



RS Global
Journals

Scholarly Publisher
RS Global Sp. z O.O.
ISNI: 0000 0004 8495 2390

Dolna 17, Warsaw, Poland 00-773
Tel: +48 226 0 227 03
Email: editorial_office@rsglobal.pl

JOURNAL	International Journal of Innovative Technologies in Economy
p-ISSN	2412-8368
e-ISSN	2414-1305
PUBLISHER	RS Global Sp. z O.O., Poland
ARTICLE TITLE	MODERN INSTITUTE OF PARLIAMENTARY CONTROL OF GEORGIA IN THE PUBLIC ADMINISTRATION SYSTEM
AUTHOR(S)	Irakli Manvelidze, Genady Iashvili, Fati Khalvashi.
ARTICLE INFO	Irakli Manvelidze, Genady Iashvili, Fati Khalvashi. (2023) Modern Institute of Parliamentary Control of Georgia in the Public Administration System. <i>International Journal of Innovative Technologies in Economy</i> . 1(41). doi: 10.31435/rsglobal_ijite/30032023/7961
DOI	https://doi.org/10.31435/rsglobal_ijite/30032023/7961
RECEIVED	28 February 2023
ACCEPTED	29 March 2023
PUBLISHED	30 March 2023
LICENSE	 This work is licensed under a Creative Commons Attribution 4.0 International License .

© The author(s) 2023. This publication is an open access article.

MODERN INSTITUTE OF PARLIAMENTARY CONTROL OF GEORGIA IN THE PUBLIC ADMINISTRATION SYSTEM

Irakli Manvelidze

Doctor of Public Administration, Professor, Batumi Shota Rustaveli State University

Genady Iashvili

Doctor of technical science, professor, Technical University of Georgia

Fati Khalvashi

PhD candidate in public administration, Technical University of Georgia

DOI: https://doi.org/10.31435/rsglobal_ijite/30032023/7961

ARTICLE INFO

Received 28 February 2023

Accepted 29 March 2023

Published 30 March 2023

KEYWORDS

Parliamentary Control,
Executive Power,
Management System,
Supervision, State.

ABSTRACT

At the modern stage of Georgia's development, for the formation of a democratic legal state, the solution to the problem of strengthening and improving the system of control and balance between the bodies of various branches of the state government is becoming more and more important. The constitutional reform, which was implemented in Georgia in 2017-2018, also covered the mechanisms of parliamentary control. Accordingly, the Parliament adopted new functions, which additionally defined new levers in the direction of executive power control.

Parliamentary control mechanisms have existed at the legislative level in Georgia since the 1990s. However, their implementation practices were very sparse and often inconsistent.

The purpose of the research is to systematically and detailed analysis of the mechanism of parliamentary control in Georgia as an institution, its management mechanism, to reveal the main features and to study the characteristics.

The empirical basis of the presented research is the practice of parliamentary control and acts replacing parliamentary control. The normative base for the implementation of the research is created by the valid laws and legal acts that regulate the issues of parliamentary control in Georgia.

The research is based on quantitative and qualitative social research techniques, as well as analysis and statistical methods. All this helped us in proper analysis and study of collected primary and secondary scientific information and materials.

This study was conducted between August 20 and December 20, 2022. According to the results of this research, in the presented study, the significance of the control of the legislative body of Georgia as a system is studied.

The functioning system and mechanisms of parliamentary control management are described. The parliamentary control system is defined as the characteristics of a transparent system of public administration. The problems of effective functioning of parliamentary control as a management system in Georgia are shown and recommendations are given that will contribute to strengthening the efficiency of parliamentary control in Georgia. This research is important, because many countries, especially transitional democracies, face similar problems in terms of executive control, so the analysis of Georgia's experience will be useful for transitional democracies as well.

Citation: Irakli Manvelidze, Genady Iashvili, Fati Khalvashi. (2023) Modern Institute of Parliamentary Control of Georgia in the Public Administration System. *International Journal of Innovative Technologies in Economy. 1(41)*. doi: 10.31435/rsglobal_ijite/30032023/7961

Copyright: © 2023 Irakli Manvelidze, Genady Iashvili, Fati Khalvashi. This is an open-access article distributed under the terms of the **Creative Commons Attribution License (CC BY)**. The use, distribution or reproduction in other forums is permitted, provided the original author(s) or licensor are credited and that the original publication in this journal is cited, in accordance with accepted academic practice. No use, distribution or reproduction is permitted which does not comply with these terms.

Introduction.

At the modern stage of Georgia's development, for the formation of a democratic legal state, the solution to the problem of strengthening and improving the system of control and balance between the bodies of various branches of the state government is becoming more and more important. Here, a special role is assigned to parliamentary control, which contributes to a clearer implementation of the constitutional principle of separation of powers. At the same time, the political and legal significance of parliamentary control is determined in the public administration system, which ensures consistent implementation of laws, protection of human and citizen rights and freedoms, strengthening of the law, order in public spheres and efficiency of public administration. The insufficient level of studying the issue of parliamentary control in the Georgian reality, and hence its relevance, as well as its practical importance based on the modern need for the development of the statehood and public administration system of Georgia, and the fact that the country has moved to a classical form of parliamentary governance, determines the need for further theoretical research in this field, which determines the present relevance of the research problem.

At the same time, the system and practice of parliamentary control requires scientific and practical proposals and recommendations that will increase the effectiveness of parliamentary control, the degree of its influence on the activities of the executive power.

In the process of research, we developed recommendations that, in our opinion, will contribute to the effectiveness of parliamentary control. Therefore, the purpose of the study is to systematically and detailedly analyze the mechanism of parliamentary control in Georgia as an institution, its management mechanism, reveal the main features and study the characteristics.

Main research questions.

- What are the functioning mechanisms of the control system and control of the executive power by the Parliament of Georgia and what procedures does it consist of?
- What are the features and characteristics of the control of the executive power by the Parliament of Georgia?
- How effective is the parliamentary control system of the executive power?

Literature review.

General theoretical issues of parliamentary control are analyzed only from a legal point of view at a scientific level in the works of such authors as: B. Kantaria (2012), v. Gonashvili, st. Eremadze, G. Tevdorashvili, G. Kakhiani, G. Kverenchkiladze, N. Chigladze (2016), O. Melkadze (1996), B. Guliashvili (2019), V. Gurgenidze (2014) etc. However, in these works, the emphasis is not on the study of the management system of parliamentary control, but rather on the presentation of the legal aspects of the implementation of control, therefore less attention is paid to the study of the practice of parliamentary control as a system, determining the effectiveness of control mechanisms, etc. That is, to study the current practical context. At the same time, there are no scientific works in modern political and legal science that contain a comprehensive analysis of the actual problems of parliamentary control in its practical application.

That is, it can be said that until now there is no systematic and detailed analysis of the management mechanism of parliamentary control in the context of theoretical, regulatory and practical components, its optimal characteristics have been studied and determined. The works of such foreign authors as: Cuocolo (1994), E.C. Лапатухина (2009), В.Е. Chirkin(1993) С.А. Денисов(2002) Т.Ю. Диваева (2004) mentioned works obviously do not refer to the study of Georgian practice.

Accordingly, the presented research is a novelty in Georgian scientific literature. However, the presented research does not claim to be a practical solution at this stage. At this stage, we limited ourselves only to the discussion of the general theoretical and institutional foundations of the parliamentary function of the control of the executive power by the Parliament.

Accordingly, the presented research is a novelty in the context of public administration in Georgia from the point of view of studying parliamentary control as a management system from a theoretical-methodological point of view.

However, in the mentioned works, the emphasis is not on the study of the control management system, but on the presentation of the legal and political aspects of the implementation of control, therefore less attention is paid to the study of parliamentary control as an institution, determining the

effectiveness of control mechanisms, etc. That is, to study the current practical context in the public administration system. Accordingly, the presented research is a novelty in the Georgian scientific literature from the point of view of the theoretical-methodological study of parliamentary control as an institution in the context of public administration in Georgia.

Research methodology.

The empirical basis of the research is the practice of parliamentary control and acts replacing parliamentary control. The normative base for the implementation of the research is created by the valid laws and legal acts that regulate the issues of parliamentary control in Georgia. The research methodology perfectly corresponds to the goal and tasks of studying the problem. Emphasize specific social research quantitative and qualitative techniques, as well as analysis and statistical methods. All this will help us in proper analysis and study of collected primary and secondary scientific information and materials.

One of the important methodological methods of the research was interviews, which we conducted with the current and former representatives of the parliamentary authorities, which are intended for the investigation of the main issues. As part of the interview, questions were sent to the former and current speakers of the Parliament and deputies on a selective basis, to the chairmen of the committees. As a result, the features and problems of parliamentary control were highlighted on the example of parliamentary control mechanisms.

One of the important methodological methods of the research was the technique of document analysis.

As part of the interview, questions were sent to the former and current speakers of the Parliament and deputies on a selective basis, to the chairmen of the committees. As a result, the features and problems of parliamentary control were highlighted on the example of parliamentary control mechanisms.

One of the important methodological methods of the research was the technique of document analysis. Using the mentioned method, we studied the stenographic reports of the parliamentary sessions, which refer to and reflect the parliamentary control procedures, process and specific cases. Using the mentioned method, we studied the stenographic reports of the parliamentary sessions, which refer to and reflect the parliamentary control procedures, process and specific cases. This helped us to describe the process of using parliamentary mechanisms, practice, practicality of use, to identify features and to identify problems.

The method of observation was also important in the study of the mentioned issue, which helped us to observe the process of using the mechanisms of the legislative body by the Parliament in a real environment. In order to study the process of evolution and quantitative use of the parliamentary control and mechanisms of the executive power, it is important to study the relevant documents of the Parliament of Georgia by the method of statistical data analysis.

Therefore, this last method was also important for the research. In the research, we also used the method of normative research, which allowed us to study the changes made in the given direction in the Georgian legislation, as well as the legal acts and existing documents adopted by the Parliament. The study of the primary scientific information and data obtained using the mentioned methods will be done using the methods of quantitative and qualitative analysis, for which we will rely on the methods of comparative, systematic and statistical analysis. Secondary scientific information was also reflected in the research in the form of studies conducted on issues of interest to us, in this regard we would like to highlight the studies conducted by Transparency International (Sajaya, 2018) and the Association of Young Lawyers of Georgia (Menabde, 2020). However, the latter studies are mostly limited to specific years or parliamentary control is studied with the content of parliamentary control over the activities of the Georgian government and the security sector.

Based on the scientific information obtained as a result of the research, within the framework of the desk research, we used the methods of documentary analysis and monographic research and presented the results of the present research.

Main findings and review.

The forms of modern parliamentary control in Georgia reflect the mechanisms established in the previous period as well as modern forms. They are related to the constitutional norms, as well as the efficiency of the functioning of public institutions (Cuocolo, 1994).

According to Chapter 10, Article 36, Clause 1 of the Constitution of Georgia, the Parliament of Georgia is the highest representative body of the country, which controls the activities of the government within the limits established by the Constitution...". The same content is emphasized in the Rules of Procedure of the Parliament of Georgia. The Constitution of Georgia defines such forms and mechanisms of executive power control as committee, investigative commission, temporary commission, interpellation and questioning of a member of parliament. From here, the committee and temporary commission can be considered as a form of institutional control, and questioning and interpellation as control mechanisms.

The regulations of the Parliament of Georgia further specify (Regulations, 2021) the control mechanisms and tools of the executive power. In particular, it contains a total of 12 such mechanisms. These mechanisms are: 1. Question of the member of the parliament; 2. Interpellation; 3. Annual report of the Prime Minister 4. Report of the Prime Minister of Georgia; 5. Announcement of the official at the plenary session; 6. Minister's hour; 7. Listening to a member of the Government of Georgia and another official; 8. Declaration of confidence in the Government of Georgia; 9. Declaration of no confidence in the Government of Georgia; 10. Declaration of confidence in the Government of Georgia at the initiative of the Prime Minister of Georgia. Tools: 1. Thematic research; 2. Parliamentary control over the defense and security sector of Georgia; 3. Composition of the trust group; 4. Supervision of the state of protection of human rights and freedoms in the country; 5. Control of the management of public funds by the Parliament through the audit service; 6. Supervision of the activities of the National Bank of Georgia; 7. Supervision of pension agency activities; 8. Audit of the implementation of the budget of the National Communications Commission of Georgia and the budget of the National Regulatory Commission of Energy and Water Supply of Georgia; 9. Annual report of the Special Investigation Service; 10. Annual report of the Personal Data Protection Service; 11. Annual report of the chief labor inspector; 12. Activity report of legal assistance service; 13. Public report of the activities of the State Security Service of Georgia; 14. Activity report of the Prosecutor's Office of Georgia; 15. Supervises the implementation of the recommendations of the United Nations Universal Periodic Review; 16. Supervision of the execution of decisions of the European Court of Human Rights; 17. Employment policy planning and implementation report; 18. Supervision of realization of basic rights and freedoms of persons with disabilities; 19. Annual Report of the Anti-Corruption Bureau; 20. Consideration of the report submitted to the Parliament; 21. Rules for reviewing reports on public information; 22. Dismissal of the head of the Special Investigation Service; 23. Dismissal of the head of the personal data protection service; 24. Dismissal of the director of the legal assistance service; 25. Dismissal of the head of the State Security Service of Georgia; 26. Declaration of no confidence in the Board of Trustees of the Public Broadcaster and premature termination of the authority of the member of the Board of Trustees of the Public Broadcaster; 27. Dismissal of the member of the National Communications Commission of Georgia; 28. Dismissal of a member of the National Energy and Water Supply Regulatory Commission of Georgia; 29. Dismissal of a member of the investment board of the pension agency; The analysis of the legal bases of parliamentary control in Georgia shows that it is carried out in several directions: 1) general control and monitoring of compliance with laws, decisions of the Parliament and other legal acts of Georgia; 2) financial parliamentary control; 3) Parliamentary control in the field of human rights protection; 4) Parliamentary control over the formation of state bodies and the appointment of officials; 5) Parliamentary control (before or after) when making important political decisions.

It is important to develop and fix the procedures for the implementation of parliamentary control in each of the above-mentioned areas in the Parliament's regulations, which will determine the system of interaction between the Parliament and other subjects of state and public control of Georgia.

Thus, parliamentary control is a system of norms that regulates the procedure of monitoring and checking the activities of the executive authority, which is carried out by both the parliamentary majority and the opposition and the auxiliary structures of the higher legislative body. It is aimed at the assessment of this activity, along with the possible use of sanctions (no-confidence vote, etc.). Based on the defined goals and objectives of the research, different techniques of qualitative and quantitative research methods of empirical research are used in the research process, including: As part of document analysis, requested public information, normative-legal documents and results of national research were analyzed, and as a result of observation of parliament sessions and interviews

with current and former members of parliament, a picture of the practical use of control mechanisms was studied.

As part of the expert research, we conducted interviews with researchers and experts in the field, thus conducting a complete study of parliamentary control mechanisms. In the end, as a result of the research, we studied and assessed the effective practice of control of the activities of the executive power by the Parliament, the practical use of its implementation mechanisms and tools.

Expert research analysis.

Within the framework of expert research, we interviewed 13 experts and researchers in the field within the framework of an in-depth interview regarding several mechanisms of parliamentary control. As part of the expert research, according to the discussion plan, the questions we asked the field experts and researchers were as follows:

1. The mechanisms of parliamentary control of the executive power that operate today in Georgia, which of them is the most important?
2. How do the parliamentary control mechanisms of the executive power work?
3. What are the negative characteristics of the practice of using parliamentary control mechanisms of the executive power in Georgia?
4. What should be done to make parliamentary control mechanisms more efficient and effective?

Based on the fact that several effective parliamentary control mechanisms were named by the experts and researchers of the field within the expert research, therefore, the main discussion questions within the expert research concerned the characterization and evaluation of such basic instruments of parliamentary control as: annual report and accounts of the Prime Minister of Georgia, interpellation, minister's hour, question of a member of parliament, announcement of an official at a plenary session, declaration of confidence in the Government of Georgia, declaration of no confidence in the Government of Georgia, declaration of confidence in the Government of Georgia at the initiative of the Prime Minister of Georgia and removal from office by impeachment raise the issue.

Regarding the first issue, 53% (8 people) of the experts and researchers interviewed consider that the annual report and reports of the Prime Minister of Georgia is an effective mechanism, while 47% (7 people) consider it less effective and the reason for this is the fact that the exact time of hearing the report is set exists. Taking into account that the parliamentary elections in Georgia are held in autumn in October, and the regulations define the presentation of the Prime Minister's report in the last month of the plenary sessions of the spring session, it turns out that the Prime Minister, who has been trusted by the newly elected Parliament, has to submit the first annual report in a fairly short period of time, and this makes it less effective. If the change of the Prime Minister coincided with the last month of the plenary sessions of the spring session and the previous month, then this institution would not be effective at all in a specific period. That is why, as experts and researchers in the field emphasized during the interview, it is necessary to submit the Prime Minister's report to the Parliament exactly one year after the election of the Prime Minister.

The second important tool, which was discussed within the framework of expert research, was the minister's watch. According to the regulations of the Parliament, the minister's hour means once a year individual members of the Government of Georgia (except for the Prime Minister of Georgia) make a speech at the plenary session of the Parliament with a report on the relevant direction of the implementation of the government program. The said report shall be submitted to the Parliament in written form no later than 5 days before the speech of the relevant member of the Government of Georgia at the plenary session.

33% (5 people) of the interviewed experts and researchers consider that the minister's clock is an effective mechanism, while 67% (10 people) consider it less effective and cite the fact that in practice the "minister's hour" and "government hour" (this last not provided for by the regulation) are equated with each other.

However, if we look closely, there is a radical difference between them. The "minister's hour" should serve as a report on the fulfillment of the commitment of a specific ministry regarding the implementation of the government plan, and during the "government hour" the minister should be satisfied with receiving information on important and urgent issues for the deputies.

During the interview, it was also emphasized the fact that, to the extent that the rules of the parliament allow the possibility of listening to several "ministerial hours" in one day, this leads to overloading of the plenary session and less efficiency of the process itself. Another problem that indicates the less efficiency of the minister's hour is that this mechanism is often a format for discussion of current issues for MPs, rather than a process of receiving information about the current state of government program implementation.

The third important instrument of parliamentary control of the executive power, which was discussed within the expert research, was interpellation. According to the regulations of the Parliament, during the interpellation, "a group of at least seven members of the Parliament, a faction, has the right to address a question to the Government of Georgia, another body accountable to the Parliament, a member of the government (hereinafter - the addressee) with a question in the manner of interpellation." The question must be in writing.

The content of the question should be specific and refer to the subject of the authority of the addressee. The question is sent to the Parliament's office, which registers it and sends it to the addressee no later than 1 day 46% (7 people) of experts and researchers interviewed within the interview believe that interpellation is an effective mechanism, while 54% (8 people) consider it less effective. The main reasons on which experts focus on the low efficiency of this mechanism is that, unlike the question of a member of parliament, the question determined by interpellation is not published publicly. Also, as practice shows, the issue causing the interpellation and the parliamentary discussions are less consistent with each other. There is another circumstance that is noticeable in practice, often deputies cannot distinguish between questioning and interpellation of a member of parliament.

Most of the interviewed experts (80% - 12 people) evaluated such an instrument of parliamentary control as a question of a member of parliament as positive and effective, and 20% (3 people) as less effective. However, during the expert research, all the respondents identified the shortcomings of this tool as their ignorance by the addressees of the question and the delay in the answers. Unfortunately, neither the regulation nor the Parliament has a practice regarding measures to respond to unissued or delayed questions.

The announcement of the official at the plenary session as a mechanism of parliamentary control was evaluated negatively within the expert research. As it was mentioned during the interview, this mechanism almost does not work perfectly in the case of a majority in the parliament by one political force.

At such a time, the danger of transforming parliamentary control into party control is even more obvious. In such cases, in many cases, the summoning of the official to the plenary session is of a formal nature.

Within the framework of the expert research, such mechanisms and instruments of parliamentary control of the executive power as the declaration of confidence in the Georgian government, the declaration of no confidence in the Georgian government, the declaration of confidence in the Georgian government at the initiative of the Prime Minister of Georgia, and raising the issue of removal from office by impeachment were also negatively evaluated. Similarly, in relation to these mechanisms, they were evaluated as less effective within the framework of the expert research, since the parliamentary control mechanisms given by one political force in the majority in the parliament have the character of formal, procedural and party control. The main shortcomings in this direction were named by experts and researchers: When the government composition is updated, the role of the parliament is rejected in this process, the parliamentary levers, procedures and forms of responsibility for raising the issue of the responsibility of the heads of government agencies are ineffective.

The effectiveness of parliamentary control cannot be influenced by the opposition in the parliament. Unfortunately, there are no such legislative levers that would strengthen the role of the opposition parties in the parliament, and even more so in the process of parliamentary control, even in the given direction.

It is even more to be taken into account that during the appointment of the first person of the state agency accountable to it by the legislative body, the current rule of the parliament does not determine the obligation to conduct consultation with the opposition parties in the parliament and to make the appropriate decision through consensus, which makes the relevant parliamentary control mechanisms even more ineffective.

Thus, in order for the parliamentary control mechanism of the executive power to become more effective, it is necessary for the members of the parliament to better understand the essence, meaning and role of each mechanism and instrument of parliamentary control and supervision.

It is necessary for the regulation of the parliament to establish the evaluation of the effectiveness of each parliamentary control mechanism, to specify the appropriate sanctioning mechanism and levers for the representatives of the executive power for non-fulfillment of the requests stipulated by certain parliamentary control mechanisms.

Analysis of interview results.

One of the important methodological methods of the research was interviewing, which we conducted with the representatives of the parliamentary authorities. which will be designed to investigate the following key issues. As part of the interview, questions will be sent to former and current members of the Parliament of Georgia. As a result, the peculiarities and problems of parliamentary control were highlighted.

Within the framework of the interview, 115 active (including 25 opposition), 87 former (including 22 opposition) members of the Parliament of Georgia were interviewed. A total of 202 respondents were interviewed within the framework of the research. During the interview, the following questions were asked to the respondents:

1. What is the place of the legislative body in the process of distribution of power/power and how is it expressed?
2. What mechanisms does the Parliament of Georgia have for exercising control over the activities of the executive authority?
3. In your opinion, how effective are the mechanisms used by the Parliament of Georgia to control the executive power.
4. Do you think there are any obstructive mechanisms preventing the executive from exercising control effectively?
5. Do you think that the control mechanisms used by the Parliament of Georgia to control the executive power are of a formal nature? Can you specify which are formal and which are not?
6. What do you think prevents the parliament from more effectively using the levers of parliamentary control of the executive power in its hands?
7. In your opinion, which of the mechanisms of the executive power by the Parliament is the most effective and the least effective?
8. Based on your experience, is it possible to create other effective mechanisms?
9. In order for the Parliament to more effectively use the control mechanisms of the executive power in its hands, what should be done for this?

As a result of the conducted interviews, the results of the study appeared as follows: as a result of the analysis of the results of the study, it was revealed that 58% (119 respondents) evaluated the control mechanisms of the executive power by the Parliament as positive and effective, and 42% (83 respondents) as ineffective and negative. It is worth noting that the mechanisms of control of the executive power by the Parliament of Georgia were positively evaluated mainly by the representatives of the ruling political force, and 42% (83 respondents) of those who negatively evaluated the control mechanisms of the executive power by the Parliament were 43 percent (36 respondents) who were previously representatives of the ruling political force and today are in the opposition are present. Therefore, it is possible that their evaluations seem to be trending. As it turns out from the analysis of respondents' answers, the current practice of parliamentary control mechanisms is negatively evaluated mainly by former members of the parliament, and the existence of one ruling political force in the parliament with a majority or a constitutional majority is cited as the basis for this.

And among the acting MPs, mainly the representatives of the opposition force give a negative assessment. And the reason for this is the so-called ruling political force. They call it "excessive actions". 77% of respondents (155 respondents) positively and negatively 23% (47 respondents) of the importance of the parliament in the process of distribution of power/power. 16% of the respondents (33 respondents) were able to fully list the mechanisms and tools for the implementation of the control of the activities of the executive authority by the Parliament, while 67% (166 respondents) were unable to list them. 30% of the surveyed respondents (65 respondents) named the ruling political power represented by the constitutional majority as the factors hindering the implementation of control

of the activities of the executive authority by the Parliament, and the relevant weak legal mechanisms were named by 37% (75 respondents) And 33% (62 respondents) were named as having no relevant practices.

Out of the 39 mechanisms and tools of the control of the executive power taken into account by the Parliament by the regulation, 7 mechanisms were named the most effective by 53% of the surveyed respondents (109 respondents), and 15 mechanisms were considered effective by 25% of the surveyed respondents (54 respondents) and 17 mechanisms were named as less effective by 22% of the surveyed respondents (46 respondents). Among the mentioned seven mechanisms, the characterization and evaluation of such fundamental instruments of parliamentary control as: annual report and accounts of the Prime Minister of Georgia, interpellation, minister's hour, questioning of a member of parliament, announcement of an official at the plenary session, declaration of confidence in the government of Georgia were named as the main ones. The respondents to the question - based on their experience, whether it is possible to create other effective mechanisms, 71% of the surveyed respondents (145 respondents) answered negatively and said that the existing mechanisms are sufficient, while 29% (54 respondents) consider it necessary to implement changes, although they could not specify what new We can talk about mechanisms.

Parliament to more effectively use the control mechanisms of the executive power in its hands, 53% of the surveyed respondents (109 respondents) believe that in order to ensure the more effective use of the existing mechanisms, it is necessary to strengthen the relevant political practices in the legislative body. In the body, 29% (60 respondents) believe that the governing political power in the legislative body, which represents the constitutional majority, should not embody the form of party control, they believe that if this current practice is abandoned, it is possible for parliamentary control to actually become a control mechanism of the executive power. 19% (40 respondents) believe that it is necessary to develop relevant more effective legal norms in the form of a law to strengthen parliamentary control, such as the Law on Parliamentary Control, or the Law on State Control, as is the case in many foreign countries.

Thus, as a result of the analysis of the primary scientific information obtained using the in-depth interview method, it can be concluded that the existing mechanisms of control of the executive power by the Parliament are mostly ineffective. There are several reasons for this: First, lower awareness of deputies about the essence of parliamentary control and its mechanisms; The second legal shortcoming is that the Constitution indicates only a few mechanisms of parliamentary control, while the Rules of Procedure of the Parliament contain 39 mechanisms. Although there is a reference to the mandatory use of some of the mentioned mechanisms, there is no legal sanction for non-fulfillment; Thirdly, the governing political power represented by the constitutional majority in the legislative body actually embodies the mechanism of party control over the executive power, and the use of parliamentary control tools and mechanisms in such conditions leaves an impression of a formal nature.

Content analysis of documents.

One of the important methodological methods of the research was the technique of document analysis. The mentioned method is to study the regulations of the Parliament of Georgia, stenographic reports of parliamentary sessions and requested public information, which refer to and reflect parliamentary control procedures, process and specific cases. This helped us to describe the process of using parliamentary mechanisms, practice, practicality of use, frequency, to identify features and to identify problems. The study of the stenographic reports of the parliamentary sessions, the documents reflecting the work of the separate committees showed that the 2019-2022 Parliament's control mechanism. The most effective: Member of Parliament's question; interpellation; Annual Report of the Prime Minister of Georgia; Report of the Prime Minister of Georgia; Announcement of the official at the plenary session; minister's watch; listening to a member of the Government of Georgia and other officials; thematic research; composition of the trust group; Declaration of confidence in the Government of Georgia and others (see table). In order to study the process of evolution and quantitative use of the parliamentary control and mechanisms of the executive power, it is important to study the relevant documents of the parliament by the method of statistical data analysis. Therefore, this last method was also important for the research. The method of observation was also important in the study of the mentioned issue, which helped us to observe the process of using the mechanisms of the legislative body by the Parliament in a real environment.

The observation that we will carry out in 2022 showed that the Parliament used almost all the control mechanisms defined by the regulation during the observation period, although the degree of use may be disputed, which calls into question its effectiveness. Accordingly, if we take into account the requirements of the regulation of the parliament, and the functional purpose of the control of the executive power by the parliamentary body in general, we can say that similar cases of the use of control mechanisms do not give grounds to say that we are dealing with the effective use of parliamentary control mechanisms. The analysis of the research shows that the system of parliamentary control of the executive power has undergone significant evolution over the years - new and improved legal-political mechanisms and instruments of parliamentary control powers have been created. Over the years, the study of the regulations of the Parliament of Georgia has shown that the use of control mechanisms of the executive power by the Parliament has undergone a slight evolution in the period from 2004 to the present. The mechanisms seemed to exist, but neither the legal nor the political lever to control how it was carried out. The research showed that the control mechanisms actually began to exist in 1995, although at that stage the examples of the realization of these mechanisms were so rare that the need to strengthen the functioning of the parliamentary control system was obvious, which continues to this day.

The essential change in this respect at the formal level starts from 2004. The study of the regulations of the parliaments of 2012, 2018 and 2022 showed that the evolution of parliamentary control mechanisms took place with their more detailed description in the regulations. However, it underwent minor changes, namely, such mechanisms as the government clock, the question of the ten-person group and faction of members of the parliament were abolished, and thematic research, interpellation, and the minister's hour were added.

In 2012, due to the change in the governmental vertical in Georgia, following the need to fulfill the conditions of membership in European Union, changes were made in the direction of deepening the parliamentary control mechanisms. In the regulation, the operational control mechanisms were described in more details.

Conclusions and recommendations.

As a result of the research, it was established that despite the importance of parliamentary control and the existence of control implementation mechanisms, the quality of its implementation remains low in Georgia. The constitutional amendments of 2017 and the updated regulations of the country's parliament were an important step in the direction of strengthening parliamentary control in Georgia, which was also significantly reflected in the statistics of the use of specific mechanisms and tools of parliamentary control. The research established that the existence of parliamentary control of the executive power is an established system, although the analysis of the current practice shows that this system is not effective. Nevertheless, the existence of the proper control system creates real objective conditions for the strengthening of the control authority of the government by the Parliament and for the perfection of this institution. In order to strengthen the control functions of the Parliament, it is necessary to adopt the appropriate law "On Parliamentary Control" or on State Control, which will define the subject and boundaries, goals and objectives of parliamentary control, the main forms and methods of its implementation, rights and obligations, guarantees of the subjects of parliamentary control, as well as those persons The circle with respect to which parliamentary control will be provided. Therefore, it is advisable to standardize control tools into a single document, which can be the law on control. The regulation is a detailed statement of more general provisions, where it defines weak legal and political levers in case of not properly implementing parliamentary control. It only describes the functions of the parliament in the given field and the procedures implemented by it. The issue of parliamentary control should be given a separate place in the legislation of Georgia, which will make it possible to separate parliamentary control and supervision as a separate field of activity from the rest of the issues regulated by the regulations of the Parliament. The reasons for weak parliamentary control are systemic and due to problems in both the legislative and executive authorities. The full implementation of the control function assigned to the representative body by the constitution is possible only if each member of the parliament and the government understands the importance of this institution and puts it ahead of narrow party interests.

The research showed that the factors contributing to the effectiveness of parliamentary control are: the presence of several parties (factions, political groups or associations) in the parliament;

favorable democratic environment for parliamentary control over the activities of the executive power by the parliamentary majority (leading party) and the opportunity for the opposition to participate in this process; Participation of the Parliament (leading and opposition parties) in the formation of the Cabinet of Ministers; Existence of a solid legislative base for the implementation of parliamentary control; Existence of a balanced state system of division of branches of government.

Acknowledgments.

This research [grant number #PHDF -22-564] has been supported by Shota Rustaveli National Science Foundation of Georgia (SRNSFG)

REFERENCES

1. Guliashvili b. (2019). The principle of separation of powers and the Constitutional Court, master's thesis.
2. Gurgenzidze V. (2014). Theory and practice of public-political governance (political-legal paradigms). Tbilisi, p. 52.
3. Gogiashvili G. (2014). Comparative constitutional law. Publishing House of Lawyers. Tbilisi. p. 151.
4. Gonashvili V. Eremadze st. Tevdorashvili G. Kakhiani G. Kverenchkhiladze G. Chigladze N. (2016) "Constitutional Law of Georgia", Meridian Publishing House. Tbilisi.
5. Macharadze Z. (2017). Parliamentary control over government activities in the bicameral parliament (connection to the Georgian perspective), dissertation, Tbilisi, https://press.tsu.ge/data/image_db_innova/98-asatvirti.pdf
6. Melkadze O. (1996). State Control: Theory, Practice, Perspective, World Parliamentarism Research Center, Political-Legal Literature Series. Book IV. "Right" publishing house. Tbilisi.
7. Menabde v. Alaverdashvili G. Gerliani T. Jabauri A. Parliamentary control after the reform of the constitution and regulations, Tbilisi, 2020.
8. Constitution of Georgia, see The link - <https://matsne.gov.ge/ka/document/view/30346?publication=36> was last checked on February 6, 2023.
9. Regulations of the Parliament of Georgia, 2012, see the link - <https://matsne.gov.ge/ka/document/view/13528?publication=44> last checked on February 6, 2023.
10. Regulations of the Parliament of Georgia, 2018, see the link - <https://matsne.gov.ge/ka/document/view/1691403?publication=44> last checked on February 6, 2023.
11. Regulations of the Parliament of Georgia, 2012, see the link - <https://matsne.gov.ge/ka/document/view/4401423?publication=38> last checked on February 6, 2023.
12. Sajaya L. Tatanashvili T. gunship c. (2018). Strengthening of parliamentary control in Georgia. <https://transparency.ge/ge/post/saparlamento-kontrolis-gazliereba-sakartveloshi>.
13. Sajaya L. Strengthening Parliamentary Control in Georgia (2018). <https://transparency.ge/ge/post/saparlamento-kontrolis-gazliereba-sakartveloshi>.
14. Kantharia b. (2012). The principles of Western constitutionalism and the legal nature of the form of government in the first Georgian constitution, a dissertation submitted for the academic degree of Doctor of Laws. Tbilisi. see On the link - <file:///F:/Documents/Downloads.pdf>
15. Cuocolo F. (1994). Istituzioni di Diritto Pubblico, ottava edizione, Milan – dott. A.Giuffre editor. p. 311.
16. Lapatukhina E.S.(2009). Parliamentary control as a type of state control No. 7.
17. Chirkin V.E. (1993). Kontrolnaya vlast, Gosudarstvo i pravo № 4. C. 11-12.
18. Denisov C.A. (2002). Formation of the control branch of the state stood up and constructs of corruption, State and law. No. 3.
19. Divaeva T.Yu. (2004).(2004). constitutsionno-pravovoy aspect:. Abstract. Kand Dis. Kazan, C. 13.