

**MONITORING REPORT ON THE
IMPLEMENTATION OF THE 2023 NATIONAL
ACTION PLAN (NAP) FOR EU INTEGRATION**

(January - December 2023)

The publication was produced as part of the project “Facilitating the Implementation of the EU-Georgia Association Agenda 2022-2028,” funded by the European Foundation. The views and analyses presented in this publication are those of Transparency International Georgia.



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KEY FINDINGS

The National Action Plan (NAP) for Georgia's EU Integration fails to address the priorities and objectives outlined in the Association Agenda. Furthermore, it overlooks significant challenges in both the Fight against Corruption and Judicial Reform components.

The Action Plan focused exclusively on incremental changes, with many proposed activities **lacking a result-oriented, innovative, and evidence-based approach**. Even if all activities outlined in the Action Plan were fully implemented, the underlying fundamental challenges would have remained unresolved.

Even though the Action Plan lacks robust measures or substantial actions, the level of its implementation is low:

- ❖ **Only 24% of the Activities (6 Activities) under the Fight against Corruption and Judicial Reform** components of the **National Action Plan for EU Integration** have been fully implemented.
- ❖ **The LEPL High Council of Justice lags significantly behind** other responsible agencies, **having failed to execute 90% of the planned activities (only 1 activity out of 10 has been partially implemented)**.

INTRODUCTION

To meet the commitments outlined in the **Association Agreement**,¹ the European Union and Georgia periodically agree on a strategic document – the **Association Agenda** – for the duration of several years. The Association Agenda determines the strategic priorities that the country is required to achieve within both short-term (3-4 years) and medium-term (7 years) periods.



In accordance with the **priorities agreed on in the Association Agenda**, the Government of Georgia develops the **Action Plan for EU Integration** on an annual basis.

The Action Plan is to bring together all the activities necessary for the achievement of the priorities, goals, and objectives of the Association Agreement.

1 The Association Agreement between the European Union and the European Atomic Agency Community and their Members States, of the one part, and Georgia, of the other part, access [here](#).

In response to the priorities provided for by the **Association Agenda 2021-2027**,² a meeting of the Commission on Georgia's EU Integration endorsed the **2023 National Action Plan for Georgia's EU Integration**³ on April 18, 2023.

The **Association Agenda 2021-2027** clearly emphasizes that **“Advancing Georgia's democratic and rule of law agenda through ambitious political, judicial and anti-corruption reforms in a broad and inclusive process is essential for the EU-Georgia cooperation during the period of this Association Agenda.”**⁴

Regrettably, the 2023 Action Plan for EU Integration fails to align with the majority of priorities specified in the new Association Agenda and simultaneously neglects crucial challenges within the fight against corruption and judicial reform domains.⁵

The Action Plan predominantly revolves around incremental adjustments. Many of its proposed **activities lack a focus on being result-oriented, innovative, and evidence-based**. Consequently, they do not effectively contribute to achieving the priorities (objectives) outlined in the Association Agenda. Even if all activities in the Action Plan were fully implemented, the fundamental challenges would persist unresolved.

Regrettably, **the Action Plan for EU Integration was drafted without adhering to Government of Georgia Decree No. 629 of 2019**,⁶ thus failing **to meet the minimum standards required for an Action Plan**. Furthermore, government agencies neglected to include the activities proposed by civil society when developing the Action Plan.⁷

METHODOLOGY

The following document constitutes the **Annual Monitoring Report on the Implementation of the 2023 National Action Plan for EU Integration**.

The objective of the report is to provide information on the **implementation of the activities** outlined in the government's Action Plan pertaining to anti-corruption efforts and judicial reform. **The report covers a period from January through December 2023.**

2 RECOMMENDATION No 1/2022 OF THE EU-GEORGIA ASSOCIATION COUNCIL of 16 August 2022 on the EU-Georgia Association Agenda 2021-2027 [2022/1422], access [here](#).

3 The 2023 Action Plan for EU Integration, the Ministry of Foreign Affairs of Georgia, access [here](#).

4 RECOMMENDATION No 1/2022 OF THE EU-GEORGIA ASSOCIATION COUNCIL of 16 August 2022 on the EU-Georgia Association Agenda 2021-2027 [2022/1422], p.44, access [here](#).

5 Assessment of Georgia's 2023 Action Plan for EU Integration – Anticorruption and Judiciary, Transparency International Georgia, July 3, 2023, access [here](#).

6 The Rule for Development, Monitoring, and Assessment of Policy Documents, Ordinance of the Government of Georgia No. 629, December 20, 2019, access [here](#).

7 The Shadow Action Plan developed with the involvement of representatives of non-governmental organizations and academia working on the issues of corruption and judicial reform, access [here](#).

To develop the report, Transparency International Georgia (TIG) utilized information obtained from public institutions such as the Administration of the Government of Georgia,⁸ the Prosecutor’s Office,⁹ and the State Security Service.¹⁰ This data was acquired through public information requests, supplemented by information gathered from open sources.

A request for public information regarding the progress of implementing the activities outlined in the Action Plan was submitted to the Supreme Court, the High Council of Justice, and the LEPL High School of Justice. However, both the High Council of Justice and the High School of Justice failed to respond to the request, in violation of the law.¹¹ The Supreme Court responded¹² by stating that they had already submitted the information to the Ministry of Foreign Affairs and declined to provide it to us, which also constitutes a breach of legal obligations.¹³ Therefore, this report evaluates the progress of activities assigned to these agencies using information sourced from their official websites and other publicly available data. Additionally, it draws upon the progress¹⁴ and annual¹⁵ reports of Georgia’s 2023 National Action Plan for EU integration published by the Ministry of Foreign Affairs of Georgia, as well as the progress report from Transparency International Georgia.¹⁶

The **Status** assigned to activities within the monitoring framework reflects their level of implementation. Specifically, **it evaluates the extent to which planned activities were executed according to the indicators specified in the Action Plan.**

Implementation of activities has been evaluated with the following criteria:	
Implemented	100% was implemented
Partially Implemented	At least 50% was implemented
Not Implemented	Less than 50% was implemented

Activities for which responsible agencies have not provided updates, and where relevant information is not accessible through open sources, are categorized as “*Not Implemented*” in the report.

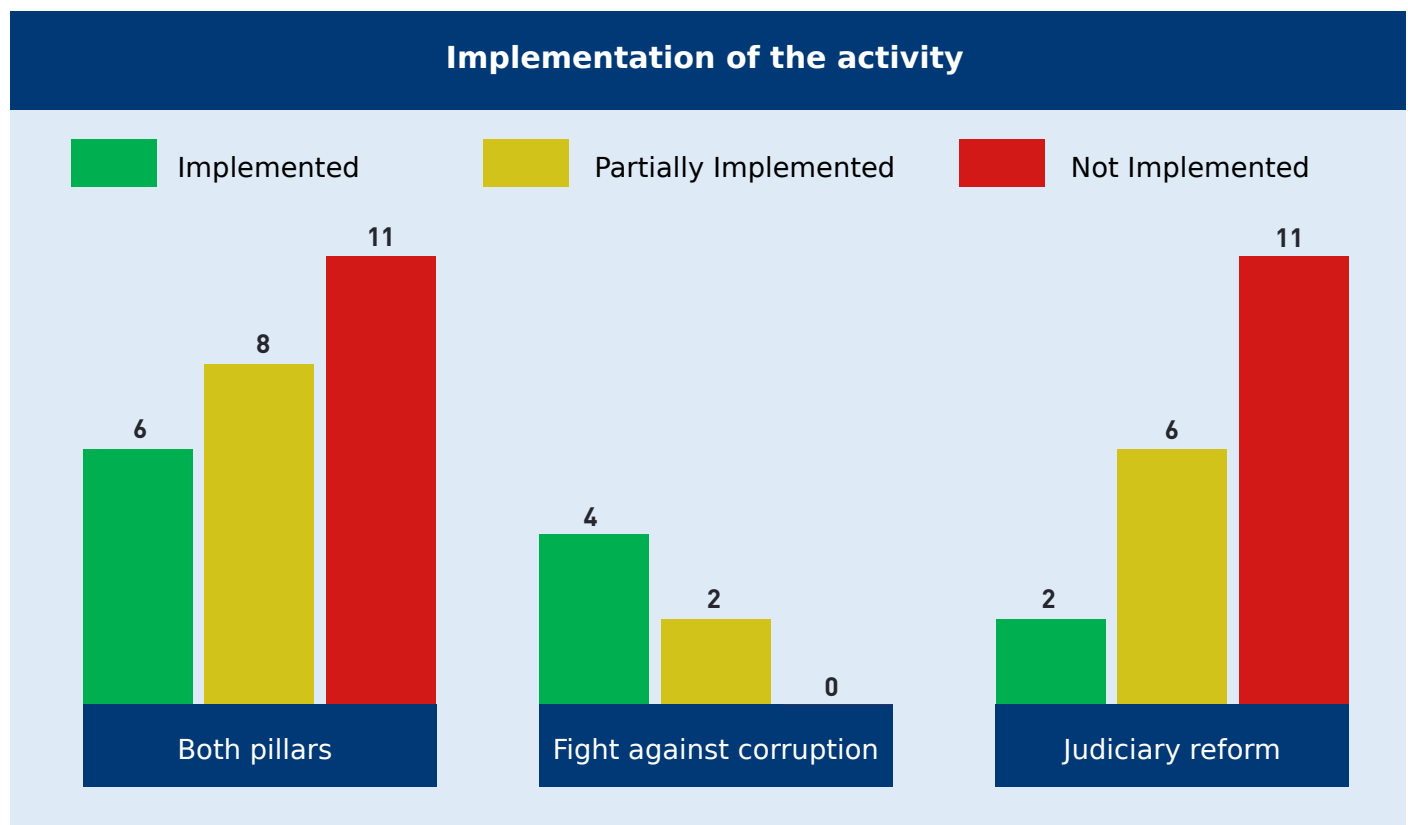
Furthermore, if an activity involved conducting information meetings and the sole indicator was the number of meetings held, it was considered “*Implemented*” even if only a single meeting occurred.

8 Response of the Administration of Government, access [here](#).
9 Response of the Prosecutor’s Office, access [here](#).
10 Response of the State Security Service, access [here](#).
11 General Administrative Code of Georgia, Article 40.
12 Letter of the Supreme Court of Georgia (N3-181-24), 23 April 2024, access [here](#).
13 General Administrative Code of Georgia, Article 40, Clause 3.
14 6-Month Progress Report on the 2023 National Action Plan for Georgia’s EU Integration, Ministry of Foreign Affairs of Georgia, access [here](#).
15 Annual Report on the 2023 National Action Plan for Georgia’s EU Integration, Ministry of Foreign Affairs of Georgia, access [here](#).
16 Assessment of Georgia’s 2023 Action Plan for EU Integration - Anticorruption and Judiciary, 3 July 2023, access [here](#).

GENERAL PROGRESS

The monitoring report has evaluated the level of implementation of 25 activities in total, specifically:

- **Within the Fight against Corruption pillar**, 6 activities were evaluated, with 4 fully implemented and 2 partially implemented.
- **In the Judicial Reform pillar**, the report evaluated 19 activities, out of which 6 were fully implemented, 8 were partially implemented, and 11 were not implemented.



The status of implementation of activities by responsible agencies:

Responsible Agency	Total Activities	Implemented	Partially Implemented	Not Implemented
Prosecutor's Office	1	1	-	-
State Security Service	3	3	-	-
Administration of the Government	2	-	2	-
High Council of Justice	10	-	1	9
Supreme Court	3	2	1	-
LEPL High School of Justice	6	-	4	2

During the reporting period, the High Council of Justice showed the least progress among responsible agencies, with 90% of its activities (9 out of 10) not implemented.

The State Security Service and the Prosecutor's Office achieved a 100% progress rate by successfully implementing all their planned activities: three by the State Security Service and one by the Prosecutor's Office. However, it is crucial to analyze the substance of these activities and the quality of their indicators. Unfortunately, the State Security Service's three activities do not contribute tangibly to reforming the fight against corruption; they mainly involve continuing cooperation with international partners and enhancing employees' qualifications. Moreover, the indicators set for these activities lack robustness and fail to meet the SMART criteria.¹⁷ Additionally, activities are considered "fully implemented" even if only one sub-activity has been fulfilled.

¹⁷ SMART: Specific, Measurable, Achievable, Relevant, Time-bound.

FIGHT AGAINST CORRUPTION

In the **2023 Action Plan for EU Integration**, the Fight Against Corruption pillar¹⁸ was restricted to only a few activities. As noted earlier, **these activities overlooked the critical priorities outlined in the Association Agenda**.

The 2023 Action Plan approved by the Commission on EU Integration provides for the following activities:

- Continuation of cooperation at the international level on the issues of prevention of corruption and the fight against it;
- Professional development of employees of the Anti-Corruption Agency;
- Holding information meetings at state and local self-government bodies to raise awareness;
- Retraining of prosecutors and investigators of the Prosecutor's Office on issues of investigation and criminal prosecution of corruption crimes;
- Approval and starting the implementation of the Public Administration Reform (PAR) and the Open Government Partnership policy documents.

Activity:	Continuation of bilateral and multilateral cooperation on the issues of prevention of corruption and fight against it with relevant agencies of partner countries and international organizations	Status
Indicator:	The topics and number of events held; the number of prepared and initiated agreements	Implemented
Responsible Agency:	State Security Service of Georgia	

According to the information provided by the State Security Service of Georgia (SSSG),¹⁹ in 2023, their employees participated in 8 events, including within the framework of Interpol, the U.S. State Department's Bureau of International Narcotics and Law Enforcement Affairs (INL), the German Foundation for International Legal Cooperation (IRZ), Organization for Democracy and Economic Development (GUAM). In this section, the annual progress rate aligns with the data from the January-June (6-month) progress period.²⁰

18 The Fight against Corruption pillar evaluates only those activities that are/should be in line with the priorities of Sub-Section 1.2 (Anti-corruption, fight against fraud, public administrative reform and public service) of Section 1 of the Association Agenda (Democracy, Human Rights and Good Governance). Accordingly, the report does not evaluate the activities defined under the sub-section on the fight against public procurement and money laundering.

19 Letter of the State Security Service (SSG 8 24 00067138), 25 March 2024, access [here](#).

20 Letter of the State Security Service (SSG 0 23 00177382), 1 August 2023, access [here](#).

In 2023, the Agency initiated negotiations for seven draft agreements aimed at exchanging and mutually protecting classified information, alongside two draft agreements focusing on cooperation in combating crime, particularly in the fight against corruption. These negotiations are currently ongoing.

Activity:	Professional development of employees of the Anti-Corruption Agency (Department) of the State Security Service	Status of implementation
Indicator:	The topics and number of events held; the number of retrained employees	Implemented
Responsible agency:	State Security Service of Georgia	

According to the Agency²¹, during the reporting period, 34 employees of the Anti-Corruption Agency of the State Security Service enhanced their qualifications by participating in 14 different events (trainings, courses, and seminars). These events covered various topics such as “Increasing Integrity and Reducing Corruption Risks”, “Corruption in the Public Sector”, “Cryptocurrency Risks, Investigations, and Oversight”, “Conflict of Interest and Corruption in Public Service”, “Main Aspects of Public Procurement, Risks, and Features of their Identification”, “Parallel Financial Investigation” and “Investigation of Money Laundering Cases” and others. These events were conducted with the support of international partners and part of them were organized by the LEPL Training Center of the State Security Service of Georgia.

Activity:	Holding information meetings at state and local self-government bodies to raise awareness of corruption crimes with the aim of preventing corruption	Status of implementation
Indicator:	The number of meetings held	Implemented
Responsible agency:	State Security Service of Georgia	

In the framework of the joint program of the EU and the Council of Europe “Partnership for Good Governance (PGG III)”, two information meetings were held on the issues of the fight against corruption, and 77 employees of the local self-government bodies in the Kvemo Kartli and Mtskheta-Mtianeti regions received training.²²

The annual progress rate for this Activity aligns with the data from January to June, representing the first six months of the year.²³

21 Letter of the State Security Service (SSG 8 24 00067138), 25 March 2024, access [here](#).

22 Ibid.

23 Letter of the State Security Service (SSG 0 23 00177382), 1 August 2023, access [here](#).

Activity:	Retraining of prosecutors and investigators of the Prosecutor's Office on issues of investigation and criminal prosecution of corruption crimes	Status of implementation
Indicator:	At least 1 training activity held; the number of retrained persons	Implemented
Responsible agency:	Office of the Prosecutor General of Georgia	

According to the information provided by the Prosecutor's Office of Georgia,²⁴ 18 employees were retrained regarding corruption crimes as a part of 8 training activities in 2023.

Activity:	Approval and starting the implementation of the Strategy for the Public Administration Reform (PAR) for 2023-2026 and the Action Plan for 2023-2024	Status of implementation
Indicator:	Monitoring report published on the website of the Government of Georgia	Partially implemented
Responsible agency:	Administration of the Government of Georgia	

The Government of Georgia approved the Public Administration Reform Strategy for 2023-2026 and the Public Administration Reform Action Plan for 2023-2024 on February 16, 2023.²⁵

The first progress report for monitoring the implementation of the 2023-2024 Action Plan (I-III quarter of 2023) was approved by the Public Administration Reform (PAR) Council through a written procedure. However, the report is not publicly available on the government's official website. The Administration of Government stated that, under the relevant government decree, publishing progress reports is not mandatory.²⁶ Notably, this practice represents a shift from previous years, during which monitoring reports of the Public Administration Reform Action Plan 2019-2020, including progress updates, were openly accessible to the public.²⁷

24 Letter of the Prosecutor's Office (№13/23609), 8 April 2024, access [here](#).

25 Ordinance of the Government of Georgia No. 66 on Approval of the Strategy for the Public Administration Reform for 2023-2026 and the Action Plan for the Public Administration Reform for 2023-2024, February 16, 2023, access [here](#).

26 Letter of the Administration of the Government of Georgia (GOV 4 24 00007582), 13 March 2024, access [here](#).

27 Website of Government of Georgia, Reports regarding the public administration reform, access [here](#).

The activity was executed after the reporting period, and the prepared report was not disclosed to the public.

Activity:	Approval and starting the implementation of the Georgia's National OGP Action Plan for 2023-2024	Status of implementation
Indicator:	Monitoring report published on the website of Open Government Georgia	Partially implemented
Responsible agency:	Administration of the Government of Georgia	

The Open Government Action Plan of Georgia 2024-2025 was approved by the Government of Georgia on December 29, 2023.²⁸ This approval was preceded by the formal endorsement²⁹ of the Action Plan by the member CSOs at the first session of the Open Government Interagency Coordination Council (Council) on December 20. Given that Georgia violated OGP participation³⁰ and co-creation standards twice consecutively³¹ if the action plan had not been approved by December 31, 2023, the country would have been assigned “INACTIVE” status.

Regarding the monitoring report defined as an indicator, the OGP Secretariat (the Administration of Government) stated that the self-assessment report on the implementation of the action plan will be prepared after the plan's validity period expires and will be available in the first quarter of 2026. This change represents a decline from the previous practice of developing and publishing progress monitoring reports for the action plan.³²

Due to the gross violation of the basic values and principles of the OGP by the Government of Georgia, the Open Government Interagency Coordination Council/Forum member CSOs urged the OGP Steering Committee to start the Response Policy procedures.³³

28 On Approval of 2024-2025 Open Government Georgia Action Plan, Resolution of the Government of Georgia No. 555, December 29, 2023, access [here](#).

29 Overview of Georgia's 2024-2025 OGP Action Plan and Its Adoption Process, 18 January 2024, access [here](#).

30 OGP Participation and Co-Creation Standards, approved by the OGP Steering Committee on 24 November 2021, access [here](#).

31 OGP Participation and Co-Creation Standards, approved by the OGP Steering Committee on 24 November 2021, access [here](#).

32 Final and midterm self-assessment reports of the Open Government Georgia, access [here](#).

33 Georgia: Letter of Concern, April 13, 2023, access [here](#); Response Policy Case: Georgia, Timeline and Related Documents, access [here](#).

JUDICIAL REFORM

The activities provided for by the **2023 Action Plan for EU Integration under the Judicial Reform** pillar aim to implement **superficial changes** and **bypass the main challenges in the judicial system**. However, the Action Plan includes such important issues as:

- Updating of the procedure of electronic distribution of cases,
- Introduction of the Electronic Program of Disciplinary Proceedings against Judges,
- Creation of social safeguards and ensuring just compensation for judges.

Activity:	Preparation of studies on the compliance of national case law with international standards of human rights; translation of judgments of the European Court of Human Rights and preparation of publications on the latest case law.	Status of implementation
Indicator:	Statistical data on studies, publications, and translated judgments and their availability on the website of the Supreme Court	Implemented
Responsible agency:	Supreme Court of Georgia	

During the reporting period, the Supreme Court of Georgia prepared and published a study on the topic of “Administrative Law Mechanisms for Combating Violence against Women and Domestic Violence (Protection Orders)”. The study analyses the national case law in terms of compliance with international standards.³⁴ The latest European Court of Human Rights (ECHR) manual on social rights was translated.³⁵ The Court also translated judgments of the ECHR delivered in 45 cases, intending to post them on the Georgian-language version of the electronic database of the judgments of the Strasbourg Court (HUDOC).³⁶

34 Administrative Law Mechanisms for Combating Violence against Women and Domestic Violence (Protection Orders), Research and Analysis Centre of the Supreme Court of Georgia, 2023, access [here](#).

35 The Guiding Principles on the Social Rights of the European Convention on Human Rights, access [here](#).

36 Letter of the Supreme Court of Georgia, 31 July 2023, access [here](#).

Activity:	Updating the forms and instructions for collecting statistical data in compliance with international standards (in accordance with obligations imposed by the European Commission for the Efficiency of Justice (CEPEJ) and other international bodies)	Status of implementation
Indicator:	A new method of collecting statistical data introduced	Partially implemented
Responsible agency:	Supreme Court of Georgia	

In parallel with updating statistical reporting forms in 2023, in the framework of a joint project of the EU and the Council of Europe,³⁷ with the involvement of the CEPEJ experts a 2-year CEPEJ cycle of assessment was conducted, illustrating the data on Georgia's key trends, analyzing the indicators of the effectiveness of the judicial system. With the direct involvement of the court managers, the main indicators of the CEPEJ were calculated, analyzed, and discussed their importance for the evaluation of judicial activities.

The joint projects of the Council of Europe and the European Union "Support to Modernisation of Court Management in Georgia" and "Support for a Better Evaluation of the Results of Judicial Reform Efforts in the Eastern Partnership" have continued. As part of these initiatives, a training session for trainers was held in November: the "Seminar for Statisticians on the Collection, Analysis, and Reporting of Judicial Data." The technical document was presented at the training, where comments were discussed, and further steps were outlined. Starting in 2024, the creation of web forms for primary registration documents in civil cases should commence.³⁸

As part of the Council of Europe project³⁹ and based on the memorandum of cooperation for collecting and publishing statistics on crimes committed on the grounds of intolerance and discrimination, the 2022 joint report by the Ministry of Internal Affairs, the Prosecutor's Office, and the Court was published on the website of the National Statistics Office of Georgia.⁴⁰

According to the agency, as part of the project above, work continued in the area of analysis of data in 2023, with the involvement of the judicial system. In particular, during

37 Component of "Enhancing the accountability and the efficiency of the judicial system and the professionalism of lawyers" in Georgia of the joint project of the EU and the Council of Europe "Implementation of judicial reforms".

38 The Annual report on the implementation of the 2023 National Action Plan for Georgia's EU Integration, the Ministry of Foreign Affairs of Georgia, access [here](#).

39 The Council of Europe project "Promoting the Effective Protection of Equality and Non-Discrimination in Georgia".

40 Joint Report of Data on Crimes Committed on the Grounds of Intolerance and Discrimination 2022, the Ministry of Internal Affairs, the Prosecutor's Office and the Supreme Court, access [here](#).

the reporting period, 2 trainings were held for the assistants of judges of the courts of first instance and employees of the National Statistics Office. Throughout the training, emphasis was placed on adhering to European standards for justifying court decisions in civil, administrative, and criminal cases, while also addressing the significance of statistics in fulfilling international commitments.

Activity:	Improvement of the knowledge and skills of judges and judicial servants of the Supreme Court, considering the specific nature of the Court's chambers, according to the latest case-law of the European Court of Human Rights and the Court of Justice of the European Union on the international human rights standards	Status of implementation
Indicator:	Quantitative data on training and judges and assistants that participated in them	Implemented
Responsible agency:	Supreme Court of Georgia	

According to the Supreme Court of Georgia, during the reporting period, the following trainings/seminars were held in the areas of civil, administrative and criminal law:

- “Online sexual exploitation and violence against children” - with the involvement of employees of the Supreme Court of Georgia in the framework of a project of the Council of Europe;⁴¹
- “Protection of consumer rights – challenges and international experience” - with the support of the EU Twinning project and in cooperation with the Competition Agency of Georgia for the assistants to judges;
- “Relevant issues of administrative law from the perspective European law”, with the support of the German Fund for International Legal Cooperation (IRZ) and the participation of the German expert Wolfgang Sievert for judges at the Supreme Court of Georgia.
- With the support of the German Embassy, a meeting was held for Supreme Court judges, with the participation of a German expert, to compare the organizational arrangements of the Georgian and German judicial systems.
- Within the framework of the Council of Europe project “Strengthening Independence and Professionalism of Justice in Georgia” training for Supreme Court assistants on the latest practices of the European Court of Human Rights.

⁴¹ Council of Europe project “Ensuring child-friendly justice in Georgia: preventing and protecting children from violence, including in the digital environment.”

Activity:	Development and introduction of the Electronic Program of Disciplinary Proceedings against Judges	Status of implementation
Indicator:	Orderly functioning of the Electronic Program of Disciplinary Proceedings against Judges	Not Implemented
Responsible agency:	High Council of Justice of Georgia	

Since the High Council of Justice did not provide the requested information, we referred to the “Annual Report on the Implementation of the 2023 National Action Plan for Georgia’s EU Integration” prepared by the Ministry of Foreign Affairs of Georgia.⁴² Based on this report, it can be concluded that the agency did not make progress in relation to this activity.

Activity:	Integration of the document flow e-system with other public institutions	Status of implementation
Indicator:	Date received and used in at least 3 courts as a result of the integration of the document flow e-system	Not Implemented
Responsible agency:	High Council of Justice of Georgia	

Since the High Council of Justice did not provide the requested information, we referred to the “Annual Report on the Implementation of the 2023 National Action Plan for Georgia’s EU Integration” prepared by the Ministry of Foreign Affairs of Georgia. Based on this report, it can be concluded that the agency did not make progress in relation to this activity.⁴³

Activity:	Approval of the Information and Technological Development Strategy and Action Plan	Status of implementation
Indicator:	Approved Strategy and Action Plan with the aim of information and technological development of the judicial system	Not Implemented
Responsible agency:	High Council of Justice of Georgia	

42 Annual Report on the Implementation of the 2023 National Action Plan for Georgia’s EU Integration, the Ministry of Foreign Affairs of Georgia, access [here](#).

43 Ibid.

With the support of donor organizations, a task force was set up and staffed with chairpersons of courts, court managers, heads of secretariats of panels, the head of the Department of the Court Management of the High Council of Justice, and invited experts in relevant fields. The invited experts prepared the Information and Technological Development Strategy and a corresponding 3-year Action Plan. During the reporting period, the Strategy and the corresponding Action Plan were not approved.⁴⁴

Activity:	Updating the Rules of Procedure of the High Council of Justice in accordance with legislative changes adopted as part of the “Fourth Wave” of the judicial reform in connection with the procedures of operation of the High Council of Justice	Status of implementation
Indicator:	Decision taken by the High Council of Justice on making changes to the Rules of Procedure of the High Council of Justice	Not Implemented
Responsible agency:	High Council of Justice of Georgia	

Based on the 11 September 2023 letter of the High Council of Justice and “the Annual Report on the Implementation of the 2023 National Action Plan for Georgia’s EU Integration” prepared by the Ministry of Foreign Affairs of Georgia. Based on this report, it can be concluded that the agency did not make progress in relation to this activity.

Activity:	Updating the procedure of proceedings in common courts	Status of implementation
Indicator:	Updated and approved procedure of proceedings in common courts	Not Implemented
Responsible agency:	High Council of Justice of Georgia	

A task force composed of members of the High Council of Justice, court managers, and judicial servants was set up. Based on “the Annual Report on the Implementation of the 2023 National Action Plan for Georgia’s EU Integration” prepared by the Ministry of Foreign Affairs of Georgia, the development of the draft procedure of the organizational work and proceedings of common courts is being finalized.

44 Ibid.

Activity:	Preparation of a legislative proposal with the aim of ensuring just compensation of judges of common courts and submitting it to the Parliament	Status of implementation
Indicator:	A legislative proposal on ensuring just compensation of judges of common courts submitted to the Parliament	Not Implemented
Responsible agency:	High Council of Justice of Georgia	

Based on the 11 September 2023 Letter of the High Council of Justice and “the Annual Report on the Implementation of the 2023 National Action Plan for Georgia’s EU Integration” prepared by the Ministry of Foreign Affairs of Georgia,⁴⁵ it is evident that the agency did not achieve progress in this regard.

Activity:	Preparation of information on the general principles, rules and procedures of the activity of courts and its dissemination among the public	Status of implementation
Indicator:	Information on the general principles, rules and procedures of the activity of courts disseminated in the territory within the jurisdiction of at least 3 city/district courts	Not Implemented
Responsible agency:	High Council of Justice of Georgia	

According to “the Annual Report on the Implementation of the 2023 National Action Plan for Georgia’s EU Integration” prepared by the Ministry of Foreign Affairs of Georgia,⁴⁶ in order to raise awareness of the court’s activities, the High Council of Justice has begun preparing informational brochures on the principles, rules, and procedures of the court’s activity.

Activity:	Holding information meetings with the aim of raising public awareness of disciplinary proceedings	Status of implementation
Indicator:	At least 5 information meetings were held with the aim of raising public awareness of disciplinary proceedings	Not Implemented
Responsible agency:	High Council of Justice of Georgia	

⁴⁵ Ibid.

⁴⁶ Ibid.

According to the High Council of Justice, during the reporting period, the Independent Inspector only held 1 public lecture for students of the Caucasus University. The lecture dealt with the system of disciplinary liability of judges and the powers of the Independent Inspector.

Activity:	Development of commentary on the updated rules of judicial ethics with the involvement of the Independent Inspector	Status of implementation
Indicator:	Commentary on the updated rules of ethics developed with the involvement of the Independent Inspector	Partially Implemented
Responsible agency:	High Council of Justice of Georgia	

To develop commentary on the rules of judicial ethics, the High Council of Justice set up a task force composed of judges of the courts of all three instances.⁴⁷ According to the Council, the task force is at the final phase of development of the commentary on the rules of judicial ethics.⁴⁸

Activity:	Raising public awareness of mediation	Status of implementation
Indicator:	At least 3 events were conducted with the aim of raising awareness of mediation	Not Implemented
Responsible agency:	High Council of Justice of Georgia	

Based on the 11 September 2023 letter of the High Council of Justice and “the Annual Report on the Implementation of the 2023 National Action Plan for Georgia’s EU Integration” prepared by the Ministry of Foreign Affairs of Georgia,⁴⁹ it can be concluded that the agency did not make progress in relation to this activity.

47 Decree of the High Council of Justice of 24 March 2023, on creating the task force, access [here](#).

48 Annual Report on the Implementation of the 2023 National Action Plan for Georgia’s EU Integration, the Ministry of Foreign Affairs of Georgia, access [here](#).

49 Ibid.

Activity:	Conducting training for judges on refugee law	Status of implementation
Indicator:	Number of trainings held (at least 1) and statistical data on retrained judges	Implemented
Responsible agency:	LEPL High School of Justice	

According to information on the website of the High School of Justice, training on refugee law was held for judicial servants of the Tbilisi Court of Appeals and the Tbilisi City Court.⁵⁰ According to a report published by the Ministry of Foreign Affairs, 16 judges were also retrained on these issues.⁵¹

Activity:	Conduct training for judges on the issues related to migration, including unlawful transfer of migrants across the border	Status of implementation
Indicator:	Number of trainings held (at least 1) and statistical data on retrained judges	Implemented
Responsible agency:	LEPL High School of Justice	

According to information on the website of the High School of Justice, training on the issues related to migration, including unlawful transfer of migrants across the border, was held for judicial servants of the Tbilisi Court of Appeals and the District Court of Bolnisi.⁵² On October 7 and 8, 2023, within the framework of cooperation between the High School of Justice and the EU for Georgia, the same training was held for judicial servants and judges.

50 Training on refugee law, LEPL High School of Justice, access [here](#).

51 Report on the Implementation of the 2023 National Action Plan for Georgia's EU Integration (Six Months), the Ministry of Foreign Affairs of Georgia, 2023, p. 20, access [here](#); The Annual Report on the Implementation of the 2023 National Action Plan for Georgia's EU Integration, the Ministry of Foreign Affairs of Georgia, access [here](#).

52 Seminar on issues related to migration, LEPL High School of Justice, access [here](#).

Activity:	Holding a training on discrimination, including discrimination and harassment at the workplace, for judges and judicial servants in connection with the latest case-law of the European Court of Human Rights and the Court of Justice of the European Union	Status of implementation
Indicator:	Number of training organized (at least 1), statistical data on retrained judges and/or judicial servants	Implemented
Responsible agency:	LEPL High School of Justice	

According to information on the website of the High School of Justice, a 2-day training was held for judicial servants of the Tbilisi Court of Appeals and the Tbilisi City Court on “Prohibition of discrimination – internal legislation and international standards”.⁵³ A total of 22 judges were retrained on the issues of discrimination.⁵⁴ As stated by the report prepared by the Ministry of Foreign Affairs of Georgia, within the framework of cooperation between the High School of Justice and the USAID Rule of Law Program a training was held on “Prohibition of discrimination and sexual harassment and Georgian judicial system”. A total of 20 servants were retrained. This training was also held for judges and 12 judges were retrained.⁵⁵

Activity:	Conduct training for judges and judicial servants about judicial ethics and disciplinary liability of judges	Status of implementation
Indicator:	Number of training held (at least 1) and statistical data on retrained judges and judicial servants	Implemented
Responsible agency:	LEPL High School of Justice	

According to publicly available data, on February 11 and 12, 2023, the High School of Justice held a training entitled “In-depth course on judicial ethics”, among whose participants were judges of the Tbilisi Appeals Court, the city courts of Tbilisi, Batumi, and Poti, and the district courts of Zugdidi, Ozurgeti, Gori, Bolnisi, and Telavi.⁵⁶ On

53 Prohibition of discrimination – internal legislation and international standards, May 16, 2023, access [here](#).

54 Report on the Implementation of the 2023 National Action Plan for Georgia’s EU Integration (Six Months), the Ministry of Foreign Affairs of Georgia, 2023, p. 20, access [here](#).

55 Annual Report on the Implementation of the 2023 National Action Plan for Georgia’s EU Integration, the Ministry of Foreign Affairs of Georgia, access [here](#).

56 In-depth course on judicial ethics, February 13, 2023, access [here](#).

October 20-22 and October 22-24, the High School of Justice held 2 trainings on “judicial ethics”. A total of 44 judges were retrained.⁵⁷

Activity:	Development of a distance learning course on intellectual property for judges - “DL for Judges”	Status of implementation
Indicator:	The course is developed	Not Implemented
Responsible agency:	LEPL High School of Justice	

The High School of Justice didn’t provide information on the progress of the implementation of this activity. However, according to the information on the School’s website, in December 2022, a meeting was held between representatives of Sakpatenti (National Intellectual Property Center) and the judicial corps where they discussed the prospects of cooperation in 2023 and activities to be carried out, including the development of specialized courses on intellectual property for judges.⁵⁸ Despite this, as of writing this report, it is not known whether or not concrete steps were taken to carry out this activity. This information was not included in the report prepared by the MFA of Georgia.⁵⁹

Activity:	Conduct training on intellectual property rights for representatives of relevant governmental or executive agencies, judges and lawyers	Status of implementation
Indicator:	At least 5 training/seminars/working meetings organized/held	Not Implemented
Responsible agency:	LEPL High School of Justice	

The High School of Justice didn’t provide information on the progress of the implementation of this activity. The relevant information is not available in open sources either⁶⁰ (including the official website of the agency).

57 Annual Report on the Implementation of the 2023 National Action Plan for Georgia’s EU Integration, the Ministry of Foreign Affairs of Georgia, access [here](#).

58 Information about the working meeting between representatives of Sakpatenti (National Intellectual Property Center) and the judicial corps on the website of the High School of Justice, access [here](#).

59 Annual Report on the Implementation of the 2023 National Action Plan for Georgia’s EU Integration, the Ministry of Foreign Affairs of Georgia, access [here](#).

60 Ibid.

CONCLUSION

The implementation level of the activities of the **Action Plan for EU Integration** in both components - the fight against corruption and judicial reform is fairly low - **only 24% of the activities have been implemented.**

The activities determined by the **2023 Action Plan for EU Integration** should proceed from the **Association Agenda** priorities/objectives and **be ultimately related to the fulfillment of obligations taken under the Association Agreement.** Unfortunately, the plan proposed by the government fails to address the key requirement of the **Association Agenda** regarding the implementation of ambitious reforms in the fields of the judiciary and the fight against corruption.

When developing an action plan, it is critical to accurately determine steps (activities) to be taken by the government to address problems in the relevant area.

Following the Association Agenda priorities, one of the main goals of the Action Plan should have been the **strengthening of both the preventative and eliminative means of the fight against corruption and putting them into full operation.** In particular, the development and implementation of the anti-corruption policy to prevent, identify, and eliminate *all forms* of corruption. The Action Plan does not provide for reforms necessary against the problem of high-level corruption, whereas more and more international documents, including those of the European Parliament,⁶¹ the European Commission,⁶² and the Venice Commission,⁶³ point out the acuteness of this problem to the government. It is alarming that the Action Plan bypasses the existence of the newly established LEPL Anti-Corruption Bureau, the strengthening of its capacity, and its involvement in the component of prevention of corruption. Together with strengthening the component of investigation and improvement of investigations into alleged cases of corruption, especially high-level corruption, the Action Plan should have prioritized the objective of improvement of the degree of integrity in the public sector – introduction of an effective system of prevention and elimination of corruption crimes, as well as ensuring the availability and proactive use of detailed enforcement statistics on corruption crimes.

The main challenges to the **judicial system** of Georgia remain corporatism and informal influences.⁶⁴ In addition, the legislative changes made during the reporting period still have not touched the power concentrated in the hands of the High Council of Justice.⁶⁵

61 European Parliament resolution of 14 December 2022 on the implementation of the EU Association Agreement with Georgia, access [here](#).

62 Communication From The Commission to the European Parliament, the European Council and the Council, Commission Opinion on Georgia's application for membership of the European Union, access [here](#).

63 Georgia: Final Opinion On The Draft Law "On De-Oligarchisation", Adopted by the Venice Commission at its 135th Plenary Session, Venice, June 9-10, 2023, access [here](#).

64 Venice Commission, CDL-AD(2023)006, Georgia - Follow-up Opinion to four previous opinions concerning the Organic Law on Common Courts ("the March 2023 Opinion"), par.17.

65 Follow-Up Opinion to Previous Opinions Concerning The Organic Law On Common Courts, Venice Commission, Cdl-Ad(2023)033.

The authorities have once again refused to appoint independent and impartial non-judge members to the Council.⁶⁶

Even though the Action Plan covers important issues, such as the effective implementation of the Strategy of the Judicial System for 2017-2021 and its action plans in all aspects and the adoption of an ambitious strategy for judicial reform for the period after 2021 with broad, inclusive and partisan involvement, the activities provided for by the Action Plan, including the updating of the procedure of proceedings in common courts, ensuring just compensation of judges of common courts, preparation of information on the general principles, rules and procedures of the activity of courts and its dissemination among the public, cannot be considered the best means for the fulfillment of this objective.

According to the Association Agenda, it is necessary to strengthen and substantially reform the institutional set-up and practice of the High Council of Justice and other main institutions of the judiciary branch, to effectively enhance the transparency, integrity, and accountability of the norms and decisions adopted by them, including the decisions on appointment, evaluation, promotion, transfer from a position, and disciplinary penalties. However, the activities planned for the fulfillment of this objective – conducting information meetings to raise public awareness of disciplinary proceedings and development of commentary on the updated rules of ethics for judges – cannot ensure the achievement of the priorities set.

The Action Plan concentrated solely on fractional changes, **with most proposed activities lacking a result-oriented, innovative, and evidence-based approach. Even with the complete implementation of all activities outlined in the Action Plan, the fundamental challenges would have remained unresolved.**

66 Ibid, p 5.

