website of the Legislative Herald (www.matsne.gov.ge) will have a special module allowing everyone to comment on any article of draft or enacted laws and bylaws and provide their opinions. Understanding laws will become easier as it is planned to link landmark court judgments to the respective articles within the legislative acts on the mentioned website.

A team of legislation drafters in the Ministry of Justice will closely monitor the developments, will identify most discussed legal issues raising concerns and if needed, will prepare legal drafts for the Parliament.

Responsible Agency: Legislative Heralds

Timeline: Will be implemented in 2012

OGP Grand Challenge: Increasing Public Integrity, More Effectively Managing Public Resources

OGP Value: Access to information, Civic Participation, Technology and Innovation

Implementation Status: Partly Implemented

Assessment of Progress

In the reporting period, important steps have been taken to allow the citizens of Georgia fully benefit from the electronic versions of the legislation and the draft laws. Since January 2013, registered users have possibility to access legislative acts free of charge on www.matsne.gov.ge.¹³ In 2013, the website of the Legislative Heralds became trilingual and currently legislative acts are available in Georgia, Russian and English.

Aimed at achieving transparency and increased public engagement in the law-drafting process, special module was created enabling the citizens to comment on legislation on the mentioned website. Users have possibility to open a topic for discussion on legislative act or leave a comment. The website indicates the list of the most recent and

¹³ Only consolidated versions of bylaws are not free as of the reporting period.

most frequently commented topics, whereas web-users have possibility to see the comments left by others.

30810 users registered on the website of the Legislative Herald made more than 500 comments on various legal acts, by-laws and drafts since 2012. This mechanism was very well used in the reforming process of the Labor Code by the MOJ of Georgia.

Further the website was enhanced in order to make more user-friendly. Currently, it allows sorting comments by date, recipient, document title, document number, etc. A search engine enabling to find comments by period, types of document, issuing authority and other criteria was integrated as well.

As to the second milestone, linking court decisions to respective laws, this commitment has not been implemented in the reporting period. In addition, although the system for comments is well-functioning further efforts need to be made to create “a back office” - mechanism for analyzing received public feedback and the set up related procedure.

Accordingly, while access to all legislative acts and opportunity to comment on legislation have ensured by the Government, additional work has to be done in this area. Therefore, the commitment is considered to be **partly implemented**.

Ongoing Process/Planned Activities

A mechanism for processing received comments is planned to be established and awareness raising campaign implemented in 2014-2015.

2.5. NGO FORUM

National Action Plan Commitment

Georgian Government gives utmost importance and attention to the cooperation with the civil society. Leading national and international NGOs are members of Inter-Agency Coordination Council on Anti-Corruption and Good Governance. Additionally, within the framework of the OGP initiative, the Government will work closely with the non-governmental organizations: NGO Forum will be created to support and monitor

the implementation of Georgia's commitments delivered in this Action Plan.

Responsible Agency: Analytical department of the Ministry of Justice of Georgia

Timeline: Meetings with NGOs will be held once a month

OGP Grand Challenge: Increasing Public Integrity

OGP Value: Access to information; Civic Participation; Accountability

Implementation Status: Largely Implemented

Assessment of Progress

To monitor and assist the implementation process of the Action Plan, NGO Forum was created in 2012 by the MOJ in cooperation with CSOs. Forum consisted of seven non-governmental organizations and one donor organization.¹⁴ The Forum met every month and served as a platform for exchanging views and updates on implementation of Action Plan, hearing initiatives, proposals, and recommendations from NGOs. However, it was felt that the NGO Forum did not fully meet its purpose, most importantly, it lacked the function of coordination of the Action Plan implementation at the national level and its representation was limited.

With the aim to enhance the effectiveness of the work of the Forum, it was decided to remodel it, make it more representative, clearly define its mandate, create procedures and regulations for its functioning. To that effect, the composition of the Forum has been expanded to include responsible agencies and ensure better representation of civil society organizations, Terms of Reference (TOR) of the Forum have been drafted and the Forum acquired new functions in relation to support and monitoring of implementation of the Action Plan.¹⁵

Worth noting is that the cooperation with the civil society in the framework of OGP extended beyond the Forum. Throughout 2012-2013, variety of working meetings were

¹⁴ TI Georgia; IDFI; Georgian Young Lawyers' Association; Media-Coalition; Coalition for the European Georgia; New vision Georgia; JumpStart, USAID Georgia.

¹⁵ See above at pg.8-9.

held with civil society representatives on a wide range of issues related to the Action Plan commitments. One of the most recent outcomes of successful and mutually rewarding government-civil society collaboration is the ambitious reform in freedom of information area. This reform includes drafting of legislative amendments in 2012, elaboration of the Government Decree on *Electronic Request and Proactive Publication of Public Information* in 2013, drafting recommendations to the Government of Georgia on necessary measures for further improvement in freedom of information area.

Furthermore, the OGP Strategic Priorities for 2014-2015 adopted in September, 2013 by the Government of Georgia were developed with the support of NGOs on the basis of OGP Action Plan Recommendations prepared by 18 civil society organizations.¹⁶

Work on creation of restructured new Forum finalized during 2013. On January 15, 2014 the renewed forum held its first meeting. During the meeting, the Forum adopted the TOR, discussed and agreed on the format of the second Action Plan, discussed the process of public consultations and had a thematic discussion on open data portal.

Thus, as the analysis shows the level of cooperation with non-government sector and their involvement in reforming and implementation processes has increased significantly in 2013. The NGO forum was remodeled. However, as it was not fully operational in the reporting period, this commitment has been considered **largely implemented**.

Ongoing Process /Planned Activities

The Forum is seen by the Government as an effective mechanism for coordination and monitoring at the national level. Improved cooperation and engagement will contribute to better understanding of OGP common values and goals, as well as effective development and implementation of Georgia's transparency agenda, increased public awareness and engagement of society. Future plans in this regard are related to unimpeded functioning of the remodeled mechanism and support to its increased efficiency.

¹⁶ More information is available at - <http://ogpblog.files.wordpress.com/2013/02/final-draft.pdf>.

3. CHALLENGE III - MORE EFFECTIVELY MANAGING PUBLIC RESOURCES

3.1. HOME-GROWN CONCEPT OF E-PROCUREMENT

National Action Plan Commitment

Before 2003 public procurement was the safe haven of corrupt agreements in Georgia. This system was abandoned and a new platform for public procurement was introduced: www.procurement.gov.ge. At the present time, public procurement can be conducted exclusively online. There is zero possibility of corruption as the bidding process is being carried out online on the website and any interested party can follow it. The competitiveness is fully guaranteed. The Georgian Government uses an online platform and online bidding for auctions as well: www.eauction.ge. The principles are the same: full transparency, accessibility and equal competition. It is envisaged to make the e-auction system more user-friendly.

Moreover, in order to maximize transparency, a Dispute Resolution Board was created with civil society being equally represented together with public officials. Throughout OGP commitments, the Georgian government planned to further fine-tune the system and find new ways of balancing criteria of price and quality and improve the analytical module of the system during 2012-2014.

Responsible Agency: Competition and State Procurement Agency

Timeline: Implementation is on-going and will continue throughout next two years

OGP Grand Challenge: More Effectively Managing Public Resources, Increasing Public Integrity

OGP Value: Access to information; Technology and Innovation; Accountability

Implementation Status: Largely Implemented

Assessment of Progress

Georgian Electronic Government Procurement (Ge-GP) - www.procurement.gov.ge managed by the Competition and State Procurement Agency of Georgia is functioning

since December 1, 2010. Since December 2010, 77 112 electronic tenders have been announced. In 45 726 tenders in which the agreement was concluded 81 786 participants were registered. Approximate value of procurement, according to announced electronic tenders, is 5 505 657 674 GEL. As a result, the saving of the state budget amounted to 438 893 991 GEL, which represents 8% of the estimated cost.

“Since 2010, as a result of e-procurement system the saving of the state budget amounted to 438 893 991 GEL”

Competition in the public procurement field has been increased, which is evidenced by the average number of bidders. In particular, in the first half of 2011, the average number of participants in the tender was 1.75, while in the first half of 2013, it was 2.11.

In 2012, the Competition and State Procurement Agency received the UN Award in *Preventing and Combating Corruption in Public Service* category for introducing Ge-GP. According to the recent report of the TI Georgia, “the official electronic procurement system through which the government does its contracting is state of the art and among the most transparent and efficient systems in the world.”¹⁷

“The official electronic procurement system through which the government does its contracting is state of the art and among the most transparent and efficient systems in the world.” – Transparency International Georgia

In the reporting period, work was carried out to further fin-tune the system and build different useful modules and tools for it. The Q&A module was integrated into the system enabling providers to ask for clarification, raise questions and receive answers from the procuring entities. By September, 2013 more than 3500 questions have been already asked through the system. Moreover, a new analytical module - www.tendermonitor.ge was created by the Competition and State Procurement Agency in cooperation with the TI Georgia, allowing every interested person to process data on public procurement based on various search criteria.

¹⁷ Available at: <http://transparency.ge/en/post/report/georgia-s-e-procurement>.

In order to raise the awareness of the online procurement system, trainings of more than 1000 consumers were conducted. Furthermore, during the reporting period, the User Manual of Unified Electronic System of State Procurement available in Georgian and in English at the www.procurement.gov.ge was elaborated and video lessons were created. Besides, new module - “interesting numbers” allowing every interested visitor to explore public procurement data online is available on the official web page of the Agency.

The analysis above indicates that for the reporting period the Competition and State Procurement Agency has improved the functioning of the system with the additional analytical tools to identify the cases of misuse of the funds. At the same time, as some exemptions from the public procurement law and from the e-procurement system remain an issue and a ways of balancing criteria of price and quality have to be identified, the Government of Georgia considers this commitment to be **largely implemented**.

Ongoing Process /Planned Activities

As future steps, the Competition and State Procurement Agency plans to provide consumers with e-catalogue and e-ordering system. Both of them will cover procurements of goods which do not fall under the tender announcement according to the Law (for instance purchases of goods less than 5000 GEL). The catalogue will help consumers to find the products online and order them through the system. It is also planned to create curricula for intensive training of procurement agents and representatives of suppliers.

3.2. E-DECLARATION SYSTEM

National Action Plan Commitment

Senior officials servants are under the obligation to submit their financial declarations on the website www.declaration.gov.ge that are available to the public. The Georgian Government took the obligation to improve the existing system and introduce asset declaration monitoring mechanism.

Responsible Agency: Civil Service Bureau

Timeline: Implementation is on-going and will continue throughout next two years

OGP Grand Challenge: Increasing Public Integrity

OGP Value: Access to information; Technology and Innovation; Accountability

Implementation Status: Largely Implemented

Assessment of Progress

Senior public officials of Georgia are required by the Law of Georgia on Conflict of Interests and Corruption in Public Service to submit asset declarations electronically through the web page – www.declaration.gov.ge. Online Asset Declaration System was established in Georgia in 2010 by the Civil Service Bureau (CSB). This system increases transparency and trust of citizens in public administration, reduces the risks of conflicts of interests and enables any interested person to view the financial status of senior public officials.

“About 45,500 uploaded financial declarations are available and more than 250,000 copies of on-line declarations have been downloaded from www.declaration.gov.ge since 2010.”

3100 senior officials are obliged to submit on-line asset declarations; about 45,500¹⁸ uploaded declarations are already available and more than 250,000 copies of on-line declarations have been downloaded from the website since 2010. In 2014, the list will

¹⁸ The declarations available from previous years in paper archives have been uploaded as well.

be expanded to include about 500 more public officials – the bill submitted by MOJ was adopted by the Parliament in November, 2013. Filled out declarations are public and available on the website - www.declaration.gov.ge.

In addition, in July 2013 new analytical tools were integrated into the Online Asset Declaration System allowing interested persons to prepare analytical reports based on the existing data.

In 2013, the Online Asset Declaration System received the United Nations Public Service Award in *Preventing and Combating Corruption in Public Service* category.

At this stage, introduction of the asset declaration monitoring system is one of the primary issues for the CSB. Comparative research on monitoring systems of the world's leading countries has been already completed. As a result of extensive consultations

“In 2013 Online Asset Declaration System received the United Nations Public Service Award in Preventing and Combating Corruption in Public Service category.”

held with relevant stakeholders, an agreement on the optimal option of the monitoring system – creation of a random selection plus complaint based system - was made. Important first steps are already taken and work

is in progress to introduce the system.

Analysis above indicates that the first milestone of the commitment - to improve the Online Asset Declaration System - has been fully implemented by the CSB, whereas substantial progress has been made towards developing the asset declaration monitoring system and the work is currently underway. Therefore, the commitment is considered to be **largely implemented**.

Ongoing Process/Planned Activities

Extensive efforts have already taken by the CSB for the reporting period through the consultation with relevant state agencies, non-governmental organizations, international partners and experts. Work on the development of this system will continue and the monitoring mechanism is planned to be launched by the end of 2014.

4. CHALLENGE IV: CREATING SAFER COMMUNITIES

4.1. TECHNOLOGY CARES FOR SAFETY: ICCMS, CRIME MAPPING AND SAFETY IN YOUR NEIGHBORHOOD

National Action Plan Commitment

Safety of the citizens is one of the top priorities for Georgia. Considerable work was done in this direction. According to 2011 EU Crime and Security Survey, 70% of Georgian citizens feel safe and 95% are not worried about crimes.

In 2011, a dedicated team developed an Integrated Criminal Case Management System – ICCMS, which made criminal procedure paper-free. Investigation and prosecution stages are integrated into an electronic case management system. Pieces of evidence are also electronic. To further develop a successful work, Georgian government took obligation to build e-statistics of crimes on the basis of ICCMS, ensuring that the data is fully concise and comprehensive. Introducing Business Intelligence solutions for better analysis of the rich statistical and criminological database been settled among the identified goals.

Furthermore, Georgia took obligation to set up the system for crime mapping, which gives the police an efficient tool to monitor the geographic distribution of crimes and undertake tailored preventive measures targeting specific areas. And lastly, the Government aimed at implementing the *Safety in Your Neighborhood* project by which Individuals are able to communicate with their local prosecutors' offices online and inform them about general or specific problems in their neighborhood.

Responsible Agency: Ministries of Justice and Internal Affairs, Supreme Court.

Timeline: Implementation of the ICCMS is on-going and will continue throughout next two years. Implementation of crime mapping project and *Safety in Neighborhood* will be started in 2012.

OGP Grand Challenge: Creating Safer Communities

OGP Value: Access to information; Technology and Innovation

Implementation Status: In progress

Assessment of Progress

- **Integrated Criminal Case Management System**

The Integrated Criminal Case Management System (ICCMS) – an ambitious, complex and long-term project which enables to handle criminal cases electronically without paper files was created before the Action Plan was drafted. The criminal cases are now handled by the investigators and the prosecutors through this case management system. In the reporting period, the work was being conducted to integrate courts in the system – this work is still ongoing. With the goal to further develop the system, ensure accurate collection of information and utilize existing data to support decision making in criminal justice area, integration of Business Intelligence tool into the ICCMS was initiated but not completed yet. This module will provide possibility to categorize, combine, sort and analyze statistical and criminological data based on specific indicators. Moreover, it will help the law-enforcement bodies to develop strategic plans to tackle specific crimes and effectively use available resources.

“Integrated Criminal Case Management System (ICCMS) allows for electronic, paper free criminal proceedings starting from investigation through prosecution.”

- **Crime Mapping System**

MOJ and the Ministry of Internal Affairs (MIA) started working to create software program – Crime Mapping System, to show statistics of all registered crimes committed across the whole country or within selected geographical areas/specific location, indicate type of crimes and date of commission, show the crime trends. In the reporting period interface of the program was been created; however, GPS equipment is needed for the MIA investigation units to indicate the crime on the map with 2-3 meters accuracy. The program will become accessible for public in the near future.

- **Safety in Your Neighborhood**

Safety in Your Neighborhood project is designed to enable individuals to communicate with their local prosecutors' offices online and inform them about problems in their neighborhood. Through www.igov.ge that was created by the MOJ and Chief Prosecutor's Office any individual can find out information about local prosecutors by indicating a specific living area. The prosecution service needs to continue to work towards efficient use of the mentioned web-page.

This commitment did not have clearly defined milestones for implementation. Out of 3 projects none had specific timeframes. Therefore, it is difficult to assess the level of implementation; however, it is indeed possible to measure the progress. For all the 3 projects although work remains to be carried out in order to complete them. Therefore, we assess the implementation in this part to be **in progress**.

Ongoing Process/Planned Activities

Renewed and completed *Safety in Your Neighborhood* project will be launched by the Chief Prosecutor's Office by the end of 2014. The consultation to finalize the Crime Mapping System and ensure its effective functioning and availability to general public is underway and the program will be finalized in 2014. Work will continue on ICCMS as well.

VII. CHALLENGES AND LESSONS LEARNED

When assessing the success of implementation of the commitments it is indeed important to focus on challenges and what is still to be done in order to achieve full implementation. The Report in the proceeding sections has summarized the assessment for each commitment identified the actions to be completed and the results still to be delivered in the relevant parts. Here, we would like to focus on more general challenges and lessons learned that would enable us to proceed smoothly with the process of planning and monitoring of implementation during the second OGP cycle.

Overall, success in implementation is impressive taking into account the fact that this was the first Action Plan cycle for Georgia. Despite change after the parliamentary elections, the new Government swiftly moved forward the implementation of the projects that the previous Government has pledged to implement and has achieved substantial level of implementation. Moreover, the Government took very important steps to improve mechanism for coordination of OGP at the local level which was one of the challenges during the first year of implementation. NGO forum was remodeled and restarted as the **Open Government Georgia Forum**, regulations have been prescribed and the procedure of work set up. The Government issued the first ever normative act on the issues of OGP. Number of roundtables with wide range of stakeholder participation was conducted.

At the same time, the process of **monitoring** clearly revealed several shortcomings that were peculiar to the Action Plan. In particular, the document in most parts did not specifically define the indicators and timeframes against which the performance should have been measured, while **measurable indicators** and clear timeframes are key for monitoring process. This will serve as a lesson learned for the next cycle of Action Plan development.

Awareness constitutes key measure for all OGP initiatives as the underlying principles are public participation and empowerment of citizens. People need to be informed in a more systemic and structured manner about the commitments of the Government and be able to engage fully in the process. The efforts in this regard have been significant

however not so much structured and systemic. New cycle of planning shall involve broader public in developing the Action Plan for Open Government in Georgia.

Good lesson learned was necessity of realistic and feasible planning and careful assessment of resources both human and financial in order to identify what is achievable in a given period of time. Thorough assessment of underlying risk factors and the potential impediments needs to be done as well. First year of implementation has showed that in some respects

(ichange.ge; data.gov.ge, etc.) necessary resources and time for implementation have been underestimated.

“The new ambitious commitment of the Government of Georgia is to bring freedom of information to the next level by drafting a Freedom of Information Act for Georgia and creating an open data portal – data.gov.ge.”

Better coordination will be ensured during the next years within the framework of remodeled Open Government Georgia Forum with the expanded membership and new functions for meaningful monitoring of implementation of the Action Plan.

VII. WAY FORWARD

Georgia reaffirms its commitment to the principles of Open Government and intends to continue its work on the national as well as international plane in partnership with the member states of OGP. The challenges we have encountered during the first year of implementation will serve as important lessons learned and, we believe, will ultimately result in better planning and implementation.

We take pride that Georgia's achievements on freedom of information legislation, proactive publication and e-request have been highlighted during the OGP summit of 2013 in London and we were among the 7 finalist Bright Spots to show how open and accountable government is changing people's lives.

Participation in OGP further stimulates the Government to go beyond current achievements, fully accomplish the Action

“Unprecedented level of openness and civil society participation has been achieved by the new Government of Georgia during the 2013.”

Plan commitments, undertake new ones, share good experiences to partner countries, learn from others and engage in openness, transparency and accountability contest with partner governments. Membership to the OGP consolidates Georgia's commitments to democratic and open governance and brings the internal *modus operandi* to the international plane in the spotlight of the international community. In September 2013,

“Georgia reaffirms its strong will to continue to be an active partner in OGP and contribute to unique processes of experience sharing, healthy and engaging competition of the governments to open up, empower citizens and advance the values of modern democratic government”

the Government of Georgia approved 9 new directions of next National Action Plan on Open Government Georgia to be presented to the international community in spring 2014. We started well ahead of time to pursue intensive work with the civil society and general public, taking into account the relevant OGP guidelines for development of action plans and good experiences of other OGP countries. We will therefore present

accurately planned commitments that meet the demand of citizens and empower them to be actively involved and take part in the work of the Government.

ANNEX. IMPLEMENTATION CHART

Commitment	Deadline	Implementation Status	Responsible Agency
GRAND CHALLENGE I: IMPROVING PUBLIC SERVICES			
1. Public Service Hall – Hub of Public Services	2013	Largely Implemented	Ministry of Justice
2. E-governance in Local Governments	2013	Partly Implemented	Public Service Development Agency
3. Citizens' Portal	2013	Fully Implemented	Data Exchange Agency
4. Easily Accessible and Better Healthcare	2013	Partly Implemented	Ministry of Labor, Health and Social Affairs
GRAND CHALLENGE II: INCREASING PUBLIC INTEGRITY			
5. Data.gov.ge; lchange.ge; Proactive Publication of Public Information	2013	Partly Implemented	Ministry of Justice; Data Exchange Agency
6. Jury Trial	2013	Fully Implemented	Ministry of Justice, Supreme Court
7. Transparent Party Financing	2013	Fully Implemented	State Audit Office
8. Platform for Participating in Legislative Process	2012	Partly Implemented	Legislative Heralds
9. NGO Forum	Ongoing process	Largely Implemented	Ministry of Justice

10. E-Declaration	2013	Largely Implemented	Civil Service Bureau
GRAND CHALLENGE III: MORE EFFECTIVELY MANAGING PUBLIC RESOURCES			
11. Home-Grown Concept of E-Procurement	2013	Largely Implemented	Competition and State Procurement Agency
GRAND CHALLENGE IV: CREATING SAFER COMMUNITIES			
12. Technology Cares for Safety: ICCMS, Crime Mapping and Safety in Your Neighborhood	2012/2013	In progress	Ministries of Justice and Internal Affairs, Supreme Court