

# EASTERN PARTNERSHIP

Political corruption has tremendous consequences worldwide. Transparency in political finance, political influence, and state administration can help reduce corruption and make democratic processes more legitimate, more pluralistic, and more representative. Open data on decision-making and decision makers can be a powerful tool to identify whose interests shape how governance decisions are made and implemented.

New data from 67 OGP countries, including five Eastern Partnership countries, shows that there are significant gaps in data frameworks and data availability across a variety of areas related to countering political corruption. This module is part of the [Broken Links: Open Data to Advance Accountability and Combat Corruption](#) report<sup>1</sup> which offers an overview of data frameworks and data availability in OGP countries across eight policy topics using data from the [Global Data Barometer \(GDB\)](#).<sup>2</sup> The goal of the report is to identify areas for improvement and help generate recommendations for future OGP commitments.

This module focuses specifically on the state of data frameworks and availability in the five Eastern Partnership countries in OGP assessed by the GDB (see *Countries in this Analysis*). This regional analysis includes:

- A summary of GDB's assessment of the state of anti-corruption data in the region
- An overview of OGP commitments across assessed policy areas
- Highlights in featured policy areas with data from both GDB and OGP
- Examples of regional innovations

## Countries in this Analysis

### Eastern Partnership Countries Assessed by GDB and Included in this Analysis

- Armenia
- Azerbaijan
- Georgia
- Republic of Moldova
- Ukraine

<sup>1</sup> You can find the report *Broken Links: Open Data to Advance Accountability and Combat Corruption* here: <https://www.opengovpartnership.org/broken-links/>. The Eastern Partnership module of the report was produced with the financial support of the European Union. Its contents are the sole responsibility of the Open Government Partnership and do not necessarily reflect the views of the EU. Find information about the funders and partners for the full report on the web version.

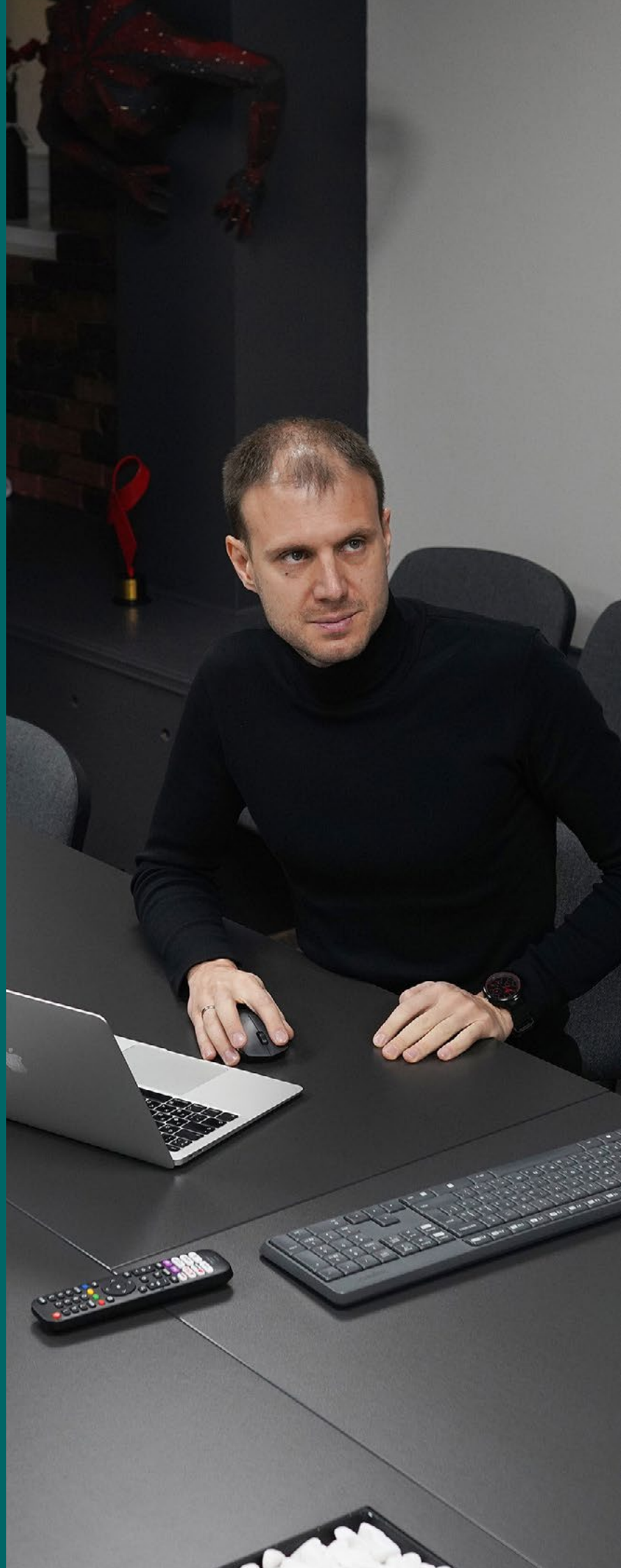
<sup>2</sup> View more details about the Global Data Barometer here: <https://globaldatabarometer.org/>.



## Key Takeaways

- **While the Eastern Partnership has generally high rates of data availability compared to the global average, some countries still lack publicly available data on key anti-corruption priorities.** For example, most countries do not publish data on lobbying.
- **Data quality remains an area for improvement.** Datasets often lack high-value elements, such as common identifiers that enable monitoring and oversight across datasets. Also most data is not published in an open format, making it hard to use.
- **Countries have lacked commitments to reforms in certain policy areas in their OGP action plans.** Many Eastern Partnership countries have committed to public procurement and asset disclosure reforms, but more commitments are needed, particularly around political finance, lobbying, and right to information performance.

Constantin Cearanovski is a part of Positive Initiative, a Moldovan civil society organization that advocates for better access to healthcare, pushing for more transparency and efficiency in the medical procurement process to lower costs. Photo by OGP



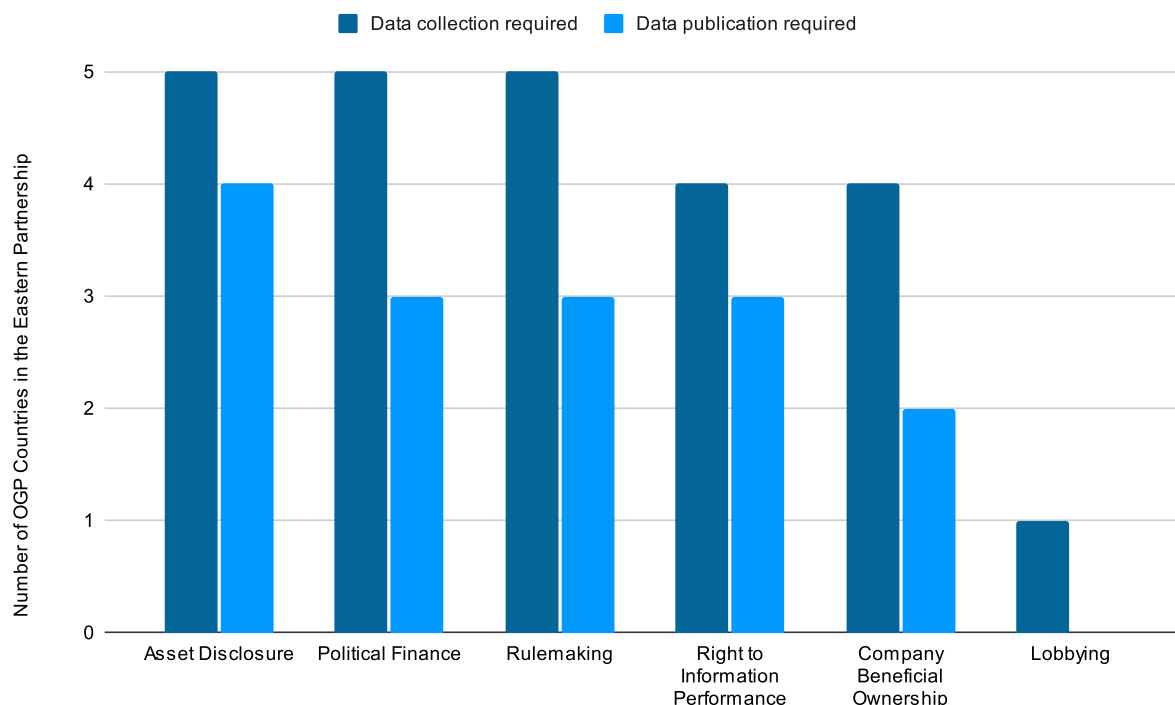
# Overall State of Data to Combat Political Corruption

## Legal Frameworks

A majority of countries in the Eastern Partnership have operational laws requiring the collection of data used to combat corruption (see Figure 1).<sup>3</sup> An exception to this is lobbying, where only one country (Georgia) requires the collection of data. For all policy areas, a gap exists between requiring data *collection* and data *publication*.

**FIGURE 1: Gaps between required data collection and publication**

This figure shows the number of OGP countries in the Eastern Partnership with data collection and disclosure requirements across policy areas. The sample includes the five OGP countries in the Eastern Partnership assessed by the Global Data Barometer.



Note: This analysis only considers binding laws and policies that exist and are operational.<sup>4</sup>

<sup>3</sup> The Global Data Barometer assesses whether countries have set requirements to publish data through binding policy, regulations, or law. Legal frameworks governing public procurement and land tenure data have not been assessed by the GDB. However, information on the availability of procurement and land tenure data was collected (see *Data Availability and Usability*).

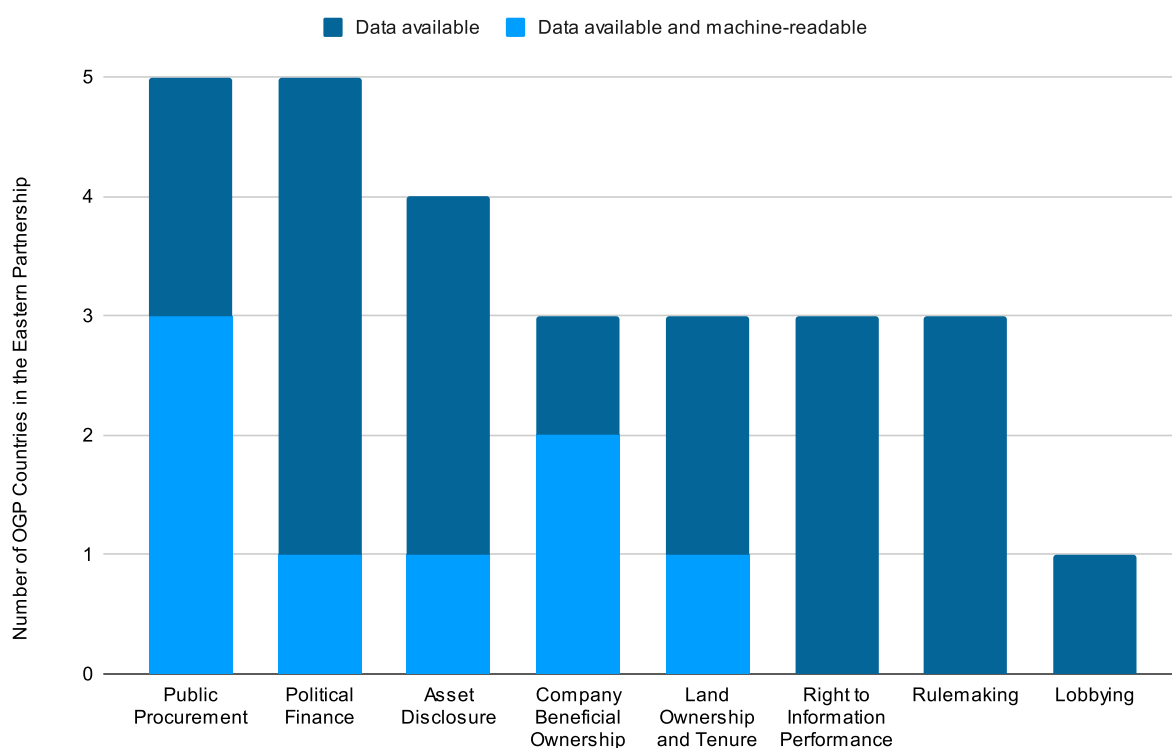
<sup>4</sup> For more details see the About Broken Links section of the report: <https://www.opengovpartnership.org/broken-links/>.

## Data Availability and Usability

Data availability among Eastern Partnership countries varies by policy area. For example, all countries publish data on public procurement and political finance, while only one country makes data available on lobbying (see Figure 2). Across all areas, data is typically not published in machine-readable format, which makes it difficult for users to analyze the data for monitoring and accountability purposes. Public procurement is the only area where the majority of Eastern Partnership countries publish machine-readable data.

**FIGURE 2: Gaps between data availability and usability**

This figure shows the number of OGP countries in the Eastern Partnership with available data and the number with machine-readable data. The sample includes the five OGP countries in the Eastern Partnership assessed by the Global Data Barometer.



Note: For this analysis, countries with “partial” disclosure are considered cases of “no” disclosure.<sup>5</sup>

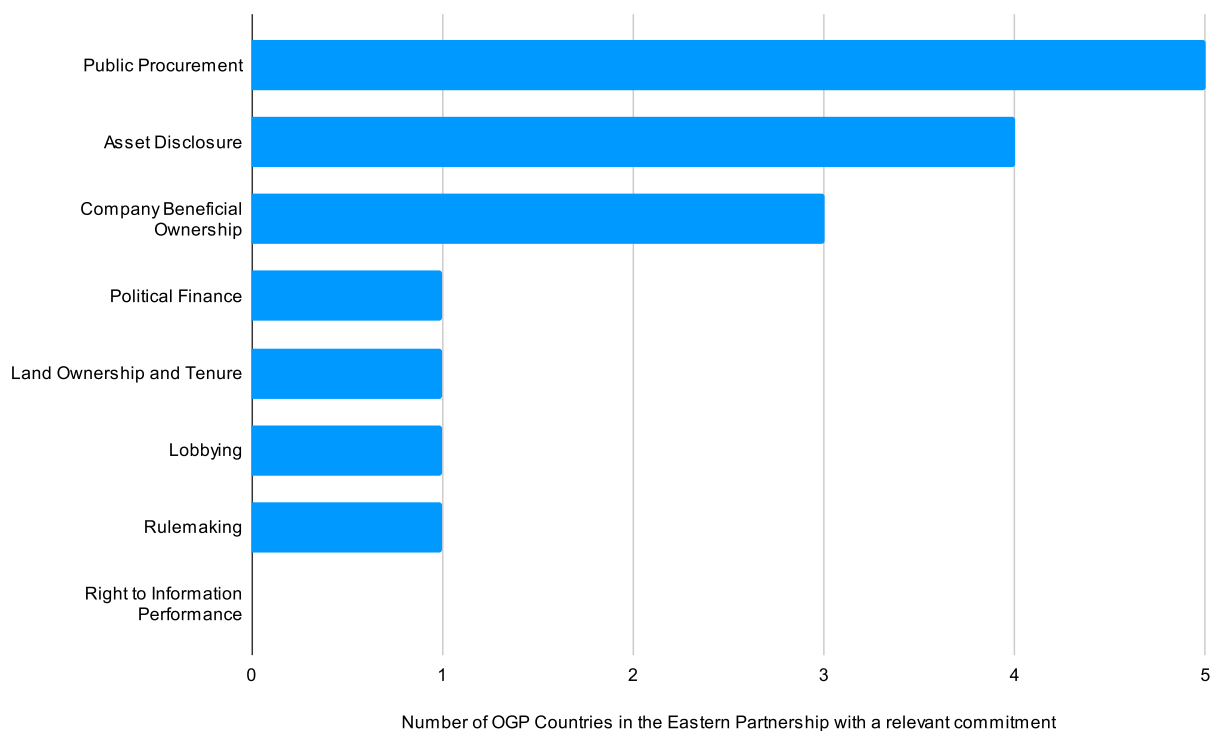
<sup>5</sup> For more details see the About Broken Links section of the report: <https://www.opengovpartnership.org/broken-links/>.

## State of Progress Through OGP

Similar to countries in other regions, Eastern Partnership countries have typically not used their OGP action plans to address most policy areas covered in this report (see Figure 3). A majority of countries in the region have made at least one commitment related to public procurement, asset disclosure, and company beneficial ownership. For many of the policy areas covered in this report, only one Eastern Partnership country has included a relevant commitment in their OGP action plans. No countries in the region have made a commitment related to right to information performance data.

**FIGURE 3: Progress made through OGP commitments**

*This figure shows the number of OGP countries in the Eastern Partnership that have made at least one relevant OGP commitment across each area assessed in this report. The sample includes the five OGP countries in the*



*Note: For this analysis, countries with “partial” disclosure are considered cases of “no” disclosure.<sup>6</sup>*

<sup>6</sup> For more details see the About Broken Links section of the report: <https://www.opengovpartnership.org/broken-links>

## Featured Policy Areas

The following policy areas were selected for a more detailed analysis based on a variety of factors, including regional priorities, areas of momentum, and areas for growth.

### Lobbying

Lobbying is an essential part of a democracy. But, often, interest groups with more resources get to influence policy-making more effectively. Knowing who influences the law, who they represent, and how much they spend becomes fundamental to shaping their advocacy strategy and determining how they should engage leaders.

#### Key Findings from the Global Data Barometer

- **Countries lack legal frameworks governing lobbying data.** Georgia is the only Eastern Partnership country with an operational law requiring the *collection* of lobbying data. No countries in the region legally require the *publication* of lobbying data.
- **Lobbying data is generally not available.** Although not mandated by law, Georgia is the only Eastern Partnership country that publishes any form of lobbying data online. However, Georgia's public information on lobbying appears to be limited and is not published in machine-readable format.

#### State of Progress Through OGP

- **Most members in the region have not committed to lobbying reforms through their OGP action plans.** Georgia is the only Eastern Partnership country that has made an OGP commitment on lobbying.<sup>7</sup> Their [commitment](#), which involved the Parliament publishing a lobbyist registry, achieved strong early results<sup>8</sup>, according to OGP's Independent Reporting Mechanism (IRM)<sup>9</sup>.

#### Regional Innovations

##### Georgia

Although not in machine-readable format, Georgia has published an [online document](#) containing information on certain lobbyists.<sup>10</sup>

### Political Finance

Knowing who gave to campaigns, politicians, and parties is essential to ensure that officials serve voters and not the highest bidders. Knowing that campaigns spend that money on legitimate expenses also ensures that everyone follows the same rules. Additionally, it can shed light on corporations' ideological and political stances, so consumers can make informed decisions.

<sup>7</sup> As of September 2022, five national and nine local OGP members in the Eastern Partnership had submitted at least one action plan. See an updated list of OGP national and local members [here](#).

<sup>8</sup> Georgia, "Technology for Transparency" (GE0091), <https://www.opengovpartnership.org/members/georgia/commitments/ge0091/>.

<sup>9</sup> Learn more about how the Independent Reporting Mechanism assesses commitments [here](#).

<sup>10</sup> Georgia Parliament, "Register of Registered Lobbyists", <https://web-api.parliament.ge/storage/files/shares/OGP/dainteresebul-pirta-da-lobistta-reestri/lobistta-reestri-ogp.pdf>.



Participants at the 2018 OGP Global Summit in Georgia take photos of a performance. Photo by OGP

## Key Findings from the Global Data Barometer

- **All countries have legal frameworks that govern political finance data.** All five countries have operational laws requiring the collection of political finance data. Three of the five countries also legally require the data to be published (Armenia, Georgia, and Ukraine).
- **All countries make data available in some form.** All five countries in the region publish political finance data online in some form. However, Georgia is the only country that publishes data in machine-readable format, whereas Ukraine is the only country whose data is openly licensed.
- **Some datasets lack high-value information.** While Armenia's, Georgia's, and the Republic of Moldova's datasets all provide information on donor names, spending of parties and candidates, and donation amounts, no country publishes other elements of key information, such as detailed information about donors. Georgia is the only country that uses unique identifiers for each donor, a necessary feature for cleaner data and interoperability with other datasets.

## State of Progress Through OGP

- **Most members in the region have not committed to political finance reforms through their OGP action plans.** Georgia has made the only political finance commitments among Eastern Partnership members in OGP. One of their [commitments](#), related to the publication of political party finance declarations, achieved strong early results, according to OGP's Independent Reporting Mechanism (IRM).<sup>11</sup>

### Regional Innovations

#### Georgia

Georgia's political finance [database](#) contains searchable information on names of donors, along with donation amounts and dates<sup>12</sup>.

## Rulemaking

In most modern countries, parliaments delegate the formation of regulations to ministries, departments, and agencies. Just as with lobbying data, the public and watchdog organizations need to know how to take part in the formation of regulations, who participates, how this influences the outcome, and whether those regulations were subject to challenge.

<sup>11</sup> Georgia, "Political Party Financial Declarations" (GE0025), <https://www.opengovpartnership.org/members/georgia/commitments/ge0025/>.

<sup>12</sup> State Audit Office of Georgia, "Monitoring political funding", <https://monitoring.sao.ge/en>.

## Key Findings from the Global Data Barometer

- **All countries have legal frameworks that govern rulemaking data.** All five countries have operational laws requiring the collection of rulemaking data. Three of the five countries also legally require the data to be published (Armenia, Republic of Moldova, and Ukraine).
- **Some countries publish rulemaking data online.** The same three countries that legally require the publication of data (Armenia, Republic of Moldova, and Ukraine) are the only countries in the region that publish rulemaking data online. However, no countries publish rulemaking data in machine-readable format, which prevents the public from easily using this data for monitoring and analysis purposes.
- **Some key pieces of information are not included in datasets.** For example, Ukraine’s rulemaking data does not include information on proposed regulations, public comments, or final regulations and justifications. Armenia is the only country that publishes information on challenges to regulations and the results of the challenges.

## State of Progress Through OGP

- **Most members in the region have not committed to rulemaking transparency through their OGP action plans.** Armenia has made the only rulemaking transparency commitment among Eastern Partnership members in OGP. The 2014 commitment aimed to publish drafts of normative legal acts developed by agencies in order for civil society to provide input and check the status of their proposals.<sup>13</sup>

### Regional Innovations

<b>Armenia</b>	Although not in downloadable format, Armenia’s draft regulations and related public comments are <a href="#">available online</a> . <sup>14</sup>
<b>Republic of Moldova</b>	Similar to Armenia’s rulemaking data, the Republic of Moldova publishes draft regulations <a href="#">online</a> for public comment, but they are not yet bulk downloadable. <sup>15</sup>

<sup>13</sup> Armenia, “Public Awareness on the Lawmaking Activity of State Governance Bodies” (AM0023), <https://www.opengovpartnership.org/members/armenia/commitments/am0023/>.

<sup>14</sup> Ministry of Justice of the Republic of Armenia, “Unified Site for Publication of Draft Legal Acts”, <https://www.e-draft.am/>

<sup>15</sup> State Chancellery, “Participation Platform”, <https://particip.gov.md/ro>.



