

**RECOMMENDATIONS ON GEORGIA'S ACTION PLAN FOR THE
EUROPEAN NEIGHBOURHOOD POLICY**

Prepared by a group of Georgian NGOs

for consideration of the Government of Georgia

**Tbilisi, Georgia
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1. Introduction

In June 2004, the three countries of the South Caucasus region joined the European Neighborhood Policy (ENP) framework. On 2 March 2005, the European Commission issued a report on Georgia, reflecting the European Union's vision and assessment of ongoing political and economic reforms in Georgia, as well as the current status of bilateral relations between Georgia and the EU.

Current relations between Georgia and the European Union are regulated according to the Partnership and Cooperation Agreement (PCA). The PCA is an instrument giving an opportunity to the Georgian government to strengthen political dialogue, trade and economic relations with the EU; bring the country's national legislation into line with European law; implement legal and institutional reforms in accordance with the European standards whilst considering Georgia's specific features. The above-mentioned tasks fully conform to Georgia's declared principles and national interests.

Although Georgia has stated that it shares the European values, the country's state structures and institutions not always adhere to them. Introduction of key democracy principles into the public life remains problematic. The pace of democratisation in Georgia and the country's chances of getting assistance from western democracies in the process depend on how efficiently common European values are adopted by the country. Respectively, the intensity of contacts between Georgia and the EU in the near future will be determined by the country's success in abiding by the principles of participatory democracy, good governance and international law, human rights, and basic rules of market and "care" economies. At the same time, Georgia can expand its cooperation with the EU and take advantage of new opportunities in the framework of the ENP in order to achieve the above-specified goals. Georgia's action plan shall become an additional instrument facilitating cooperation between Georgia and the EU.

The present document is an outcome of work done within five working groups of Georgian NGOs (the list of NGOs that developed and/or joined this document can be found in **annex I**), formed to develop a three-year national action plan of Georgia within the framework of the ENP. Activities carried out by working groups were sponsored by the following three foundations operating in Georgia: the Open Society Georgia Foundation, Eurasia Foundation, and Heinrich Böll Foundation. It is worthy of note that the document has not addressed all possible issues and concerns of higher or lower priority relevant to the country's development. The present document reflects a consolidated opinion of different groups of civil society on key issues and actions needed to develop mutual cooperation between Georgia and the EU. It urges the national government to use recommendations given as the good practice of building capacity in the area of participatory democracy and good governance. Furthermore, the working team is committed to facilitate the further process of the development of the national action plan by the Georgian government and closely cooperate with the national governmental and the EU structures in accordance with mutually agreed views and visions.

2. Structure and Content of the Document

Twenty-six priority goals were identified in the course of the development of the present document. Achieving these will represent the main challenge for Georgia in the near future. Steps to be taken have been planned and expected results have been identified for each goal. For the document to be complete it is expedient that a timeline as well as the qualitative and quantitative indicators of implementation be defined.

The priority goals are grouped into nine thematic areas. Respectively, the document can be formally divided into nine chapters.

I Chapter of the document focuses on measures to consolidate democracy and the rule of law in Georgia. It addresses the problems of the country's democratic governance, local self-government and judicial system.

For instance, the structure of government and administration in Georgia has changed substantially since the "Rose Revolution". The constitutional amendments of 13 February 2004 breached one of the fundamental principles of democratic constitutionalism – horizontal distribution of power, or the system of checks and balances. As a result, Georgia's state system is misbalanced and prone to political crisis. Georgian and foreign experts agree that the change of the existing system in favour of the executive branch will seriously hamper the democratisation process, decentralisation of power, and efforts to strengthen the rule of law in Georgia. Under the current system it is practically impossible to ensure independence of the legislature and judiciary from the executive branch. Respectively, the initiatives put forward in the document attempt to deal with the issue of the balance of power as well as other problems.

The problems of Georgia's administrative-territorial arrangement and local self-government have not been settled yet. Consequently, there is no clear division of competences and responsibilities between the country's centre and the regions. Although the government has expressed its interest, nothing has been done so far to work out a general concept of the country's territorial arrangement. Instead, the parliament has approved spontaneous and politically motivated initiatives.

A number of measures are proposed in **I and II Chapters** of the document to tackle the problems related to human rights and civil liberties. They mainly aim to facilitate legislative and judicial reforms in the country. Serious obstacles need to be overcome in the process, though. With regard to human rights, priority should be given to bringing the Georgian national legislation in line with European law. For instance, completely unacceptable clauses on torture remain in the Constitution and the Criminal Code, while government officials often breach presumption of innocence in their public statements. Rights of ethnic and religious minorities, prisoners and conscripts, as well as freedom of speech, continue to be violated in Georgia. It is expedient that the government take steps to ensure human rights protection, the independence of media and political pluralism.

III Chapter of the Action Plan addresses problems of the Georgian governance system. The current Georgian government lacks motivation, professionalism and responsibility, as a result of which the decision-making process is faulty and corrupt, and the quality of the delivery of public goods and services is poor.

Measures set forth in the Action Plan give an opportunity to the Georgian government to carry out institutional and public sector reforms, combat corruption, and ensure transparency of

governance. These measures are likely to improve the efficiency of government and reinforce the stability of state institutions.

The government apparently does not have any strategy for the peaceful settlement of frozen conflicts in the country. This is reflected first of all in the government's inertia. **IV Chapter** describes activities, which can change the circumstances surrounding the conflicts. Through the adoption of new approaches and methods, the Georgian government will be able to facilitate confidence-building and dialogue between the conflicting parties, incorporating in the process the interests and concerns of all the parties.

V Chapter focuses on the problems of regional cooperation in South Caucasus. Expert opinions diverge on whether South Caucasus can be considered a region as such. Because of conflicting national interests, there has not been a single initiative, which would bear a resemblance to an integration of the three South Caucasus countries in economic, military or political spheres. Nor has the bilateral cooperation been very successful so far. In this regard, only the Azerbaijani-Georgian cooperation in the fields of energy and transport may be considered an exception, and even there a great deal of potential remains unexploited. Besides, the three South Caucasus countries remain under strong influence – political, economic, and military – of various great powers. This aspect also impedes effective regional cooperation.

Given the above factors, as well as the current Armenian-Azerbaijani tensions, it may be assumed that there is little potential for regional cooperation in South Caucasus and the issue is largely dependent on external mediation. Europe can contribute to the regional cooperation of the South Caucasus countries in a number of ways. For instance, it can encourage wider regional cooperation programs between the South Caucasus republics and the Black Sea countries, such as economic and business cooperation projects, environmental initiatives and infrastructure development projects, or joint border protection and counter-terrorism efforts.

VI Chapter looks at Georgia's economic development. It is noteworthy that despite some recent positive tendencies, the country's economic progress has been rather slow, mainly due to the present unfavourable business environment. Steps taken by the government have largely resulted from last-minute decisions rather than from careful planning.

In spite of positive tendencies, the amended taxation code is no better than the old one – its articles are still vague and difficult to comprehend, and give priority to state interests rather than the interests of taxpayers. Arbitration, which businessmen viewed as the most serious concession on the part of the state, has been removed as one of the mechanisms of tax disputes. The current customs and taxation legislation fails to encourage business and economic development in the country. The customs and taxation systems are inefficient, and their personnel often lack professionalism.

It should be noted that the absence of an investment policy in Georgia and an unstable legislative environment make serious negative impact on the Georgian economy. Besides, Georgia does not have full-fledged stock market legislation.

Measures proposed in the document aim to solve the above-specified and similar problems, to facilitate the development of small and medium-sized enterprises, innovation and technology policies, production standards, business ethics, and corporate-social responsibility, and to contribute to the rehabilitation and decentralisation of energy supply and protection of intellectual property.

VII Chapter highlights the importance of a national strategy for sustainable development of

Georgia, taking into account the best practice and standards of the European community. This strategy should form a framework to determine the basis of Georgia's economic development, available resources, public needs and concerns, and mechanisms to tackle poverty. In the future, the Georgian government will need to develop and introduce a modern system of spatial and long-term sectoral development planning.

VIII Chapter examines the prospects of social development in Georgia. It is noteworthy that Georgia does not have comprehensive public health care and social policies. The group deems that a public debate on labour and social policies should begin as soon as possible. Major problems should be identified by means of analysis and assessment, and action plans must be developed to bring Georgia's policies and practices closer to the EU standards. Other pressing problems include the weakness of social protection institutions, inefficiency of health care for children, women and the elderly, drug trafficking, etc.

To eradicate poverty and ensure sustainable development, it is also essential to settle fundamental problems, impeding progress in education and science. From this viewpoint, it is important to develop a coherent education policy and strategy, to eliminate serious flaws in the vocational and higher education system and introduce the principles of inclusive education.

IX Chapter looks into the problems of environmental security, efficient exploitation of natural resources and prevention of natural disasters. It is worthy of note that the Georgian government's decision-making process does not link environmental problems with poverty and business development. Permanent and unrestricted pressure on the environment degrades the ecosystem and negatively affects the population. At best, the government is only trying to limit certain negative consequences, but its efforts are not effective enough, as the underlying reasons of the problem have not been addressed yet.

The risk of natural disasters is rather high in Georgia – earthquakes, landslides, floods, and droughts are quite frequent. Current social, economic and political problems, rapid urbanisation, and underdeveloped infrastructure increase the danger of natural catastrophes in the country.

3. Action Plan for Georgia

I. Democracy and Rule of Law

1. Consolidate democratic governance and local self-government

1.1 Review the current Constitution and legislative acts with the aim to put in place the principle of checks and balances among various branches of power

1.2. Settle the issue of Georgia's administrative-territorial arrangement and develop the local self-government system

1.2.1. Develop/implement a decentralisation concept and an action plan for Georgia:

- Resolve Georgia's administrative arrangement at a policy level: define clearly the competences, the size and geographical boundaries of sub-national levels
- Define and divide the functions, competences and responsibilities of the central, regional, and local levels in all spheres, taking into account the principle of subsidiarity
- Ensure that the representative and elective bodies at all levels are elected through democratic elections
- Abolish the anti-constitutional institution of state commissioners/governors and establish the democratic and elective system of governance
- Ensure the financial independence of local self-governments through granting them fair shares of tax revenues
- Define the state/central and municipal property, including municipal land ownership
- Create a liberal system of state governance whereby the government does not interfere in local affairs, and the participation of citizens in local self-government is ensured
- Improve the professionalism and qualifications of local government and self-government personnel and introduce a system of incentives for civil servants.

2. Strengthen the rule of law

2.1. Refine the legislation and bring it into line with European standards; create an independent, unbiased and competent judiciary; create additional constitutional guarantees to ensure the independence and safety of judges:

2.1.1. Improve the disciplinary legal procedures and refine disciplinary sanctions; ensure full institutional independence of the judicial disciplinary board from the executive power and the staffing of the board exclusively with judges

2.1.2. Ensure the immunity of the judiciary; include guarantees of this in the

Constitution

2.1.3. Make amendments to the country's Criminal Code and ensure equality and fair competition of the prosecution and defence in the court

2.1.4. Establish an institution of free legal advice; ensure universal access to it and its institutional independence

2.2. Implement administrative reform in the judicial system

2.2.1. Develop and implement intensive programmes of training and continuous education in order to improve the professionalism of the judiciary

2.2.2. Ensure the financial independence of the judiciary from the executive power and improve its material and technical base; provide better social guarantees for judges and court personnel

2.3. Increase the efficiency of the court execution office

2.3.1. Ensure the independence of the court execution office from the executive power; strengthen its financial independence; provide security and social guarantees to court executives

2.3.2. Establish stricter disciplinary sanctions and control over court executives

2.3.3. Ensure the fairness of court rulings against private enterprises and enterprises with state ownership

II. Human Rights and Fundamental Liberties

3. Ensure protection of human rights

3.1. Bring the provisions for human rights protection in Georgian law in line with European law

3.2. Provide guarantees, first of all financial, to ensure the independence of national human rights institutions; further strengthen them institutionally and financially

3.3. Make amendments to the Criminal Code of Georgia with the aim of prioritising human rights protection

3.4. Create effective legal mechanisms to protect citizens from the state's arbitrariness and abuse of power in the course of state prosecution

3.5. Institutionalise and guarantee the protection of witnesses

3.6. Work out a strategy of the repatriation of the persons deported from Georgia under the Stalin regime

- 3.7. Work out and implement a state policy and action plan on refugees and IDPs, ensuring protection of their rights and their integration in temporary settlement areas
- 3.8. Develop and implement a state strategy and action plan to facilitate the integration of ethnic minorities; promote ethnic tolerance in society
- 3.9. Develop and implement a state strategy and action plan aimed at ensuring freedom of worship
- 3.10. Introduce civil supervision and monitoring in prisons and detention wards operating under the Interior Ministry and penitentiary system in order to control the number of prisoners and decrease the number of torture cases
- 3.11. Develop a proper legislation providing for an alternative forensic service in order to reveal and reduce the number of torture cases; make the service available to detainees
- 3.12. Facilitate the development of the legislation providing for alternative detention models
- 3.13. Develop and implement prisoner rehabilitation programmes
- 3.14. Facilitate the reform of the probation service
- 3.15. Ensure the protection of the rights of conscripts:
 - 3.15.1 Strengthen the independence and effectiveness of the institution of military ombudsman
 - 3.15.2 Facilitate the introduction of civil supervision and monitoring in military units to ensure protection of the rights of conscripts
- 3.16. Refine the legislation to ensure labour rights and prevent trafficking
- 3.17. Employ gender mainstreaming strategy into legislation, state policies, reforms and practices to ensure the achievement of gender equality and equity at local, regional and national levels in partnership with local and national NGOs and the EC's directorates
 - 3.17.1 Develop and adopt a national act on equal opportunities for women and men
 - 3.17.2 Establish and develop national gender machineries at all levels and covering all areas, ensuring the transparent system of accountability and responsibility and provide long-term budget allocations with sufficient human resources
 - 3.17.3 Ensure that all democratization, governance and socioeconomic reforms are developed and implemented employing the gender-sensitive policy
 - 3.17.4 Develop effective gender-related monitoring and evaluation mechanisms
 - 3.17.5 Ensure the recruitment of gender-sensitive staff at governmental structures of all levels and provide relevant training to civil servants
 - 3.17.6 Ensure the implementation of the UN Resolution 1325
- 3.18. Implement the recommendations set forth in the Outcome Document of the 2002 United

Nations Special Session on Children; develop and implement a national action plan; refine the law on adoption

3.19. Improve the laws on the rights of people with disabilities; ensure their full participation in public life

3.20. Ensure the protection of the right to privacy

4. Promote freedom of speech and independence and impartiality of media

4.1. Bring the relevant Georgian legislation into line with European law; ensure the right to rally and freedom of assembly

4.2 Secure the independence of the media:

4.2.1 Develop specific legal mechanisms providing for the prompt investigation of possible cases of pressure on the media

4.2.2 Ensure transparency and adherence to democratic values in the development and institutionalisation of public broadcasting

4.2.3 Achieve the simplification of frequency licensing

4.2.4 Ensure transparency in the financial and administrative activities of the National Commission for Communications Regulation

III. Good Governance

5. Ensure good governance and stability of state institutions

5.1. Carry out an institutional reform of the Georgian government:

5.1.1 Develop an optimal model of government, as well as constitutional guarantees for its stability

5.1.2 Carry out a reform of the public sector, in particular, develop the code of ethics for civil servants; ensure a clear division of competences and responsibilities between state institutions and government officials; establish a merit-based and transparent system of recruitment and promotion in public sector; develop a uniform system of grades and remuneration for public sector employees; build capacity in gender related issues, etc.

5.1.3 Improve coordination within the government; minimise overlaps in functions

5.1.4 Set up an efficient system of verifying income statements filed by civil servants equipped with proper mechanisms to responding to any kind of forgery; for transparency purposes, ensure the posting of such information on the web-pages of respective institutions

5.1.5 Develop statistical data collection, processing, storing, protection and dissemination systems and methodology utilizing the Total Quality Management (TQM) approach

- Revise and develop the system of indicators for Georgia taking into account the EU standards
- Develop gender disaggregated data collection and information systems

5.1.6. Facilitate the closure of the de jure and de facto gender equality gaps

- Ensure implementation of all adopted EU and global acts and mechanisms focused on gender equality and equity, such as the EU legislative directives, provisions and strategies on equal opportunities and treatment, CEDAW, Beijing Platform for Action, MDGs, etc.
- Employ the practice of gender budget analysis to ensure equal, efficient and transparent allocation of public expenditures and state programs

5.2. Prevent corruption and strengthen internal control mechanisms in state institutions:

5.2.1 Fully incorporate state revenues and expenditures in the state budgetary system; ban non-budgetary special funds (off-balance sheet arrangements) and other financial instruments

5.2.2 Improve the internal and external auditing and accounting in state structures

- Raise the quality of audit procedures; develop audit standards for the state sector, taking into account the experience of INTOSAL (International Organisation of Supreme Audit Institutions)
- Improve the management of state financial resources; introduce program and long-term budgeting procedures

5.2.3 Reform the Georgian law-enforcement system in accordance with the European standards; strengthen civil control over the police

5.2.4 Ensure the apolitical nature of public prosecutors and subject them to disciplinary liability

5.2.5 Establish a single independent inspection body that will take over the functions of general inspectorates operating at different state structures; further develop its efficiency

5.2.6 Enhance the professionalism of civil servants

5.2.7 Establish a system of protection of “reporters of crime”

5.2.8 Improve the efficiency of the State Audit Chamber

5.3. Ensure political pluralism:

5.3.1 Increase the role of parliament and facilitate political dialogue and competition,

with regard to both the legislation and practice

5.3.2 Rescind the constitutional amendments of February 2004 and restore the president's constitutional role as independent arbiter (this has become especially important and urgent since the introduction of the institution of prime minister)

5.3.3 Amend the legislation so as to prioritise the role of political parties in elections at all levels

5.3.4 Increase the responsibility of election administration staff; develop and implement training programs for them

5.3.5 Ensure transparency of election campaigns

5.3.6 Ban the use of administrative resources in election campaigns

5.3.7 Make voter lists transparent and accurate

5.3.8 Ensure the adequate and timely allocation of resources for election campaigns

5.4. Ensure transparency of governance:

5.4.1 Prioritise freedom of information and bring the relevant national legislation into line with respective articles of the constitution; make clear constitutional provisions on secret and classified information

5.4.2 Set up an e-governance system (compile electronic public and civil registers, develop e-information and e-signature laws, make an integrated e-database of legal entities available on the Internet; define the information to be mandatorily posted by the ministries on their websites; ensure that state structures publish their quarterly financial reports, etc)

5.4.3 Define the type of information necessary for decision-making and individual security; set up a system of collecting, processing and publishing this information

5.4.4 Ensure that Georgia joins the Extracting Industry Transparency initiative and abides by the obligations under the initiative

5.4.5 Ensure transparency of information on the disbursement of grants, credits and loans received by the government

5.4.6 Improve the state procurement and privatisation regulations and transparency of these processes (ensure the independence of the state procurement agency, create an integrated database, introduce an e-procurement system, etc); make the administrative sanctions stricter for breaching the regulations

5.5. Ensure transparency of the anti-corruption campaign and citizens' participation in the decision-making process:

5.5.1 Increase citizens' participation in the decision-making process

5.5.2 Create independent public boards, in particular, in the state structures with the highest risk of corruption; facilitate the development of community based organisations

5.5.3 Assess corruption levels in the country (agree on the uniform indicators of corruption assessment, develop anti-corruption action plans for each sector)

5.5.4 Collect statistical information on corruption and anti-corruption cases (lawsuits, arrests, investigations, etc) and make them public

5.5.5 Prepare and publish reports on the results of anti-corruption measures and the problems still unsolved

5.5.6 Set up "Hot Lines" in all state institutions and make an efficient use of them

IV. Conflict Resolution

6. Contribute to conflict resolution process and facilitate constructive dialogue between conflicting parties

6.1. Develop a strategy to resolve conflicts in Georgia (Abkhazia and Tskhinvali Region/South Ossetia), aiming to step up peace building measures, promote peace dialogue and build up confidence between the conflicting parties; define specific mechanisms to neutralise risks and threats facing all conflicting parties

6.2. Conduct civic education programs in the conflict zones in order to promote liberal democratic values among the local population

6.3. Develop and strengthen human rights institutions in the conflict zones

6.4. Promote freedom of speech and independence of the media in the conflict zones

6.5 Promote the development of civil society and facilitate direct contacts/cooperation between the conflicting parties; encourage direct dialogue between various civil groups (women, youth, community and other types of organisations) representing the conflicting parties

6.6 Implement economic projects in the conflict zones; restore the railway line; promote cooperation in the energy sphere; provide financial support to joint energy and business development projects

6.7 Develop social welfare programmes for the residents of the conflict zones; enlist the support of the conflicting parties in their implementation

6.8 Encourage the participation of young people representing conflicting parties in the EU's exchange education programs, training workshops, and other educational projects; provide better access to foreign language courses and the Internet and information technologies in the conflict zones

6.9 Facilitate dialogue on social and economic issues between the conflicting parties

6.10 Decriminalise the conflicts – develop and implement an action plan to address illicit trade

in drugs and arms, and human trafficking and abduction; set up joint police units staffed by representatives of conflicting parties; facilitate the planning and implementation of counter-smuggling measures

6.11 Promote the Russian-Georgian dialogue on issues related to Georgia's territorial integrity:

6.11.1 Increase control over the Abkhaz and South-Ossetian sections of the Georgian-Russian border

6.11.2 Implement the decisions of the 1999 OSCE Summit in Istanbul: close the Russian military base in Abkhazia and advocate for the establishment of an international verification mission to control this process

V. Regional Cooperation

7. Strengthen regional stability and security in South Caucasus

7.1 Develop and implement a strategy and action plan on political, social and economic cooperation and development of the South Caucasus countries

7.2 Develop an efficient border management system in cooperation with the EU and the regional countries:

7.2.1. Develop an integrated border management strategy for Georgia

7.2.2. Implement an action plan worked out in the framework of the above-mentioned strategy (build the capacity of the customs and border phytosanitary and veterinary services and promote cooperation between them)

7.2.3. Promote cooperation between border guard agencies of Georgia and its neighbouring partner countries

7.3 Prepare an action plan, taking into account the regional cooperation, to address terrorism threats as well as the illicit trade in prohibited materials, weapons of mass destruction, small arms and drugs, and to curb illegal migration

7.4 Develop and implement an action plan for the collection of illegal arms in Georgia and its neighbouring countries

7.5 Ensure the security of oil and gas pipelines through regional cooperation

7.6 Through cooperation with regional countries and the EU, develop policy and legislative basis for civil integration of ethnic minorities and ensure conflict prevention

7.7 Promote regional economic projects: facilitate the development of the transit potential of Georgia and South Caucasus in the framework of the TRACECA and INOGATE programs and their integration into the European infrastructure network; ensure that Georgia makes the

most of an opportunity to join the Trans-European Networks (TENs)

7.8 Step up cooperation between civil society organisations and media of the South Caucasus countries

7.9 Facilitate the South Caucasus countries' participation in joint projects with the Black Sea countries in the areas of economic and business development, environmental protection, infrastructure development, border protection and anti-terrorism operations

VI Economic Development

8. Implement tax and customs reforms

8.1 Ensure stability of tax and customs laws; ensure that a minimum term is set for respective amendments to come into force

8.2 Refine the tax and customs legislation in order to close any existing loopholes in them

8.3 Simplify customs procedures and introduce the single access point model

8.4 Introduce tax privileges for small and medium-sized enterprises

8.5 Establish an institution of arbitration

8.6 Ensure higher professionalism of the staff at the customs and taxation agencies (set up training centres, provide theoretical and practical training and introduce certification provisions)

8.7 Ensure the publicity of and access to the information on customs procedures (through publishing information bulletins, sending out electronic messages, etc)

8.8 Create an adequate material and technical base for the customs and taxation agencies; ensure that the customs service is equipped with modern laboratories and staffed with professionals

9. Create favourable investment environment

9.1 Develop and implement an investment policy with a special emphasis on direct financial investments

9.2 Ensure the protection of investments, including through the perfection of respective legal norms

9.3 Support investments institutionally by creating a national agency for investment support

9.4 Ensure transparency of information on investments and their impact on the environment

10. Facilitate development of organised stock market

10.1 Develop and implement a state programme on stock market development

10.2 Ensure that stock auctions are given priority in the privatisation process

10.3 Develop regulatory acts under the stock market law on the issuance/circulation of state, including municipal, bonds and securities

10.4 Introduce tax privileges for the stock market operations in order to attract investors

11. Develop competition policy

11.1 Develop and implement a competition policy and respective legislation

11.2 Ensure that Georgia's anti-trust legislation and practice is in line with European law

11.3 Develop laws on state aid and implement respective policies

11.4 Set up an effective system of anti-trust regulation

11.5 Ensure transparency of state subsidies through creating an independent supervisory body

12. Develop standardization policy and practice and ensure protection of intellectual property

12.1 Bring the Georgian standardization policy and practice into line with European legislation and policies

12.2 Ensure the protection of standards by creating respective administration tools and laboratories (including in the regions)

12.3 Ensure the effectiveness of sanctions against infringement of intellectual property rights

12.4 Facilitate the development of intellectual property owners associations

13. Facilitate development of agricultural business

13.1 Develop and implement an agricultural development strategy and action plan

13.2 Strengthen state control over the quality of production, use of agricultural resources, testing/protection of breeds, and food safety

13.3 Restore the phytosanitary and veterinary services and strengthen their function and technical capacity

13.4 Rehabilitate the agricultural infrastructure, including irrigation and drainage networks, main facilities and distribution channels, and pump stations in accordance with a comprehensively developed plan.

14. Facilitate development of business ethics and corporate social responsibility

- 14.1 Stimulate ethical and socially responsible business
- 14.2 Facilitate the development of the code of ethics of the Georgian business
- 14.3 Facilitate the development of ethical standards of business charities
- 14.4 Conduct research on social responsibility of Georgian business

15. Boost development of small and medium-sized enterprises (SMEs) and entrepreneurship initiatives

- 15.1 Develop and implement a national action plan for the development of SMEs and entrepreneurship in partnership with NGOs and the Enterprise DG
- 15.2 Support the development of different loan/credit products/programs introducing the following features: flexible collateral loans; grace period loans; long-term loans/credits; start up loans; agribusiness loans
- 15.3 Develop specific programs targeted at representatives of different social groups such as women, people with disabilities, youth and residents of mountainous regions
- 15.4 Introduce and support sustainable business incubators and clusters development program in accordance with the government's priorities for economic sectoral development; develop specific projects aiming to attract venture and seed capitals
- 15.5 Introduce sustainable business development services (BDS) programs for micro-, small and medium sized enterprises

16. Develop innovation and technology policies

- 16.1 Develop and implement national innovation and technology policies
- 16.2 Facilitate the commercialisation of research findings; promote partnerships of business and academic communities
- 16.3 Provide financial, fiscal and other type of support to business research and development, innovation programs and technological transfer and diffusion through the creation of innovation funds and the delivery of training on innovation and technology management for businessmen

17. Rehabilitate and decentralise energy supply

- 17.1 Develop and implement a national energy policy and strategy
- 17.2 Ensure the self-sufficiency of the country's energy needs through the use of local, including alternative, energy sources, decentralisation of power generation, liberalisation of

the energy market, and facilitation of co-generation and energy efficiency

VII. Sustainable Development

18. Create basis for Georgia's sustainable development

18.1 Elaborate a national strategy of sustainable development:

18.1.1 Formulate an action plan of sustainable development in accordance with the EU practice and standards which will define the basis for the country's economic development, resources available, public needs and concerns, and poverty reduction mechanisms

18.1.2 Set up a modern system of spatial planning at national, regional, and local levels

18.1.3 Elaborate and implement a horizontal planning approach to ensure the conformity between the long-term sectoral development planning and various strategic plans

VIII. Social Development

19. Promote regional development

19.1 Develop a strategy of regional development on the basis of the sustainable development strategy

19.2 Develop the regional infrastructure (construction/rehabilitation of roads, installation of fibre-optic cables, restructuring of the telecommunication system)

19.3 Create regional development action plans with active participation of local residents

19.4 Elaborate special regional development programs on the basis of the strategy (including for depressed and ecologically polluted regions) and earmark respective funds in the state budget

20. Facilitate employment generation and social welfare

20.1 Revise the national labor legislation; bring it into line with the EU and international labor standards on employment, social security and social inclusion policies employing the human rights approach and taking into account the Georgian context and needs

20.2 Facilitate the development of private pension schemes and health care structures

20.3 Develop institutional mechanisms to support social justice and equality in employment

and treatment through facilitating a decent working environment and addressing needs of different social groups

20.4 Support programs addressing the following areas: labor migration and trafficking, engendering the socioeconomic development policies and practices, decent work, care economy, informal employment sector

20.5 Elaborate labor market development policy, standards for professional qualifications, labor market research methodology and strategy.

21. Improve public health care

21.1 Elaborate and implement state health care programs for children, women and the elderly

21.2 Reduce the proliferation and the danger of AIDS, hepatitis C and B, malaria and other dangerous infectious diseases through cooperation with the EU and international organisations

21.3 Reduce mother and infant mortality rates through introducing modern standards and setting up monitoring systems in state and private hospitals

21.4 Elaborate and implement a national anti-drug policy and action plan, with an emphasis on harm-reduction programs on the basis of humanistic principles; ensure access to medical treatment for drug addicts

21.5 Ensure transparency of the execution of state-funded programs

21.6 Implement programs aimed at improving qualifications of medical staff

22. Promote human resource (HR) development and education policy

22.1 Develop HR Management and HR Development strategy and policy in consultation with NGOs and the European Commission's DG Employment and Social Affairs and DG Development

22.2 Develop and implement a lifelong learning strategy and action plan including all three educational systems – formal, non-formal and informal; support and promote non-formal and informal educational systems

22.3. Develop and implement programs within the framework of the lifelong learning policy supporting and institutionalizing adult education, vocational education and training (VET)

22.4 Encourage cooperation between higher education institutions of Georgia and those in the EU in the framework of Tempus, Erasmus Mundus and other programs

22.5 Adopt as a matter of law or policy the principles of inclusive education

22.6 Ensure the transparency of the education reform implementation process

23. Facilitate development of science and technology

23.1 Determine national priorities in science and research; develop and implement a relevant

policy and action plan aimed at producing economic and public benefit

23.2 Rehabilitate the scientific infrastructure in accordance with the priorities and policy

23.3 Expand cooperation of scientists with researchers from the EU countries and facilitate their integration into the European Research Area

23.4 Step up the practice of peer review through cooperation with the EU and European academic community

23.5 Enhance financial and technical support for young scientists through creating *inter alia* mechanisms of reintegration

IX. Environmental Protection, Sustainable Exploitation of Natural Resources and Prevention of Natural Disasters

24. Facilitate sustainable exploitation of natural resources and environmental protection

24.1 Develop a universal approach to environmental protection and planning

24.2 Set up an efficient system to monitor the exploitation of natural resources

24.3 Adopt the principles and procedures of fair distribution of revenues generated by the exploitation of natural resources between the centre and the region

24.4 Define the rights of the local population to natural resources, especially forests, surface and underground waters

24.5 Develop an efficient system of permissions and licensing in the field of environmental protection in line with European standards

24.6 Effectively implement the state program on fuel quality monitoring

24.7 Integrate the principle "polluters must pay" into the Georgian legislation

24.8 Ensure harmonisation of environmental impact assessment with relevant EU legislation

24.9 Introduce the practice of strategic and sectoral environmental impact assessment

24.10 Support the management of forest resources:

24.10.1 Elaborate and implement the Georgian forestry and forest resources management policy and sustainable forestry development strategy on the basis of ecosystem approach

24.10.2 Take steps to crack down on illegal logging and trade, including international instruments such as the EU's FLEGT initiative

24.10.3 Promote the development of institutional capacities of the forestry sector to ensure sustainable management and exploitation of forest resources

24.11 Support the management of water resources:

24.11.1 Decrease water pollution under the EU Water Framework directive

24.11.2 Actively participate in the EU Eastern European, Caucasus and Central Asian water initiatives

24.11.3 Prepare the strategy on integrated management of drinking water and define the drinking water reserves from long-term perspective

24.11.4 Improve the river basin integrated management; participate actively in the Mtkvari-Araksi Basin Transboundary program implementation

24.12 Improve waste management

24.12.1 Prepare and adopt the waste management legislation and action plan, in particular, on radioactive and chemical waste.

24.12.2 Define requirements to identify "legacy" waste problems as well as new waste problems during the privatisation process, and ensure that an investor's privatisation documents address the waste issue in the environmental management plan

25. Ensure protection of biodiversity

25.1 Develop a network of protected areas considering the interests of local population, and through international and cross-border cooperation

25.2 Support agrobiodiversity protection, rehabilitation and research infrastructure; carry out agrobiodiversity inventory and compile a red list

25.3 Elaborate and establish contemporary practice of wildlife resource protection and prevention of poaching

25.4 Adopt respective legislation and develop relevant institutional capacities to protect the Georgian population and biodiversity from possible threats of genetically modified organisms

26. Prevention of natural disasters and programs to relieve their negative impacts

26.1 Establish a national system of functional disaster preparedness, assessment, prevention, rapid response and early warning of natural catastrophes

26.2 Prepare a natural disaster risk reduction strategy, legislation basis and action plan; develop and implement a natural resource degradation prevention action plan.

Appendix I

THE FOLLOWING NON-GOVERNMENTAL ORGANISATIONS PREPARED AND/OR JOINED THE RECOMMENDATIONS:

No	Organisation	Name	E-mail
1.	Aisi	Khatuna Kvirilashvili	a.i.s.i@rambler.ru
2.	Alternative-Georgia	Dato Otiashvili	datohupo@yahoo.com altgeorgia@dsl.ge
3.	Association Banking-Finance Academy of Georgia	Nino Jghamadze	bfa@gol.ge
4.	Association Domus Mobiles	Ketevan Dadunashvili	kdadunashvili@yahoo.com
5.	Association Green Alternative	Nino Gujaraidze Irakli Macharashvili	ngujaraidze@wanex.net greenalt@wanex.net
6.	Association Justice and Liberty	Irakli Sesiashvili	jusliberty@hotmail.com
7.	Association Lobo	Lasha Chkhartishvili	Lasha_veg@yahoo.com
8.	Association of Disabled Women and Mothers of Disabled Children	Madona Kharebava	madonna_k@gol.ge
9.	Association of Small Enterprises	Anzor Sakandelidze	tamazsmb@mail.ru
10.	Association Women and Business	Nino Elizbarashvili	wbus@caucasus.net
11.	Business Incubator Initiative Georgia	Vazha Goginashvili	csscge@yahoo.com
12.	Businesswomen Foundation, Imereti	Meri Gelashvili	womenfund37@mail.ru
13.	Caucasian Center of Strategic Studies	Giorgi Bendeliani	korsakov78@mail.ru
14.	Caucasian Dialogue	Marina Paghava Guram Odisharia	liga-caucasus@access.sanet.ge guramw@hotmail.com
15.	Caucasian House	Ana Tsvinaria	anikots@yahoo.com
16.	Caucasus Environmental NGO Network (CENN)	Nino Tevzadze	nino.tevzadze@cenn.org

NGO RECOMMENDATIONS ON GEORGIA'S ACTION PLAN FOR THE EUROPEAN NEIGHBOURHOOD POLICY

		Irina Kitiashvili	
17.	Caucasus Institute for Peace, Democracy and Development (CIPDD)	Tamara Pataraiia	tamar-pat@cipdd.org
18.	Caucasus Research Resource Center - Georgia	Levan Tarkhnishvili	levan@crcc.ge
19.	CEE Bankwatch Network	Manana Kochladze	manana@wanex.net
20.	Centre for Development and Cooperation (CDC)	Paata Zakareishvili	paatazak@access.sanet.ge
21.	Centre for Peace and International Relations Studies (CPIRS)	Irakli Mchedlishvili	iram@gol.ge
22.	Centre for Strategic Research and Development of Georgia	Lia Todua	liatodua@gol.ge
23.	Centre for Training and Consultancy (CTC)	Paata Gurgenidze	paata@ctc.org.ge
24.	Centre for Women and Development	Shorena Dzotsenidze	sh-dzotsenidze@yahoo.com
25.	Civil Integration Foundation	Zaur Khalilov	k_zaur@yahoo.com
26.	Civil Peace Initiative	Davit patsatsia Tamar Kacharava Lasha Pipia	patsatsia1@yahoo.com thamkach@list.ru alu.gamakharia@mail.ru
27.	Civil Society Institute	Lali Bakradze Vazha Salamadze Ia Gabunia Levan Mosakhlishvili	lali@civilin.org vazha@civilin.org ia@civilin.org levani@civilin.org
28.	Cultural-Humanitarian Fund Sukhumi	Ala Gamakharia	alla.sokhumi@sanetk.net.ge
29.	Democratic Institute of Kartli; Gori Coalition of Self-Governance	Malkhaz Mindiashvili	idprcg@gol.ge
30.	Discussion Business Club	Tamaz Vashakidze	tamazsmb@mail.ru
31.	Energy Efficiency Centre	Giorgi Abulashvili	g_abul@eecgeo.org
32.	Environmental Consulting Firm MMM	Merab Machavariani	biodiv@caucasus.net

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33.	Environmental Protection League	Maia Kapanadze	envliga@gol.ge
34.	Eurasia Foundation	Robert O'Donovan Ani Jobava Veronika Chkadua	rodonovan@eurazia.org.ge ani@eurasia.org.ge veronica.chkadua@eurasia.org.ge
35.	Foundation "Caucasian Dialogue"; Foundation for the Development of Human Resources	Nodar Sarjveladze Dea Chkhaidze	nodarsar@yahoo.com fdhrdea@yahoo.com
36.	Friedrich Ebert Foundation	Ia Tikanadze	ia@fesgeo.ge stiftung@fesgeo.org.ge
37.	Gender for Social Economic Development	Charita Jashi	charita@access.sanet.ge
38.	Georgian Academy of Ecological Sciences	Gvantsa Shengelia Marat Tsitskishvili	g_shengelia@yahoo.com eco_marat@rambler.ru
39.	Georgian Centre for the Conservation of Wildlife (GCCW)	Ramaz Gokhelashvili	ramaz@gccw.org
40.	Georgian Foundation for Strategic and International Studies (GFSIS)	Kakha Gogolashvili	gogolashvili@gfsis.org
41.	Georgian Young lawyers' Association (GYLA)	Ana Dolidze Iali Chkhetia	adolidze@gyla.ge chkhetia@gyla.ge
42.	Green Wave	Sopho Okhanashvili Maka Jakhua Nino Jakhua	sopho@grn.ge maka@grn.ge nino@gsn.ge
43.	Greens Movement of Georgia	Giorgi Maghradze Eka Khutsishvili Shmagi Chokheli	info@greens.ge
44.	GRID-Tbilisi	Mzia Gvilava	m.gvilava@gridtb.org
45.	Harmonious Development Society	Tsovinar Nazarova	tsovinar@ip.osgf.ge
46.	Heinrich Böll Foundation	Nino Lezhava	lejava@boell.ge

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47.	Iberia and Perspective	Iveri Onoprishvili	
48.	IDP Women Association “Consent”	Iulia Kharashvili Liana Beria	julia.kharashvili@unv.org.ge idpwa@gol.ge
49.	Institute for International Cooperation of the German Adult Education Association - Project Office Tbilisi/Georgia (IIZ/DVV)	Levan Kvatchadze	kvatchadze@iiz-dvv.ge
50.	International Association for Political Science Students-Georgia (IAPSS)	Zurab Zurashvili	iapssgeorgia@yahoo.com
51.	International Association of Young Diplomats (IAYD)	Giorgi Bakhturidze	iayd@yahoo.com
52.	International Crisis Group	Giorgi Gogia	ggogia@crisisgroup.org
53.	International Information Center of Social Reforms	Keti Dgebuadze	ketdgeb@yahoo.com
54.	Journalists and Society	Nino Chelidze	nchelidze@yandex.ru
55.	Liberty Institute	Giorgi Meladze	giomeladze@liberty.ge
56.	Multinational Georgia	Sopho Gomelauri Khatuna Lagazidze	sofgomelauri@yahoo.com xato150@mail.ru
57.	National Security and Development Research Centre	Bakur Kvashilava Levan Tsutskiridze	bakur.kvashilava@aya.yale.edu levan@jhu.edu
58.	Newspaper 24 Hours	Lela Margiani	lmargiani@24hours.ge
59.	Newspaper Abkhazskiy Meridian	Devi Putkaradze	deviputkaradze@yahoo.com
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61.	Peaceful and Entrepreneurial Caucasus, Kutaisi	Alu Gamakharia Tamila Gvilava Nugzar Kharchilava	Alu.gamakharia@mail.ru
62.	Peaceful Development of South Caucasus	Nugzar Gogorishvili	pdsc_ge@yahoo.com

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63.	Small Business Club	Levan Tsertsvadze	tamazsmb@mail.ru
64.	Small Business Development Centre	Bondo Zarnadze Aziko Sisvadze Tamaz Vashakidze Ushangi Samadashvili	Geu.1991@mail.ru
65.	South Caucasus Institute of Regional Security (SCIRS) / Helsinki Citizen's Assambly – Georgian Committee (HCA)	Sasha Rusetksi	
66.	Strategic Research Center (SRC)	Natela Sakhokia	natelas@src.ge
67.	Tpilisis Hamkari	Bakur Lashkarava Aleksandre Elisashvili	bakur@rustaveli.com.ge elisashvili@yahoo.com
68.	Transport Consultation-Training Centre	Tengiz Gogelia	gogelia@trrc.ge
69.	TV Imedi	Irakli Sharabidze	isharabidze@imedi.ge
70.	Union of Georgian Repatriates	Marat Baratashvili	marat@geo.net.ge
71.	University of Caucasiology	Giorgi Anchabadze	gancha@hotmail.ru
72.	Women's Political Resource Center	Lika Nadaraia	femclub@yahoo.com
73.	WWF, Caucasus Office	Lana Ghvinjilia	lghvinjilia@wwfcaucasus.ge
74.	Young Leaders Fund	Irakli Kobalia	iraklikobalia@yahoo.com
75.	YNSA	Shalva Abramishvili Giorgi Maisuradze	shako@areatravel.ge Gi_or-gi@hotmail.com
76.	Young Scientist' Development Centre of Georgia (YSD-Centre)	Gocha Sirbiladze	ysd-center@caucasus.net