

United Nations Development Programme

Country: Georgia

Project Document

Project Title

A Strong Parliament in a Consolidated Democracy

UNDAF Outcome(s):

UNDAF outcome #2: Efficiency and accountability of governance structures at central and local levels strengthened, towards an inclusive and participatory decision-making process

Expected CP Outcome(s):

2.2 Representational, law-making and oversight functions and capacities of the Parliament and its subsidiary bodies strengthened

Expected Output(s):

Increased Functionality of the Parliament

Executing Entity:

UNDP

Implementing Agencies:

Parliament of Georgia

Brief Description

The project aims to support development of parliamentary capacity in its four areas of constitutional responsibility; lawmaking, setting policy direction, executive oversight, and representation. The project will focus specifically on three themes that involve one or more of these responsibilities; strengthening parliament's role in the budget process; supporting parliament's work in the area of local self-government, and strengthening technical support to committees. The budget process element will work towards implementation of a parliamentary budget cycle in which parliament participates in providing opportunities for public input to government budget planning, expands its analysis of the budget document, and exercises oversight of budget execution in conjunction with the State Audit Office (SAO) (former Chamber of Control). Support to parliament's work on local self-government will include expanded opportunities for public policy dialogue, and support to policy and legislation development. The technical support element will assist parliament in assessing committee staff support needs and organizing training and reorganization as needed. The project is structured around a partnership between the Georgian parliament and the European parliaments including those with a history similar to Georgia and now members of the European Union, and countries of longstanding democracies. The partnerships will provide access to expertise and capacity-development opportunities for both, MPs and staff.

Programme Period: 2006-2010 / 2011-2015

Atlas Award ID: 00057935

Start date: 1 January 2010

End Date: 30 June 2013

Management Arrangements: NIM

Total resources required: \$972,547 USD

Total allocated resources: \$972,547 USD

- UNDP \$80,000 USD
- Other:
 - Government of Netherlands \$786,727 USD
 - Government of Georgia \$105,820 USD

Agreed by (Parliament): _____

Agreed by (UNDP): _____

I. SITUATION ANALYSIS

The Georgian parliament is assigned a critical role by the Georgian constitution as a supreme law-making authority, setting the country's principal policy directions, oversight of the executive, and representation of the population (Constitution of Georgia, Article 48). The parliament is also responsible for voting and overseeing the execution of the national budget (Article 93). The effective functioning of the Georgian parliament is essential to the smooth operation of the Georgian governmental system, which is based on the separation and balance of powers between the leading state institutions.

Although the Parliament has been in existence since Georgia's independence from the Soviet Union, the country has undergone through several rounds of significant political turmoil since 1991. The Rose Revolution of 2003 heralded a new era of democratic transformation, and Parliament's development process began from the parliamentary elections of 2004.

UNDP has been partnering with the Georgian Parliament since 2004 with a multifaceted development programme running from 2004 to 2008 that focused on four main areas; supporting a more efficient and transparent law-making process, strengthening Parliament's human resources, building a modern IT infrastructure, and developing enhanced capacities for public communications and dialogue. The former project, Strengthening Effectiveness and Transparency of the Parliament of Georgia, provided a solid framework upon which to launch a new programme. Based on past experience and independent project evaluation, UNDP launched a new project this time oriented towards substantive (rather than operational) support. The on-going Project "A Strong Parliament in a Consolidated Democracy" (January 2010-June 2013) involves all directions of Parliament's constitutional responsibility: policy- and law-making, representation and executive oversight.

Parliament's functioning has improved since 2004. A streamlined organizational structure and decision-making processes, supported through UNDP, has permitted legislative proposals to be considered promptly and efficiently. The capacity of the parliament to reach out to citizens to listen to their concerns and enter into dialogue has improved, especially through the new Media Centre established with UNDP support. Parliament's professional capacities have enhanced in several directions: understanding of program budgeting principles increased, professional English language skills improved, law-making capacities raised. With UNDP support, the Parliament pushed forward the harmonization process of sectoral legislation with the Organic Law of Georgia on Local Self-Governance and Council of Europe (CoE) recommendations.

Nevertheless, reluctance from the Parliament's previous leadership to push forward certain reform directions created a number of challenges. Lack of political will to effectively exercise budgetary control hindered the strengthening process of the Parliamentary Budget Office (PBO) and its transformation into a major analytical/research tool for the MPs. Besides, the Parliament's previous administration was sensitive to developing modern human resource management (HRM) system and resistant to implementing substantial changes in the organization. Communication between the parliament and the society remains fragile since not all segments of the society are fully convinced that debate about social priorities should take place in democratic forums, of which the Parliament chamber represents the ultimate expression. Parliament has a key responsibility to ensure that it is perceived as both effective and transparent.

October 2012 parliamentary elections marked a new remarkable development in Georgia - the first peaceful transfer of power to the opposition. Moreover, for the first time in the two-decade history of independent Georgia the previous ruling party has not disappeared from the political scene as it had happened before (in 1992 and 2003), but has entered the Parliament with a sizable share of seats and has sufficient capacities to create political balance in the House. As for the Staff, the top management changed, but this did not affect much the general staff (including, mid-level management) and there were only isolated cases of staff change. This happened practically for the first time owing to the political

will of the new Government for institutional sustainability as well as to the adequate professional skills of the parliamentary staff.

Another significant development has been the move of the Parliament to Kutaisi, which has limited its reach of Executive, civil society and media. However, the initiated Constitutional amendments envisage the bringing of the Parliament back to Tbilisi. In addition, the Constitutional changes are planned to strengthen the powers of the legislature further, this being a welcome development in the country with historically strong Executive.

Georgia has ambitious goals to secure stability and economic growth through institutionalized ties with international organizations of democratic states. Parliament's own international strategy complements this approach. It is a member of the OSCE Parliamentary Assembly and Council of Europe Parliamentary Assembly, and has already established links with organizations such as the European Parliament as well as with the Baltic and Nordic parliaments. Parliament's leadership seeks to build on these and forge new partnerships with other European parliaments during its forthcoming mandate.

II. STRATEGY

Further support to the parliament is an important investment in the continued rooting of a stable democratic system in Georgia. The new project will emphasize capacity development through exposing parliament, including elected members and administration, to modern practices of public dialogue in law-making, continuing to strengthen the professional capacities of the senior staff, and assuring more effective oversight by the parliamentary institution.

The project content is drawn from the constitutional responsibilities of parliament, which include setting principal national policy directions, law-making, oversight, and representation. In practice, in effective legislative institutions, parliament's constitutional responsibilities are not carried out independently from each other but rather are integrated in all of its actions.

The most effective approach to capacity development is through helping to strengthen on-going parliamentary activities. In this regard, the project focuses particularly on supporting enhancement of parliament's role in the MTEF process and annual budget cycle, development of national policy and legislative framework on local self-government, and supporting parliament's technical capacities in the areas of policy advice, legislative drafting, and legal analysis.

The major parliamentary responsibility areas in which the project supports capacity development are:

1. Representation: Increased awareness of MPs on constituency work, enhanced mechanisms of public outreach, including communications strategy
2. Law-making: Strengthened policy development, engagement of civil society and public at large in law-making processes, including of constitutional changes and self-government legislation
3. Oversight: Increased acceptance of the importance and validity of effective governmental oversight, including the fostering of constructive dialogue between legislative and executive branches, with opposition, and wider society; clearer and more integrated relationship between Parliament and the State Audit Office (SAO) (formerly Chamber of Control)
4. Administrative strengthening: Further professionalization of the parliamentary staff and clearer distinction between administrative and political support functions
5. International partnership (Cross-cutting theme): Strengthened ties with parliaments in countries of Europe fostering capacity development in areas 1 – 4, and building mutual understanding between Georgia's parliament and other democratic parliaments.

As noted in point (5), the project supports parliament in forging ties with parliaments with similarities in political history to Georgia, such as the Baltic or other Eastern European states, as well as those with a longer uninterrupted democratic heritage, in order to build a long-term partnership permitting the exchange of skills and experiences, and capacity-building. Where possible, specific project activities are leveraged from this partnership, where pre-existing mutual confidence fosters more rapid and efficient identification of activities and needed expertise.

Parallel to this, the Project will provide expert support to the Parliament in donor coordination activities and closely cooperate with the other parliamentary support projects to avoid overlaps and complement one another's activities so that the Parliament receives a comprehensive and structured assistance from its partners.

Programming is also designed to provide synergy with other democratic governance initiatives such as UNDP Project *Fostering Regional and Local Development in Georgia* and *UN Joint Programme to Enhance Gender Equality in Georgia*, as well as projects of other international organizations supporting public finance management (PFM).

As outlined above, the project consists of 4 modules as follows:

1. Parliament participates effectively, consistently, and constructively in a transparent and inclusive Mid-term Expenditure Framework (MTEF) and annual budget cycle in conformity with the Basic Data and Directions (BDD) document

Support to the parliament's increased involvement in the budgetary processes is structured around the annual budget cycle and assistance will be provided during the key processes of discussion of the macroeconomic forecasts and Basic Data and Directions document, preparation of the budget and institutionalization of the consultative process with various spending units to elaborate an informed decision on the budget. Project support will aim at strengthening the in house sustainable capacities to get involved into the budgetary process more actively. In particular, the activities are the following:

1.1 Support parliament's involvement in discussion of budget-related documents and Parliament's positioning during consideration of the draft budget:

According to Georgia's Budget Code, every year the Government of Georgia submits the draft state budget approved by the President of Georgia, along with enclosed materials, to the Parliament no later than October 1. Country's BDD document, which complies with the budget draft, is submitted for consideration together with the draft state budget. The second draft budget, which is re-submitted to the Parliament after incorporated comments and recommendations, is brought to parliamentary scrutiny no later than the third week of December.

Under the Budget Code and Order of the Cabinet of Georgia (No.284), all budget spending agencies adopted Program Budget framework as of 2013, and consequently submitted their execution reports to Parliament in the Program Budget format.

Considering such transition from line item (traditional) to program budgeting, it is important to create a highly competent and qualified approach of the Parliament to the Program Budget and build its knowledge and skills in this area. This is key for the development of the Budget Program processes in Georgia, and consequently serves as a foundation for further improvement of public finance management system in the country.

This activity involves assistance to the parliament to elaborate a thorough and detailed analysis on draft budget document, organize workshops with participation of the respective government stakeholders (MOF, SAO, line ministries) and discuss the proposed priorities. It will also pay a particular attention to consideration of the local priorities and alignment of the local and national development perspectives. This will be facilitated by joint meetings, workshops and seminars with participation of legislative, executive and local stakeholders.

The capacity of the Budget and Finance Committee (BFC) and the Parliament Budget Office (PBO) will be strengthened to analyse the draft document, prepare respective conclusions and elaborate parliament's position regarding the draft. Supporting the thorough consultation process with government will be key for an informed conclusion to be produced by the parliament. Prominent local and international expertise and experience will be utilized to enhance the parliament's role in the budget preparation.

1.2 Strengthen parliament's capacities and role in the budget cycle.

Parliament's capacities and role in the budget cycle will be enhanced through more active participation in the budgetary process. The regular meetings will be introduced and activated with the SAO, Ministry of Finance and different spending units to better understand the process and effectively analyse all the budget-related issues. The meetings will also assist in forming solid understanding of each important spending unit's priorities.

1.3 Capacities of the staff of BFC and PBO strengthened

The capacity development will be the key to sustain the introduced processes and innovations beyond the end of the project's support. Therefore, the respective staff will make the key target during the entire duration of the project to acquire, maintain or enhance the suitable technical knowledge and functional capacities for support of the parliament's operation. The focused capacity needs assessment is carried out at the beginning of the project to identify the deficiencies that need to be addressed as priority matters. Consequently, the capacity development package is put in place, to address the issues of programme budgeting, fiscal policy, macroeconomic and monetary policy, etc. The international expertise will be used heavily to draw upon the best practices and design and implement the most targeted package.

2. Through broad dialogue and consultation, Parliament develops an appropriate policy and legislative framework for democratic local governance and self-governance

2.1 Support the Parliament to ensure a coherent approach in local governance reform process

This envisages strengthening the role of the Committee on Regional Policy and Self-Government in the reform process and supporting it in the coordination of relevant activities with all the stakeholders involved (parliament, central and local governments, etc.).

2.2 Support the Parliament in raising public awareness on local governance reform process

This entails support of the Committee on Regional Policy and Self-Government in ensuring transparency and public access to information related to local governance reform through various mechanisms, including media sources.

2.3 Support the Committee on Regional Policy and Self-Government to develop options for improvement of a legal framework on democratic local governance system

This activity envisions providing support to the Committee in developing a respective legislation, including amending the sectoral legislation. This activity will be carried out in close coordination with all stakeholders and especially with the UNDP Project on *Fostering Regional and Local Development in Georgia*. Cooperation will be also ensured with Ministry of Regional Development and Infrastructure (MRDI) and the National Association of Local Authorities (NALA)

2.4 Strengthen capacity of the Committee on Regional Policy and Self-Government to carry out its duties.

This activity aims at strengthening the effectiveness of the Committee operation. National and international expertise will be used while familiarizing the committee with best international practices, including study visits to European countries with similar historical background.

3. Parliament is equipped to effectively play its constitutional policy and law-making role

3.1 Support the parliament in developing human resources management system to ensure that administrative systems meet institutional needs.

Several steps have to be supported in the institution to continue implementation of reforms in the area of human resource management (HRM), in particular, support the enforcement of recommendations provided by UNDP in HRM field, including introductions of modern competition/recruitment processes and staff performance evaluation systems based on organizational survey conducted by UNDP in 2011; introduction of new job descriptions that were produced by UNDP experts after job analysis performed in the institution the same year. For this purpose, transfer of knowledge to new Parliamentary administration shall be ensured and relevant structural units supported through provision of presentations, trainings and on-job-consultancies.

3.2 Support the implementation of the comprehensive capacity development package to the staff of the Parliament

Capacity development activities shall continue for the Staff of the Parliament. Support activities shall include development of both technical and professional skills in the area of law-making and public outreach. Engagement of national and international experts and provision of staff exchange programs with partner parliaments' peer committees and departments shall be ensured.

3.3 Support the professional and transparent constitutional reform process

In view of the expected constitutional reform, provide high-level local expertise in the process of elaboration of constitutional amendments. In addition, support the Parliament in ensuring access and engagement of public in the debates over constitutional changes. Various resources, including web-support, social media, etc. will be used to reach the highest degree of transparency of the process.

4. International partnerships established with European parliaments to further parliamentary development and cooperation (crosscutting theme)

4.1 Support development and implementation of a strategic partnership plan with European parliaments both with experiences comparable to Georgia and those of more advanced democracies.

The project will support the parliament to further its cooperation with European parliaments to identify opportunities for cooperation. A targeted plan will be developed and implemented for legislative exchanges and provision of legislative expert advice to Parliament of Georgia in the areas that are identified as priorities in the project.

SUSTAINABILITY

Ensuring sustainability of the Project activities will remain the highest priority for the UNDP. The experience and lessons learned will feed into the sustainability strategy. In the UNDP's previous project, sustainability has been ensured through linking the initiative with the reform priorities of the Parliament. Given condition has safeguarded the project against the changes at the institution's political level due to early parliamentary elections in 2008. As for 2012 parliamentary elections, the Project's sustainability strategy will build on best practices of UNDP in general and the previous project in particular.

ASSUMPTIONS AND RISKS

The Project has been designed assuming some conditions that are necessary for attaining the set objectives. Those *assumptions* are as follows:

- *Political stability maintained.* Political stability is a pre-condition for successful implementation of the Project as it deals directly with one of the branches of the Government, where the main beneficiaries are the politicians.
- *Parliament commitment to reform and ownership continued.* Lack of political will to take commitment over implementation of certain project activities could be detrimental for the Project, as only capacity building work is not enough to ensure achievement of project results. It is necessary that Parliament realizes the need to change its human resources system, develop it to meet modern standards; political will to become an effective law-making and oversight body is important to free the Parliament off its 'rubber stamp' function for the government;
- *Existence of operational capacities in the Parliament.* This precondition is important for building on professional capacities. Such capacities have been already developed to considerable extent by UNDP's previous project that provided a big number of technical equipment, created a fully equipped training centre for staff and media centre for journalists.

In general, it is expected, that the following risks will be persistent to the Project:

- *Political situation in the country strained as a result of government policy or reforms.* The events of recent years have proved that certain government initiatives may cause a serious public discontent that may lead to mass demonstrations and sometimes - to early elections. Such demonstrations usually take place in front of the Parliament building and may lead to blockade or close down of the Parliament building for an undefined time. Besides the physical blockage, the unstable political situation detracts the institution's attention from the long-term development needs towards shorter-term problem-solving. This will prevent the project from implementing its activities in a due time. The countermeasure would be remodelling project's activities and workplan (rent an office outside the Parliament, adjust the time-frames, etc.)

- *Changes in the Parliament's staff and political positions (Project's direct beneficiaries).* Changes in the composition of committees, secretariats take place from time to time; however, the Parliament is relatively stable in the staff composition than any other government agency. Although, if important organizational changes occur, the project will build new cooperation with 'newcomers', however it will mostly focus on identifying several focal points in each structural unit, so that the connection between the project and the unit is not lost.

- *Lack of will or readiness of the Parliament to carry out reforms (particularly, in better budget oversight).* Lack of readiness to act as an efficient control body (draft critical recommendations, produce analytical papers) may obstruct effective implementation of project activities directed at strengthening Parliament's oversight functions. As a countermeasure, the Project will expose the Parliament to its essential functions through sharing international experience and practice, organizing meetings with different stakeholders to accentuate the role of the Parliament in budgetary process.

- *Unavailability of MPs and Staff to get involved in Project's activities.* The hectic agenda of the Parliament with its 150 MPs does not guarantee a smooth operation of the project according to the set time-lines. MPs travel a lot during the year and have number of meetings, sometimes unexpected, during the day. Re-location to Kutaisi is another major challenge for the Project whose office stays in Tbilisi. The staff is very often dependant on MPs' schedules. Therefore, it is very likely that the project will face frequent shifts in its plans and schedule with regular visits to Kutaisi, which may hinder timely performance of project activities and reaching outputs. To avoid last minute changes the Project will have a constant contact with its beneficiary to keep the agreed dates in force or have enough time and resources to

readjust its activities. In addition, the Project will recruit a local Project support in Kutaisi to act as a liaison for the Project and provide administrative support to the Project team.

- *Unwillingness of Parliamentary administration to consider the Project's recommendations in human resources management.* The recent years have proved that notwithstanding the assistance provided to the Parliament's HR management, the system has not changed much. The HR Department still is in a pressing need of reform, as it does not perform those functions that are required to carry out HR development work in the organization. Reluctance to changes will impede the process of reforms and leave the HRM system unchanged. As a countermeasure, the project jointly with its experts will have meetings with Parliament's top administration to present Project's recommendations in HRM field. UNDP may apply all reasonable efforts to advocate the process on a higher level (e.g. with the Project Board, or the Speaker of the Parliament).

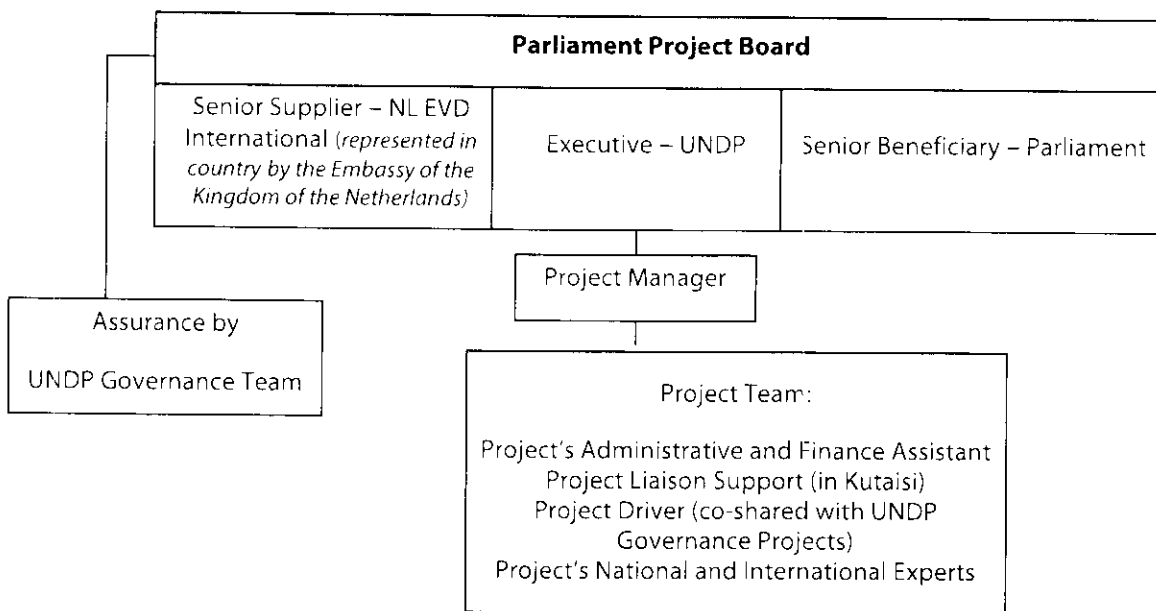
- *Lack of ownership.* At times, there is an insufficient consideration to the policy advice provided by the experts and thus limited follow-up actions by beneficiary. Given risk could be primarily linked to lack of ownership of the process. To diminish the risk, the Project will focus on joint work with the beneficiary throughout the whole process, including planning and implementation, to ensure that the Parliament bears its share of responsibility on project's outputs. UNDP may apply all reasonable efforts to advocate the results through established partnership channels (meetings with Project Board, individual meetings with Chief of Staff, Chief of Speaker's Cabinet, etc.)

- *Irrelevance of the advice provided by an expert to national needs.* Such risk could result in a reduced credibility in the Project by the beneficiary and lack of will to participate in any other future project activities. UNDP will apply all reasonable efforts to minimize this risk through detailed elaboration of the Terms of Reference, a scrupulous selection of experts, and provision of the most up-to-date reference and analytical materials to invited experts. In addition, Project may invite parliamentary representatives to observe the recruitment process, e.g. during the interview stage.

III. MANAGEMENT ARRANGEMENTS

The project will be implemented under National Implementation Modality (NIM) implying that national counterpart (Parliament of Georgia) will take major responsibility over the execution of the project.

As per UNDP procedures and requirements, the project will introduce the Project Board with the three relevant roles of executive, senior supplier and senior user. While the executive will ensure the funds are managed properly and in a cost-efficient manner, the user will actually use its benefits and the supplier will provide resources and skills to produce the output. In the relevant case, the project executive role will rest with UNDP, the supplier will be the NL EVD International, represented by the Embassy of the Kingdom of the Netherlands when needed, and Parliament will be a principle user of the output. The Board meetings will take place on a regular basis. Project assurance will be provided by the Governance Team of the UNDP. The Parliament will also provide a quality assurance regarding the project products such as the training materials, organized trainings, etc.



On behalf of the Parliament, UNDP will be responsible for making financial transactions for the project. As per UNDP's Financial Regulations and Rules, the following general principles will be given due consideration while executing procurement in connection with the project: Best Value for Money; Fairness, Integrity & Transparency; and, Effective Competition.

In addition, UNDP will make use of the resources available at the current UNDP-Parliament project, including the project manager and admin/finance assistant. In addition, national and international experts will also be recruited on a needs basis. The Parliament will continue providing working space for the project staff in its own premises in Kutaisi for at least three persons. Some furniture and equipment continue to be the Parliament's in-kind contribution, as well as all costs related to gas, electricity and internet. Project's main office space in Tbilisi will be provided by UNDP.

The project manager will be the official liaison between the Parliament and UNDP to ensure proper project implementation. The project manager will be in charge of requesting funds to cover project-related expenses. In the absence of the project manager, the administrative/finance assistant will take over relevant functions. Project Liaison Support in Kutaisi will assist the Project manager and administrative/finance assistant in better communication and coordination with Parliament and provide administrative/operational support required from Kutaisi.

National institutions such as the Ministry of Finance, State Audit Office, other state agencies will also be involved in the implementation stage. Project will seek active cooperation and coordination with other international donor projects working in the field of parliamentary support, public finance management, local governance. Civil society organizations and media will be also included in the project activities. All the stakeholders will be invited to actively contribute to the project implementation, and thus relevant steps will be taken to promote broad-based ownership of the project achievements.

IV. MONITORING, EVALUATION AND REPORTING

Monitoring, evaluation and reporting is the responsibility of UNDP and its PCU staff. The monitoring and evaluation indicators and targets will be set up at the beginning of the project in consultation with the project stakeholders. The work plan will be produced setting output targets and detailing activities to reach these targets. The work plan will be reviewed and updated regularly. Quality management criteria will be identified to evaluate progress in implementation. The criteria will assess the achievements and its effectiveness in contributing to the overall objective of the project. UNDP will invite an outside party to conduct review and/or evaluation, if applicable.

Progress reports – quarterly and annual will be produced by the PCU staff and approved by UNDP for presentation to the Donors and Project Board. The progress reports will reflect progress towards results, factors contributing to or impeding achievement of results, lessons learned and the financial status.

The final report will be prepared by the end of the implementation period and will be submitted to the donor no later than 2 months after completion of the project. The report will include an assessment and analysis of project performance over the reporting period including outputs, constraints, lessons learned and recommendations for avoiding key problems in future projects.

V. LEGAL CONTEXT

This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the Standard Basic Assistance Agreement (SBAA) and all CPAP provisions apply to this document.

VI. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework:

2.2 Representational, law-making and oversight functions and capacities of the Parliament and its subsidiary bodies strengthened

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

Indicator: Overall assessment by local NGOs and media as well as international organizations regarding ability of the legislative branch to represent the constituents effectively and ensure close oversight of public institutions.

Baseline: In recent years, the legislative branch has been unable to effectively cooperate, support and balance the executive. The institution needs enhancement in order to minimize subjective decisions made by individuals that are not product of consultative and inclusive processes.

Target: The legislative branch will increasingly be able to impartially, independently, transparently and effectively represent the constituents from all over the country and exercise the human rights and fiscal control/monitoring/oversight of the institutions subjected to such a control under the respective legislative framework.

Applicable Key Result Area: Democratic governance / Strengthening accountable and responsive governing institutions / (a) strengthening legislatures, regional elected bodies, and local assemblies

Partnership Strategy: Partnership with Georgian Parliament and targeted collaboration with European parliaments

Project title and ID (ATLAS Award ID): A Strong Parliament in a Consolidated Democracy **00071754 (Atlas Award ID 00057935)**

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p>Output</p> <p>Technical and Functional capacities of the Parliament enhanced</p> <p>Baseline</p> <p>Over the past years the Parliament has implemented a</p>	<p><i>Targets (year 1)</i></p> <p>At least three trainings/workshops held with BFC/PBO</p> <p>At least 70 % of trainings/WSSs, etc. receive positive evaluation/response</p> <p>At least 60 % staff covered during</p>	<p>1 Support parliament's involvement in discussion of budget-related documents and Parliament's positioning during consideration of the draft budget</p> <p>- Assist the parliament in analysis of the budget-related documents</p>	<p>MPs from Parliament Finance and Budget Committee</p> <p>Parliament budget office staff</p> <p>Finance and Budget</p>	<p>As per the budget and the Workplan</p>

<p>number of reforms to gradually transform into an operational public institution. The first phase of reforms is finalized; however the Parliament remains weak in exercising its main constitutional functions. In the area of budgetary oversight, Parliament is primarily involved in budget's formal approval, is insufficiently equipped to conduct proper budget scrutiny, and is inactive towards channelling public input to the budget process. The Parliament's role in local governance reform is minimal, both in terms of proposing legislative initiatives to streamline legislation and promoting the reform. In the direction of law-making, most national policy directions and legislation originate with the executive branch; in addition, Parliament's scrutiny of legislation is not always thorough. Capacities of parliamentarians and staff for legal drafting and analysis are limited. Human resources management system has shortcomings and does not comply with modern standards. Although Parliament is well represented abroad on political level, partnerships with European parliaments built around</p>	<p>trainings/WSSs/ etc.</p> <p>At least one joint workshop resulting in a longer-term cooperation between parliament and government</p> <p><i>Targets (year 2)</i></p> <p>Capacity Development plan elaborated (Yes/No)</p> <p>At least 30% of capacity development plan implemented (Yes/No)</p> <p>At least 4 training/ workshops held with BFC/PBO</p> <p>At least 70 % of trainings/WSSs, etc. receive positive evaluation/response</p> <p>At least 80 % staff covered during implementation of the CD plan</p> <p>At least 2 joint workshops resulting in legislative changes or further reform initiatives</p> <p>At least two analytical publications issued by PBO</p> <p>At least 1 PBO publications used during committee hearings (yes/no)</p> <p>Quality of budget scrutiny at committee hearings increased (yes/no)</p> <p>At least 50 % PBO/BFC staff receive positive evaluation from MPs (yes/no)</p>	<p>- Support the parliament in preparing and advocating informed conclusion about the draft budget. Pilot various policy papers related to the budget and PFM issues in general</p> <p>- Support in institutionalizing a thorough consultation process with all respective national and international stakeholders (MoF, SAO, donors, etc.) through organizing workshops with their participation on key issues of PFM reforms</p> <p>2 Strengthen parliament's capacities and role in the budget cycle</p> <p>- Institutionalize the consultative process with various spending units to elaborate an informed decision on the budget</p> <p>3 Capacities of the staff of BFC and PBO strengthened</p> <p>- Develop and implement a targeted training plan with participation of national and/or international experts</p> <p>- Provide respective classroom and on-the-job training for the staff</p> <p>- Identify the gaps in necessary functional and technical capacities for the respective staff and deliver the targeted capacity development programmes</p> <p>- Secure involvement of the high-calibre national and international experts and institutions in these processes</p>	<p>Committee staff</p> <p>International experts in program budgeting</p> <p>Local PFM and budget experts</p> <p>Ministry of Finance of Georgia</p> <p>State Audit Office of Georgia</p> <p>National Bank of Georgia</p> <p>Line ministries and respective parliamentary sector committees</p> <p>International parliamentary partners</p>
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<p>experience sharing and networking are minimal, which deprives the Parliament of valuable information on lessons learnt and existing international practice on various reform issues.</p> <p>Further support through capacity development activities is crucial to continue reforms in the Parliament, promote it as an efficient institution and thus contribute to the balance of state power and democratic governance system.</p>		
<p>Indicators:</p> <ul style="list-style-type: none"> - Capacity development plan for BFC/PBO developed and implemented - Proportion of areas from the CD plan addressed by the project - Number of consultancy work, training/seminar/workshop with the Budget and Finance Committee (BFC) and Parliamentary Budget Office (PBO) - Evaluation of consultancy/trainings/Ws etc. work with the BFC/PBO 	<p>Targets (year 3)</p> <ul style="list-style-type: none"> At least 40% of capacity development plan implemented (Yes/No) At least 80 % staff covered during implementation of the CD plan At least 5 training/workshops held with BFC/PBO At least 80 % of trainings/Ws, etc. receive positive evaluation At least 3 joint workshops resulting in legislative changes or further reform initiatives Institutional mechanisms for regular consultations with the government established At least three analytical publications issued by BFC PBO publications used during committee hearings (yes/no) Public discussions resulting in at least 5 legislative or reform initiatives Institutional mechanisms for regular public consultations established. Quality of budget scrutiny at committee hearings considerably increased (yes/no) At least 75 % PBO/BFC staff receive positive evaluation from MPs (yes/no) 	

<ul style="list-style-type: none"> - Number of beneficiaries from the PBO/BFC covered by the CD activities - Number of joint workshops with government stimulating further reform initiatives - Number of analytical publications developed by PBO - Quality of publications by PBO - Plan of action adopted and implemented to pilot public discussions on budget process - Quality of budget scrutiny at committee hearings - Evaluation of the PBO/BFC staff competencies by the MPs - Number of meetings held with the participation of Parliament, central and local governments - Degree of effectiveness/impact of such meetings on implementation of reform - Number of public outreach activities implemented by 	<p><i>Targets (year 4 – six month)</i></p> <p>At least 70% of capacity development plan implemented (Yes/No)</p> <p>At least 80 % staff covered during implementation of the CD plan</p> <p>At least 1 training/workshops/study visits held with BFC/PBO</p> <p>At least 80 % of trainings/Ws, etc. receive positive evaluation</p> <p>At least 1 joint workshop with Government resulting in legislative changes or further reform initiatives</p>	
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<p>the Parliament on local governance reform issues</p> <ul style="list-style-type: none"> - Degree of public awareness on local-self-governance reform - Number of Parliament's legislative initiatives on local self-governance reform adopted - LSG staff's capacity building programme developed/ implemented - Proportion of the areas from the CD plan covered by the project - Number of capacity development activities (trainings/workshops, etc.) conducted for LSG committee - Number of beneficiaries of the CD activities - Evaluation of the CD initiatives - Expert evaluation of the committee performance - Number of recommendations on HR development implemented by the Parliament 			
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<ul style="list-style-type: none"> - Number of areas addressed from the capacity development program - Number of trainings, seminars, workshops conducted for the staff - Number of beneficiaries of the capacity development actions - Evaluation of the CD activities - Quality of Parliament's legislative initiatives - Quality of Parliament's research work - Number of partnerships established with European parliaments - Number of exchange visits, joint workshops and conferences held with partner parliaments - Number of areas of reforms highlighted as a follow-up to such visits and meetings - Number of reforms implemented as a follow-up - Feedback by Parliament on the outcomes of project 				
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<p>activities</p> <p>Activity 1</p> <p>Parliament participates effectively, consistently, and constructively in a transparent and inclusive Mid-term Expenditure Framework (MTEF) and annual budget cycle in conformity with the Basic Data and Directions (BDD) document</p>				
<p>Activity 2</p> <p>Through broad dialogue and consultation, Parliament develops an appropriate policy and legislative framework for democratic local self-government</p>	<p><i>Targets (year 1)</i></p> <p>At least two meetings between parliament, central and local authorities organized</p> <p>Meetings result into implementation of reforms (yes/no)</p> <p>At least one public outreach initiated by the Parliament on LSG issues (y/n)</p> <p><i>Targets (year 2)</i></p> <p>At least two meetings between parliament, central and local authorities organized</p> <p>At least one meeting result into implementation of reforms (y/n)</p> <p>At least two public outreach initiated by the Parliament on LSG issues (y/n)</p> <p>At least 50% of legislative initiatives opened</p>	<p>1 Support the Parliament to ensure a coherent approach in local governance reform process</p> <ul style="list-style-type: none"> - Promote coordinating role of the Regional Policy and Self-Government Committee in involving various stakeholders in this process (parliament, central and local governments, etc.) - Encourage parliament to support local municipalities in the reform process and provide them with information on respective changes in legislation and give recommendations on their implementation on local level <p>2 Support the Parliament in raising public awareness on local governance reform process</p> <ul style="list-style-type: none"> - Support the Committee on Regional Policy and Local Government in ensuring public access to information regarding the legislative initiatives on local governance reform and related on-going activities in various regions, including achievements and further challenges in the 	<p>Regional Policy and Self-Government Committee of Parliament (Self-Government Committee)</p> <p>Regional Policy and Self-Government Committee Ministry of Regional Development (MRDI)</p> <p>National Association of Local Authorities (NALA)</p> <p>Local Authorities</p> <p>Parliaments of European countries</p> <p>International parliamentary experts in local governance (through parliamentary partnership)</p>	<p>As per the budget and the Workplan</p>

up for public debate	field	UNDP Local governance projects
Public awareness enhanced on LSG reform (y/n)	3	Support the Committee to develop options for improvement of a legal framework on democratic local governance system
At least 3 legislative initiatives of the Parliament adopted	-	Develop options for an effective local governance system
Capacity Development plan elaborated by the LSG committee staff	-	Support the Committee to develop draft laws/amendments on issues of local self-government, including harmonization of sectoral legislation (in collaboration with UNDP Project on Fostering Regional and Local Development in Georgia and other partners)
At least 25 % of the CD plan covered by the project	4	Strengthen capacity of the Committee on Regional Policy and Local Government to carry out its duties
At least 3 CD activities organized for LSG staff	-	Support the Committee with high-calibre national and international expertise
At least 50 % of the LSG staff benefit from the CD activities		
Positive evaluation of the initiatives (Y/N)		
<i>Targets (year 3)</i>		
At least two meetings between parliament, central and local authorities		
At least one meeting results into implementation of reforms (y/n)		
At least three public outreach initiated by the Parliament on LSG issues (y/n)		
At least 70% of legislative initiatives opened up for public debate		
Public awareness enhanced on LSG reform (y/n)		
At least 5 legislative initiatives of the Parliament adopted		

<p>Activity 3</p> <p>Parliament is equipped to effectively play its constitutional policy and law-making role</p>	<p>At least 40 % of the CD plan covered by the project</p> <p>At least 5 CD activities organized for LSG staff</p> <p>At least 60 % of the LSG staff benefit from the CD activities</p> <p>Positive evaluation of the initiatives (Y/N)</p> <p>LSG Committee's law-making improved (Yes/No)</p> <p><i>Targets (year 4 – six month)</i></p> <p>At least one seminar/training organized for parliament, central and local authorities on international practice</p> <p>At least one study visit organized to European country leading to further reform initiatives</p> <p>At least three laws initiated and/or amended by the Parliament</p> <p><i>Targets (year 1)</i></p> <p>HR development recommendations available to the parliament (Yes/No)</p> <p>The HR development recommendations assessed positively (Yes/No)</p> <p><i>Targets (year 2)</i></p> <p>At least 30% of HR development recommendations implemented</p>			
		<p>1 Support the parliament in developing its human resource management system to ensure that administrative systems meet institutional needs.</p> <p>- Support the parliament administration in the HR development process, introduce it to modern HR systems, including staff performance evaluation, recruitment procedures, etc.</p> <p>2 Support implementation of the comprehensive capacity development package to the staff of the parliament.</p> <p>- Design the specific capacity development programme</p>	<p>Chief of Staff</p> <p>Chief of Speaker's Cabinet</p> <p>Office of the Speaker</p> <p>Parliament's Personnel Department</p> <p>Committee and Department Staff</p>	<p>As per the budget and the Workplan</p>

<p>At least 20 % of the CD plan implemented</p> <p>At least 5 training/workshops organized for the staff</p> <p>At least 20 % of the staff is part of the CD programme</p> <p>At least 60 % of the CD programme receives a positive evaluation/response</p> <p>Positive evaluation of Parliament's legislative initiatives</p> <p>Positive evaluation of research skills of the staff (yes/no) by MPs, experts</p> <p><i>Targets(year 3)</i></p> <p>At least 40% of HR development recommendations implemented</p> <p>At least 30 % of the CD plan implemented</p> <p>At least 5 training/workshops organized for the staff</p> <p>At least 20 % of the staff is part of the CD programme</p> <p>At least 70 % of the CD programme receives a positive evaluation/response</p> <p>Positive evaluation of Parliament's legislative initiatives</p> <p>Positive evaluation of research skills of the staff (yes/no) by MPs, experts</p>	<p>for the staff both in technical and professional/thematic skills, including in the area of public outreach and law-making</p> <ul style="list-style-type: none"> - Engage national and international experts to participate in training programmes - Seek opportunities for staff exchange with partner parliaments' peer committees and departments <p>3 Support the professional and transparent constitutional reform process</p> <ul style="list-style-type: none"> - Provide with high-level local expertise in the process of elaboration of constitutional amendments - Provide transparency of public debates through various means, including web-support, social media, etc. - Promote constitutional reform process among the students 	<p>National HR experts</p> <p>National and International experts of different fields</p> <p>Academia</p>
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<p>Activity 4 International partnerships established with European parliaments to further parliamentary development and collaboration (crosscutting theme)</p>	<p><i>Targets (year 4 – six months)</i></p> <p>At least one element of modern HR system (from Project's HR recommendations) introduced by the Parliament</p> <p>Parliament's communications strategy developed</p> <p>At least one meeting on parliamentary donor support organized</p> <p>At least 2 training/workshops organized for the staff</p> <p>At least 20 % of the staff is part of the CD programme</p> <p>At least 70 % of the CD programme receives a positive evaluation/response</p> <p>At least two types of public outreach activities provided to the Parliament, including on constitutional reform</p> <p>At least one public outreach activity receiving positive feedback from stakeholders</p>	<p>1 Support development and implementation of a strategic partnership plan with the European parliaments including those with a history similar to Georgia and now members of the European Union, and countries of longstanding democracies</p> <ul style="list-style-type: none"> - Support in strengthening contacts with European parliaments to identify opportunities for collaboration - Support in development and implementation of the workplan for legislative exchanges and provision of 	<p><i>MPs and Staff of the Parliament, Eastern European, Baltic, Nordic and Dutch parliaments</i></p>	<p><i>As per the budget and the Workplan</i></p>
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<p><i>Target (year 3)</i></p> <p>At least 2 European parliaments identified for partnership</p> <p>At least 2 exchange visits organized</p> <p>At least 4 areas of reform identified after the visits</p> <p>At least 2 areas of reform implemented</p> <p>Project receives a positive response from the stakeholders, (MPs, staff, outside experts)</p> <p><i>Target s (year 4 – six months)</i></p> <p>At least 2 European parliaments identified for partnership</p> <p>At least 2 exchange visits organized</p> <p>At least 2 areas of reform identified after the visits</p> <p>Inter-parliamentary conference organized on Parliament's role and functions</p> <p>Project receives a positive response from the stakeholders, (MPs, staff, outside experts)</p>	<p>Eastern European, Baltic, Nordic, and Dutch legislative expert advice to Parliament of Georgia in the areas of budgetary oversight, local governance reform and technical support to staff</p> <p>Support in organizing workshops, conferences between the MPs of Georgian and European parliaments for experience sharing and receiving recommendations on key issues of on-going reforms in Georgia</p>	
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