



PUBLIC ADMINISTRATION REFORM ROADMAP 2020



**GOVERNMENT PLANNING AND
INNOVATIONS UNIT**

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Foreword

Abbreviations

AA	EU-Georgia association agreement
AOG	Administration of Government
AI	Administrative Inspection
AP	Action Plan
BDD	Basic Data and Directions
BV	Baseline Value
CSB	Civil Service Bureau
CSR	Civil service Reform
ET	Expert Team
EU	European Union
ELSG	European Charter on Local Self Government
FMC	Financial Management and Control
FR	Functional Review
FR	Functional Review
GAG	Government Administration of Georgia
G2G services	Government to government services
G2B services	Government to Business Services
HRM	Human Resource Management
HRMC	Human Resource Management Service
IPSAS	International public sector accounting standards
LSG	Local Self Government
LSGU	Local Self-Government Units
LEPL	Legal entity of public Law
MOF	Ministry of Finance
MIA	Ministry of Internal Affairs
MOJ	Ministry of Justice
MRDI	Ministry of Regional development and infrastructure
MOA	Ministry of Agriculture
MTBF	Medium Term budgetary framework
NACS	National Anti-Corruption Strategy
NGO	Non-Governmental organization
OECD	Organization for Economic Co-operation and Development
OGP	Open Governance Partnership
PA	Public Administration
PAR	Public Administration Reform
PFM	Public Finance management
PoPA	Principles of public administration
SIGMA	Program of Support for Improvement in Governance and Management in OECD

Introduction

Effective and efficient public administration promotes and strengthens democracy and good governance. Public confidence in the political system – and subsequently the political legitimacy of the government – is increased when the governance in general and public service delivery system in particular are effective, public officials are accessible to the citizens and where government agencies and departments work together in a well-coordinated and consistent ways. Equally important is the “capacity to govern” – to make important policy choices, design and implement programs and actions to achieve policy objectives, and anticipate emerging trends and challenges.

The new government that was formed after the 2012 parliamentary elections declared, that by the power shift Georgian people demonstrated their wish for wide-ranging changes in the country. Responding to the public’s demands, the government confirmed its commitment to comprehensive reforms and outlined it in the new Government Program “For Strong, Democratic and Unified Georgia”.¹ Promise of the Government to the Public Administration Reform (PAR) is drawn in its multiple sections of it: public finance management reform is affirmed as a priority of the fiscal discipline, transparent and open governance is stated under various policy directions such as: European integration, judiciary, economic policy, legislation development, public procurement, defence, etc. Moreover, civil service reform is expanded in the program directions part, which positions effective civil service as the most important pillar for the European and Euro Atlantic integration.

“EU-Georgia Association Agreement (AA)”,² that was signed by the government of Georgia in June 2014 and ratified by the parliament in July 2014, aims to deepen political and economic relations between Georgia and the EU, the government is expected to implement core reforms in a number of the key areas that will contribute to the European integration. Preamble of the AA pg. 261/5 states: “...WILLING to contribute to the political, socio-economic and institutional development of Georgia through wide-ranging cooperation in a broad spectrum of areas of common interest, such as the development of civil society, good governance, including in the field of taxation, trade integration and enhanced economic cooperation, institution building, public administration and civil service reform and fight against corruption, the reduction of poverty and cooperation in the field of freedom, security and justice necessary to effectively implement this Agreement and noting the EU's readiness to support relevant reforms in Georgia;...”

Acknowledging the importance of the well-functioning state and its backbone -good public administration, Government Administration of Georgia initiated public administration reform (PAR) with the support of EU and OECD/SIGMA. Reaffirmation of the democratic values, citizenship and service in the public interest has been established as the normative foundation of the PAR reform. It is developed as a roof document using OECD/SIGMA PAR principles. Nevertheless it initiates new objectives

¹ http://www.government.gov.ge/index.php?lang_id=ENG&sec_id=41&info_id=44526

² <http://eu-nato.gov.ge/en/eu/association-agreement>

and steps in some of rather well developed fields in order to achieve holistic and comprehensive approach towards anticipated reforms.

According to the “Statute of the Administration of Government Georgia”,³ approved on November 2014 by the Government of Georgia’s decree no 626, among other tasks it is responsible to elaborate reform strategies and present them to the prime minister.

Based on the very horizontal nature of the public administration reform and its priority for the Government of Georgia, the Prime Minister tasked the Administration of the Government with elaboration of the Public Administration Reform (PAR) Roadmap – a planning document that would define the medium term policy of Government of Georgia in this area.

Methodology for Elaboration of PAR Roadmap

The initial set of analysis was carried out by using the Prioritisation Questionnaire – a tool developed in co-operation with the OECD/SIGMA experts – that allowed to gather information from key ministries, as well as identifying key priority issues in PAR areas. The strategic framework was afterwards improved through document analysis (both already existing policy documents and legislation) and interview process with representatives of various institutions responsible for respective policy areas.

Since PAR is horizontal and cross-sectorial policy and its implementation depends on the entire public administration, involvement of decision makers and high-level officials in elaboration of PAR Roadmap is essential. The work on elaboration of the PAR Roadmap was carried out in a collaborative manner where the key institutions – Ministry of Economy, Ministry of Finance, Ministry of Justice, Ministry of Agriculture, Ministry of Health, Labour and Social Affairs and director of the Civil Service Bureau and deputy state minister of Georgia on European and Euro-Atlantic Integration - under the leadership of the Administration of Government worked in two levels. The first working group – discussing and agreeing on the strategic level issues – was led by the Head of the Administration of Government and involved Deputy Ministers from the selected ministries. The second working group – directly dealing with drafting of the PAR Roadmap – was chaired by the Head of the Government Planning and Innovations Unit of the Administration of Government and involved civil servants of the respective ministries.

Based on the described approach, the current PAR Roadmap is ensuring a comprehensive view on the entire PAR area, focusing on clearly identified problems and prioritised and sequenced set of objectives and actions that is aimed bringing the public administration of Georgia towards the standards of European administrative space.

In order to ensure that PAR Roadmap is comprehensive, the descriptive part contains analysis of current situation as precise as possible and in the Action Plan, activities of all existing action plans which are relevant to PAR are incorporated.

³ https://matsne.gov.ge/index.php?option=com_ldmssearch&view=docView&id=2593593&lang=ge

Scope and Scale of Public Administration Reform

The elaboration of the PAR Roadmap started with agreement on the scope of the PAR policy in Georgia. It was agreed that the scope of the PAR in Georgia would be based on the understanding of PAR defined in the recent “EC Enlargement Strategy 2014 – 2015”⁴. It was decided that in the Georgian context, it would be important and relevant that the PAR to also touches upon local self-governance issues.



The work on the PAR Roadmap did not commence from scratch, because the Government of Georgia has dealt with a number of the above-mentioned policy areas before and has adopted a number of planning documents that set out objectives and actions that need to be reached within each respective area. Just to mention some of them – the “Civil Service Reform Concept”, the “Public Finance Management Reform Strategy”, the “e-Governance Strategy”, the “National Anti-Corruption Strategy”, and the “Open Governance Partnership Action Plan 2014-2015”.

However, to date these interventions have been largely disparate, *ad hoc* in character, and have lacked a systemic approach. The table in the [Annex 1](#) sets out the relevant planning documents around the key PAR areas, gives brief summary of the documents, as well as institutions that are regarded as leading their overall implementation.

The current PAR roadmap of Georgia aims to set up a comprehensive conceptual framework and tools for its implementation until 2020, targeted towards a transparent, predictable, responsible, and efficient public administration, which would meet the society’s demands and correspond to the European standards.

It therefore is the umbrella policy document that brings all different policies under one roof to ensure uniform and coordinated approach. It has been constructed to streamline interventions that have been taken by various public bodies separately and ensure the systemic approach to the PAR. All above mentioned is meant to provide a strategic

⁴ Communication From The Commission To The European Parliament, The Council, The European Economic And Social Committee And The Committee Of The Regions “Enlargement Strategy and Main Challenges 2014-15”, p.4-5., http://ec.europa.eu/enlargement/pdf/key_documents/2014/20141008-Strategy-paper_en.pdf.

overview of the PAR Roadmap and demonstrate how the various initiatives fit into a coherent way.

In that context current PAR Roadmap will identify the priorities, objectives, anticipated results, management and monitoring arrangements for the public administration reform. Each policy area has general objective, main priorities and main indicators, which are chosen for the measurement of the progress of implementation of PAR roadmap. Baseline measurement for the indicators as well as targets need additional time to be developed, therefore full introduction of indicator system will be applied for next action plan for the period 2017-2020.

The execution of the PAR Roadmap is done through a 2015-2016 Action Plan attached to the roadmap and covering the implementation of the set objectives. After the mid-term evaluation by end of first term, 2016, of implementation of PAR roadmap, new Action Plan for next term will be developed. During elaboration of first action plan, the main emphasis will be put on systemic cross-sectorial reforms, while for the following phases the lesson learnt will be applied and more vertically oriented reforms will be implemented.

PAR Policy Areas

1. Policy Development and Coordination

General Objective

The aim of the reform is to develop a policy making process by improving policy planning system, strengthening the link between policy planning and budgeting and building a strong mechanisms of monitoring, evaluation and accountability.

This chapter aims to outline policy planning and development practice in Georgia to identify the key problems in the area and to draw relevant objectives to address the problems.

Recent Developments

In 2013 OECD/SIGMA undertook structure and functions review of the Government Administration of Georgia (GAG) (former Chancellery of the Government of Georgia). The review was undertaken in the context of the constitutional reform that transferred authority from the President to the Prime Minister and the Government and was envisaged that the reform should have had an impact on the role of the GAG and more broadly on the working practices of the Government.

It was recommended that the Department of Strategic Development should be created and made responsible for planning and monitoring the work of the Government, including the analysis of the priorities of the Government and should be made responsible for any policy co-ordination activities that are agreed for introduction into a

reformed Chancellery and for steering development of sectorial strategies and monitoring.

In accordance with the new “Statute of the Administration of Government Georgia”,⁵ approved on November 2014 by the Government of Georgia’s decree Nr. 626, GAG has been tasked to create a new system of the policy planning, monitoring, evaluation and reporting.

Current situation

In accordance with the Constitution and new “Statute of the Administration of Government Georgia” there are three planning documents in Georgia at political level, which are Government Program, Government Annual Work Plan and Legislative Plan of the government. The procedure of the adoption of those documents is clear, although none of them have requirements regarding the content.

Policy making system in Georgia is not clearly defined in any legal act, accordingly, the GAG has undertaken in depth analysis of the current situation at administrative level by close examination of the 46 different planning documents adopted by the Government of Georgia in the period of 2013-2014, out of which 21 were sector strategies.

Identified Problems

Based on the analysis of the current situation the following major problems were identified in the policy planning and coordination:

1.1. Lack of relevant legal framework

The Georgian law prescribes development of certain mandatory policy planning documents. However, it does not provide for systemic and consistent work on policy development, with following problems identified: 1. There is no regulation defining all areas and stages of policy development, which would comprise analysis, planning, reporting, monitoring and evaluation; 2. There is no clear indication of the link between different planning tools, their hierarchy or how they would relate to one another.

1.2 Lack of unified policy planning system and methodological guidance

As there is no regulation governing the methodology for policy documents, or periodicity of creating or updating strategic documents, sectoral strategies set out by the Ministries often lack coherence. Their structure and development methodology are often informed by the specifics of the ministry concerned and its expertise. In some cases, development of documents draws on relevant international experience. The structure of planning documents and the way information is presented partially conforms to the generally accepted format of planning documents. In addition, there have not been developed manual for public institutions to explicitly define the policy planning cycle (analysis, planning, reporting, monitoring, evaluation), the list of the mandatory documents and methodology for their development.

1.3 Weak linkage between policy planning and law making

⁵ https://matsne.gov.ge/index.php?option=com_ldmssearch&view=docView&id=2593593&lang=ge

An important problem in Georgia is that the existing laws often do not support the implementation of one or another priority of the Government or strategies designed by the Ministries. Of the 21 strategies analyzed only seven contain references to the relevant law, but even these only provide general statements that the sectorial law is flawed and in need of improvement, with no clear indication as to which normative/regulatory acts should be changed. Hence, nothing is said in the strategies about expected outcomes of legal changes, administrative measures to be applied of funds required in order to carry them out.

Another problem is that often the laws do not correspond to the reality on the ground, or that the provisions set out in the law are in no way supported by relevant administrative measures.

Moreover, there is no methodological manual to guide legal drafting. Apart from that, the Ministries do not provide systematic trainings for the officers involved in the design of regulatory/normative acts.

1.4 Weak linkage between policy planning and budgeting process

In Georgia policy development is for most part distanced from the budgetary processes. Government Program as well as 80% of short term planning documents and 30% of medium and long-term planning documents have no direct link to the Basic Data and Direction document or the state budget; neither do they contain any financial estimates relevant to implementation of the action plan.

1.5 Lack of institutional capacity for the coherent and well-organized policy development and coordination

Description of the objectives for the most part fails to reflect what is it the institution is planning to accomplish; only limited number of strategies give performance indicators and are accompanied with relevant action plans. Of 39 documents examined, only 5 contain performance indicators, which suggests that the strategic planning practice found in public institutions lacks coherence and consistency. Furthermore, the strategies do not provide estimate budget for the policy implementation.

The organizational structure of the Ministries does not always adequately provide for effective management of the policy planning process. There is no uniform mechanism to guide the Ministries in the process of policy planning. Out of 19 Ministries 6 ministries do not have any specially assigned department responsible for policy planning. In number of ministries there is no relevant unit to fulfill obligations defined by the AA (Association Agreement). In 2013-2014 only limited number of ministries had delivered trainings for the staff in policy cycle process and are going to conduct further trainings.

1.6 Weak Monitoring, Reporting and Evaluation Systems

The Government monitoring, reporting and evaluation systems in Georgia are fragile and fragmented, which precludes proper assessment of whether one or another policy has accomplished any concrete results in one or another sector. There is no regulation on evaluation of sectorial strategies and monitoring of predefined priorities and objectives. It is hardly possible to analyze the extent to which the policy objectives have

been met. These shortcomings are relevant not only to sectoral strategies, but to almost absolute number of planning documents.

Main Priorities

The PAR Roadmap aims to address the problems defined and sets up the following objectives

1.1 Streamlining the Legal Framework on policy planning

Policy and legal framework should be developed, that would define the types and content of planning documents, their hierarchy, as well as their interrelationship. The regulation should set out the timeframe for documents design, as well periodicity in monitoring and updating of strategic documents.

1.2 Designing a uniform system of policy planning and ensuring methodological guidance

It should be developed the list of mandatory policy planning documents, their structure, procedures for preparation and approval. In addition, methodological guide/manual should be created, in order to detail each stage in policy development – analysis, planning, implementation and monitoring, as well as types of planning documents and methods to elaborate them. Furthermore, the responsible intuitions for the policy documents preparation should be well indicated.

1.3 Ensuring linkage between policy planning and law making

When developing policies for a specific sector, it is necessary to thoroughly examine the sector-specific legislation, identify those laws that would require initiation of changes and amendments, analyze the results that the changes in the law entail, and make financial estimates. Also it is necessary to elaborate a guide/manual on legal drafting that would detail mandatory structure of legal acts, as well as relevant procedures.

1.4 Ensuring linkage between policy planning and budgeting

One of the principal factors for successful implementation of any policy is proper estimation of expenditures and their reflection in the budget. Therefore it is planned to elaborate a government decree to regulate inclusion of the costs in the policy planning documents. The expenditures for policy documents should be calculated on the basis of a special methodology elaborated by the Ministry of Finance.

1.5 Building the Institutional Capacity to Enhance Policy Analysis and Planning

It is envisaged to establish policy-planning departments in the ministries, which have not had relevant capacity, the same departments can be assigned with functions to implement obligations prescribed under the AA. Furthermore, the Government Administration should develop and deliver series of trainings for the ministries.

1.6 Developing Comprehensive Management, Monitoring, Reporting and Evaluation Systems

In order to enable effective monitoring system and ensuring good quality ex-ante and ex-post evaluation of policy planning documents a performance measurement methodology, templates and mechanisms for receiving and responding to monitoring reports should be established and applied by all line Ministries. This system will be elaborated more detailed under activities prescribed in the section 1.2 and the legal framework developed for the policy planning will include a part about monitoring, reporting and evaluation mechanisms.

Administration of Government will be the main responsible body for the implementation of the new policy planning system. At the moment body responsible for it is government planning and innovations unit, which currently consists of seven persons. The existing amount of the staff is not sufficient for the effective policy planning, monitoring, quality assurance activities, therefore the capacity of the unit should be strengthened in terms of human resources and training.

Clear policy making system is a pre-condition for the good quality well-thought through legislation. After elaboration and implementation of the basic systems for policy planning, next generation of more complex reform relating to legislative quality, use of regulatory impact assessment, fiscal impact analysis and extensive use of consultation process in development of high quality policy and legal documents will be followed. Those reforms should be planned and covered for the next action plan 2017-2018.

Main Indicators

Following three indicators will be developed to assess the progress of the implementation of the PAR policy development area.

- Budget provided in all planning documents.
- In all line ministries operates policy planning unit.
- Proportion of ex-post evaluation carried out according to the adopted methodology for policy documents from all documents adopted.

2. Human Resources Management (HRM)

General Objective

The reform aims at the creation of an effective and efficient civil service built upon a merit-based system that motivates, promotes and rewards professionalism.

Recent Developments

2014 marks an important year for human resources management in the public sector of Georgia, since the Civil Service bureau introduced a Civil Service Reform (CSR) Concept Note that was approved by the government decree Nr 627 in November 19, 2014. CSR Concept Note addresses the problems in HRM on a more complex and multi-dimensional level.

Current situation

The latest statistics from the September 2012 indicate that 5% of the current workforce is employed in the public sector 86,030 people in total, out of which 46,073 were civil servants and the rest were employees of independent state agencies (the Legal Entities of Public Law). In Georgia, there is 1 civil servant per 52 citizens, compared to 1 civil servant per 119 citizens in Latvia. This makes having an effective HRM system even more important. Currently there are 16 line ministries, 3 offices of state ministers and approximately 20 agencies that are subordinate to either the Government or directly to the Prime-Minister. There are consultative bodies created for dealing with specific issues, but total number of them cannot be determined since all those bodies are currently going through inventory process.

There is institutional and legal framework that implies HR management in civil service. Main authority in the sphere is **Civil Service Bureau (CSB)** responsible for the development and execution of human resources policy in the public sector. The CSB has two portals that are related to HR issues: career portal for recruitment and asset declaration for individual accountability of civil servants.

Identified Problems

Despite several positive changes throughout the recent years, reforms in the HRM system have been quite fragmental and many improvements still need to be done.

2.1 Too broad scope of public service

It is vital to address the issue of the **scope of civil service** and the definition of a civil servant in Georgian legislation. The “Georgian Law on Civil Service” provides an ambiguous definition of what a civil servant is –“a person employed in a remunerated position in a state or local self-government agency...” and” a person appointed or recruited as a full-time worker in a budgetary agency”. Further, the definition of a civil servant concept includes duty station and rule, which may not be regarded to be a definition. The main shortcoming with regard to the scope of civil service is the deficiencies that are clearly visible in the legislation. “**Georgian Law on Civil Service**” passed by Parliament in 1997, has not undergone a systemic and large-scale reform since time of its creation. This leads to the situation that there is no clear

distinction between public employee and civil servant, which both should have different requirements, rights and responsibilities. Currently Civil Service Bureau together with OECD/SIGMA is already working on the draft law.

2.2 The legal framework does not provide optimal solutions of institutional set-up in the public service.

Institutional set-up that guarantees consistent and effective work of public administration is an area that has also undergone partial change. Clear institutional set-up, stating types of institutions, the rules and responsibilities, subordination and accountability is one of pre-requisite for creation of classification system for civil servants. Current system has evolved historically and asks for thorough review and upgrading.

2.3 Inexistence of merit based recruitment of civil servants and equal treatment.

Current challenges in this area, that have also been identified by the CSR Concept Note, are the absence of adequate minimum recruitment requirements, conflict of internal regulations and civil service legislation on dismissal of civil servants, possibility to hold two civil servant positions at the same agency, absence of uniform and clear job descriptions approach for recruitment of civil servants and possibility of external recruitment for all non-political civil servants. These shortcomings slow down the formation of career-based civil service, which is one of the main components for professional and competitive human resources management. The problems that have been listed above create a possibility for nepotism and abuse of power by public officials by improper hiring/firing decisions. However, the largest problem in this area remains attracting professional, qualified and motivated individuals into public service.

2.4 Civil service is susceptible to political influence

One of the most sensitive and significant principles for management of human resources in the public sector is to **protect the civil service from direct or indirect political influence on managerial positions**. In order to maintain a merit-based, professional and efficient civil service, it is vital to ensure its independence from the political process. Currently, civil service is still susceptible to political influence on many levels. This partly happens because civil servants do not have an effective and well-organized protection mechanism. Prevention of political influence on civil servants is not an issue that has a single solution. It is important to point out that if recruitment and dismissal of civil servants will undergo substantial reform and will shield civil servants from undue effect, exerting political influence on civil servants will become much more difficult. The Government Program has indicated ensuring the protection of civil service from political influence as one of its main priorities. It should be noticed that, positions of senior civil servants are still not fully established, which leads to the situation, where political and administrative responsibilities of higher management are not clearly defined. **The Civil Service Reform Concept Note does not specifically address the issue of political influence**; therefore, it is vital to direct the efforts of the government towards identifying this problem and providing solutions.

2.5 Remuneration system is not sufficiently transparent and adequate

The most recent development in the area of remuneration is the Decree Nr 449 adopted by the Government of Georgia in 2014, “On Determining the Amount of Bonuses in the Public Institutions”. The Georgian system knows three types of monetary remuneration- base-salary, supplement and bonus. The major problem is the arbitrariness of calculating both the base-salary, and bonuses and supplements as there is no uniform legislation on central level that covers the remuneration area. In addition, the remuneration system varies per public institution, similar civil servant positions differ at every institution.

Another problem is that remuneration is not linked to the classification of civil servants. Moreover, the current remuneration system is very dry, which means that it does not cover social guarantees. Additionally, there is no regulation that would cover the procedure and merits for receiving a bonus or supplement. The CSR Concept Note has outlined these issues in greater detail and provides specific solutions for reforming the remuneration system.

2.6 Professional development of civil servants and performance management is not sufficient.

The CSR concept note has also provided an extensive analysis of issues related to sustainability. According its findings, professional development of public servants is fragmental and has no unified approach or system. Moreover, performance appraisal practically does not exist in the civil service. Although performance appraisals have been used in the central government, they have mostly been either pilots or individual initiatives. The same problem exists with regard to both mobility and promotion of civil servants. The Georgian public sector does not have a procedural framework for the mobility of civil servants and their promotion. Clear standards and guidelines for the promotion of civil servants do not exist. Currently, there is no specific institution which provides the trainings for the civil servants or there is no training module, for the newcomers who enter the civil service.

2.7 Insufficient mechanisms of disciplinary liability and monitoring of the prevention of corruption

In order to prevent corruption, civil servants are required to submit their asset declarations each year which are published on the CSB portal and are available to the public, but any mechanism or designated body who would perform monitoring of the asset declarations does not exist. Legislative framework covering disciplinary liability of civil servants and disciplinary proceedings are insufficient.

2.8 Limited capacity of Civil Service Bureau to lead the reform and ensure its implementation.

Another issue is the **reform of the Civil Service Bureau itself**. CSR sets out broader tasks and responsibilities to CSB administration, which are not covered by current statute of CSB. In addition, in order to give the CSB the authority to lead the reform its capacity in terms of human and financial resources are not sufficient.

Main Priorities

2.1 Define the scope of public service and enable its practical application

The CSR Concept Note extensively covers this objective and has proposed actions to fulfill it. For example, these actions include the introduction of a new Law on civil service, introduction of performance appraisals, trainings etc.

2.2 To provide optimal solutions of institutional set-up

Taking into account the reforms that have already taken place, the objective in this area remains to provide optimal solutions of institutional set-up in the entire state apparatus by carrying out function reviews by the end of 2015. This vastly includes conducting functional reviews of public institutions, which will provide a comprehensive analysis of ministries and state agencies as well as conclusions on how to reform these institutions. Together with adopting the CSR Concept Note, Government Decree #627 also asks public institutions, municipal institutions and Legal Entities of Public Law to conduct a functional analysis of their organizations by the end of the year 2015. After conducting functional reviews, conclusions and proposals of the improvement of the institutional set up should be developed by CSB.

2.3 To adjust existing legislation in order to ensure merit based recruitment of civil servants and equal treatment in all phases of it

The main objective in this part of HRM is to create a recruitment system that guarantees merit-based selection of candidates, equal opportunities for everyone, a well-structured recruitment procedure, selection of most qualified candidates and dismissal of civil servants according to clear and legally substantiated procedures that are equitable both for employers and employees. The Civil Service Reform Concept Note extensively addresses this objective and provides a set of solutions to fulfill it. Recruitment issues are covered both by the CSR Concept note and OGP Action Plan 2015. Therefore, the basis for addressing recruitment issues in the PAR Roadmap and the PAR Action Plan 2015-2016 are the above-mentioned documents.

2.4 Analyze how political influence is exercised on senior managerial positions in the public service and provide a unified solution for its prevention

The major objective in this area is to analyze how political influence is exercised on managerial positions in the public service and provide a unified solution for its prevention.

2.5 To improve the remuneration system of the civil servants by analyzing the current situation in greater detail and come up with a logical, transparent and equitable model of remuneration that retains, attracts and motivates professionals in the civil service

Taking into account all of the factors that were mentioned in the identified problems, the objective is to reform the remuneration system by analyzing the current situation in greater detail and come up with a logical, transparent and equitable model of remuneration that retains, attracts and motivates professionals in the civil service. For that classification rules will be set to rank the positions of central institutions. In addition, the rules and criteria for the introduction of new remuneration system in civil service will be developed.

2.6 Create a sustainable environment in the civil service that guarantees constant professional development

Sustainability of civil service and the principles that are related to it are perhaps one of the most complex and broad issues in HRM of public administration. Major components of sustainability are professional development of public servants, a procedurally well-equipped performance appraisal mechanism, mobility of civil servants and promotion of public employees that is transparent and fair. In that regard, mechanisms for determining the need and directions of training and development will be elaborated, action Plan for the introduction of Civil Service training system will be developed, regulations regarding the processes for accreditation of trainers, training bodies, curricula and quality assurance of conducted trainings will be introduced and modern system for the performance evaluation of civil servants will be ensured.

2.7 To improve disciplinary liability of civil servants and create a monitoring system to prevent corruption at civil service

To tackle the issues described in the identified problems the objective to create asset declaration monitoring system will be established in order to identify corruption risks, a legislation to improve the transparency of the rules of disciplinary liability of civil servants will be developed, asset declaration monitoring system will be implemented, public awareness about the whistleblower institute will be raised, trainings for civil servants on the whistleblower institute will be conducted, and unified code of conduct for the entire civil service drafted. In addition a training module on the work ethics, interest conflict and incompatibility will be created and civil servants will be trained accordingly.

2.8 To reform the Civil Service Bureau in a way that will enable it to lead the reform and ensure its implementation

The PAR Action Plan displays one objective that is related to institutional reforms and capacity building in the Civil Service Bureau. The reform of the CSB will increase its efficiency and produce bigger authority to drive and coordinate the reform that is taking place in the civil service area. In that regards, new Statute will be developed, which will define additional functions and leverages for the CSB and training to its employees will be provided.

Main Indicators

The following three indicators will be developed to assess the progress of the implementation of the PAR Human Resources Management policy area.

- Percentage of vacant positions filled by open and internal competition at the level of the central administration
- Percentage of vacant senior managerial positions at the level of central administration filled by open competition
- Extent to which the training system of public servants is in place and applied in practice

3 Accountability

General Objective

The aim of reform in the area is to improve integrity and public trust, prevent corruption, increase transparency and openness, efficiency and effectiveness of Government, making it more accessible and accountable to citizens and empowering them through use of advanced technologies, innovative and modern approaches to governance.

Recent Developments

In 2010, the Inter-Agency Coordination Council on Fight against Corruption (ACC/Anti-Corruption Council) ACC elaborated the National Anti-Corruption Strategy and its Action Plan (2010-2013). From 2013 the ACC started development of the new strategic documents –Strategy and Action Plan (2015-2016) based on 13 Strategic Priorities for Fight against Corruption. The comprehensive and inclusive process was led by the nine thematic Working Groups (established in line with the Priorities) co-chaired by respective representatives of government agencies and CSOs designated by the ACC.

With the aim to analyze corruption-related risks and identify existing challenges in the area of fight against corruption in Georgia, various international assessments, surveys, analytical documents as well as research papers were analyzed and used by the Secretariat of the ACC (Analytical Department of the Ministry of Justice of Georgia) and the thematic WGs in the process of elaboration of strategic documents. Apart from the Anti-Corruption Strategy and Action Plan (2015-2016), a new stand-alone Monitoring and Evaluation Methodology was adopted by the ACC on 4 February, 2015. The major aim of the Methodology is to assess implementation process of activities set out for 13 priority areas of the Anti-Corruption Strategy and Action Plan, identify achieved outcomes as well as existing challenges and gaps.

At the beginning of 2014, a national coordination mechanism of the Open Government Partnership (OGP) in Georgia - the Open Government Georgia's Forum (Forum) was established. OGP initiative is a part of the general anticorruption policy under the framework of the Anti-Corruption Council. The composition of the Forum includes responsible agencies, other interested public agencies, local and international organizations.

The second National Action Plan of Georgia's OGP 2014-2015 was elaborated within the framework of the Forum; it is a joint product of intense cooperation between the Government of Georgia and civil society. Besides, a broad society was engaged in the process of drafting the Action Plan through the countrywide public consultations, conducted in 15 towns of Georgia;⁶In addition to the public consultations, online

⁶ Based on the minutes of public consultations provided by the participants of the consultations, the Secretariat of Open Government Georgia (Analytical Department of the Ministry of Justice of Georgia) elaborated Report on Public Consultations of 2014 and presented it to the Anti-Corruption Council of Georgia session on April 14.

consultation module was created under the Open Government Georgia's banner on the web-page of the Ministry of Justice of Georgia.

The final version of the Action Plan was approved at the 6th session of the Forum and submitted to the Secretariat of Open Government Partnership in June, 2014. The Action Plan of 2014-2015 was approved by the Government of Georgia with its №557 decree of September 18th. The Action Plan comprises 27 commitments to be implemented by 16 responsible agencies and fully reflects OGP values and principles.

Following adoption of the OGP Action Plan of 2014-2015 the Secretariat of the Open Government Georgia elaborated the Action Plan Monitoring and Self-Assessment Methodology in line with the OGP regulations and guidelines. The forum dedicated its 2 sessions to the finalization of the proposed methodology; the latter was also discussed and approved by the OGP secretariat.⁷

The first annual Activity Report of the Forum was prepared by the Open Government Georgia's secretariat and presented to the Anti-Corruption Council session on February 4, 2015.

Georgia's achievements in the area of open governance were duly acknowledged by the partner countries. In August 2014 through voting among the OGP member States Georgia was elected as one of the OGP Steering Committee (SC) members for two years term. The SC is comprised of government and civil society representatives that together guide the ongoing development and direction of OGP, maintaining the highest standards for the initiative and ensuring its long-term sustainability. The Minister of Justice represents the government of Georgia in the Committee.

Current situation

In order to address issues related to accountability, the Government of Georgia has taken a systemic approach and has incorporated its vision into three policy documents – National Anti-Corruption Strategy and 2015-2016 Action-Plan as well as Open Government Partnership Action Plan of Georgia 2014-2015 and “Digital Georgia - E-Georgia Strategy and Action Plan 2014-2018”.

The ACC is a major coordination and inter-agency mechanism responsible for anticorruption policy development and its implementation in Georgia. Its functions include coordination of anticorruption activities; development of “National Anti-Corruption Strategy and Action Plan”; supervision of their implementation; elaboration of relevant recommendations and proposals; ensuring implementation of international recommendations and reporting.

⁷ According to the methodology, the Action Plan implementation monitoring is conducted quarterly. The monitoring tool is to be filled out and submitted to the Secretariat by the responsible agencies; as the next step, monitoring tool filled out by all responsible agencies is submitted to the Forum member CSOs and international organizations for their comments and input. Monitoring results are to be finalized by the Secretariat and presented to the Forum for discussion.

In 2013, in order to integrate all anti-corruption efforts and new objectives of the Government into one overall and comprehensive strategic framework, the Anti-Corruption Council decided to update the existing **Anti-Corruption Strategy** adopted in 2010⁸ and to develop a **new Action Plan for 2015-2016**. The revised Anti-Corruption Strategy and new Action Plan for 2015-2016 was adopted by the ACC on February 4, 2015 and then approved by the Government of Georgia by the Government Decree # 170 on April 20, 2015.

Georgia was amongst the first countries to declare its intention to join OGP in September 2011 and to present its first National Action Plan of 2012-2013 in April 2012. To assess the progress achieved, the Self-assessment Report was elaborated by the Open Government Georgia's Secretariat (Analytical Department of the Ministry of Justice of Georgia) at the end of 2013.

In addition to the OGP and Anti-Corruption policy documents the analysis of transparency and access to information in Georgia's public administration was carried out in order to emphasize shortcomings regarding this subject to make PAR roadmap more comprehensive and complete.

The first issue is whether private and legal persons have a right to access public information and if this right is enshrined in legislation that is coherent, complete, logically structured, accessible and formulated in a simple and clear manner. For analyzing this requirement it is vital to examine the legal framework that includes Government Resolution Action Plan 219 on Electronic Request and Proactive Publication of Public information and Chapter III of the General Administrative Code that primarily deals with freedom of information. Both Laws that have been mentioned above demonstrate coherence and cover a broad range of issues and can therefore be called complete. The Laws are accessible and the procedures related to the freedom of information are clear and easily understandable for the general public. Articles 27-50 of the General Administrative Code clearly define the scope of public information, as well as what a public information is and how it should be accessed.

The legislative framework clearly defines the scope of public information and sets limitations to the information that can never be classified. For example, Article 42 of the General Administrative Code states that basic principles and core areas of public institution activity can never be classified. Moreover, Article 42 states that everyone shall have the right to know the category of the people entitled to access personal data that is stored in public database. Article 42 provides an exhaustive list of information that can never be stored from public access.

It is important to point out the Georgian situation with regard to proactive publication of public information. Decree of the Government of Georgia on the Proactive Publication of Public Information and Electronic Request #219 sets out an obligation to state agencies under the Control of the Government shall be mentioned, whereas other agencies including independent bodies are obliged to publish proactively information

⁸ Anti-Corruption Strategy of Georgia is a living document which is to be updated annually.

and issues public information electronically based on the Chapter III of the General Administrative Code. It sets a minimum standards of publishing public information.

The current situation on proactive publication of public information is quite optimistic. An absolute majority of web pages of public institutions provide a broad variety of information, including legal, acts, annual reports, organization charts, contact information and etc. A lot of attention is devoted to proactive publication of information by the municipalities of Georgia. The majority of municipalities have issued decrees that are similar to Government Decree on the Proactive Publication of Public Information and Electronic Request# 219, reiterating its requirements regarding the proactive publication of public information. A similar trend is also available in the judicial system, where the courts systematically publish information proactively.

The General Administrative Code also sets a form by which public information should be made accessible. Article 40 of the General Administrative Code of Georgia sets the timeframe and procedure that should be followed when publishing information. According to the Law, public institution is obliged to issue public information **immediately**. There are enlisted preconditions when the public institution is entitled to use 10 days' time period. Access to public information is not always free of charge. "Georgian Law on Fees and Making Copies of Public Information" regulates the fees and payment and procedure for accessing public information. Fees for duplicating public information vary from 0.05 GEL to 2.75 GEL, depending on the medium of duplication that an individual wants to use. Citizens can be exempted from paying fees for public information if the information is sent through e-mail or if they present their own medium (CD, USB storage device, etc.) The fees that are provided by Law are minimal and cannot be regarded as opposing to the PoPA principles.

To demonstrate the general trend with regard to accessibility of public information, it is worth to mention the statistics from several public institutions. According to the Annual Report of the Ministry of Justice on the Freedom of Information, from December 10, 2013 to December 10, 2014, the Ministry of Justice had a total of 158 requests for the release of public information. Out of 158 requests, 28 were in the scope of other institutions and were diverted to those institutions accordingly. The Ministry of Justice has fully responded to 96 requests, partially responded to 4 requests and 24 requests were in process of responding by the time the Report was published. Only 6 requests of public information were denied, based on the absence of the requested information. Moreover, the Service Agency of the Ministry of Interior Affairs has received 20 requests of public information in the 3rd quarter and has only denied 1 request also based on the absence of information.

The civil society and the non-governmental sector are actively involved in increasing access to public information. The cooperation of four nongovernmental organizations has resulted in creating a public information portal- www.opendata.ge, which is a portal of public information and detailed statistics in various areas. Georgia holds the 35th position (out of 97 countries) in the Global Open Data Index in 2014, which is an

initiative of the Open Knowledge Foundation that tracks the accessibility of public information to the citizens.⁹

The process of accessing public information is treated with great accuracy and care. Although the Georgian system does not have a separate institution that is responsible for monitoring access to public information, each public institution has a designated person that is responsible for the access to public information.

Identified problems

3.1 Existing policy and legal framework for anticorruption still needs to be improved

The accountability, transparency and openness are complex and important issues for good public administration, which are acknowledged by the Government and Anti-corruption council. Therefore, National Anti-Corruption Strategy and 2015-2016 Action Plan is elaborated, covering issues related to the coordination of anticorruption measures and civil participation in the fight against corruption, education and public awareness raising, reduction of corruption risks, prevention of corruption in corruption-prone sectors and criminalization of corruption. Since the Action Plan is focusing more on the solutions rather than the description of the problems, more detailed description of corrective measures necessary is not available at this point.

3.2 Mechanisms for access to public information and ensuring transparency should be enhanced

As mentioned before the Open Government Partnership Action Plan of Georgia 2014-2015 deals with issues related to openness, transparency, accountability, citizen participation, technology and innovation, etc.

It identifies main problems as incomplete information on government websites, complicated access to information which does not cover very important areas like, financial accountability and use of budgetary resources, lack of public involvement in the policy making and legal drafting and lack of the mechanisms for that, fragmented legislation about the freedom of information and access to information, inconsistent infrastructure for services and e-services as well as access to information.

OGP Action Plan of 2014-2015 provides more thorough analysis of very detailed issues to be addressed by the end of 2015.

Main priorities

3.1 Implementation of the National Anti-Corruption Strategy and Action Plan 2015-2016

Implementation of the National Anti-Corruption Strategy and Action Plan 2015-2016 is the main measure until 2017 for the improvement of the situation regarding corruption

⁹ Global Right to Information rating <http://www.rti-rating.org/>

prevention in the country. It consist of 13 strategic priorities, which are following: efficient inter-agency coordination in Fight Against Corruption, prevention of Corruption in Public Sector, openness, Access to Public Information and Civic Engagement to Fight Against corruption, anti-Corruption Education and Public Awareness Raising, prevention of Corruption in the Law-Enforcement Bodies and in justice system, transparency and reduction of Corruption-Related Risks in Public Financial and public procurement sector, prevention of political corruption, prevention of corruption in defense sector, regulatory bodies, customs and tax systems as well as in Private Sector, transparent management system of state-financed healthcare programs, criminalization of corruption; effective detection and prosecution of corruption-related crimes.

Implementation of the Action Plan 2015 -2016 will be assessed in accordance with new Monitoring and Evaluation Methodology adopted by the Anti-Corruption Council on 4 February, 2015 in order to identify achieved outcomes as well as existing challenges and gaps.

3.2 Implementation of the “Open Government Partnership Action Plan of Georgia 2014-2015”

Implementation of the “Open Government Partnership Action Plan 2014-2015” is the main measure for 2015 for the improvement of the situation regarding transparency and accountability in the country.

Action Plan of 2014-2015 comprises **27 commitments** to be implemented by **16 responsible agencies**. Commitments fully reflect OGP values and principles as articulated in OGP: transparency, accountability, citizen participation, technology and innovation.

Commitments under the Action Plan respond to the following Grand Challenges of OGP: **Improving Public Services, Increasing Public Integrity, More Effectively Managing Public Resources** and **Creating Safer Communities**.

The Grand Challenge of **Improving Public Services** comprises 9 commitments, aimed at simplified and consumer-oriented public service delivery, through direct communication with customers and feedback received from citizens, and development of e-governance system at the local level ensuring effective service provision for the local population

The next 9 commitments addressing the Grand Challenge of **Increasing Public Integrity** focus on Freedom of Information reform, creation of the portal for electronic petitions, ensuring transparency of the public sector through publicizing financial reports of political parties in open formats, improving recruitment regulations in the civil service and setting up public officials’ assets declaration monitoring system. Commitments related to increasing public awareness about electoral process and ensuring active involvement of civil society in the Open Government Georgia’s

processes through supporting the national coordination mechanism is also included. Additionally, in response to the recommendations of civil society, the Supreme Court of Georgia took the commitment to collect and proactively disclose surveillance data.

Seven commitments are included under the grand challenge of **More Effectively Managing Public Resources**. These aim to create an effective mechanism for informing society about budgetary processes in order to receive their input in preparing the budget and increasing transparency and efficiency of Public Finance Management System. Commitments are also oriented at increasing openness and accessibility of National Archives through creating and publishing catalogues of preserved documents. Under the third grand challenge, expansion of public e-procurement system and the creation of an electronic human resources management system are also included.

Implementing alternative channels to connect to an emergency situations center and opening up crime statistics through innovative tools, such as detailed crime mapping, address the fourth grand challenge of OGP – **Creating Safer Communities**.

To fully analyse the progress achieved through the Open Government Partnership Action Plan of Georgia 2014-2015 the Open Government Georgia's Secretariat prepares the self-assessment report twice during the Action Plan implementation period: one as the midterm and another as the end of term report. After the end report a new cycle of OGP will be started.

Main Indicators

“Open Governance Partnership Action Plan 2014-2015” and “National Anti-corruption Strategy and action plan 2015-2016” has a very elaborative set of indicators and therefor for PAR roadmap accountability area two of them were selected.

- Extent to which legal framework regarding freedom of and access to information is in place and applied
- Extent to which legal framework regarding prevention of corruption is in place and applied in all areas of public and private sector.

4 Service Delivery

General Objective

The aim of the reform of the service delivery system of Georgia is to achieve high quality, accessible and well administered services for the entire country.

Recent Developments

The main documents that can be regarded as a policy framework for services improvement covering different aspects of this area are “Open Governance Partnership

Action Plan 2014-2015¹⁰, “A Digital Georgia-E-Georgia Strategy and Action Plan 2014-2018¹¹, and Public Finances Management Strategy 2014-2017”. First two were prepared and adopted by Ministry of Justice and the third one by the Ministry of Finance. Public Service Development Agency of the Ministry of Justice, has established “Innovative Service Lab” which is focused on user centered design and development of the innovative public services (through application of Design Thinking tools) to ensure the availability and access to all public services. The Lab is also collaborating with different government entities, such as Emergency Services 112 of the MIA to develop the services for the people with disabilities using the Human Centered Design approach.

Current situation

Services in Georgia are delivered by the state through services delivery agencies under the different ministries, by the ministries itself or by the non-governmental organisations with the state funding. All of them have individual statutes that define their functions and business processes, individual Laws that set the service fees, partially and somewhat developed quality assurance informal systems. In general, there are 19 ministries in Georgia with more than two hundred state agencies and enterprises that deliver thousands of types of services.

Georgia’s government services delivery has been awarded by the United Nations¹² and number of other international organisations to recognize and commend the innovative solutions in the public sector domain. The **Ministry of Justice** was prized in the category of “**Improving the Delivery of Public Services**” for its “Public Service Halls”. The State Procurement Agency won an award in the category “**Preventing and Combating Corruption in the Public Service**” for its online government procurement system.

Main public services are delivered in person, though e-services have been developing during the last years. **The provision of the services is regulated by the individual legislative acts, however there is no universal regulation on the central level that would ensure the integrity of the service accessibility.**

For example, “public service hall”¹³ has bilingual web-site in Georgian and English languages, one of its pages brings the user to the e-services page, where it is possible to find information around 40 types of E-services, such as lien and tax lien/hypothec Registry, cadastral data, business registry, property registry, certificate on absence of circumstances impedimental to marriage, addition of legislative Gazette and Statute, e-auction etc. But website says that all the e-services are available only in Georgian. Ministry of Finance has electronic tax document submission system, Ministry of Labor, Health and Social Affairs operates healthcare management operation system which is accessible to the public through their website, and Ministry of Education provides e-

¹⁰ <http://www.opengovpartnership.org/country/georgia>

¹¹

http://dea.gov.ge/uploads/20130706%20eGeorgia_%20final_DRAFT%20for%20public%20consultation.pdf

¹² <http://unpan1.un.org/intradoc/groups/public/documents/un-dpadm/unpan049650.png>

¹³ http://psh.gov.ge/index.php?lang_id=ENG&sec_id=16

services for children’s registration at the kindergarten and school and student’s registration for the university exams.

E-services are partially adapted to the needs of special groups such as people with disabilities. For example, MIA has launched voice portal of their website it is accessible to blind and vision impaired persons, also emergency service has been recently made available for the people with hearing impairment. In addition, commodity services such as registration of property or business, is delivered through well organized “Public Service Halls” in the urban and “Community Centers” in the rural areas. Special Services which are required for the socially vulnerable groups are provided by the non-governmental organizations. Although the Ministry of Health sets the minimal requirements for the service providers, there is much higher demand for them. Regarding the territorial network of the most demanded public services, one should mention that only Ministry of Internal Affairs, Ministry of Justice, Ministry of Healthcare and Ministry of Education have territorial networks, due to the fact that main service providers are these ministries. But, for example Ministry of Agriculture (MOA) that has 800 thousand beneficiaries all over Georgia who are state subsidized farmers had limited geographical access to the MOA’s services delivered through 6 LEPLs but, recently established community centers has integrated the services of MOA and the access has improved dramatically. Still, access to the particular services is much easier in the urban areas, than in rural areas and need for improvements still exist.

Identified problems

Service provision has been evolving dramatically over the past years, but there are quite few things to consider. We analyzed the current situation in service delivery system in regards with certain criteria and our findings are illustrated in the [Annex 2](#).

4.1 Lack of uniform Policy for the high quality service design and delivery that would ensure that government services are designed around the needs of the users

On the central level there is an absence of any coherent and complete policy or legal framework on administrative procedures, that would define that public services including electronic services, website and portals associated with the government have a unified procedure in terms of authorization, identification, payment, data security and service delivery channels. That they are designed around the needs of the user, any standards or rules that would ensure the continuous quality improvement of the main public services delivery, and any kind of policy that would safeguard equal access to the services for the special groups. Some of the government strategies consider it, but it is very fragmented and does not ensure its application through the central administration. For example “OGP Strategy” or “PFM” as shown in the annex 2.

4.2 Absence of the uniform legal framework in terms of delivering services and e-services.

All of the LEPLs have their own statutes and individual Laws that outline their functions and business processes. Costs of the public services are somewhat transparent, because the state Laws that define the service costs are publicly accessible through the legislative herald web site¹. Each service agency has such kind of individual Laws. For example, prices of the services provided by the “public service hall” for the civil registry

is set by the “State Law on the Service Fee”, same applies to the MIA service agency, the “State Law on Service fee” specifies their service fees, however **none of these Laws sets the methodology for the pricing of the services**. For the citizen registration services, Ministry of Justice , time by time is initializing the price cuts. The reduced prices for the services are offered not only in Public Service Halls, but also in territorial offices of Public Service Development Agency and the Community Centers located on the rural level in order to incentivize those who avoid registering because of service prices.

4.3 Lack of formal quality assurance systems.

Quality assurance systems within the service delivery agencies are also somewhat developed. For example “Public Service Hall” states exercising the “Mystery shopping” practice to ensure that all citizens are served equally and effectively. Public Service Development Agency has Division of Internal Audit, which is responsible for the monitoring and evaluation of the service delivery through the agency. In this regard employees of the Internal Audit Division organize periodical visits to the territorial offices for the monitoring and evaluation purposes. Revenue services have also developed quality monitoring systems. For example CCZ-s have very strict policies, front office is under the permanent surveillance, every service should be provided in certain amount of time and so on. But mostly, this type of **quality systems are informal. In addition there are no mechanisms that would allow to share best practices across the government bodies**

Main priorities.

Considering aforementioned, the objectives for the next planning period in the area of service delivery are following:

4.1 Establish a uniform policy for the high quality service design and delivery that would ensure that government services are designed around the needs of the users

The policy will ensure the development of the policies according to the public needs. The institutional set-up for coordinating and steering the delivery of public services will be assessed and relevant policy solutions introduced. The policy will also address equal access to the government services, it will cover the territorial service delivery network assessment, expansion of one-stop-shops, assessing the in-person services and where possible introducing the user-friendly electronic channels and ensure that most common services as well as e-services are accessible to the needs of special groups of citizens, such as persons with disabilities, senior citizens, foreigners and families with children.

4.2 Establish the uniform legal framework on administrative procedures to limit the special regulations to minimum

A coherent and complete legal framework on administrative procedures will be developed, that will aim to limit the individual regulations and make all the service delivery agencies fall under the uniform administrative procedures, which will reflect the Key principles of good administrative behavior such as: legality, equity, equal treatment, proportionality, Lawful exercise of discretion, openness and transparency,

impartiality, objectivity and due diligence. Uniform Legal framework for the provision of services and e-services as well as costing methodology will be developed on the central level.

4.3 Establish a universal quality assurance system for public services

The new quality assurance tools such as service charters, common assessment framework, self-assessment tools, quality awards, ISO or other international standards will be examined and gradually introduced. The process for regular monitoring of services, assessment and re-design, that will be based on customer satisfaction and analysis of user's needs will be launched. The customer satisfaction surveys will enable public inclusion into the service quality improvement. Public engagement and two way communication on the satisfaction levels of public services quality, will ensure the constant improvements and new services development around the need of the customers. Uniform service quality training standards will be introduced and standards of service delivery will be set out for the main public services by the public administration. In that terms, the standards on the quality public services design and delivery will be set up, "Methodology for Carrying out Citizen Satisfaction Surveys" will be developed, Uniform service quality training standards will be prepared.

4.4 To Ensure the implementation of the "A digital Georgia- E-Georgia strategy and action plan 2014-2018"

Implementation of the E-Georgia strategy and Action Plan is the main measure during 2015 for the improvement of the e-services system. The document "A Digital Georgia: e-Georgia strategy and action plan 2014-2018" illustrates the path leading to a modern Georgia and provides a comprehensive framework for societal changes enabled by Information and Communication Technology (ICT). It focuses on those potential fields, where the public sector is able to take measurements and to set frameworks to exploit the full potential of ICT. Main fields of activities under "A digital Georgia: e-Georgia strategy and action plan 2014-2018" covers e-services for citizens, business and government, feedback and design of e-services and open data, transparency and open government e-participation in decision and policy making, e-archiving, infrastructure and security issues and etc.

The e-Georgia strategy is, however, not limited to the activities covered under the term e-Government. Instead, it has a broader scope tackling related fields of innovation to create a prosperous environment for an innovative business sector and an innovative civil society. After implementation of the Action Plan 2014-2018 assessment of the carried out reforms should be performed and next steps and actions for the following years should be developed.

Main Indicators

"A digital Georgia: E-georgia strategy and action plan has a very elaborative set of indicators and therefor for PAR roadmap service delivery area three of them were selected.

- % of users satisfied with the public services
- Georgia improves its e-Services score in the biannual UN e-Government Survey with 5 points by 2016, 10 points by 2018

- Extent to which citizen oriented policy for service delivery is in place and applied.

5 Public Finance Management

General Objective

The aim of public finance management reform is ensuring financial stability and effective distribution of state finances in accordance with government priorities.

Recent Developments

Georgia's deliberate policy outlined in the "Public Finance Management Strategy 2014-2017" (PFM), implies tight interconnection between priorities based decision-making and national priorities.

Since 2015, new regulations have been introduced, which implies managing budgets of the Local self-governments and Autonomous Republics through public finance management's electronic system (E-Budget and E-Treasury), which will be very beneficial for accurate reporting and accountability.

On January 1, 2012, LEPL "Competition and State Procurement Agency" was created, which was split on March 31 2014 into state procurement agency and state competition agency. "State Procurement Agency" started providing oversight to ensure higher legitimacy of government procurement procedures by establishing policies for the regulation of the procurement process. LEPL "Competition Agency" continued its tasks separately and is directly subordinated to the prime minister.

Current situation

There are legislative acts and policy papers that create a legal and policy framework of PFM system of Georgia. "The Budget Code of Georgia"¹⁴ draws main frames of Public Finances, including MTEF and Program-based budgeting. These are based on the number of distinct elements, such as: strategic budgeting, budget preparation and approval, resources management, such as financial resources, public debt and cash management¹⁵; Mobilization of revenues is regulated by the "Tax Code of Georgia"¹⁶, state procurement regulated by the "Rule of Conducting Procurement"¹⁷; internal control, which follows the "Standards of Internal Audit"¹⁸; accounting and reporting regulated by "The Law of Georgia on Accounting and Financial Reporting"¹⁹; and external audit and accountability, regulated by "The Law of Georgia on State Audit Office"²⁰.

Identified problems

¹⁴ http://mof.ge/show_law.aspx?id=711

¹⁵ http://mof.ge/show_law.aspx?id=711

¹⁶ https://matsne.gov.ge/index.php?option=com_ldmssearch&view=docView&id=1043717

¹⁷ http://procurement.gov.ge/files/_data/eng/legalacts/order_no_9_20110407.pdf

¹⁸ http://mof.ge/common/get_doc.aspx?doc_id=8744

¹⁹ https://matsne.gov.ge/index.php?option=com_ldmssearch&view=docView&id=1698895

²⁰ <http://sao.ge/files/kanonmdebloba/kanoni-saxelmcifo-auditis-samsaxuris-shehexeb-geo.pdf>

5.1 Lack of coherence in policy and legal framework in the field of PFM

Ministry of Finance has elaborated PFM 2014-2017 Strategy and Action Plan 2015 which covers not so well developed areas and corrects some deficiencies in the system. The main areas covered by the PFM strategy and action plan are following: budget management, tax and customs legislation, tax and customs system, macroeconomic projections and analysis, public debt management, introduction of accrual methods of IPSAS, PFM integrated IT System, internal financial control reform, assessment and awareness raising, the internal audit and assurance of its effective functioning, PFM management IT system, update of the e-auction system, Enterprise Resource Planning. Since the PFM strategy is focusing more on the solutions rather than the description of the problems, more detailed description of corrective measures necessary is not possible at this point. The financial management and control is a complex and important issue for good public administration, which is acknowledged by government and Ministry of Finance.

5.2 Insufficient financial management and control

The main deficiency regarding PFM strategy and action plan is that it focuses mostly on strategic processes and documents necessary for public financial management, but it avoids issues of proper implementation, namely management arrangements and management of resources. In order to create transparent financial management system, precise definition of manager, and specific management structure of institutions and clear chain of accountability should be established. Current system fails to recognize the operational impact of financial management on the efficiency and effectiveness of service delivery. There is a lack of understanding of the significance of the financial analysis and role of the senior financial executive in the institution. At the moment there is no need to develop and provide any financial information other than that associated with budget preparation and expenditure.

Main priorities.

5.1 To Ensure the implementation of the “2014-2017’s PFM strategy’s Action Plan 2015”

Implementation of the PFM strategy and Action Plan is the main measure during 2015 for the improvement of the system. The PFM Action Plan covers following areas: improvement of the budget management, tax and customs legislation, administration of taxes and customs duties and SPS boarder control capacities, macroeconomic projection and analysis, introduction of accrual method based IPSAS standards, development of integrated PFM information system, introduction of cash management mechanisms and their enactment, development of internal financial control reform, assessment and awareness raising, development of internal audit and assurance of its effective functioning, introduction of financial management system and control and assurance of its effective functioning and etc. After implementation of the Action Plan 2015,

assessment of the carried out reforms should be performed and next steps and actions for the following years should be developed.

5.2 To strengthen the system of financial management and control

In order to strengthen the system of financial management set of sequenced actions should take place. Since the PFM strategy and Action Plan is already in place for 2015, PAR Roadmap calls for more detailed analysis of this problem and elaboration of concrete corrective measures and inclusion of them into the new Action Plan for the next period.

Main Indicators

Following four indicators will be developed to assess the progress of the implementation of the PAR PFM area.

- Extent to which the operational framework for FMC is complete, in place and applied
- Extent to which the operational framework for internal audit is designed and in place
- Quality of internal audit reports
- Extent to which procurement legislation is complete and enforced.

6 Local Self-Government

General Objective

The aim of the Local Self-Government reform is to improve the decentralization process and achieve better governance at the local level.

Recent Developments

In 2013 “**The Main Principles of the Strategy on Decentralization and Self-Government Development 2013-2014**” was prepared by Ministry of Regional Development and Infrastructure (MRDI) and approved by the government Decree Nr.233 in March 2013. It outlines in greater detail, the phases and sequencing of the policy reforms, including the process of its implementation. The latter was followed by the new Law on self-government “**local self-government code**”, adopted in 2014.

MRDI has also drafted “Acton Plan 2014-2017 for the local self-government reform, decentralization and regional development”. The document exists in the shape of matrix, however it has not been yet approved by neither the Government, nor the Minister.

MRDI has also developed the strategic document of a very high importance - “**Regional Development Program of Georgia for 2015-2017**” (RDP). It was approved subsequently by the Government of Georgia’s decree Nr. 1215 on July 9th 2014. In fact, RDP is a medium-term governmental document specifying the main goals and objectives of Georgia’s Regional Development Policy and its relevant Priorities and Program Measures. Program was developed in pursuance with the Government of Georgia Decree N1315 from September 10, 2013 and at the same time within the framework of ongoing and planned cooperation between EU and Georgia including the

Budgetary and Sector Policy Support Programme. RDP's implementation complies with the AA and its national agenda. Programme is based on and largely in line with the *EU Cohesion Policy* experience of recent decades. On May 7th 2014, the government decree Nr 959 approved the "Concept Note and 2014-2015 Action Plan on the lifelong learning and training of the municipal officials".

"Data exchange Agency", which is the LEPL under the ministry of Justice, has drafted a Strategy: "A Digital Georgia -E-Georgia Strategy and Action Plan 2014-2018", which envisions activities to improve the administration on local level. For example one of the missions of the document is "to build a durable interoperability foundation for creating secure, trusted channels for the sharing and exchange of information, information systems and technologies in state agencies, **local self-government** territories, municipalities and private organizations". It will be possible after completing the activity of making, "90% of central public G2B/G2NGO/B2G services and 70% of services from local governments and private sector, available through multiple channels at transactional level in a user-friendly and efficient manner through the one-stop portal (single hub) accomplishing public duties" and also defining, designing and implementing a 'smart locality' level e-Participation strategy and framework in terms of what is needed for local and city level e-Participation (linked as necessary to specific 'smart community' and/or 'smart city' plans).

Current Situation

Currently there are 69 self-governing bodies, 12 out of which are self-governing cities as per "Local Self-government Code", passed in 2014 by the parliament of Georgia. There are two autonomous republics in Georgia: The Autonomous republic of Adjara and Autonomous Republic of Abkhazia. Also, on the territory of former South Ossetia autonomous district is created as a temporary administration-territorial unit. The latter two territories are currently occupied by the Russian Federation and Georgia is not able to exercise its legal power over them. Status of these territories is defined according to the "Law of Georgia on Occupied territories", passed by the parliament on December 20th 2011. Georgia consists of nine historical/geographic regions where governors/plenipotentiaries are appointed within their administrative/territorial units, together with Tbilisi. The authority to appoint governors is given to Prime Minister. The basic level for local-self-government is a municipality (self-governing city and community).

Identified Problems

6.1 Lack of clear vision on how to achieve good governance on the local level

As one may assume, up until now Georgia has worked hard to reform and develop its local self-government system. Although steps taken and reform intervention were somewhat fragmented and mostly in light of regional development, which in turn concentrates on economic issues and solving the recurrent problems. Up to now a policy document with concentrated and clear vision how to achieve good governance on the local level has not been adopted.

Despite the progress achieved, the latest **report**²¹ on local and regional democracy in Georgia, published in march 2013 by the monitoring committee of the **Congress of Local and Regional Authorities under the Council of Europe** has outlined several issues to be taken into account for example: the financial capacity of local authorities to generate their own resources and their discretion on the use of their finances remains low. Administrative supervision is an issue in so far as there is a lack of qualified experts specializing in local self-government audit and a lack of “value for money” audits. The Rapporteurs recommend Georgian authorities to enhance the financial capacity of local governments and to improve the financial equalization procedure. They encourage continuity in the existing regional development efforts, and invite the Georgian authorities to sign and ratify the Additional Protocol to the European Charter of Local Self-Government on the right to participate in the affairs of a local authority (CETS No. 207), and to ratify the Additional Protocol to the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities. The recommendations of the monitoring committee can be summarized as followed:

- Legislative acts regulating the local self-government in Georgia should be organized against sectoral Laws to avoid contradictions.
- Duplication of the responsibilities of the mayors and councils should be fixed.
- Financial autonomy of the local self-governments should be achieved;
- Capacity of the public servants should grow in order to ensure effective functioning of the self-governing bodies;
- The articles of the European Charter of local self-government that have not been ratified should be considered for ratification in the nearest future.

Main Priority

6.1. Elaboration of the new Strategy and Action Plan 2017-2020 for the good governance on the local level

Current PAR Roadmap calls upon the preparation of the **new Strategy and Action Plan for the better governance on the local level to be approved by the year 2017**. The Strategy should outline reform areas covering regional development and local-self-government and address all the activities not implemented from the “The Main Principles of the Strategy on Decentralization and Self-Government Development 2013-2014”, those identified in the monitoring committee report, articles of the European Charter on Local Self-Government” that were not ratified and other issues that will be identified during the more comprehensive situation analysis.

6.2 To strengthen capacity of local administrative servants to ensure effective functioning of the self-governing bodies.

The development of institutional capacities at sub-national level is largely linked with the necessity for institutional capacity building of local public servants. The Activity aims to develop new curriculum that will ensure more capable civil servants, prepared for challenges of the 21st century Georgia and improve ability of local and regional self-

²¹[https://wcd.coe.int/ViewDoc.jsp?Ref=CG\(24\)10&Language=lanEnglish&Ver=original&Site=Congress&BackColorInternet=C3C3C3&BackColorIntranet=CACC9A&BackColorLogged=EFEA9C#P870_145006](https://wcd.coe.int/ViewDoc.jsp?Ref=CG(24)10&Language=lanEnglish&Ver=original&Site=Congress&BackColorInternet=C3C3C3&BackColorIntranet=CACC9A&BackColorLogged=EFEA9C#P870_145006)

government officials to implement the decentralization policies in close collaboration with major stakeholders. Comprehensive needs assessment for training of local government employees will be performed; a national local government training strategy will be developed; and the train-the-trainers programme for local government officials as well as numerous skills development trainings will be completed.

Main Indicators

Following two indicators will be developed to assess the progress of the implementation of the PAR local-self-government area.

- Extent to which new Strategy and Action Plan 2017-2020 for the good governance on the local level is in place and constantly applied.
- Extent to which the training system of local administrative servants is in place and applied in practice.

Strategic Framework of Public Administration Reform

Current PAR Roadmap is meant to streamline and sequence the PAR agenda and place all the recurrent policies as well as, identified gaps between them and principles of public administration as set out by OECD/SIGMA and supported by the EU, under one policy “umbrella”. PAR roadmap is a mutual product of all the key stakeholders as mentioned in the chapter on Methodology for Elaboration of PAR roadmap. It is initiated based on the promise that government made in its program “Strong, Democratic, United Georgia” and took responsibility after signing the EU-Georgian Association Agreement (AA).

Financing of PAR Roadmap-

Implementation of the PAR Roadmap will be financed through variety of sources – funds of the state budget, EU financing support received through direct (e.g. budget support) or indirect (e.g. technical assistance), contributions of development partners or specific loans from international financial organisations.

The costing covered activities of the Action Plan to be implemented during years 2015 and 2016. Despite the fact that the Action Plan covers some objectives, which activities are planned to be finished in later years, costs for implementation of these activities are estimated only for those two years. At the end of the 2016 an updated Action Plan will be introduced with the costing for the following years.

The costing process was based on a bottom up approach. Each line ministry calculated the cost of respective activities to be implemented, based on methodological guidance provided by the GPIU.

Cost estimations were conducted individually for each activity of the action plan, meaning that actions of each objectives have their own cost projections. Costs were calculated based on the predefined price list for specific items and units, for example cost for technical assistance, training costs per person, workshop, publications, IT service and etc.

For the first Action Plan, the initial agreement was established between the ministries, responsible agencies and Administration of the Government of Georgia to estimate only incremental costs that will occur during the implementation of activities. More specifically, this costing does not take into consideration the administrative expenses on the human resources of governmental agencies working on specific activities of the action plan. Therefore, only additional costs that are necessary to complete the specific actions were calculated. Respectively, there are many actions which will be accomplished with only administrative resources, without need to mobilise extra funding.

The GPIU of the Administration of the Government of Georgia (AoG) has conducted special meetings and workshops with representatives of all ministries and agencies involved in the development of the PAR Roadmap. Intensive trainings were conducted by the representatives of AoG to share the knowledge and help other institutions to estimate the cost of their activities. Overall, around 20 meetings involving, workshop and trainings were held.

The following data provide a clear picture of the additional financial resources required to implement the Action - Plan 2015-2016, while the graph presents the ratio between the areas :

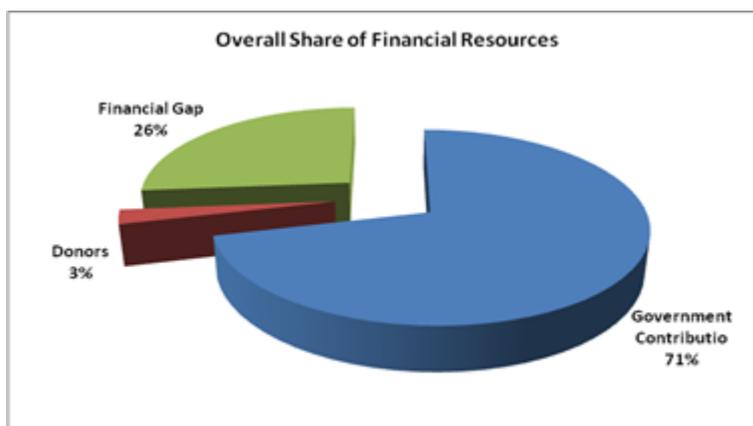
Figure 1: Total costs of PAR Roadmap Action plan for 2015-2016.

Areas	Amount in GEL
Strategic Plan	
Policy Development	817,300
P.Service & HRM	1,186,582
Accountabiity -OGP	18,292,427
Service Delivery	81,292,119
Publice Finance Management	11,877,637
Local Self Government	85,600
Total estimated amount	113,551,665

Table represents cost estimations by the Policy Areas, while the Figure 1 shows what is the ratio of each area on overall financial amount needed to implement the Action-Plan. As the result the Service Delivery accounts for most of the part of the total amount (72%) caused by projected heavy investments in ITC sector of the e-Georgia section. 16 % of funds are be spent for implementation of the actions related to Accountability area, the largest policy area of the Action plan by the number of activities. Public Finance Management accounts for 10% of total amount and other three policy areas for the rest 2% of funds.

Total amount of finances needed for implementation of PAR Roadmap during the time period of 2015 – 2016 amounts to total of 113,551,665 GEL. As mentioned above implementation of the Action Plan will be made through mobilization of different financial resources. Figure 2 shows distribution of cost by source of funding. 71% of the estimated cost for Public Administration reform will be covered by the Government Budget of Georgia (80,819,924 GEL). Around 3% of total amount is already agreed with and will be financed by Donor Organizations (2,786,957 GEL). And at this point 26% lies in financial gap and requires mobilization of extra funds, mostly through Donor organizations (29,944,784 GEL).

Figure 2 Ddistribution of cost by source of funding for the PAR Roadmap Action plan 2015-2016.



Estimated funds needed for the implementation of the PAR Roadmap actions is indicated in the Action Plan besides each particular action.

The Administration of Government of Georgia is responsible for submitting information on the total amount of funding necessary for implementation of the PAR Roadmap to the Ministry of Finance through the process of preparation of the Basic Data and Directions document setting out medium term expenditure framework of the country.

Ministries indicated as lead responsible for implementation of particular actions of the PAR Roadmap need to apply for additional amount of funding associated with implementation of these actions through the process of annual budget preparation. In order to ensure consistency of these requests, in parallel to the Ministry of Finance they need to be sent also the Administration of Government of Georgia.

Besides actions where the Administration of Government of Georgia is the lead implementing body, it also will submit funding requests associated with operations of the Management and Co-ordination Mechanism of the PAR Roadmap, as well as functioning of the monitoring, reporting and evaluation system of the PAR Roadmap.

The Administration of Government of Georgia is responsible for gathering information on the monetary value of contributions provided by the development partners. The information on the amounts of contributions should be included in the annual report on implementation of the PAR Roadmap that is submitted to the Government of Georgia.

Information on the financing of the PAR Roadmap (planned vs. actually allocated funds) should be included in the annual report on implementation of the PAR Roadmap that is submitted to the Government of Georgia.

PAR Action Plan

Action plan of the PAR roadmap was not completely created from the scratch. Instead all the action plans of the early mentioned policy documents such as: “Open Governance partnership Action plan”, “ National Anticorruption Strategy and Action Plan, “A digital Georgia: E-Georgia strategy and Action Plan” Public finance Management Strategy and Action Plan” were consolidated under the PAR roadmap action plan umbrella. The reason of that was the intention to avoid duplications. Action plans for the remaining policy areas: Policy planning and coordination, part of the Service delivery and local self-government were created based on the identified problems and planned objectives. In addition, current PAR Action plan covers only the actions for the years 2015-2016,

because it is envisaged for the above mentioned term. During mid-2017, implementation of 2015-2016 action plan will be evaluated and the action plan for the next term covering the years 2017-2020 will be created.

Policy Planning and coordination –Action Plan for the Policy area: Policy Planning and Coordination component was developed by the Government Planning and Innovations Unit under the Administration of Government. The current situation analysis was performed, which revealed number of problems in the areas of the policy analyses, planning and coordination. To solve them relevant objectives and actions were outlined. The action plan envisaged for 2015-2016 comprises detailed budget forecast. By implementing of the action plan Georgia will gradually introduce a new system of the policy making, stronger link between policy planning and budgeting, monitoring and evaluation systems. The Administration of the Government will lead implementation of the action plan in close cooperation with the line ministries and relevant international organizations.

HRM-The HRM Action Plan was developed by the Civil Service Bureau, in cooperation with the Administration of the Government. Activities of the HRM Action Plan were extracted from the Civil Service Reform Concept, which is a document developed by the Civil Service Bureau. The Civil Service Reform Concept does not have an implementation timeline; however, while taking the activities for the HRM Action Plan, the CSB and the Administration of the Government put specific implementation deadlines for each activity. Additionally, the CSB has also conducted costing of the entire HRM Action Plan. Additionally, some of the activities of the HRM Action Plan are also taken from the CSB Action Plan, a one-year document of the Bureau that sets objectives and activities for a particular year. The CSB and the Administration of the Government have set out the activities of the Civil Service Reform Concept for the 2015-2017 period, making the action plan time-bound and more efficient.

Accountability The Accountability Action Plan is a compilation of the Anti-Corruption Action Plan 2015-2016 and OGP 2014-2015 Action Plan. Conceptually, the action plan for the accountability component is not new; however, the structure, costing and timeline of the activities is significantly amended. Since the OGP Action Plan was for 2014-2015, those activities that had to be implemented in 2014 were deleted. The Anti-Corruption Action Plan was adopted by the National Anti-Corruption Council on February 4, 2015. The ACAP was composed by different thematic working groups and were later compiled by the ACC Secretariat.

Public Finance Management- the Action Plan of the Public Finance Management for the Public Administration Reform was developed by the Ministry of Finance. Activities that are included in the PAR Action Plan 2015-2016 are fully based on the PFM Action Plan of the Ministry of Finance 2015-2016. Due to the mutual agreement between the Administration of the Government of Georgia and the Ministry of Finance both PFM action plans of AoG and MoF are synchronized but not replicated. PFM Action Plan 2015-2016 of the Ministry of Finance covers broader range of objectives and corresponding activities, which were not included in the PAR Action Plan at this point due to the different purposes of these strategic documents.

Service Delivery–Action Plan for the policy area Service Delivery contains actions developed as a result of the base line assessment findings, that was performed

in light of the “Principles of Public administration” and it also contains action plan of the policy document “A digital Georgia: E-Georgia strategy and Action Plan 2014-2018”. Actions are planned to be implemented in the years 2015-2016. Next term Action Plan will be developed based on progress achieved. The review of the implemented action plan will be performed in early 2017 and a new action plan developed covering 2017-2020.

Local self-government-Action plan for this policy area has only two action and is the smallest action plan. The second activity which foresees the capacity building for the employees of LSGs is planned to start from 2015 and second one that is a preparation of new policy document for LSG reform is plan to start in 2017. The reason for that is the existence of the policy document: “Regional Development Program of Georgia 2015-2017”.

Management and Co-ordination Mechanism

Management and co-ordination mechanism for the PAR Roadmap is built based on assumption that implementation of foreseen objectives and actions are priority of the Government of Georgia and will receive proper attention of it during entire implementation process.

The management and co-ordination mechanism consists of three distinct levels – political, administrative and operational.

The *political level management and co-ordination mechanism* is the Government of Georgia as a entire and will be performed through regular meetings of the Government during which PAR Roadmap related issues will be reviewed and adopted. Such approach will ensure the entire-of-government approach, since PAR is a very horizontal policy that needs to be understood and supported by all ministers.

The *administrative level management and co-ordination mechanism* will be realised through a specially designed PAR Commission that will be established by the decision of the Prime Minister of Georgia. This commission will be led by the Head of Administration of Government of Georgia and will consist of deputy ministers from the following ministries: the Ministry of Finance, the Ministry of Economy and Sustainable Development, the Ministry of Justice, the Ministry of European and Euro-Atlantic Integration, the Ministry of Labour, Health and Social Affairs, as well as the Ministry of Agriculture, Ministry of Regional Development and Infrastructure. Besides the representatives of the ministries, the Head of Civil Service Bureau should also be a permanent member of the PAR Commission.

Head of Government Planning and Innovation Unit and Head of Donor Co-ordination Unit of the Administration of Government will participate in the work of PAR Commission as members with consultative powers, but without voting powers.

The PAR Commission will meet on a quarterly basis upon invitation of the Head of Administration of Government and will discuss the progress achieved during that

period, as well as any outstanding or problematic issues that have occurred during the implementation of the PAR Roadmap. In cases, where the PAR Commission would not be able to agree or solve the issue, the Head of the PAR Commission would need to bring it for resolution to the Government of Georgia.

All meetings of the PAR Commission should be documented by the staff of Administration of Government, to take note of topics discussed, decisions taken and reports supported.

The Administration of Government of Georgia will provide for operational level of the management and co-ordination mechanism for the PAR Roadmap. This task would include supporting the PAR Commission and ensuring implementation of its decisions, as well as providing timely and adequate monitoring and implementation information to both the PAR Commission and the Government of Georgia.

In order to ensure that development partners (e.g. EC, USAID, GIZ, SIDA) that are or will be supporting the Government of Georgia in implementation of the PAR Roadmap has the most up-to-date information, as well as there are no overlaps in assistance, there will be semi-annual meetings of the PAR Commission to which development partners will be invited to participate and discuss overview progress on the on-going and planned assistance projects that are financed by them.

Representatives of the parliament and the non-governmental organisations active in the field of public administration policy will be invited to share their views and observations on the progress achieved in implementation of the PAR Roadmap or provide ideas on what new issues need to be brought under the scope of the policy. Such approach will ensure public participation in the process and also public oversight over implementation of the PAR Roadmap.

Monitoring, Reporting and Evaluation System

The monitoring, reporting and evaluation system of the PAR Roadmap is developed based on the need all involve stakeholders (both internal and external) in implementation of PAR Roadmap and to provide all parties interested with timely information on the progress achieved during implementation of the set objectives and actions.

Reporting

The Administration of Government of Georgia is in charge of establishment, management, co-ordination and constant improvement of the monitoring, reporting and evaluation system of the PAR Roadmap. All ministries and their subordinate institutions involved in implementation of the Action Plan of the PAR Roadmap are supposed to

provide necessary information for carrying out monitoring and evaluation on a regular basis upon request of the Administration of Government of Georgia.

Reports on implementation of the Action Plan of the PAR Roadmap will be prepared and submitted to the Government of Georgia on annual basis by the Administration of Government, while information on the achieved progress on implementation of the Action Plan will be gathered on a semi-annual basis to ensure timely identification of any delays or problems that require attention of either the PAR Commission or the Government of Georgia.

The Administration of the Government will submit the semi-annual, annual and ad hoc reports for the review by the PAR Commission before they will be sent to the Government of Georgia.

Monitoring

Monitoring of the PAR Roadmap will be performed both through following implementation of individual actions foreseen in the Action Plan and assessment of progress achieved in reaching policy objectives through measuring performance indicators identified for each policy objective.

For the first PAR Roadmap and Action Plan 2015-2016, set of main indicators is identified, for the measurement of the progress of implementation of PAR roadmap. Baseline measurement for the indicators as well as targets need additional time to be developed and work on calculating specific values and elaborating methodology for qualitative indicators will continue in parallel with implementation of Action Plan 2015-2016. Therefor full introduction of indicator system will be applied for next action plan for the period 2017-2020.

In order to ensure gathering of the data on performance indicators, the Administration of Government of Georgia in collaboration with other involved institutions will prepare “indicator passport” for each of the indicators. This will ensure that data on these indicators will be regularly gathered and will be available for both monitoring and evaluation purposes. Where possible, information on the past data of the indicators will be gathered in order to see development tendencies.

Monitoring information on performance indicators will be inserted in the annual reports on implementation of the PAR Roadmap.

Evaluation

The mid-term evaluation of progress achieved in implementation of the PAR Roadmap will be carried out by the end of implementation of the Action Plan, i.e. 2016. This mid-term review will be used as basis of preparation of the new Action Plan until the envisaged end-date of the PAR Roadmap, i.e. 2020.

The ex-post evaluation of the PAR Roadmap will be carried out at the end of envisaged implementation period, i.e. during 2020, in order to guide preparation of the new planning document in the field of public administration reform.

Both mid-term and ex-post evaluations will be carried out by independent, external parties that will be contracted through a competitive procurement process, in order to ensure un-biased view on the progress achieved during implementation of the PAR Roadmap. Mid-term and ex-post evaluations are subject to adoption of the PAR Commission before they can be submitted to the Government of Georgia.

All reports and evaluations will be publicly available on the internet web-site of the Administration of Government, once adopted by the Government of Georgia.

Public Engagement

During the elaboration of the PAR Roadmap big emphasis was put on involvement of all stakeholders from the governmental and non-governmental sectors thus significantly improving quality and substance of the PAR Roadmap. Good practice of public engagement will be continued further on. After adoption of the draft of Policy Planning Strategy, more precise mechanisms for public engagement will be elaborated and applied to improve management, coordination and implementation of PAR Roadmap. Special attention will be paid to ensure reliable monitoring by inviting all stakeholders to participate in the evaluation of the progress achieved according to the indicators set.

Annexes

Annex 1

PAR Areas	Relevant documents	Lead institution	Content
Policy development and coordination	PAR Roadmap	Administration of Government	
Public service and human resources management	CSR Reform concept note and Action Plan	Administration of Government	Civil Service bureau introduced a Civil Service Reform (CSR) Concept Note that was approved by the government decree Nr 627 in November 19, 2014. CSR Concept Note addresses the problems in HRM on a complex and multi-dimensional level. It covers 10 areas: definition of civil service, scope of civil service, central system for management, coordination and control of the civil service, entry into civil service system, system of classification, system of remuneration, management of civil service (Performance appraisal and attestation, promotion and career management, legal and social guarantees), disciplinary liability of civil servants, training and professional development for civil servants, gender mainstreaming in the civil service system.
		Civil Service Bureau	

Accountability	“OGP Action Plan 2014-2015”	Ministry of Justice	<p>Accountability is covered by multiple strategic documents: “Open Governance Partnership (OGP) ²² Action Plan 2014-2015”, “A Digital Georgia- e-Georgia Strategy and Action Plan 2014-2018”, “Public Finance Management Strategy 2014-2017”, “National Anticorruption Strategy” (NAS) and current PAR Roadmap. The lead institution on this issue is Ministry of Justice together with Government Administration and Ministry of Finance and other public bodies.</p> <p>“OGP Action Plan of 2014-2015” comprises 26 commitments to be implemented by 16 responsible agencies. Commitments fully reflect OGP values and principles as articulated in OGP principles: transparency, accountability, citizen participation, technology and innovation. Commitments under the Action Plan respond to the following Grand Challenges of OGP: Improving Public Services, Increasing Public Integrity, More Effectively Managing Public Resources and Creating Safer Communities.</p> <p>“A Digital Georgia: e-Georgia Strategy and Action Plan 2014-2018” ²³ ” covers the accountability issues as well. It illustrates the path leading to a modern Georgia and</p>
	“A Digital Georgia – E-Georgia Strategy and Action Plan 2014-2018”	Ministry of Justice	
	“PFM Strategy 2014”	Ministry of Finance	
	“National Anticorruption Strategy 2010”	Ministry of Justice	
	Current PAR Roadmap.	Government administration of Georgia	

²² <http://www.opengovpartnership.org/sites/default/files/OGP%20AP%20GEORGIA.pdf>

²³ http://dea.gov.ge/?action=news&news_id=47&lang=eng

			<p>provides a comprehensive framework for societal changes enabled by Information and Communication Technology (ICT). The thematic priorities it covers are following: e-services, e-participation & open government, e-health, public finance management system, e-business, ICT-HUB Georgia, Infrastructure, e-security, skills and e-inclusion, enabling frameworks and governance (of the Strategy implementation), awareness (of e-services and benefits). Accountability is covered under the Transparency and Open Government part, which aims to ensure transparency of government and public sector information, data and operations.</p> <p>“National Anti-corruption Strategy 2015-2016” aims to develop effective mechanism of cross-sectorial coordination for the prevention of the corruption, in the public service, ensure openness and accessibility of public information, citizen inclusion in the fight against corruption, educating public and raising their awareness about corruption prevention, corruption prevention in the Law enforcement bodies, investigation of corruption crimes, corruption prevention in the justices system, ensuring the transparency and decreasing the corruption</p>
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			<p>risks in the public procurement and public finance sphere, prevention of the corruption in the customs and tax system, prevention of the corruption in the healthcare and social sectors, prevention of the political corruption, prevention of the corruption in the defense sector, decreasing the corruption risks in the regulatory bodies. Accountability issues are covered under multiple parts, for example priority “openness and accessibility of public information, citizen inclusion in the fight against corruption” aims achieve high quality of the openness and accountability in the public service through revision of the regulatory acts on the freedom of information freedom and ensuring their implementation in practice, as well as citizen inclusion in the decision making process.</p> <p>The Anti-Corruption Strategy and Action Plan consist of 13 priority areas. The goals and activities indicated for each strategic priority are aiming at minimizing corruption risks, increasing transparency and accountability, strengthening existing anticorruption mechanisms, ensuring access to public information, citizen engagement and integrity in priority areas. Furthermore, one of the Priorities out of 13 foreseen by the Anti-</p>
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			Corruption Strategy and Action Planis– <i>Openness, access to public information and citizen engagement in the fight against corruption</i> , the major goal of which is to achieve the high level of transparency and openness in public sector through revision of freedom of information legislation and ensuring its implementation as well as increasing citizen participation in decision-making process by the Government.
Service delivery	“OGP Strategy and Action Plan2014-2015”	Ministry of Justice	Service delivery is partly covered by the OGP Strategy ‘s Grand Challenge Improving Public Services comprises 8 commitments, aimed at simplified and consumer/customer oriented public service delivery through direct communication with the customers and based on the feedback received from citizens, development of e-governance system at the local level and ensuring accessibility of open data. “E-Georgia” envisions a more efficient and effective public sector offering integrated, secure, and high quality e-Services. One of the missions of the Strategy is to stimulate the demand and increased use of e-Services by citizens and businesses through high quality, efficient, effective, trusted and secure service delivery. Priority will be given to high-impact government to citizen (G2C) service and the availability of online services via the
	“A Digital Georgia - E-Georgia Strategy and Action Plan2014-2018”	Ministry of Justice	
	“PFM Strategy 2014”	Ministry of Finance	
	“National Anticorruption Strategy 2010”	Ministry of Justice	

			<p>my.gov.ge portal. But also the increased availability of e-Services across the country through self-service kiosks at Public Service Halls, Community centers and libraries, as well as commercial channels such as Payment Kiosks.</p> <p>Current PAR roadmap will concentrate on the services development policy and quality assurance system. The aim of the government services improvement is a delivery of fiscally responsible, citizen driven, time effective and reliable services.</p>
Public financial management	“PFM Strategy 2014”	Ministry of Finance	<p>Ministry of Finance has prepared „PFM Reform Strategy 2014-2017“ that was approved by the decree of Minister of Finance. The document reflects the priority activities to be conducted by the state during the following four years in the sphere of public financial management. The main objective of PFM is effective distribution of state finances and at the same time, income mobilization for insuring the financial stability. The Strategy has three main priorities areas: maintaining fiscal discipline and improving fiscal forecasts, improvement of state finance planning, state funds management, accounting and reporting.</p>
	“National Anticorruption Strategy 2010”	Ministry of Justice	
	“OGP Strategy and Action Plan 2014-2015”	Ministry of Justice	
	“A Digital Georgia - E-Georgia Strategy and Action Plan 2014-2018”	Ministry of Justice	

			<p>“National Anticorruption Strategy” also covers public finance management area by addressing transparency issues and diminishing risks of the corruption in the public finance and public procurement areas. The above mentioned priority aims to refine the public procurement system, to maintain high level of the transparency, ensuring the fair competition and anti-discrimination in public procurement. It also aims to improve public finance management and internal financial control and ensure accountability and transparency in the public finance spending process.</p> <p>OGP’s one of the grand challenges is to More Effectively Managing Public Resources aiming to create an effective mechanism for informing the society about budgetary processes in order to receive their input in the budget preparation process and to increase the transparency and efficiency of Public Finance Management System. Commitments are also oriented at increasing openness and accessibility of National Archives through creating and publishing catalogues of preserved documents. Under this grand challenge expansion of public e-procurement system and creation of electronic human resources management system are also included.</p>
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			<p>Public Finance Management is one of the priority areas of the E-Georgia document. To date Georgia has developed and implemented an entire public finance management information structure, which is shared between different government entities. The Public Finance Management System (PFMS) consists of a number of sub-systems, each of it with a specific purpose. Sub-systems include:</p> <ul style="list-style-type: none"> □ e-Budget – for budget planning and reporting to the Ministry of Finance; □ e-Treasury – for recording and managing public spending; □ e-DMS – electronic Debt Management System for international debt management and internal loan management; □ e-HRMS – electronic Human Resource Management System; □ RS.GE – Revenue Service; □ e-Procurement – a central unified platform for tendering and procuring goods, services and works for procuring entities as set by the “Public Procurement Law” (PPL) (including central and local government bodies); □ E-Auction.ge – a central platform where government bodies sell goods to private and civic sector actors. <p>In order to keep up with the recent</p>
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			<p>developments and make them even more comfortable for its consumers, the implementation and roll-out to public sector organizations of the PFMS systems (e-treasure, e-budget, e-HRMS and e-DMS and rs.ge) will be continued. In the area of e-Procurement further maintenance of the existing Georgian Electronic Government procurement system (GE-Gp) will be sustained, potentials for the improvements will be identified, the necessary measures for the introduction of additional innovations related to organizational development will be persistent, security of the e-System, business development, education for system improvement and effective operation will be ensured. In the area of e-Auction is planned to integrate digital payment system on existing system. In the e-Auction administrative module the DG-Pass authorization engine has already been implemented, but online instalment and e-Commerce in commercial banks and improvement of site user interface are current tasks.</p>
Local Self-Government	AA Action Plan2015; “Concept paper 2013-2014 for the decentralisation and self-government development” “Acton Plan 2014-2017 for the	Ministry of Development Regional and Infrastructure	MRDI has also developed the strategic document of a very high importance - “Regional Development Program of Georgia for 2015-2017” (RDP) . The program is constructed in the following way,

	<p>local self-government reform, decentralization and regional development”. Regional Development Program of Georgia for 2015-2017” (RDP).</p>	<p>overview of current situation and identified key needs are followed by the key Priorities, respective measures and specific guidelines for supporting the monitoring of the implementation of the programme priorities and measures. Chapter 3 of the RDP foresees “the development needs of Georgia’s regions” identify 5 key needs and their five Corresponding priorities: 1. improvement of the physical infrastructure and environment protection, 2. supporting of small and medium enterprises and creation of new jobs, 3. rural development, 4. tourism development and 5. Improvement of human capital and development of vocation education institutional capacity and national da subnational level. As one can conclude, these priorities are cross cutting to education, economics, and agriculture, therefore implementing bodies are respective ministries. Only the 5th priority envisions the training of local public servants and in terms of public administration reform and development within the local self-government nothing else is covered under the above mentioned priorities.</p> <p>Government of Georgia has adopted a policy paper “The Main Principles of the Strategy</p>
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			<p>on Decentralization and Self-Government Development 2013-2014” in April 2013. According to MRDI, “the key, underlying principle of the reform is the close interaction between the government and the electorate, and active and direct participation of citizens in governance”. This document confirmed the intention to enact the reforms prior to the 2014 local government elections. Conceptual outline of the document was followed by the matrix of the specific activities, 19 in total, spread under 5 objectives, which are: 1. Establishing working groups, 2) technical and informative provisions of the local-self-government reform, 3) preparation of the relevant legal acts, 4) determining and approving the list and boarder of the municipal units, 5)other provisions. The final report of the implementation of the policy document has not been as yet produced as per our findings some of activities had not been implemented, because of on-going discussions between executives and legislators.</p> <p>The new Law on self-government “local-Self-government code” was adopted in 2014, this Law defines the legal framework for the implementation of the local self-governance, establishment and operation of local self-governing bodies, their finance and property</p>
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			<p>management rules, and relations with citizens, public authorities and public and private entities, as well as state supervision and direct state governance implementation rules on the local-self-governments. The Law promotes decentralization, subsidiarity and effective governance principles and puts the legal bases to the large-scale territorial reform, bringing government closer to citizens by reducing the average size of municipalities, establishing new municipalities throughout the country and at the same time creating, new temporary rules for budget redistribution, and allotment of the property and liabilities, etc. The preparation and adoption Law was based on the a policy paper “The Main Principles of the Strategy on Decentralization and Self-Government Development 2013-2014”</p> <p>MRDI has also drafted “Acton Plan 2014-2017 for the local self-government reform, decentralization and regional development”. The matrix has 8 objectives: 1. approximation of the legislation to the EU acquis, 2. Institutional development of the municipalities, 3. Development of the HRM, 4. Administrative-territorial optimization 5. Fiscal decentralization 6. Development of</p>
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			economic capacities of the municipalities 7. Regional development 8. Public awareness raising about the reform of the local self-government. Objective are followed by around 193 activities.
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Annex 2

Research on the service development and delivery practices

Ministry	LEPL	Citizen orientation		Quality		Accessibility		Administration		Comment
		Yes	No	Yes	No	Yes	No	Yes	No	
Ministry of justice	Public Service Hall	x		X		x		x		“Public Service Hall” is a Georgian innovation. Its concept “everything in one space implies delivering public services to the citizens quickly and easily at on stop centre. Delivers more than 300 types of the services and can serve more than 18 000 people per day. There are 13 Public Service Halls all over Georgia which function as a one stop centres.
	Service development Agency	x		X		x		x		Represents one of the country’s important bodies that actively works towards the public services development, quality assurance and improvement within its competences. Currently agency is at the disposal of all public institutions in Georgia, which either have no capacity or find it less feasible to maintain an in-house Research and Development and innovations management team
	“community Centre”	x		x		x		x		There are 19 such centres all over Georgia, Users of the community centers can enjoy services rendered by the Public Service Development Agency, the National Archive of Georgia, the National Agency of Public Registry, Social

										Service Agency and Mekanizatori LLC. Centers also provide services of private companies - Magticom and Liberty Bank.
Ministry of internal affairs	112		x		x	x			x	Provides advanced assistance to the citizens during the emergency situations. "112" Georgia coordinates the operation of three different emergency services: patrol police, fire/rescue Service, ambulance and road safety management all over Tbilisi.
	Service agency	x		X		x			x	Provides services related to the vehicle registration, driving license, firearm registration, and certificates related to the individual's criminal records, there are 14 service centres of MIA all over Georgia, newly built with business type service delivery space.
Ministry of Finance	Revenue Service									Revenue Services" that delivers services to the businesses associated with customs and paying taxes. Customs services are delivered through the customs clearance zones (CCZ), there are eight CCZs, which are located in the airports, sea ports and capital city. Another LEPL under MOF is "Service Agency of MOF" that manages state property. It has developed web portal www.Eauction.ge ²⁴ , which enables interested individuals to acquire state property through electronic auctions.
	Service Agency of MOF									
Ministry of Health	Social Service agency	x			x				x	Develops 1. Minimal requirements for the services, which are delivered through the non-governmental organisations to the people with disabilities, 2. Provides benefits to the socially vulnerable population, pays state pensions, manages "Universal Healthcare Program" etc. Currently SSA has 57 territorial offices, but it is undergoing the reorganization process
Ministry of Education	Education quality enhancement center	x		X					x	Issues different types of certificates related to the education. They don't have territorial offices or e-services.
	Education Management IT system		x		x				x	NAEC has been organizing a number of high stakes, educational assessment examinations such as Unified National Exams, Unified Post-graduate Exam, and Teachers Certification Exams National Educational Olympiad School-leaving Exams.

²⁴ <https://www.eauction.ge/>

ⁱ https://matsne.gov.ge/index.php?option=com_content&view=article&id=60&Itemid=12&lang=en