



EUROPEAN UNION

DELEGATION TO GEORGIA

The Head of Delegation

Tbilisi, 29 June 2016

JH/ds ARES (2016) 3117059

Mr Niels Scott
UNDP Resident Representative
UN Office,
9 Eristavi Str., Tbilisi, Georgia

Subject: Agreement for the Action "Strengthening the System of Parliamentary Democracy in Georgia, Phase II (2016-2018)"

Dear Mr Scott,

Please find enclosed three originals of the Agreement with the annexes to the action mentioned above. I would be grateful if you could sign and date all originals, retain one for your records and return other countersigned originals to the following address:

European Union Delegation to Georgia
Finance, Contracts and Audit Section
38 Nino Chkhaidze Str.
0102, Tbilisi, Georgia

Please use a reliable courier service or registered mail to avoid any delays or loss of the documents.

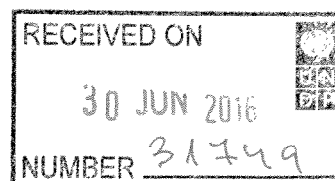
Your attention is drawn to the fact that the Contracting Authority will not be obliged to honour the signed agreement in the event of any of the following:

- the agreement is not returned to the above address within 30 days of the date of this letter, duly signed and dated by a signatory authorised to represent you;
- any modifications to the text of the agreement.

Yours sincerely,

Janos Herman
Ambassador

Encl.(s): Three originals of Agreement
Annex I – The Action
Annex II – General Conditions for PA Grant or Delegation Agreements
Annex III - Budget for the Action
Annex IV -Financial Identification Form
Annex V - Standard Request for Payment



EUROPEAN UNION DELEGATION AGREEMENT

2016/374-626
(the "Agreement")

The European Union, represented by the European Commission, (the '**Contracting Authority**') of the one part,
and

United Nations Development Programme (UNDP)
International Organisation
United Nations Plaza 1
10017 New York
United States
hereinafter the '**Organisation**'

of the other part, (individually a "Party" and collectively the 'Parties') have agreed as follows:

SPECIAL CONDITIONS

Article 1 - Purpose

- 1.1 This Agreement defines the activities entrusted to the Organisation for the implementation of the Action '*Strengthening the System of Parliamentary Democracy in Georgia, Phase II (2016-2018)*' as described in Annex I (the "Action") consisting in Budget Implementation Tasks and may also include other tasks clearly identified. This Agreement lays down the rules for implementation, for the payment of the EU contribution, and defines the relations between the Organisation and the Contracting Authority.
- 1.2 This Agreement consists of these special conditions (the "Special Conditions") and their annexes.
- 1.3
 - a) In the performance of the activities, the Organisation applies its own internal control and accounting systems as well as the rules and procedures for an independent external audit which have been positively assessed in the ex-ante pillars assessment. In case the pillar assessment raised some reservations the Organisation shall comply with the ad hoc measures stated in Article 7.
 - b) The Organisation shall apply its own rules for grant award procedure, as assessed in the ex-ante pillars assessment and its own procurement procedures, as assessed in the ex-ante pillars assessment.
 - c) The Organisation shall perform the activities to be implemented under the Agreement in accordance with the principles of Sound Financial Management, transparency and non-discrimination, applying its positively assessed Regulations and Rules.
 - d) The Organisation is free to use any Regulations and Rules which have not been subject to the ex-ante pillar assessment to the extent that these Regulations and Rules are not in conflict with the provisions of this Agreement.
- 1.4 The Action is a Multi-Donor Action¹.
- 1.5 This Agreement is subject to the provisions of the Financial and Administrative Framework Agreement between the European Union and the United Nations of 29 April 2003, as amended
- 1.6 The Action is an EU External Action.

¹ Multi donor Action is any action where EU funds are pooled with at least one other donor, including those cases where the Organisation and the EU are the only two donors. Parallel co-financing is not considered Multi-donor Action.

- 1.7 Under this Agreement the Organisation may not delegate activities. The General Conditions on Sub-delegation shall not apply.

Article 2 - Entry into Force, Execution Period, Implementation Period and Contracting Deadline

Entry Into Force

- 2.1 The Agreement shall enter into force on the date when the last of the two Parties signs.

Execution Period

- 2.2 The Execution Period of this Agreement shall start at the entry into force of this Agreement as provided for in Article 2.1. The end of the execution period shall be the End Date referred to in Article 13.5 of Annex II.

Implementation Period

- 2.3 The Implementation Period of the Agreement (the "Implementation Period") shall commence on:
- the day after the last Party signs.
- 2.4 The Implementation Period of the Agreement as laid down in Annex I is **30 months**. Upon adequate justification either Party may request the extension of the Implementation Period in accordance with Article 11 of Annex II.

Contracting Deadline

- 2.5. Individual Procurement and Grant contracts implementing this Agreement shall be signed by the Organisation (or the Sub-delegatees) no later than 30 months from the date of entry into force of this Agreement.

Article 3 - Financing the Action

- 3.1 The total cost of the Action² is estimated at **EUR 1 665 000**. The Contracting Authority undertakes to provide EU contribution³ up to a maximum of **EUR 1 500 000**. The final amount will be established in accordance with Articles 15 to 18 of Annex II.
- 3.2 **Remuneration**
The remuneration of the Organisation (or the Sub-delegatees) by the Contracting Authority for the implementation of the activities entrusted under this Agreement shall be **7.00%** of the final amount of accepted expenditure of the Action.
- 3.3 Interest generated on pre-financing shall not be due.

Article 4 - Narrative and Financial Reporting and Payment Arrangement

- 4.1 Payments shall be made in accordance with Article 19 of Annex II. The following amounts are applicable, all subject to the provisions of Annex II:

First pre-financing instalment.....	EUR 474,440.00
Second pre-financing instalment.....	EUR 563,677.00
Third pre-financing instalment.....	EUR 440,206.00
Forecast balance.....	EUR 21,676.00

Article 5 – Communication language and contacts

- 5.1 All communications to the Contracting Authority in connection with the Agreement, including reports referred to in Article 3 of Annex II, shall be in English. If requested by the Contracting Authority they shall be accompanied by a translation or a summary in English or French where the language of the Agreement is not English or French.
- 5.2 Any communication relating to the Agreement shall be in writing, shall state the number and/or title of the Action, and shall use the following addresses below.

² This amount is introduced only for indicative purposes. It is an estimation and its evolution does not condition the EU contribution.

³ Where the contribution is financed by the European Development Fund, mentions of EU contribution must be read as referring to European Development Fund financing.

- 5.3 Any communication relating to the Agreement, including payment requests and attached reports, and requests for changes to bank account arrangements shall be sent to:

For the Contracting Authority

European Commission
Delegation of the European Union to Georgia
For the attention of Contracts and Finance Section
38 Nino Chkheidze St.
0102 Tbilisi, Georgia

For the Organisation:

UNDP Georgia
UN House
9, Eristavi St.
0179 Tbilisi
Georgia

- 5.4 Ordinary mail shall be deemed to have been received on the date on which it is officially registered at the address referred to above.
- 5.5 The contact point within the Organisation which shall have the appropriate powers to cooperate directly with the European Anti-Fraud Office (OLAF) in order to facilitate the latter's operational activities shall be:

The OLAF contact point within UNDP:

Investigations Section of the Office of Audit and Investigations,
United Nations Development Programme,
DC1 Building 4th floor, New York, New York, NY 10017 USA

- 5.6 All communications to the Contracting Authority concerning the Central Exclusion Database shall be submitted by the Organisation to the Contracting Authority at the address stated in Article 5.3.

Article 6 - Annexes

- 6.1 The following documents are annexed to these Special Conditions and form an integral part of the Agreement:
- Annex I: Description of the Action (including the Logical Framework of the Project)
 - Annex II: General Conditions applicable to Delegation Agreements or PA Grant Agreements (Part III on PA Grant Agreements does not apply)
 - Annex III: Budget for the Action
 - Annex IV: Financial Identification Form
 - Annex V: Standard Request for Payment
 - Annex VI: Communication and Visibility Plan⁴
 - Annex VII: Management Declaration template
- 6.2 In the event of a conflict between the present Special Conditions and any Annex thereto, the provisions of the Special Conditions shall take precedence. In the event of a conflict between the provisions of Annex II (General Conditions) and those of the other Annexes, the provisions of Annex II shall take precedence.

⁴ The Communication and Visibility plan describes the measures to acknowledge that the Action receives EU funding.
May 2015
Special Conditions Delegation Agreement

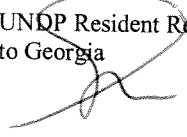
Article 7 — Other specific conditions applying to the Action

7.1 The General Conditions are supplemented by the following:

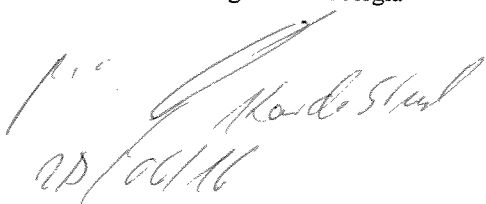
- 7.1.1 Where the implementation of the Action requires the setting up or the use of local infrastructure in the partner country (field office), the Organisation may declare as acceptable expenditure the capitalised and operating costs of local infrastructure if all the following conditions are fulfilled:
- a) They comply with the acceptability criteria referred to in Article 18.1 of the General Conditions;
 - b) They fall within one of the following categories:
 - i) costs of staff, including administrative and support staff, directly assigned to the operations of local infrastructure;
 - ii) travel and subsistence costs for staff and other persons directly assigned to the operations of local infrastructure;
 - iii) depreciation costs, rental costs or lease of equipment and assets composing local infrastructure;
 - iv) costs of maintenance and repair contracts specifically awarded for the operations of local infrastructure;
 - v) costs of consumables and supplies specifically purchased for the operations of local infrastructure;
 - vi) costs of IT and telecommunication services specifically purchased for the operations of local infrastructure;
 - vii) costs of energy and water specifically supplied for the operations of local infrastructure;
 - viii) costs of facility management contracts including security fees and insurance costs specifically awarded for the operations of local infrastructure;
 - c) The Organisation declares as acceptable expenditure only the portion of the capitalised and operating costs of local infrastructure which corresponds to the duration of the Action and
 - i) the rate of actual use of local infrastructure for the purposes of the Action; or
 - ii) the rate of use of local infrastructure for the purposes of the Action, determined by the Organisation on the basis of a simplified allocation method, provided that the allocation method is:
 - compliant with the Organisation's usual accounting and management practices and applied in a consistent manner regardless of the source of funding, and
 - based on an objective, fair and reliable allocation key.

Done in Tbilisi, Georgia in three originals in the English language, two for the Contracting Authority and one for the Organisation.

For the Organisation

Name Mr Niels Scott
Position UNDP Resident Representative to Georgia
Signature 
Date 28 June 2016

For the Contracting Authority

Name Mr Janos Herman
Position Head of EU Delegation to Georgia
Signature 
Date 20/06/16

ANNEX I - THE ACTION

DESCRIPTION

1.1. Title

STRENGTHENING THE SYSTEM OF PARLIAMENTARY DEMOCRACY IN GEORGIA,
PHASE II (2016-2018)

1.2. Location(s)

GEORGIA

1.3. Cost of the action and amount requested from the Contracting Authority

Total cost of the action (A)	Amount requested from the Contracting Authority (B)	% of total eligible cost of action (B/Ax100)
1,665,000 EUR	1,500,000 EUR	90.09%

1.4. Summary

Total duration of the action	30 months
Objectives of the action	<p>Overall Objective:</p> <p>Establish the Georgian Parliament as a credible institution with an essentially greater role in national policy-making and European integration, contributing to improved checks and balances system in the country.</p> <p>Specific Objectives:</p> <ol style="list-style-type: none"> Effectiveness of the parliament, as an institution, improved; Parliament's policy making and oversight capacities strengthened; Parliament's role in the European integration process enhanced.
Grant beneficiaries	Westminster Foundation for Democracy (WFD), Institute for the Development of Freedom of Information (IDFI)
Target group(s) ¹	Members and Staff of the Parliament of Georgia
Final beneficiaries ²	Members and Staff of the Parliament of Georgia; civil society; public at large

¹ "Target groups" are the groups/entities who will be directly positively affected by the project at the Project Purpose level – See paragraph 2.3 in Section II for the list.

² "Final beneficiaries" are those who will benefit from the project in the long term at the level of the society or sector at large.

Results	<ol style="list-style-type: none"> 1. Improved institutional performance of the Parliament as a result of implemented strategic reforms. 2. Strengthened capacities of the Parliament to exercise effective Government control, scrutinize draft legislation and introduce its own initiatives prepared through participatory and consultative process. 3. Enhanced role of the Parliament to engage in, monitor and raise public awareness on European integration processes.
Main activities	<p><i>Objective 1: Effectiveness of the Parliament, as an institution, improved</i></p> <ol style="list-style-type: none"> 1.1. Support the Parliament in implementing institutional reforms 1.2. Provide support to the Parliament in increasing openness, transparency, accountability and citizen engagement 1.3. Provide support in improving Parliament's relations with international counterparts and communication with public 1.4. Support the design and institutionalization of a new induction program for the Members of Parliament 1.5. Promote modern human resources management system in the Parliament <p><i>Objective 2: Parliament's policy making and oversight capacities strengthened</i></p> <ol style="list-style-type: none"> 2.1. Provide support to the sectoral committees to strengthen their strategic planning and reporting capacities 2.2. Provide advice to the parliamentary leadership and sectoral committees in strategic policy-making 2.3. Strengthen financial oversight capacities of sectoral committees 2.4. Streamline procedures for effective policy and law-making <p><i>Objective 3: Parliament's role in the European integration process enhanced</i></p> <ol style="list-style-type: none"> 3.1. Support the Parliament in strengthening its law-making and oversight functions in the European integration process 3.2. Support the Parliament in establishing a dialogue with public on the European integration issues 3.3. Facilitate cooperation with international partners



Situation Analysis

Background

The Parliament of Georgia is the supreme representative body determining the country's main domestic and foreign policy directions, exercising law-making and government oversight powers. It is a unicameral chamber elected every four years, consisting of 77 proportionally elected members and 73 members elected by a majoritarian voting system.

Since its independence, Georgia has gone through major political turmoil having an impact on the development of its democratic institutions. The Rose Revolution of 2003 heralded a new era of democratic transformation and modernization of state institutions and government services. However, the change was less evident when it came to parliamentary strengthening. The Georgian legislature remained weak, serving 'a rubber stamp' function for the Government. This was predominantly caused by the unbalanced representation of political groups in the chamber with the ruling United National Movement (UNM) party holding constitutional majority in the Parliament and a fairly weak opposition unable to exercise adequate Government control. Consequently, this has undermined the effective checks and balances system in the country with shifting the political centre and decision-making towards the Government.

After the parliamentary elections of 2012, there has been a tangible progress on this front. The October parliamentary elections brought about the first peaceful transfer of power between democratically elected governments in Georgia with a strong representation of the opposition, which holds about 40% of the seats. Besides, for the first time in recent history of Georgia, the former ruling party remained in Parliament with a sizable share of seats. This has created political space for active parliamentary debate and increased legislative scrutiny and government oversight.

In addition, the Parliament has become more open towards the public, including with the engagement in the Open Government Partnership (OGP) initiative. Involvement of the civil society in legislative processes has become greater than in the previous parliamentary terms. Different non-governmental organizations are vigorously participating in the committee working groups, committee hearings and other relevant activities. Their voices are increasingly heard and their recommendations are at times translated into legislative amendments and initiatives.

At international front, Georgia has made a significant step towards the European approximation. In 2013, Georgia signed the Association Agreement (AA) and a Deep and Comprehensive Free Trade Area (DCFTA) with the European Union followed by its ratification by the Parliament of Georgia on 18 July 2014 and gradual ratifications of the document by all 28 EU Member States with the Belgian Parliament finalizing the procedure on 24 December 2015. The AA sets forth a new framework for the political and economic relationship between the EU and Georgia through Georgia's political association and phased-in economic integration with the EU. The agreement provides for the approximation of Georgian laws with around 300 pieces of EU secondary legislation. In this context, the role of the Parliament further increases, firstly, in contributing to the legal harmonization process, secondly, in exercising government



oversight over the AA/DCFTA implementation, and, thirdly, raising public awareness on AA/DCFTA impact on citizens' lives.

In terms of organizational development, the Parliament has received considerable donor support throughout the years to build its administrative structures, streamline procedures, equip and improve operational capacities.

Since 2004, United Nations Development Programme (UNDP) has been one of the largest providers of such assistance. Through its Project – *Strengthening the Effectiveness and Transparency of the Parliament of Georgia* – UNDP began to support the institutional strengthening of the Parliament with a particular focus on enhancing the operational capacities including provision of basic infrastructure of the Parliament during 2004-2008. A second project – *A Strong Parliament in a Consolidated Democracy* – took place between 2010 and 2013. It made greater focus on substantive issues and was designed around four components: budget processes, local governance reform, human resources management, and international partnerships.

In February 2014, with the support from the European Union under the EU Comprehensive Institution Building (CIB) program, UNDP initiated the on-going five-year project – *Strengthening the System of Parliamentary Democracy in Georgia*. The project was broken down into two phases of 2.5 years with a total budget of 3,300,000 EUR (1,665,000 EUR per each phase co-shared between the EU and the Georgian Parliament in the amount of 1,500,000 EUR and 165,000 EUR, respectively). Project's I Phase, closing in April 2016, brought significant results as set out below:

- The Project achieved remarkable progress in supporting the Parliament in developing its first ever legislative openness action plan and thus promoting greater transparency through engaging in the global OGP initiative. Georgia became the first country in Europe with an extensive openness action plan designed as a result of a highly consultative and participatory process between the Parliament and the civil society. As an acknowledgement of the Parliament's exemplary cooperation with the civil society, the Parliament was awarded with the OGP Government Champions Award at the OGP Global Summit in Mexico in October 2015.
- Development of the first ever Institutional Reform Plan (IRP) helped the parliamentary leadership to strategically assess its state of affairs and focus on pressing needs and challenges in the institution. A product of participatory and consultative process, the IRP is an overarching framework laying out all key reform areas that need to be addressed by the Parliament to develop into a stronger and more effective legislature.
- Parliament's policy making and oversight capacities were improved through a direct policy advice including on European integration to the Speaker of the Parliament, as well as intensive capacity building activities for sectoral committees through trainings, coaching and study visits. The committees are now better skilled to analyze budget laws and use State Audit Office (SAO) reports to scrutinize budget and its execution. Various workshops to build cooperation with the civil society helped the committees to understand the value of civil society engagement in legislative and oversight activities. Development and implementation by the sectoral committees of their action plans facilitated a structured approach to committee work and facilitated in effective and efficient performance of their legislative, oversight and representative functions.



- The Parliament has also improved its public outreach as a result of developing its Communications Strategy and Action Plan which is being consistently implemented by the Parliament's Public Relations and Information Department. Parliament's international relations have also moved up a higher level as a result of the reform of its International Relations Department. The changes are currently being reflected in the Department's Charter and aim to introduce a new structure and functions to expand IRD's role in parliamentary diplomacy.
- Finally, Parliament's basic capacities in EU law harmonization were developed. Its communication with public on EU integration has also been encouraged and initiated.

These and other achievements have been documented in the Project's mid-term review undertaken by an independent international evaluation in December-January 2015³.

Current Context

Despite achieved progress in parliamentary strengthening, the Georgian Parliament requires continued support as there remain a number of areas that need to be addressed. In general terms, the Parliament is yet insufficiently strong vis-à-vis the Government. This is particularly visible through a low number of legislative initiatives by Members of Parliament and weak government oversight. Lack of adequate knowledge and skills of the Parliament staff result in insufficient services to the MPs. The Parliament is also faced with the challenge of increasing its role in the European integration process through adequate involvement in the legal harmonization exercise and effective government scrutiny of the AA/DCFTA implementation.

These and other challenges are reflected in detail in the Parliament's IRP, Open Parliament Georgia (OPG) Action Plan 2015-2016 developed with EU/UNDP support as well as in OSCE/ODIHR "Assessment of the Legislative Process in Georgia", Open Society Georgia Foundation (OSGF) report – "Assessing the First Year of Georgia's Implementation of the Association Agenda – Progress and Opportunities in the Political Sphere", and other assessment reports by various local and international organizations.

The Parliament's IRP identifies and groups parliamentary needs according to its constitutional functions and organizational tasks. More particularly, the document specifies the following challenges:

- Law-making: difficulties faced with 'paper-based' business processes, including limited access to electronic and editable versions of draft laws; expedited process of law-making; lack of institutional and professional capacities to undertake ex-ante analysis of legislation; limited staff capacities in committees; lack of strong coordination between legislative and executive branches of government.
- Government oversight: political factors negatively affecting strong government control; lack of political culture and readiness of the government ministries to account to the Parliament, including deficiencies/inconsistencies in responding to MP questions.
- Representation: insufficient communication/feedback with constituencies.

³ Parliament Project Mid-Term Review, January 2015. By Kevin Deveau



- Organizational work: deficiencies in internal communication; duplication of functions between departments; ineffective reporting and monitoring systems.
- Human resources management: ineffective staff recruitment, promotion and performance appraisal systems; limited number of new and qualified staff members; lack of knowledge management system.
- Communications: deficiencies of Parliament website; ineffective communication with the Government; low public image.

As part to engage in the OGP initiative, the Georgian Parliament adopted its first ever legislative openness plan – Open Parliament Georgia Action Plan (OGP AP) – in July 2015. Comprised of 18 commitments, the Action Plan promotes:

- Public involvement: opportunities to comment on draft bills, present legislative proposals, attend plenary sessions, etc.;
- Access to information: publishing draft bills in an editable format, adapting the Parliament's web resources to the needs of people with disabilities, etc.;
- Technology and innovation: simplified access to the published documenting, including through innovative means, improve Parliament's website, etc.;
- Accountability: access to committee reports, establishing a permanent Parliamentary Council on Openness and Transparency, active cooperation with civil society, etc.⁴

Correspondingly, many of the commitments of the OGP AP directly respond to the parliamentary needs as manifested in the IRP and propose respective solutions.

Parliament's challenges in legislative process are summarized in the OSCE/ODIHR *Assessment of the Legislative Process in Georgia*, more particularly:

- Parliament in most cases corrects the shortcoming of already enacted legislation rather than proposing its own legislative initiatives. As an example, in 2012-2015, out of 638 drafts, only 22 were draft laws, while the majority – 616 – were legal amendments to already existing laws.
- Expedited process of law-making has a detrimental effect on the quality of laws and raises question for the right balance between efficiency in the law-making and effectiveness of laws. During 2012-2014, accelerated procedure was applied in 32% of the cases.
- Parliamentary staff requires intensive capacity building to acquire knowledge and skills similar to the type of training offered to ministries' staff. The scope of training shall consider the legal harmonization aspect to meet the challenge under the EU-Georgia AA/DCFTA.
- In more general terms, there's a need for a more regular and consistent stakeholder consultations during legislative process; explanatory notes attached to draft legislation tend to remain quite basic and often do not provide information on the reasons for

⁴ Open Parliament Georgia Action Plan 2015-2016 <http://www.parliament.ge/en/gia-mmartvelobis-partniorobis-sakanonmdeblo-giaobis-samushao-djgufis-konferencia/saqartvelos-gia-parlamentis-samoqmedo-gegma>

preparing the draft law or on cost and other impact assessment undertaken; Rules of Procedure require revision to provide a better quality of draft laws and ensure increased stakeholder engagement and transparency of legislative process.⁵

Parliament's minimal role and engagement in the implementation of the EU-Georgia AA/DCFTA is another major challenge as documented in the above mentioned OSGF report⁶.

The II phase of the Project was thus developed by taking the account of the above issues and challenges. While planning for the II Phase, UNDP referred to the Contribution Agreement between the EU and UNDP signed in February 2014, which specifies that the Project's II Phase "will be based upon the results of the I Phase as identified in the mid-term evaluation and the respective activities will be elaborated in close partnership with the Parliament carefully considering the advice from the EU Delegation." Consequently, it is proposed that while the Project's major directions are not subject to change and the II Phase mostly builds up on I Phase activities, new project initiatives are also suggested. Those are based on the Parliament's on-going needs, including findings and recommendations of I Phase evaluation report as well as other assessments, action plans and strategic documents produced within the Project framework. More particularly, the Project's II Phase is largely based on IRP and directly relates to the following goals as set therein:

- Goal 1.1.2 on improving the quality of explanatory notes accompanying the draft legislation;
- Goal 1.1.4 on introducing operational system for citizen participation in legislative processes;
- Goal 1.2.1 on harmonizing the Georgian legislation with the EU acquis;
- Goal 1.2.2 on improving government oversight through sharing best European practices;
- Goal 2.1.1 on improving HR management systems;
- Goal 1.3.1 on effective donor coordination;
- Goal 3.2.1 on building Parliament's communications and public outreach capacities;
- Goal 4.1.1 on introducing the program based budgeting in the Parliament.

The Project design also responds to the Parliament's 2015-2016 OPG AP and a number of activities are directly linked with the selected commitments of the Plan (e.g. promoting citizen engagement in legislative process, improving the quality of explanatory notes of the draft legislation, etc.).

Apart from responding to the Parliament's strategic documents, an important challenge is to sustain the achievements made within the Project's I Phase, ensure that the strategic documents, like IRP, OPG Action Plan and others are properly implemented and new similar initiatives produced. This is particularly crucial in view of the upcoming parliamentary elections of October 2016 when the ownership of the process will be transferred to the new Parliament. It is also critically important that the timely and adequate support is provided to the newly

⁵ *Assessment of the Legislative Process in Georgia*. OSCE/ODIHR, January 2015
<http://www.osce.org/odihr/138761>

⁶ *Assessing the First Year of Georgia's Implementation of the Association Agenda – Progress and Opportunities in the Political Sphere*. OSGF, November 2015
http://www.osgf.ge/files/2015/2015/publication/Book_ENG_WEB.pdf



elected Members of Parliament to secure uninterrupted performance of their parliamentary duties.

In addition, while the Project achieved most of its results as envisaged under the Project's I Phase, a number of activities, including support on improving quality of explanatory notes, revision of Rules of Procedure (RoP), etc., that were not carried out mostly due to the financial shortcomings⁷, shall be implemented and finalized in the II Phase.

The previous interventions have provided UNDP with a solid basis to assess the situation, create a significant network of partners as well as generate institutions knowledge. These all will form a basis for the continued and advanced support to be provided to the Parliament in the framework of the EU CIB program.

⁷ Project suffered financial loss in the I Phase in the amount of approximately 250,000 USD as a result of EUR-USD exchange rate fluctuations in 2015. To address the issue, an early start of the II Phase was recommended.



Strategy

The overall objective of the Project is to establish the Georgian Parliament as a credible institution with an essentially greater role in national policy-making and European integration, contributing to improved checks and balances system in the country.

The Project identifies the following problems as a scope for intervention: 1) lack of effective and efficient structures and procedures in the Parliament; 2) limited policy-making and oversight capacities of the parliamentary leadership and committees; 3) insufficient engagement of the Parliament in the European integration process.

In view of the above, the Project has three specific objectives:

1. Effectiveness of the Parliament, as an institution, improved;
2. Parliament's policy making and oversight capacities strengthened;
3. Parliament's role in the European integration process enhanced.

With targeted and coordinated approach to project planning, implementation and monitoring, the Project will further advance parliamentary development process in the country. Parliament will be provided with opportunities to streamline its structures and procedures; increase transparency and citizen engagement; improve quality of its international services and communications; be prepared for the new term of the Parliament with institutionalized MP induction program in place; committees' operation becoming more structured, planned and open to public; improved legislative and financial scrutiny resulting in better quality laws and tighter government oversight, as well as increased parliamentary input in national policies and reforms; procedures in place for closer coordination between the Parliament and Government in attaining obligations under new cooperation framework with the EU; Parliament becoming one of the key places to gather and disseminate information on Georgia's EU integration agenda.

Successful execution of the Project will strengthen the Parliament as an institution, enhance the strategic direction by the Parliament's leadership, improve the functioning of the committees in reviewing legislation and exercising oversight, reinforce parliamentary structures (committees and departments engaged in the process), and facilitate clearer procedures and better qualified staff and MPs to meet the demands of the parliamentary system and European integration challenge.

The following results are expected to be achieved as a result of the Project intervention:

4. Improved institutional performance of the Parliament as a result of implemented strategic reforms.
5. Strengthened capacities of the Parliament to exercise effective Government control, scrutinize draft legislation and introduce its own initiatives prepared through participatory and consultative process.
6. Enhanced role of the Parliament to engage in, monitor and raise public awareness on European integration processes.

While implementing the Project, a wide range of activities will be offered to reach the set objectives. Streamlining and institutionalizing strategic documents and procedures, providing comprehensive capacity building programs, facilitating coordination with the Government, forging strong ties with the civil society, business community and public at large will be core

activities of the project. This will aim at strengthening law-making and oversight functions of the Parliament, increasing legislative transparency and citizen participation, introducing innovative approaches for public outreach and citizen engagement, including in the European integration field. Overall, the Project will contribute to setting proper checks and balances system in the country through strengthening the institutional and functional capacities of the Parliament and enhancing its role in the power system.

The detailed strategy and activities of the Project are given in the below sections:

1. Effectiveness of the Parliament, as an institution, improved.

Effectiveness of the Parliament as an institution largely depends on valid and operational legal and strategic framework, effective and efficient structures and procedures in place and professional and trained administration. During the I Phase, the Project contributed to this objective through development of strategic documents elaborated through a transparent and participatory process. More particularly, in 2014-2016, different action plans were developed in close coordination with the Parliament: IRP of the Parliament identifying institutional gaps and future reform areas; OGP AP committing Parliament to transparency and accountability principles; Communications Action Plan introducing modern and innovative public outreach mechanisms; Concept Note on Parliament's International Relations forming foundation for the reform of the international relations services, as well as different manuals to set uniform standards and guide the administration through the process.

Respectively, the new phase of the Project will continue its good practice, build upon the achieved results through operationalization of developed strategic documents and build respective administrative capacities to meet the institutional challenges.

- 1.1. *Support the Parliament in implementing institutional reforms*

In 2015, the Project supported the Parliament in developing its first ever Institutional Reform Plan – an initiative stemming out of the EU CIB program. Aimed at building effective institutions central to implementing EU-Georgia AA/DCFTA, CIB program called for the development and consistent implementation of the multi-annual reform plan.

A product of a participatory and consultative process, the IRP defines a vision and forms a foundation for enacting substantive institutional reforms to build up Parliament's administrative capacities. It provides an overview of the main needs of the institution, such as challenges connected to the legislative processes, government oversight, representative activities and organizational work.

IRP identifies the areas where reforms need to be implemented for improved functioning of the Parliament. Considering a full array of issues and challenges as set forward by the IRP, the in-house capacities will not suffice in addressing those challenges. Lack of human and financial resources in the Parliament requires external support to ensure consistent and effective implementation of institutional reforms. With this objective and upon adoption of the IRP by the Bureau, expected in early 2016, a donor coordination event shall be convened. The document shall be presented to the donor community and key reform areas highlighted where donor support will need to be directed. The Parliament will also require a Monitoring and Evaluation (M&E) framework to track the implementation progress and assess the achieved results, including the activities undertaken by internal and external (donor) resources.



In recent years, one of the most important reforms introduced by the Georgian Government was a shift from traditional (line-item) to program-based budgeting (PBB). Main advantage of the PBB is the result-oriented budgeting. It demonstrates links between programmatic and financial planning and focuses on the results achieved. The Parliament, along with the government ministries, has a duty to adopt PBB principles in its work and manage its financial activities in a more open and transparent manner, also envisaged under IRP Strategic Goal 4.1.1. In the Project's I Phase, a basic assistance was provided to the respective parliamentary stakeholders (Secretary General, Head of Financial Department and Head of Staff of Budget and Finance Committee). Based on the preliminary assessment, an analytical report on budgetary processes of the Parliament was prepared and a special Manual developed to guide the Parliament through the program budgeting exercise. However, considering the complexity of the issue, particularly in terms of practical implementation of recommendations, additional trainings and on-the-job consultancies are needed to increase the capacities of parliamentary administration in launching the reform.

To support the Parliament in reaching the above objectives, the Project will undertake the following activities:

1.1.1. Contribute to the implementation of the selected strategic goals of the IRP (see section 1.6 above). In addition, provide consultancy to the Parliament in monitoring and evaluating the implementation progress of the IRP through designing an M&E framework and conducting annual assessment of the implementation.

1.1.2. Advise the parliamentary leadership and the Speaker's Cabinet on effective donor coordination through operationalization of the new coordination mechanism designed within the Project's I Phase.

1.1.3. Build capacities of parliamentary administration in developing Parliament's PBB. Support will entail the provision of international consultancy and experience sharing with one of the parliaments of the EU Member States. Pilot the first PBB for selected two sectoral committees. Based on lessons learnt, replicate the process for other parliamentary committees.

1.2. Provide support to the Parliament in increasing openness, transparency, accountability and citizen engagement.

While the Georgian Parliament has succeeded in joining the OGP initiative through adoption of the OGP AP in 2015, the implementation of the commitments undertaken under the Plan call for an intensive engagement of the Parliament in this exercise. Although the Plan is drafted for the period of 2015-2016, yet only a few commitments have been carried out, mostly due to the limited human and financial resources available at the Parliament. On one hand, Parliament requires support in overall monitoring of the process: Permanent Council on Open and Transparent Governance, which is a newly established parliamentary body responsible for implementation of the Plan, needs strong external support to fulfil its functions thoroughly. On the other hand, the actual implementation of a selected number of commitments, those requiring external resources, is needed. Another challenge is the upcoming parliamentary elections, when the strong advocacy and awareness raising will be required for familiarizing the newly-elected MPs with the OGP principles, forming anew the Parliament's Permanent Council on Good and Transparent Governance, following up on the existing commitments and developing the next Action Plan for the period of 2017-2018. Public awareness is a crucial



element for successful implementation of parliamentary openness in Georgia. Citizens of Georgia should be aware of the advantages that Action Plan is granting them. 18 commitments currently envisaged by the OPG AP are instruments that will have direct positive impact on citizens' participation in the legislative affairs. Therefore, the Project will implement a variety of public awareness activities, including through applying innovative methods and by active engagement of the youth.

Implementation of the selected commitments of the OPG AP will lead to a number of amendments to the Parliament's Rules of Procedure. Where the Parliament expresses its will for the comprehensive revision of the RoP, the respective support will be provided to make the parliamentary operations more effective and efficient, particularly in terms of better legislative review and stronger parliamentary oversight.

Parliament regularly interacts with a number of independent institutions (such as the State Audit Office, Central Electoral Commission, Public Defender's Office, etc.) often on the occasion of the appointment of the head of institution or members of the board, approval of the budget or review of annual reports. However, this interaction does not always reflect procedural consistency or the policies of the OECD which requires parliaments to ensure both the independence as well as the accountability of the institutions. While reviewing the RoP, the Project will also look at the possible gaps in the legislation to suggest recommendations for further amending the RoP.

In view of the above, the Project will implement the following activities:

1.2.1. Support the Parliament in continued active engagement in the OGP initiative:

1.2.1.1. Facilitate the work of the Permanent Council on Open and Transparent Governance in the implementation of the 2015-2016 Action Plan through organization of workshops and meetings with the civil society to track implementation progress of the plan. Support the participation of Council members in high-level international OGP events to exchange best practices of OGP member countries and follow the modern trends in OGP community.

1.2.1.2. As the functions of the Council are defined by its Charter, it is important to elaborate the long-term Strategy of the Council that will designate the long-term perspectives, goals and possible dates of meetings of the Council. The Strategy will reflect the technical and organizational issues regarding the elaboration and implementation process of the OPG AP.

1.2.1.3. Select a number of commitments to be directly implemented by the Project in close coordination with the Parliament. Focus will be made on introducing new technologies and innovations, such as launching citizen petitions online platform, developing Parliament's mobile application, ensuring access to information and promoting adapted environment in the Parliament for Persons with Disabilities (PwDs).

1.2.1.4. Upon summoning of the new Parliament, provide support to the newly composed Permanent Council in developing and further implementing the 2017-2018 Action Plan in line with the best principles of OGP. Prior to this, prepare a special Guide on OGP and Parliamentary Openness to raise Council members' awareness on the main principles, challenges and objectives of OGP. In addition,

produce a comparative study on international practice related to the parliamentary openness to inform the action plan elaboration process.

1.2.1.5. Conduct public awareness campaign in Tbilisi and the regions of Georgia through meetings with different segments of population. In line with OPG AP Commitment 1.6. Support the Parliament in establishing the Parliamentary Openness Week. Promote active participation of the youth, including through organization of different competitions (e.g. 'hackathons') to encourage innovative ideas for parliamentary openness and citizen engagement.

1.2.2. Support the Parliament in the comprehensive revision of the Parliament's Rules of Procedure:

1.2.2.1. Advise the Committee on Procedural Issues and Rules in the process of RoP revision, particularly, in establishing and supporting a special working group tasked with identifying the existing gaps in the document and preparing draft amendments to RoP. A participatory and consultative process will be ensured with different stakeholders, including civil society. If needed, the project will also facilitate specialized expertise from other parliaments within the EU, particularly, for sharing best practices in legislative scrutiny and government oversight. (*Note: activity has been moved from the Project's I Phase*).

1.2.2.2. Conduct a baseline assessment of parliament's interaction with the independent institutions taking into account best practices in other European countries. Based upon the assessment, develop policy proposals aimed at greater consistency in the balance between ensuring independence and accountability of the institutions. Implement the activity along the work on RoP (*Note: activity has been moved from the Project's I Phase*).

1.3. Provide support in improving Parliament's relations with international counterparts and communication with public

For years, Parliament's international relations have not been used to its full potential as the existing structure has not been working satisfactorily. Limited mostly to exercising protocol functions, Parliament's International Relations Department (IRD) could not provide adequate support to the MPs for them to engage fully in parliamentary diplomacy. The Department fails to secure its role as a central reference and support point for the Parliament's international relations due to an ongoing lack of research and analysis on past parliamentary engagements and foreign policy.

Considering the pressing need of reform, I Phase of the Project provided consultancy to the parliamentary leadership and IRD to introduce constructive changes. Among other activities, a concept note was prepared for reforming the Department granting it with a wider mandate and functions. Based on the best practices of European parliaments and, specifically, the Lithuanian Parliament (selected from a comparative study of different European parliaments), a more active role in parliamentary diplomacy was suggested. Based on the new concept, the IRD Charter was redrafted and is currently awaiting approval by the Speaker of the Parliament. In view of the Department's new mandate/Charter, there's a pressing need for capacity building of the Department staff to ensure the operationalization of the recommendations and sustainability of I Phase outputs. Among the key changes that will result from the adoption of the new Charter would be the requirement of members to provide the IRD department with



reports on their international engagements and the need for the Department to maintain historical information of these.

Capacity building is required for staff to assuming the expanded functions of parliamentary diplomacy. In addition, the IRD will have to produce a range of standard products to support MPs before they engage with their international counterparts. A special in-house guidance manual prepared in line with the new Department Charter will be used in the induction of new members.

Another area of Project support is streamlining parliamentary communications, making it more strategic, proactive and widely accessible. In the era of new media and technologies, the role of communications services is critical in making the organization's work visible and understandable to public. Stakeholder trust is a valuable commodity for all organizations. In parliamentary context, this acquires even greater importance as a positive image and public trust endorses the role of the Parliament as a voice of people and promotes its standing in the power system. It is the mission of parliamentary communication to build stakeholder trust in the Parliament through increasing "public understanding, awareness, and participation in the democratic process by ensuring access to accurate, timely, and relevant information about the Parliament of Georgia".⁸ While in the Project's I Phase, support was mainly directed at introducing strategic framework for parliamentary communications through developing communications and social media strategy and communications plan, in its II Phase, the Project shall concentrate on increasing professional level of communications staff so that institutional needs are met by respective administrative capacities, also in line with the IRP Strategic Goal 3.2.1. and OPG AP Commitment 1.6. In order to put communications strategy and action plan in practice, the respective knowledge and skills within the Parliament's Public Relations and Information Department are required. With the development of the OPG AP, which envisages greater citizen participation in decision-making process, the Department's role and respectively, demand for its professional capacities increases.

Considering the above challenges, the Project will undertake the following activities:

1.3.1. Promote improved international relations services in the Parliament:

1.3.1.1. Upon adoption of the new Charter of the IRD, provide capacity building program to the Department staff. The program will entail, but not be limited to, sharing techniques of preparing talking points/briefs for MPs, taking notes and drafting minutes, as well as creating a searchable archive of information from previous parliamentary diplomacy engagements, developing information packages and reports, and drafting annual reports of the parliamentary delegations and friendship groups. This will be achieved through training sessions, on job consultancies, peer-reviews of products and exchange visits.

1.3.1.2. Provide foreign policy analysis skills development to assist IRD staff develop information packages for parliamentary delegations. The foreign policy training will also include staff from the Research Department and the Foreign Relations Committee.

1.3.1.3. Induction of new members on the IRD guide and mandate. This induction will be important to members working in friendship groups and engaged in

⁸ Communications Strategy of the Parliament of Georgia.



parliamentary diplomacy, especially with regards to other parliamentary bodies such as NATO Parliamentary Assembly, IPU, PACE, OSCE Parliamentary Assembly, etc.

1.3.2. Support streamlined and effective parliamentary communications:

1.3.2.1. Based on the preliminary needs assessment, provide a set of trainings to the Public Relations and Information Department to promote the effective implementation of the Communications Strategy and Action Plan, as well as the OPG Action Plan.

1.3.2.2. Facilitate annual workshops of the Department to discuss lessons learnt in parliamentary communications and review action plan for the forthcoming year.

1.3.2.3. Organize a Training of Trainers (ToT) for the Department staff to create in-house resources for delivering advice and consultancy on media relations, public outreach, using social media tools, drafting press releases and other. ToT will ensure sustainability of the action and equip Department with relevant skills to provide communications trainings to MPs and staff, particularly, newcomers.

1.4. Support the design and institutionalization of a new induction program for the Members of Parliament.

In fall 2016, Georgia will hold its next parliamentary elections resulting in the renewed composition of the legislative branch, possibly with new parliamentary and committee leadership in place. It is expected that many of the Members will be new to Parliament, thus requiring support in getting familiarized with their mandate, functions and duties, as well as parliamentary procedures and parliamentary work in general, including organizational structure, available services and resources, mode of operation, etc. Although in previous years, the newly-elected MPs were provided with induction trainings, these mostly focused on training on RoP and media communications. Besides, the trainings were mostly organized, designed and delivered by international partners with limited participation from the Parliament, with no local ownership or sustainability mechanisms included. Correspondingly, this has created a culture of full dependency on donor's goodwill and external support.

To promote Parliament's role in managing the induction of members, the Project will support the legislature in institutionalizing the induction program through developing a framework for operation and building institutional capacities to direct the program. Given the interest and experience of other organizations towards the issue, the Project will ensure close coordination with all respective stakeholders, such as National Democratic Institute (NDI) and USAID Good Governance Initiative (GGI). While the Project, in close consultation with the Parliament, will set up an overall framework for the induction, selected trainings will be facilitated by other organizations, such as trainings on RoP, political/media communications, etc. As a sustainability measure, the program will also aim at embedding the knowledge on conducting effective inductions within the Parliamentary Training Centre which was established with the support of UNDP.

1.4.1. Based on a preliminary baseline study and in close consultation with the Parliament, develop a concept for parliamentary induction programme to raise MPs' awareness on their role, mandate and functions as well as the institutional organization of the Parliament and available services. The concept shall provide for the goal, structure

and contents/curriculum of the program, as well as identify respective structural units/individuals in charge of delivering various training sessions.

1.4.2. Advise and provide on-job-consultancy to parliamentary administration and various departments in preparing training materials and presentations. MPs will be inducted with the relevant knowledge required for them to fulfil the responsibilities of legislation, oversight and representation as well as information on the parliamentary services available to them from departments such as the Budget Office, Research, Public Relations, International Relations, Human Resources, etc.

1.4.3. Support the Parliament in designing and publishing of different informational materials, including brochures on parliamentary services, Q&As, maps for easy orientation in the building, etc.

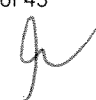
1.4.4. Upon summoning of the new Parliament, support in organizing the induction programme, including by provision of training facilities. Coordinate with other organizations for co-sharing principles.

1.4.5. Provide induction for specific committees to aid members understand the plans of the line ministries they oversee and the key issues facing the country in a specific sector. This process will also expose MPs to Georgian CSO and Academics experts that could support them during their term in office.

1.5. Promote modern human resources management system in the Parliament (provisional activity, contingent upon implementation of civil service reform in Georgia and manifestation of Parliament's commitment for change)

According to the IRP, human resources (HR) management poses one of the biggest challenges for parliamentary strengthening in Georgia. Personnel Issues Department is mostly engaged with administrative and business processes (e.g. keeping MP and staff records, issuing statements of employment, granting annual leaves, etc.) rather than actually managing human resources in the Parliament. Ineffective and outdated systems of staff recruitment, performance appraisal and promotion/motivation coupled with limited access to professional development and uncompetitive salaries, results in the lack of professional human resources and constant "brain drain" to government, non-governmental and private sectors. Limited human and financial resources (available funds) of the Parliament's Training Centre lead to its full dependence on external support and donor-driven capacity development programs.

In past years, UNDP has provided the Parliament with considerable support to modernize Parliament's HR systems, including establishment of the Training Centre. Among other activities, Parliament was assisted in conducting job analysis and organizational survey, modifying job descriptions and proposing recommendations on staff recruitment and appraisal systems. However, recommendations were not operationalized. While the Parliament's previous leadership and administration were less interested in implementing the recommendations, the current one viewed them as necessary, however, too sensitive for the organization at that moment, at least until its return from Kutaisi to Tbilisi. With the recent adoption of the new Public Administration Code of Georgia, a large-scale reform of Georgia's public administration is planned, which also includes civil service reform. To be launched in 2017, the reform will encompass all state institutions, including the Parliament. It will aim at creating a model for civil servants' recruitment, promotion, and dismissal based on merit and independence from political influence.



Considering the volume and complexity of the issue, Parliament's Personnel Issues Department with its limited capacities will be requiring external support to implement the reform in the organization. In view of this and given Parliament's political will for change, the Project will provide support as follows:

1.5.1. Based on the preliminary needs assessment and in line with the IRP Strategic Goal 2.1, identify areas of support. Provide with local and if required, international expertise and on-the-job consultancy to implement selected segments of the civil service reform in the Parliament.

1.5.2. Assist in developing strategic action plan of the Personnel Issues Department based on best international practices. Engage various stakeholders in the process, including Parliament's management, departments and committee staff.

1.5.3. Assist in developing the strategy and well-resourced action plan of the Parliament's Training Centre. Provided the Parliament has a will to strengthen the Centre, render advice and capacity development support to the Centre's staff. Support will be aimed at establishing professional development and knowledge management system with respective planning, implementation and M&E framework.

2. Parliament's policy making and oversight capacities strengthened

Under this Objective, the activities will be implemented in cooperation with the parliamentary leadership and committees. Beneficiary committees will be identified at a later stage – after 2016 parliamentary elections. More particularly, upon summoning of a new Parliament, Project will hold introductory and consultative meetings in the Parliament to identify a number of select committees interested and willing to engage in project-related activities. Committees shall share the goals set by the Project and demonstrate their commitment to lead and ensure local ownership of the process. Besides, the beneficiary committees shall engage in the project activities all their Members, irrespective of gender and political group affiliation, and staff.

2.1. Provide support to the sectoral committees to strengthen their strategic planning and reporting capacities

Parliament's good performance mostly depends on the work of the committees which are main actors in scrutinizing legislation and overseeing the performance of the Government. To effectively exercise their main functions, the committees require a plan of action informed by preliminary consultations with the Government, civil society and other stakeholders. In 2014, with the Project's support, four sector committees of the Parliament engaged in strategic planning exercise and produced the first ever strategic action plans. The action plans for 2015-2016 defined overall mission, vision, strategic goals and objectives of the Committees as well as the actions to be taken to enhance their law-making and oversight activities. The plans provided benchmarks for improving communication with the public and other stakeholders, as well as for building capacities within the staff. Each action plan was complemented by legislative roadmap which identified laws that needed to be reformed and/or drafts that needed to be initiated to regulate concrete areas falling within the scope of the committee's mandate. Development and implementation of the action plans facilitated a structured approach to committee work and assisted in effective and efficient performance of their

legislative, oversight and representative functions, as also recognized by the leadership of the involved committees. "...The process of developing each action plan was important in itself. The committees benefited immensely from the systematic review of their capacity, the reforms required to improve their effectiveness and the development of better relationships with government and civil society... The action plans were ambitious and have already started to show results. Perhaps some of the committees were overly ambitious in what they proposed in their two-year plans, but there are clear signs that each has improved their capacity in some manner and this has already resulted in new laws and better budget scrutiny than previous to the action plans development..."⁹

Based on the Project's good practice of developing strategic action plans for selected sectoral committees, in the Project's II Phase, support will be extended to other committees as well. In parallel, the Project will advise the Parliamentary Council on Transparency and Good Governance to include the development of the committees' action plans as one of the commitments under the OPG Action Plan for 2017-2018. The Project will also advocate for respective amendments in the RoP to ensure institutionalization and sustainability of the action.

Besides, in order to ensure transparency of committee work and increase committee's accountability to public, in line with the OPG AP Commitment 2.2., the Project will provide support in institutionalizing standards for committee reporting. More particularly:

2.1.1 Upon summoning of the new Parliament in fall 2016, identify partner committees according to their expression of interest and willingness to engage in the strategic planning exercise – development of committee strategic action plans. Depending on the number of committees, support will be distributed between the years with around two or three committees receiving support in the first year. Activity will be replicated for the other select committees in the following years.

2.1.2. Support sector committees in developing their annual reports primarily for the use of the CSOs and public at large. Advice on the structure and content-building, as well as innovative approaches to reflect committee achievements and challenges.

2.2. Provide advice to the parliamentary leadership and sectoral committees in strategic policy-making.

As reflected in the IRP, ineffective legislative process remains one of the challenges for the Georgian Parliament: more particularly, difficulties related to expedited process of law-making, limited access to electronic and editable versions of draft legislation, insufficient coordination with the Government and civil society and limited capacities of committee staff to provide technical expertise during law-making. While the work on minimizing the instances of expedited law-making, posting draft legislation in editable formats and citizen engagement are expected to be resolved under the OPG Action Plan, the Project will support the Parliament with technical expertise and improving communication with different stakeholders. The Project will provide with the services of local and/or international experts, including high-level advisers, to plan and facilitate the upcoming reforms. The experts will produce different assessments and recommendations on major reforms and help in forming clear vision of the issue, to be better

⁹ Sectoral Committee Action Plans 2015-2016. Assessment by Kevin Deveau



capable of questioning and scrutinizing major reform initiatives of the Government. More particularly, the Project will:

2.2.1. Support selected parliamentary committees with local and/or international expertise while initiating draft laws and/or scrutinizing Government's legislative proposals. Priority will be given to the key reform Initiatives and areas falling within the scope of EU-Georgia AA/DCFTA.

2.2.2. Provide high-level international advisers to parliamentary leadership on case-by-case principle. Issues falling within the scope of such services, will be identified in consultation with the Speaker of the Parliament and based on the on-going key reform areas. Services of the invited high-level advisers will be available to respective committees as well.

2.2.3. Upon requests from the sectoral committees and based on case-by-case principle, facilitate the committees' meetings with the civil society, business community and different interest groups (e.g. farmers, environmentalists, etc.), to inform the law-making processes. Meetings will serve to review on-going reforms and prompt discussions on the impact of existing/adopted legislation with the aim of tabling respective amendments to address legislative gaps and shortcomings.

2.3. Strengthen financial oversight capacities of sectoral committees

Based on the Project's good practice of increasing financial oversight capacities of the selected committees, the Project will continue to provide assistance to the sectoral committees to ensure that the new Parliament embeds these practices. The project will reinforce the role that committees must play at each stage of the budget cycle. Apart from delivering general budget scrutiny trainings, the Project will provide a forum for closer coordination with the State Audit Office in consulting SAO reports while scrutinizing draft budget laws and budget execution reports; and, build cooperation with the CSOs to consider their recommendations when reviewing draft budget as well as Basic Data and Directions (BDD) and other strategic documents. All the above will promote a more informed decision-making and quality conclusions produced by the committees.

2.3.1. Upon summoning of the new Parliament, the project will deliver at least two training courses for new MPs and committee staff on budget analysis, budget execution, SAO report analysis, etc.

2.3.2. Through providing on-job consultancy increase the committees' understanding of the draft budgets, BDD documents, execution reports contributing to production of quality conclusions and recommendations.

2.3.3. Increase committees' understanding of SAO reports (i.e. performance audit reports) and improving collaborations between the two organizations by supporting working meetings between the committees and SAO representatives.

2.3.4. Facilitate meetings of the committees with CSOs for discussing the state's main financial documents from the sectoral perspectives. Results of such meetings will be reflected in the committee's conclusions and/or recommendations produced for the Government's consideration.

2.4. Streamline procedures for effective policy and law-making



There are a number of challenges associated with ineffective policy and law-making in Georgia. Poor quality of explanatory notes of draft legislation is reported as one of the drawbacks of legislative process. Although the Law on Normative Acts requires an explanatory note to be attached to every draft law, it does not provide for detailed requirements of what should be the structure and contents of such note. As a result, "preparation of explanatory notes risks being treated as an essentially formal exercise... [they] tend to remain quite basic, and often do not provide proper information on the reasons for preparing the draft Law, or on cost and other impact assessments undertaken. This is a widespread practice, both in the Government and in the Parliament that needs to be addressed... Even more, the existing forms for explanatory notes are not adequately filled in, due to time pressure and a lack of understanding of regulatory impact assessments in general. Thus, on many occasions, explanatory notes do not provide sufficient justification and reasoning for the initiation of the draft law."¹⁰ Considering this as a significant challenge for policy-making, IRP has underlined the need to improve the quality of explanatory notes setting it as a Strategic Goal 1.1.2. In addition, OPG AP also recognized the need for improvement and listed it as a Commitment 2.6.

In order to improve legislative and oversight processes in the Parliament, particularly to implement the strategic priorities of the Committees, there is need for mechanisms, instruments and guidelines to strengthen the administrative and operational capacities of committee staff. It is also necessary to introduce uniform principles and standards of operation. With this purpose, in the Project's I Phase, a special Staff Manual for Committees was produced based on preliminary assessment of committees' functioning. The Manual aims at strengthening the institutional role of the committees and provides practical guidelines to standardize and unify the procedures and practices in their work. The document also provides different templates and checklists to be used during committee work. Based upon well-tested approaches in other European parliaments, the Manual proposes new set of additional committee practices with a view to enhance efficiency and increase committee outreach to the public. As the next stage, it is necessary to institutionalize the document with the view of its regular and continuous application by committee staff.

To reach the above objectives, the Project will conduct the following activities:

2.4.1. Advise the Parliament on the format and structure of explanatory notes through provision of local and/or international expertise as well as facilitating meetings with different stakeholders to provide recommendations for improvement. Given the interest of other international and local organizations towards the issue, such as the Transparency International Georgia (TI Georgia), the Project will coordinate with the organizations to ensure consolidated approach in the assistance. As the work on explanatory notes is closely linked with the introduction of Regulatory Impact Assessment (RIA) in Georgia, the Project will continue the coordination and cooperation with the EU Project "Legislative Impact Assessment, Drafting and Representation" to ensure synergies.

2.4.2. Based on the Staff Manual, design and organize trainings for the committee and other interested staff members. Hold ToT program in the Parliament to ensure sustainability of the action and create in-house capacities to deliver trainings on committee operation to newly-appointed staff members.

¹⁰ *Assessment of the Legislative Process in Georgia*. OSCE/ODIHR, January 2015.
<http://www.osce.org/odihr/138761>



3. Parliament's role in the European integration process enhanced

The Parliament of Georgia ratified the EU-Georgia Association Agreement (incorporating the Deep and Comprehensive Free Trade Area component) on 18 July 2014. The Association Agreement sets forth a new framework for the political and economic relationship between the EU and Georgia. It is designed to gradually introduce EU standards in all spheres of Georgia's economic and sectoral policy (such as infrastructure, energy, environment, agriculture, tourism, technological development, employment and social policy, health protection, education, culture, civil society, and regional development). The Association Agreement provides for the approximation of Georgian laws with around 300 pieces of EU secondary legislation. This comprises EU regulations and EU directives, which are listed in the Agreement. The deadlines for approximation are also provided in the Association Agreement and, in many cases, are fairly tight.

In the Project's I Phase, considerable support was provided to the Parliament in increasing its role in the integration process. More particularly, Committee on European Integration, identified as a main beneficiary of the support, was provided with the two-year action plan and communications roadmap based on the finding of the preliminary needs assessment. Capacity Development Plan (CDP) has been also developed. Although, the Project implemented a big part of the CDP and supported the Parliament in launching public awareness campaigns on EU integration, the implementation of the strategic plan has been delayed in time. Respectively, Committee has been insufficiently active in the legislative harmonization and oversight activities, all the above partly due to the repetitive changes in Committee leadership as well as the staff.

3.1. Support the Parliament in strengthening its law-making and oversight functions in the European integration process.

Law approximation is one of the main challenges ahead of the Georgian authorities, including both: the Government and the Parliament. Approximation is largely a technical exercise, requiring, robust strategic planning, co-ordinated drafting and compliance checking as well as good co-operation between all state institutions involved in implementation of the Association Agreement.

Based on the lessons learnt from the Project's I Phase, directing assistance mainly to the European Integration Committee is less effective. Committee's limited capacities and risks of leadership/staff changes create serious challenges to the Parliament's active involvement in European integration process. Moreover, a wide array of topics pertaining to the AA/DCFTA field requires full and intensive engagement of all parliamentary stakeholders, especially, the sectoral committees.

Building stronger relationship and on-going dialogue with the Government's key actors is crucial to be fully aware of the process and effectively monitor the AA/DCFTA implementation progress. It also allows for an increased flow of information between the two branches of government to ensure transparency and accountability. In view of this, the Project, based on the practice of a number of EU Member States, will advocate for the adoption of the special normative act regulating the coordination between the Parliament and the Government. While implementing the activity, the Project will cooperate with the EU Project under the Office of



the State Minister on European and Euro-Atlantic Integration – “Facility for the Implementation of the Association Agreement in Georgia” – to ensure coordinated approach with the Government.

A well-designed and targeted capacity building program is a key to successful law harmonization exercise. Based on the lessons learnt from the Project’s I Phase, support will be continued for the EU Integration Committee but also extended to other sectoral committees. This will ensure that all relevant committees are capable of effectively scrutinizing draft legislation and monitoring the Government’s implementation of the AA/DCFTA. Harmonization trainings will generally target English-speaking lawyers from the Parliament staff but will be open to other interested staff members as well. It will be based on the methodology provided in the EU Law Harmonization Manual developed by the Project in its I Phase.

Considering above, the Project will implement the following activities:

3.1.1. Update the Needs Assessment Report (produced in the I Phase) to encompass all committees relevant to the AA/DCFTA implementation process. Based on the assessment and in close consultation with the committees, produce an integrated (cross-committee) action plan to reflect the priorities and actions to be taken by the Parliament to activate its role and contribute to the implementation of the European integration agenda. Develop a legislative roadmap with a detailed list of legislation requiring harmonization with the EU *acquis*, indicating timeframes, committees and other stakeholders responsible for the implementation of the particular actions under the plan.

3.1.2. Facilitate Parliament’s regular workshops and presentations with the Office of the State Minister on European and Euro-Atlantic Integration, Ministry of Foreign Affairs and other stakeholders. Organize a series of thematic workshops involving the above actors as well as the respective line ministries to discuss/monitor emerging issues in particular areas, such as environment, transport, food safety, agriculture, etc. Involve EU-Georgia Parliamentary Association Committee (PAC) in the process.

3.1.3. In consultation with the committees and parliament administration, identify a group of trainees/focal points on EU integration from each relevant committee as well as the Legal and Research Departments. Deliver trainings, workshops and, if required, study visits based on the preliminary needs assessment. If requested, extend the capacity development support to the Members of Parliament.

3.1.4. Provide the Parliament with the technical expertise in the field. More particularly, upon the request of the European Integration and other committees, commission a number of specialized research papers from field experts. The research topics need to be directly related to the AA/DCFTA and later presented to all stakeholders.

3.2. Support the Parliament in establishing a dialogue with public on the European integration issues

Considering a huge impact of AA/DCFTA on everyday lives of Georgian citizens, clear and timely communication shall be ensured to establish adequate expectations in the public. Parliament, as a supreme representative body, shall lead the process and engage actively in a dialogue with different groups of society and public at large. Committee on European Integration has become the main body within the Parliament that acts as a pro-active EU information provider in Georgia. Therefore, this good practice shall continue and intensify to educate public on the

impact of the cooperation framework with the EU. On one hand, active dialogue will ensure continuous information flow to the public, and, on the other hand, help the Parliament in identifying the emerging issues in the AA/DCFTA implementation process and provide forum for discussion of key reforms and connected challenges. Apart from the European Integration and selected sector committees, the activities will be closely coordinated with the Parliament's Public Relations Department.

Considering above, the Project will undertake the following:

3.2.1. Continue facilitating Parliament's regular meetings and workshops with the civil society and media. Workshops will aim to discuss the key reforms in AA/DCFTA implementation process and promote active discussion as well as proper media coverage of related issues.

3.2.2. Build strong cooperation between the Parliament and business community. Organize thematic workshops to, firstly, provide clear information on initiated reforms/draft legislation, and, secondly, discuss the impact of AA/DCFTA on business sector.

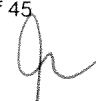
3.2.3. Continue supporting the Parliament in launching various public outreach activities. Particular focus will be made on youth education and engagement, including through innovative means. A series of meetings and discussions will be facilitated in the regions where the AA/DCFTA and its impact will be presented to local community.

3.3. Facilitate cooperation with international partners

Parliamentary diplomacy is relevant and important for Georgia, especially due to the Association Process and the necessity to promote Georgian interests within the EU. Therefore, bilateral and multilateral forms of parliamentary cooperation are now more important than before, especially when it comes to engaging with the European Parliament, inter-parliamentary forums, such as COSAC, and partnerships with the national parliaments of the EU Member States.

During the recent years the Committee on European Integration has been active in the international relations and inter-parliamentary diplomacy. In addition to the regular work, such as bilateral relations with the EU Member States' national parliaments and the European Parliament, the Committee has started regular multilateral cooperation on the political and staff level with their counterparts in the Eastern Partnership countries, including in Visegrad Plus Georgia format. A number of workshops and conferences organized in this format, including with the Project support, promoted close links with the Member States' parliaments and exchange of experience in the EU integration process. While implementing the obligations under the AA/DCFTA, international partnerships will become even more important. As Parliament is and will be challenged on legal harmonization processes, government oversight and public communications, knowledge and experience of partner Parliaments in this regard will be a valuable tool to find smart and quick solutions to the emerging issues. While implementing the activity, the Project will coordinate closely with the International Relations Department of the Parliament.

Considering the good practice as well as the existing challenges, the Project will carry out the following activities:



3.3.1. In close consultation and coordination with the Parliament, organize thematic workshops with the participation of Members and Staff of Georgian and European parliaments. Upon official request of the Speaker of the Parliament, facilitate participation of the Members of Parliament in high-level meetings at the EU institutions, including in COSAC meetings.

3.3.2. Promote building of partnerships with the relatively new members of the EU through organization of exchange visits on specific issues identified jointly with the Parliament.

Methodology

UNDP has had a long cooperation with the Parliament of Georgia and thus a good understanding of the context in which the Project will be delivered.

The Project will have two main target groups: (1) Members of Parliament from all political and gender groups to ensure balanced representation in project activities, and, (2) Staff of the Parliament from departments and committees with balanced gender representation.

Different approaches will be selected while targeting each of the groups. The MPs will be mainly provided with various sources of information to ensure their informed decision-making in legislative and oversight activities. Coordination with the Government and cooperation with the CSOs through presentations and workshops will be promoted to raise MPs' knowledge on key aspects of on-going reforms. Best international practices will be shared through exchange visits and international conferences. Newly elected MPs will be offered targeted induction program to help them in getting familiar with the parliamentary structures and procedures as well as in better understanding their role, mandate and responsibilities. Technical expertise will be also delivered on selected areas, particularly falling with the scope of the EU-Georgia Association Agreement/DCFTA.

Staff of the Parliament will be offered with comprehensive and specially designed capacity development programs. Workshops, training sessions, on-job-consultancies and study visits will be arranged in different areas, including EU legal harmonization, financial monitoring, etc. Project will also explore opportunities for supporting the reform of the human resources management system in the Parliament through introduction of modern and effective staff recruitment and performance appraisal methodologies.

As for the Project's key stakeholders, apart from the parliamentary representatives, these will be Government officials and civil society. Government representatives will be invited to a number of workshops to share information with the Parliament on Government's planned reforms and upcoming legislative initiatives. Agencies and bodies accountable to Parliament, such as the State Audit Office, will be encouraged to hold regular meetings with the Parliament to assist the legislature in budgetary scrutiny across the sectors.

Recognizing a crucial role of the civil society in legislative process, the Project will facilitate a more active engagement of the CSOs in project activities, including through OGP initiative, to promote increased parliamentary transparency and public outreach.

The project will implement a balanced approach between capacity development in support of the Parliament's key responsibilities in policy- and law-making, oversight and representation, and the institutional strengthening of the Parliament.

While many parliamentary support projects focus on the 'core' oversight, legislative and representational roles of parliament, this project recognizes that Parliament has in addition a vital institutional aspect. To focus exclusively on developing the capacities required for core functions while avoiding engagement with the internal and external institutional challenges risks overlooking the requirement to develop parliament's capacity to deliver better results in its core functions. The project design and methodology therefore seeks to reflect these links between the evolving nature of the institution and its capacity to deliver on its core tasks.

The project will continue supporting the Parliament's institutional strengthening through introduction and/or operationalization of various strategic documents, such as action plans, roadmaps and concept notes. Technical assistance, high-level advisory services, on-the-job consultancy and peer-to-peer exchange through study visits and inter-parliamentary workshops will be utilized as a primary means of capacity development. Such advice and support will be complemented with knowledge materials and knowledge dissemination. Capacity development shall address parliamentary systems and processes; knowledge and skills and attitudes and behaviours of parliamentary leadership and officials for a stronger parliamentary role in building an inclusive development process.

To achieve the institutional and individual capacity improvements, UNDP will ensure selection of international and national experts who can provide the quality policy advice and other services. Active interactions between international consultants and Georgian parliamentarians and senior staff should therefore be an additional tool to the operation of the project.

UNDP will manage the activities outlined in this proposal directly. At the same time, several components of the Project will be implemented by the Project's grant beneficiaries - Westminster Foundation for Democracy (WFD) and Institute for the Development of Freedom of Information (IDFI). Both organizations are selected based on their successful performance and demonstrated contribution to the results of the Project's I Phase. Correspondingly, WFD will continue to support the strengthening of the IRD capacities and financial oversight functions of the sectoral committees. Given its international experience on the topic, WFD's resources will be also used for institutionalizing the MP induction program in the Parliament. As for IDFI, the organization will continue supporting the Parliament's OGP-related work..

Project's approach to implementation is based upon the lessons learnt in UNDP's previous parliamentary interventions, including during the Project's I Phase, as well as constructed upon a number of key principles:

Lessons Learnt

- Active engagement of beneficiary at the activity planning positively affects the final results as (a) the activities are designed to target actual needs of the beneficiary, and (b) Parliament feels its share of responsibility and local ownership on project outputs.
- Institutional development requires enabling environment - motivated individuals with political will and capacities to engage and in many cases lead the process.



- Parliamentary capacity development should be comprehensive, targeted and consistent directly linked to on-going initiatives and reforms. There is a little value in designing isolated, one-off initiatives. Combination of local and international expertise, and different modes of capacity development - trainings, workshops and study visits – brings better results.
- Flexibility in planning and implementation is crucial in a constantly changing parliamentary environment.
- However, in some cases, the lack of political will for change or acceptance of critical recommendations and/or implementation of sensitive but needed reforms, prevented the full-scale implementation and success of Project outputs.
- Partnership and cooperation with other donor projects proves to be successful as it consolidates various types of expertise and in many cases saves funds for individual projects.
- Long-term relationships are crucial. Those experts and partner organizations that establish long-term relationships with beneficiaries see greater results and such approach should be considered when designing new activities.
- Local partners are valuable. Where local partners, experts and implementers are used, the results are noticeable and should be applied to all work, even where international expertise is utilized.

National Ownership

UNDP will ensure that all project activities are needs based and owned by the national counterparts. Members and staff of the Parliament will be Project's primary stakeholders as they will be engaged in the planning and implementation of all project-related activities. This shall promote broad based ownership of the programme achievements by the beneficiaries. Baseline studies and needs assessments as well as regular consultations and discussions with the Project beneficiaries will provide evidence on the Project's alignment with the partner's needs.

Sustainability

UNDP views sustainability as a central part of this project's methodological approach. Therefore, UNDP will ensure that the learning and capacity building will result in further development of structures and procedures to sustain the progress made. Lessons learnt in other parliamentary assistance projects confirm that sustainability depends to a large extent on structures, plans and procedures which remain in place after the conclusion of the project, to the extent they are adopted across party lines and in agreement between ruling and opposition parties. Therefore, the project will continue focusing on creating systems and procedures through a variety of strategic documents produced through participatory and consultative processes. Revised RoP, OPG Action Plan, Committees' Action Plans, streamlined rules and templates for explanatory notes as well as the MPs institutionalized induction program will be instrumental in achieving this result.

Various financial oversight and EU legal harmonization trainings and on-the-job consultancies will provide parliamentary staffers with the knowledge and skills to scrutinize and/or initiate



draft legislation and work independently in future. Provided consultancy for introducing program-based budgeting in the Parliament will develop the respective skills for the Parliament's administration to undertake the similar exercise independently in the forthcoming budgeting years. Planned ToTs will create expectations that the in-house resources will be available for further capacity building of MPs and/or staff.

Finally, as part of the efforts to ensure sustainability of project results, the project in close consultation with the Parliament will develop project's exit-strategy. The exit strategy shall be founded on a progressive transfer of relevant skills and roles to the Parliament. It is expected that by the time of the exit, the beneficiary should turn into capacity provider and undertake (or participate in) the development of a cadre of members and officials. The project shall direct its activities to the exit process in an explicit and purpose-driven manner. This is not to say that the Parliament of Georgia will no longer need external support. However, it should be possible to implement a project which enables the reduction of the level of support significantly but naturally over time without adversely affecting the operation of the Parliament.

Gender Mainstreaming

The Project will be implemented in a gender-sensitive way, in synergy with other UNDP projects in the governance sector. Gender mainstreaming will be applied, including while developing committee action plans and reforming human resources, Project will attempt to support committees to gradually incorporate gender analysis in their legislative tasks and promote gender mainstreaming in the consideration of policies and budgets. Respective consultancy will be also provided to the Parliament's administration during a program-budgeting exercise. All capacity development programs will equally encompass both gender representatives.

Management Arrangements

The Project will be implemented through the Direct Implementation Modality (DIM) by UNDP. Parliament will be closely involved in planning and implementation of the project to ensure local ownership and sustainability. The Parliament will be also responsible for resource mobilisation activities as planned and required.

UNDP will undertake overall supervisory and quality assurance role in the project implementation and will use its convening powers where and when necessary. While majority of the Project components will be implemented directly by UNDP, alternatively, as mentioned in the *Methodology* section, a number of preliminarily defined activities will be implemented through local and international non-governmental organizations, namely, WFD and IDFI.

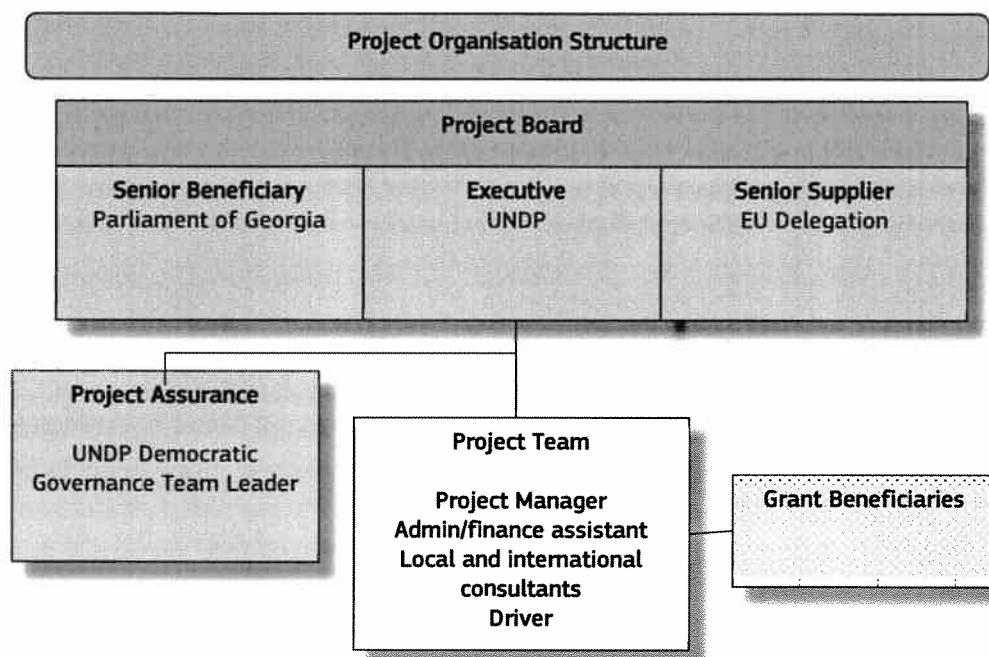
The Project Board consists of the permanent members – Parliament, EU Delegation and UNDP, and invited guests – Project's grant beneficiaries. The Board is established to oversee the overall strategic directions of the project representing supplier, executive and beneficiary. The Board meets at least once a year. It approves the project work-plan, endorses the progress made and proposes strategic guidance to the implementation. Any essential deviation from the project approved work plan will also necessitate the board approval.



The project management unit (PMU) coordinates and manages the project implementation. The Project manager coordinates the project operation on a day-to-day basis. The Project Manager's primary responsibility, jointly with the core team, is to ensure that the project achieves results that are capable of delivering the outputs described in this document. The Project Manager is in charge of requesting funds to cover project-related expenses, and for keeping an adequate control system for all financial and accounting records. The Project Manager acts under the supervision of the UNDP Governance Team Leader and is reporting regularly to UNDP on the implementation of the project. The Manager coordinates activities in close collaboration with the implementing organisations. S/he also liaises regularly with the parliamentary authorities and the Project Board to evaluate and review project progress and to ensure Parliament's ownership at each step.

The Project Administrative and Finance Assistant acts under the supervision of the Project Manager and is responsible for financial reporting in compliance with EU/UNDP rules and regulations and administrative procedures.

Local and International consultants shall be employed as planned and required.



The Project Assurance role rests with UNDP Governance Team Leader and supports the Project Board by carrying out project oversight and monitoring. It assures that appropriate project management milestones are met, project risks and issues are being monitored, quality of the project deliverables ensured and indicators to evaluate project progress maintained.

The project will primarily utilise existing investments that the Project has put in place during its I Phase, including the project vehicle. The project, if necessary, will purchase additional computers and office equipment. The Parliament will continue to provide office space at the

Parliament premises (both in Tbilisi and Kutaisi), free of charge, as the in-kind contribution by the beneficiary.

During the I Phase, the Project developed a Comprehensive Communication and Visibility Plan in line with the joint EC-UN Guidelines. The main purpose of the Plan was to raise awareness about the Project throughout its implementation and disseminate information about the project objectives, priorities and achievements. The plan set out the messages that the Project had to carry and outlined how they should have reflected the EU and UNDP contribution into the field. It listed the target audiences, key messages, communication tools for each activity, indicators of success, as well as resource implications. Upon the launch of the II Phase, the Project will update the above Plan reflecting the new challenges and issues critical to the new phase implementation.

Monitoring, Evaluation and Reporting

By utilizing a well-planned monitoring system, the project will be effectively managed from the beginning to the end in order to assure sound implementation of the Project.

Monitoring and Evaluation (M&E) of the Project represents an integral part of the project activities. The responsibility for the monitoring of the project's implementation will rest both with the Project staff and UNDP Programme staff.

Reporting responsibility will primarily rest with the Project staff with contributions from the Project's grant beneficiaries. UNDP Project Manager will establish the reporting requirements of the organizations towards UNDP, mirroring substantial and regular input to all above mentioned reporting and review mechanisms. Reports shall demonstrate progress towards results, factors contributing to or impeding achievement of results, as well as the financial status. The below reports will be produced:

Semi-annual progress reports (narrative) will be prepared by the Project Manager for UNDP attention and reviewed/approved by the respective Democratic Governance Team Leader. Reports will give a detailed overview of the implemented activities and reached results.

Annual Project Progress Reports (narrative and financial) will be prepared by the Project team providing a detailed overview of the activities as well as the key achievements reached by the Project and key challenges and changes taking place during the period. The report will be provided for the attention of the Project Board. A detailed Work Plan for the forthcoming year will be also provided.

Final Report (narrative and financial) will be prepared by the Project team detailing achievements of the project, lessons learned during the duration of the project and suggestions for new projects and ideas for implementation in the future. The report will be provided for the attention of the Project Board.

Evaluation of the project will be undertaken by an independent, external evaluator, selected by UNDP according to its rules and regulations.



Action Plan for 30 months (2016-2018)

Components / Activities	Impl. Org/Grant Beneficiary	Year 1												Year 2												Year 3					
		01	02	03	04	05	06	07	08	09	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30
1. Effectiveness of the parliament, as an institution, improved																															
1.1. Support the Parliament in implementing institutional reforms																															
1.1.1. Implementation of the IRP, design of M&E framework	UNDP	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
1.1.2. Operationalization of the new donor coordination mechanism	UNDP	X	X						X	X												X									
1.1.3. Piloting PBBs for selected committees; replicating the process for other parliamentary committees.	UNDP	X	X	X	X	X								X	X	X															
1.2. Provide support to the Parliament in increasing openness, transparency, accountability and citizen engagement																															
1.2.1. Support Parliament in Developing and implementing OPG APs; Implement selected OPG AP commitments; conduct public awareness campaigns.	IDFI	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
1.2.2. Support in RoP revision; Facilitate specialized expertise from other parliaments within	UNDP									X	X	X	X	X																	

[illegible]

1.5 Promote modern human resources management system in the Parliament

UNDP

1.5.1. Provide consultancy to implement selected segments of the civil service reform in the Parliament.

UNDP

1.5.2 Assist in developing the strategy and well-resourced action plan of the Training Centre, provide capacity development support to the Centre's staff

2 Parliament's policy making and oversight capacities strengthened

2.1 Provide support to the sectorial committees to strengthen their strategic planning and reporting capacities

UNDP

2.1.1. Support committees in developing committee action plans

LINDP

2.1.2. Support committees in developing committee annual reports

22 Provide advice to the parliamentary leadership and sectorial committees in strategic policy-making

UNDEF

2.2.1. Support committees in initiating draft laws and/or scrutinizing Government's legislative proposals

UNITED

2.2.2. Provide high-level international advisers to parliamentary leadership and committees.

[illegible]

[illegible]

<p>credible institution with an essentially greater role in national policy-making and European integration, contributing to improved checks and balances system in the country.</p> <p>Baseline</p> <p>Despite achieved progress in parliamentary strengthening in recent years, the Georgian Parliament requires continued support, as there remain a number of areas that need to be addressed. In general terms, the Parliament is yet insufficiently strong vis-à-vis the Government, particularly visible through a low number of legislative initiatives by Members of Parliament and weak government oversight. Limited knowledge and skills of the Parliament staff result in insufficient services to the MPs. Consequently, technical expertise is frequently unavailable for MPs to scrutinize legislation and initiate draft laws. Budgetary and financial scrutiny by sector committees requires further strengthening. Although Parliament succeeded in developing a number of strategic documents, like IRP and OPG AP, both need to be followed up and operationalized. The Parliament is also faced with the challenge of increasing its role in the European integration process through adequate involvement in the legal harmonization exercise and effective government scrutiny of the AA/DCFTA implementation. MPs and staff lack sufficient knowledge of European issues, which also results in low public awareness on Georgia-EU relations.</p>	<p>IRP are implemented and monitored. At least 80% of OPG commitments are implemented.</p> <p>IRD and PR Departments provide quality services to the MPs and Parliament.</p> <p>Concept for MP induction program is developed and conducted.</p>	<p><i>1.1. Support the Parliament in implementing institutional reforms</i></p> <ul style="list-style-type: none"> – Implementation of the IRP, design of M&E framework – Operationalization of the new donor coordination mechanism – Piloting PBBs for selected committees; replicating the process for other parliamentary committees <p><i>1.2. Provide support to the Parliament in increasing openness, transparency, accountability and citizen engagement</i></p> <ul style="list-style-type: none"> – Facilitate the work of the Permanent Council on Open and Transparent Governance in the implementation of the 2015-2016 Action Plan; Elaborate Council strategy; – Implement a number of OPG AP commitments (Parliament website mobile application, website adapted for PwDs, platform for citizen petitions). – Develop 2017-2018 OPG AP; conduct public awareness campaigns, including open parliament events; promote active participation of the youth. – Support in revision of the Parliament's Rules of Procedure: Facilitate specialized expertise from other parliaments within the EU; conduct a baseline assessment and recommendation for Parliament's interaction with the independent institutions. <p><i>1.3. Provide support in improving Parliament's relations with international counterparts and communication with public</i></p> <ul style="list-style-type: none"> – Provide capacity building program to the IRD staff. – Provide capacity building support to PR and Information Department to promote the implementation of the Communications Action Plan and OPG AP; facilitate annual workshops of the Department to review action plan for the forthcoming years; organize a ToT for the Department staff to create in-houses resources. <p><i>1.4. Support the design and institutionalization of a new induction program for the Members of Parliament.</i></p>
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<p>Indicators:</p> <ul style="list-style-type: none"> - Number of implemented IRP goals; - Number of implemented OPG commitments; - Evaluations by MPs of the work of IRD and PR Departments; - MP induction system; - Number of committee action plans and annual reports; - Quality of committee conclusions on draft budget and budget execution reports; - Quality of Parliament scrutiny of draft legislation, including for harmonized laws; - Quality of explanatory notes accompanying the draft legislation; - Integrated cross-committee action plan regarding AA/DCFTA; - Number of citizens aware and supporting Georgia's EU integration agenda (as evidenced through NDI polls). 		<ul style="list-style-type: none"> - Develop a concept for parliamentary induction program; - Advice and provide on-job-consultancy to parliament in preparing training materials and presentations; support in designing and publishing of different informational materials; - Support in organizing induction program; provide induction for specific committees on their respective sectors. <p><i>1.5. Promote modern human resources management system in the Parliament</i></p> <ul style="list-style-type: none"> - Identify areas of support, provide consultancy to implement selected segments of the civil service reform in the Parliament; - Assist in developing the strategy and well-resourced action plan of the Parliament's Training Centre, provide advice and capacity development support to the Centre's staff. 	
	<p>At least four committee action plans are developed and operational. At least four committee annual reports are prepared.</p> <p>Expertise, including from CSOs and other interest groups, is provided on at least 50% of draft legislation.</p> <p>Parliament's scrutiny of national budget and budget execution reports is improved.</p> <p>Streamlined procedures and improved templates for explanatory notes are in place and operational...</p>	<p>2. Parliament's policy making and oversight capacities strengthened</p> <p><i>2.1. Provide support to the sectoral committees to strengthen their strategic planning and reporting capacities</i></p> <ul style="list-style-type: none"> - Identify partner committees to engage in the strategic planning exercise; support sector committees in developing committee action plans and annual reports. <p><i>2.2. Provide advice to the parliamentary leadership and sectoral committees in strategic policy-making</i></p> <ul style="list-style-type: none"> - Support selected parliamentary committees in initiating draft laws and/or scrutinizing Government's legislative proposals prioritizing key reform initiatives and areas related to EU-Georgia AA/DCFTA. - Provide high-level international advisers to parliamentary leadership and committees. - Facilitate the committees' meetings with the civil society, business community and different interest groups, to inform the law-making processes. 	<p>October 2016 – December 2018</p>

		<p>2.3. Strengthen financial oversight capacities of sectoral committees</p> <ul style="list-style-type: none"> - Deliver training courses for new MPs and committee staff on budget analysis, budget execution, SAO report analysis, etc. - Increase the committees' understanding of the draft budgets, BDD documents, execution reports contributing to production of quality conclusions and recommendations. - Increase committees' understanding of SAO reports through meetings and workshops with SAO. - Facilitate meetings of the committees with CSOs for discussing the state's main financial documents, produce committee's conclusions and/or recommendations for the Government's consideration. <p>2.4. Streamline procedures for effective policy and law-making</p> <ul style="list-style-type: none"> - Advise the Parliament on the format and structure of explanatory notes. - Design and organize trainings for the committee and other staff members, hold ToT program in the Parliament to ensure sustainability of the action. 	
	<p>Parliament's integrated cross-committee action plan on AA/DCFTA is developed and operational.</p> <p>Expertise, including from CSOs and business community, is provided on at least 60% of draft laws falling under AA/DCFTA.</p> <p>Public is aware of EU integration impact and related developments through at least three different outreach activities and communication channels of the Parliament.</p>	<p>3. Parliament's role in the European integration process enhanced</p> <p>3.1. Support the Parliament in strengthening its law-making and oversight functions in the European integration process</p> <ul style="list-style-type: none"> - Update the Needs Assessment Report and produce an integrated (cross-committee) action plan; develop a legislative roadmap with a list of legislation requiring harmonization with the EU. - Facilitate Parliament's regular workshops and presentations with the relevant government ministries; - Identify a group of trainees/focal points from each relevant committee, Legal and Research Departments to deliver trainings on legal harmonization. Organize workshops and study visits. Extend support to the Members of Parliament. 	<p>October 2016 – December 2018</p>

		<ul style="list-style-type: none"> - Provide the Parliament with the technical expertise in the field. <p><i>3.2. Support the Parliament in establishing a dialogue with public on the European integration issues</i></p> <ul style="list-style-type: none"> - Facilitating Parliament's regular meetings and workshops with the civil society and media to discuss the key reforms in AA/DCFTA. Build strong cooperation between the Parliament and business community. Organize thematic workshops. - Support the Parliament in launching various public outreach activities focusing on youth education and engagement; facilitate meetings and discussions in the regions to present AA/DCFTA impact to local community. <p><i>3.3. Facilitate cooperation with international partners</i></p> <ul style="list-style-type: none"> - Organize thematic workshops with the participation of Members and Staff of Georgian and European parliaments, facilitate participation of the MPs in high-level meetings at the EU institutions, including in COSAC meetings; promote building of partnerships with the relatively new members of the EU, organize exchange visits. 	
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Logical Framework

Overall Objective	Georgian Parliament established as a credible institution with an essentially greater role in national policy-making and European integration, contributing to improved checks and balances system in the country.			
Specific Objective(s)	<div>1. Improve effectiveness of the Parliament, as an institution.</div> <div>2. Strengthen Parliament's policy making and oversight capacities</div> <div>3. Enhance Parliament's role in the European Integration process</div>			
	Intervention logic	Objective verifiable/Indicators of achievement	Sources and means of verification	Assumptions & risks
Expected Results	Result 1: Improved institutional performance of the Parliament as a result of implemented strategic reforms.	<div>Institutional reforms in the Parliament are implemented, evidenced by at least 70% of IRP goals reached and 90% of OGP AP commitments achieved.</div> <div>Parliamentary procedures and processes are streamlined, existing deficiencies addressed and new citizen-oriented approached introduced, as a result of above reforms as well as the comprehensive revision of RoP.</div> <div>MPs receive better services during their relations with international counterparts as demonstrated by increased number of high quality TPs/ briefs and reports by the International Relations Department.</div> <div>Parliamentary openness and transparency are improved through introduction of new and innovative means/channels of communication and proactive information sharing.</div> <div>Citizen engagement in legislative processes is increased through various web platforms and improved access to Parliament.</div> <div>Induction program for newly-elected MPs is designed and embedded in the parliamentary services. Program-based budgeting in the</div>	<div>Assessment reports of different local and international organizations, including TI Georgia, IDFI, NDI (polls), etc.</div> <div>IRP progress assessment report;</div> <div>Amendments to RoP;</div> <div>TPs/briefs/reports produced by IRD;</div> <div>OPG AP progress assessment report;</div> <div>Citizen petitions platform/adapted website for PwDs/Parliament's mobile web application;</div> <div>Evaluation of trainings by staff;</div> <div>MP Induction program concept and curriculum;</div> <div>Evaluation of induction</div>	<div><u>Assumptions:</u></div> <div>The Georgian Parliament fully engages and remains committed towards the Project's interventions, seeks to maintain a continuous and smooth level of cooperation and provides the required level of participation in the Project activities during the whole implementation phase.</div> <div>Political system remains stable prior and after the parliamentary elections not to hinder parliamentary work.</div> <div>The parliamentary leadership is willing to strengthen the role of the Parliament in a structural way and views the IRP and OPG Action Plan as the guiding principle in its work.</div> <div>Parliament Administration is taking decisive steps towards a professional Human Resources Management enabling qualified support to the MPs.</div> <div>Donor organizations coordinate closely during the preparation of MPs induction program.</div> <div><u>Risks:</u></div> <div>2016 Parliamentary elections may cause</div>

	<p>Parliament is piloted and institutionalized.</p> <p>Modern and effective human resources management system is introduced in line with Georgia's civil service reform.</p>	<p>my MPs;</p> <p>New staff recruitment/appraisal system;</p> <p>Strategy and Action plan of Training Centre.</p>	<p>raising of political temperatures and involvement of MPs in the pre-electoral campaign thereby hampering parliamentary work. In such case, the Project will adjust its activities to concentrate mostly on staff capacity building and produce various capacity building and other materials requesting minimal participation from the Members of Parliament.</p> <p>Possible presence of a wide variety of political groups in the Parliament might create difficulties in reaching consensus on specific topics, such as AA/DCFTA or pushing forward the implementation of strategic documents such as IRP, OPG and committees' action plans. To mitigate the risk a participatory and consultative approach will be selected in the design and implementation of the activities. The Project will encourage a wide representation of political groups during various discussions, inter-factional Permanent Parliamentary Council being one of the best examples of such approach. In addition, the Project will promote active engagement of CSOs in the process, who, on their part will advocate for the reforms and monitor the implementation processes. International practices will be also shared to expose Georgian MPs to best parliamentary practices worldwide – <i>also applies to the following two directions of the Project.</i></p>
<p>Result 2:</p> <p>Strengthened capacities of the Parliament to exercise effective Government control, scrutinize draft legislation and introduce its own</p>	<p>Operation of parliamentary committees is more structured, transparent and consistent. Public accountability of their work is improved.</p> <p>There is increase in Parliament's input to Government policies. Quality of Parliament's legislative initiatives are improved as evidenced by a number of adopted laws as well as support secured from civil society, experts</p>	<p>Assessment reports of different local and international organizations, including TI Georgia, OSCE/ODIHR, etc.</p> <p>Committee action plans and reports;</p>	<p><u>Assumptions:</u></p> <p>Committees view the strategic action plans as integral to their structured and improved performance.</p> <p>Parliament remains open to civil society and encourages citizen participation in legislative activities.</p>

initiatives prepared through participatory and consultative process.	of the field, etc. Legislative process becomes consultative and participatory evidenced through consideration of recommendations tabled by civil society, business sector and other stakeholders. Quality of Parliament's oversight on sectorial spending increased as evidenced through high quality conclusions based on consultations with SAO and other reports. New structure and templates of explanatory notes attached to draft legislation are in place and quality of these notes are improved. Capacities of committee staff are increased and their services improved as witnessed by MPs.	Legislative initiatives by Parliament; Media coverage of workshops with CSOs and other interest groups; Committee recommendations and conclusions; New template and rules for explanatory notes;	Parliamentary oversight is accepted as the priority and Government responds to increased parliamentary oversight activities. Staff is interested to attend trainings and workshops and does not view the project activities as an additional burden on their work. <u>Risks:</u> Political changes in the parliamentary leadership and committees might limit the local ownership and sustainability of Project outputs. The risk will be mitigated by active engagement of senior staff in all project-related activities. Committee leadership might attempt to exclude opposition/minority MPs from Project activities. To mitigate the risk, during the initial, introduction meetings, the Project will inform the committees of the requirement to engage all their Members, irrespective of political group affiliation in the project-related activities.
Result 3: Enhanced role of the Parliament to engage in, monitor and raise public awareness on European integration processes.	Procedures in place for governing the coordination between the Parliament and Government in the integration processes. Parliament's recommendations during the law harmonization reflected in the Government's policy. Parliament becomes one of the key places to gather and disseminate information on Georgia's EU integration agenda.	Assessment reports of different local and international organizations, including OSGF, TI Georgia, NDI (polls), etc. Normative act on Parliament-Government coordination; Parliament recommendations and conclusions; Training evaluations by staff;	<u>Assumptions:</u> Cross-party consensus is maintained on Georgia's direction towards European integration. More MPs understand their important role and are willing to allocate more time to EU integration processes and are interested in expert/CSO/business community outlook on legislation pertaining to AA/DCFTA. Parliament is willing to learn from the experiences of other parliaments in EU on European integration matters. <u>Risks:</u> Poor coordination with the Government leading

				Media coverage of Parliament-CSO/business community/media meetings and workshops, Europe Day celebrations, youth contests, etc.	to exclusion of the Parliament from the on-going processes, and lack of sufficient capacities of the Parliament to engage in legal harmonization. To mitigate the risk, the Project will arrange a number of joint workshops and trainings between the Parliament and Government representatives to share common principles and approaches, including in legal harmonization exercise – in partnership with EU Project "Facility for the Implementation of the Association Agreement in Georgia".
Activities			<u>Means needed:</u>		
	Activity 1.1: Support the Parliament in implementing institutional reforms	National and international experts; meetings; on-job consultancy; study visit			
	Activity 1.2: Provide support to the Parliament in increasing openness, transparency, accountability and citizen engagement	Meetings; workshops; IT/web experts; research activities; public events; student competitions ('hackathons'); international experts incl. MP and/or staff from EU Members States parliaments			
	Activity 1.3: Provide support in improving Parliament's relations with international counterparts and communication with public	National and international experts; trainings; study visits; on-job consultancies; peer reviews; ToTs			
	Activity 1.4: Support the design and institutionalization of a new induction program for the Members of Parliament	National and international experts; trainings; ToTs; informational materials, publications; civil society organizations and academics experts			

	Activity 1.5: Promote modern human resources management system in the Parliament	National experts; trainings; workshops; research; recommendations.		
	Activity 2.1: Provide support to the sectorial committees to strengthen their strategic planning and reporting capacities	National experts; meetings, workshops, presentations with government, CSOs, media, other interest groups; assessments; action plans; publications		
	Activity 2.2: Provide advice to the parliamentary leadership and sectorial committees in strategic policy-making	International high-level advisers; national and/or international experts; recommendations; reports; meetings, workshops, presentations with CSOs, business community, other interest groups.		
	Activity 2.3: Strengthen financial oversight capacities of sectorial committees	National and international experts; trainings, workshops with SAO and government; study visits		
	Activity 2.4: Streamline procedures for effective policy and law-making	National and/or international experts incl. MPs or staff of EU Members States parliaments; meetings, workshops; recommendations; trainings, ToTs		
	Activity 3.1: Support the Parliament in strengthening its law-making and oversight functions in the European integration process	National and international experts; assessments; action plans; trainings; study visits; meetings and workshops with government; research papers		
	Activity 3.2: Support	Meetings and workshops with CSOs, media,		

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	the Parliament in establishing a dialogue with public on the European integration issues	business community; public outreach events incl. Europe Day celebrations, promotional activities, etc.; innovations; meetings in regions, presentations		
	Activity 3.3: Facilitate cooperation with international partners	International parliamentary workshops and conferences; exchange visits		