

GEORGIA RULE OF LAW
BASELINE SURVEY REPORT

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EXECUTIVE SUMMARY

Purpose

As a data-gathering exercise, the survey has several objectives. One, we want to inform the conduct of the project during its first year and the planning of activities and resource allocations for future years. Second, we want to establish baseline data for project monitoring and assessment of the project's results.

For both objectives, the survey was designed to collect data on the level of legal knowledge held by the general citizenry. In particular, the program intends to address perceived differences between regions and between urban and rural areas as to what citizens know about their legal rights and also to increase the awareness in all regions of some newer, more sophisticated rights.

In addition to legal knowledge, the survey also addresses the expectations that citizens have as to the state's ability to uphold and enforce the rights that are formally written into law. This type of data is primarily meant to inform the conduct of the program. Development practitioners in Georgia sense that the citizenry is cynical about the state's commitment to individual rights, especially if those rights impinge on the interests of people who hold positions of power or authority. The survey provides an opportunity not only to confirm or refute that sense, but more importantly, to better understand where and for what reasons citizens have started or are relatively more willing to start to push for their rights.

Limitations

As those with social science experience will readily admit, the methodology of surveys has inherent limitations, so that no set of survey results can fully address all possible dimensions of any one issue. To name one practical limitation, respondents are willing to take time away from their work and other pursuits for only so long to answer our questions, so we are limited in the range and depth of issues we can cover. There are many interesting questions about the relationships between knowledge of legal rights and citizen's use of legal rights, and the survey results can only provide partial answers. The information from the survey must be combined with the knowledge and experience held by our Georgian partners, in order to maximize its usefulness.

Our questions of knowledge are fairly basic, and any one trained in the law will quickly realize that they only scratch the surface of what is needed to build a rule of law society; even if a respondent answered all of the "test" questions correctly, he or she would not necessarily be able to apply that knowledge to defense of any of those particular rights. This kind of basic knowledge, however, is necessary, although not sufficient, for the general citizenry to possess, if rule of law is to evolve and strengthen over time.

Results

The baseline survey results reveal that citizens have a high degree of knowledge about basic human rights but much less knowledge of rights involving information. As expected, rural residents and residents of particular regions have lower awareness of legal rights in general, although not in every instance. During the coming months, these facts will be put to good use in the efforts to raise public awareness.

From the vantage of program design, the most important finding is that incomplete knowledge of rights is a lesser problem than the expectation that those rights won't be upheld or enforced. While over 90% of survey respondents are aware of a detainee's right to legal counsel, only 25% believe that a majority of detainees actually use the right. While almost 90% of survey respondents know that the law protects them from cruel and unusual punishment at the hands of the police or security forces, almost 50% report that they know someone who was tortured while detained. Less than 20% of survey respondents expect that recently enacted freedom of information legislation will have a significant impact on government functioning within the next 10 years. However, there are some encouraging findings. Although significantly fewer respondents correctly answered questions about the new General

Administrative Code, a surprising number of respondents are willing to use the rights it accords, and some have even done so within the last year. Although the program cannot begin to address the behavior of the police, Task Two activities will help people realize their rights to legal counsel, and Task Three activities will increase the state's ability to provide what we call administrative rights.

INTRODUCTION

An informed society helps promote “rule of law,” as only citizens aware of their legal rights can detect and then address breach of the law by the government or by state office-holders. The extent of rule of law will be reflected in citizens’ experiences of the past and in expectations about how the state will act in the future. Hence, measures of the legal knowledge held by citizens are needed to assess the present status of the rule of law in Georgia and to set a baseline by which to measure future progress. Information about experiences and expectation can help both to gauge the extent that rule of law prevails and also inform efforts to further build rule of law.

At the outset of the USAID-funded Rule of Law program in Georgia, IRIS undertook a baseline survey of public awareness of law in five Georgian cities and surrounding rural villages. Tbilisi, Kutaisi, Telavi, Akhaltsikhe, and Borjomi were selected in part because they reflect cultural, historic, and administrative centers of the larger regions of the country. They were also picked, because, with the exception of Borjomi, they are areas where IRIS and its partners intend to focus their activities. IRIS has no plans for activity in Borjomi during the first two years of the Role of Law program and intends to use that community as a control in measuring progress in the other cities.

This first section of this report provides information on survey methodology and a description of the sample. The remainder of the report provides findings as to:

- Knowledge of Law
- General Expectations about Rule of Law
- Awareness of Administrative Rights
- Awareness of Rights to Information
- Awareness of Human Rights
- Means of Raising Demand for Rule of Law
- Attitudes towards Government Agencies
- Indicators for 2002

SURVEY METHODOLOGY

The baseline survey was conducted by the Institute for Polling and Marketing (IPM) in October 2001 with 35 interviewers and 4 supervisors. IRIS provided IPM with a survey instrument in both English and Georgian. As a check, the instrument was re-translated from Georgian to English by IPM and compared with the original English version. It was also translated and back-translated from Georgian into Russian and Armenian. The survey instrument consists mostly of closed-ended questions and required an average of 33 minutes per interview.

Sample Design

Any survey is only a sample of a population. To ensure that information from the survey accurately represents the population overall rather narrow groups within the population, IRIS and IPM worked to include an appropriate mix of men and women, urban and rural residents, as well as including some ethnic minorities. To ensure that the information gathered is unbiased, respondents were selected randomly rather than by any means of pre-identification. In the language of survey methodology, a multi-stage random sample design was applied.

At the first stage, the number of interviews to be conducted in each of the five areas was determined. Given the relatively large size of Tbilisi’s population, the number of interviews in and around Tbilisi were distributed in proportion to the square root of the estimated number of population aged 18 and over, whereas distribution of interviews in all other areas were done in proportion to the population aged 18 and over. Interviews to be conducted within the city of Tbilisi were distributed in its 10 districts proportionally to the population of each district.

Table 1. Distribution of interviews within the city of Tbilisi

Tbilisi Districts	# of Interviews
Chugureti	25
Gldani	60
Nadzaladevi	65
Samgori	54
Didube	32
Isani	64
Krtsanisi	17
Mtatsminda	18
Saburtalo	44
Vake	37

At the next stage, “sampling points” were chosen within each area. Sampling points include specific villages near to the 5 chosen cities, the 10 districts inside Tbilisi, and the remaining four small cities. The villages were chosen randomly from surrounding areas. Selection of respondents within each sampling point was made by applying a Random Route procedure, which is standard to survey methodology. Three starting points were selected per sampling unit, on different sides, so that they were separated from each other as much as they could be. The first household to be selected was closest to the starting point. If there were alternatives, then the first household on the left-hand corner was chosen. The next household was selected using a pre-determined step size: in rural settlements every fifth household (HH), while in urban settings every tenth household. If in any of the selected HH there was no permanent resident, then the neighbor HH was interviewed.

Within the household, respondents had to be citizens of Georgia aged 18 or more. Generally, the person with the most recent birthday was selected from the household to be interviewed, although the following quotas were also taken into consideration:

1. Gender: Between 41% and 47% respondents were to be male, with the remainder female;
2. Ethnicity: Between 5-10% respondents were to be ethnic minorities;
3. Employment: At least 30% of respondents were to have full-time employment or self-employment outside of the home.

If the desired respondent was not at home, the interviewer had to visit the same household three times. The repeat visit was made on a different day and at a different time.

Quality Control

IPM conducted field control in two stages. At the first stage, about 5% of interviews were conducted in the presence of field supervisors. At the second stage about 15% of interviews were back-checked by using a special control group to visit the interview sites of the next 8-10% of interviews and by calling respondents by telephone (about 5-8% of interviews). It should be noted that telephone control was possible mainly in urban settlements. In this manner, 21-23% of completed interviews were controlled.

ABOUT THE RESULTING SAMPLE

The resulting sample is reasonably representative of the population as a whole, given the regions that were chosen to be included. Out of 1,000 face-to-face interviews, 565 were with women and 435 with men, reflecting information from the Statistical Department of Georgian on gender balance of the total population.

Region and Rural/Urban Distinctions

The following table describes the number of interviews resulting in each geographical location, where the number was chosen as described above so that the sample reflects the relative proportion of the total population living in that location.

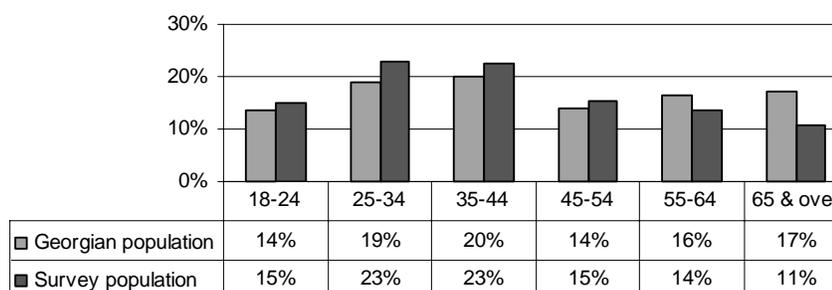
Table 2. Geographical location of interviews

Region	Urban/Rural	# of interviews	Total
Tbilisi	c. Tbilisi	416	490 int. (49% of total)
	Village of (v.) Sartichala	19	
	v. Gachiani	19	
	v. Gamarjveba	18	
	v. Kharajalari	18	
Kutaisi	c. Kutaisi	176	207 int. (21% of total)
	v. Qvitiri	16	
	v. Gumbra	15	
Telavi	c. Telavi	37	124 int. (12% of total)
	Shalauri	18	
	Cinandali	18	
	Naphareuli	17	
	Tetri Tsklebi	17	
	Kondoli	17	
Akhaltzikhe	c. Akhaltsikhe	48	95 int. (9.5% of total)
	v. Patara pamawi	16	
	v. Fersa	16	
	v. Uraveli	15	
Borjomi	c. Borjomi	56	84 int. (8% of total)
	v. Tsagveri	14	
	v. Tkvibisi	14	
Total=1000 interviews (73% urban, 27% rural)			

Age

Survey respondents closely approximate the Georgian population in age with the exception of an under sampling of people over the age of 65. This is likely the result of our sample design, which required at least 30% of the sample be employed. Georgian population figures in the graph below were provided by IPM from the Statistical Department of Georgia with the understanding that no census has been completed in ten years and that many changes in the population have resulted from civil war, the Georgian-Abkhazian conflict and migration. The figures, therefore, represent the Statistical Department's estimates.

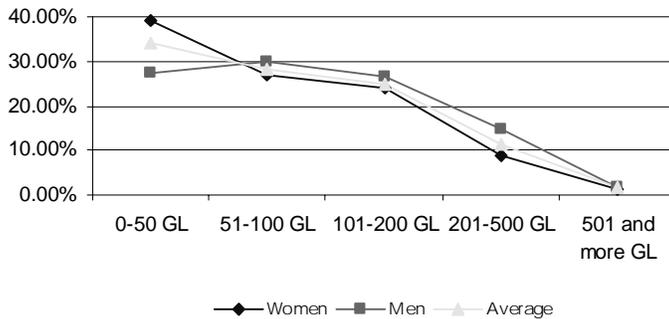
Graph 1. Age: Comparing survey data and "official" data



Income

Women report lower family incomes than men do. In the lowest family income bracket reported by

Graph 2. Income by gender

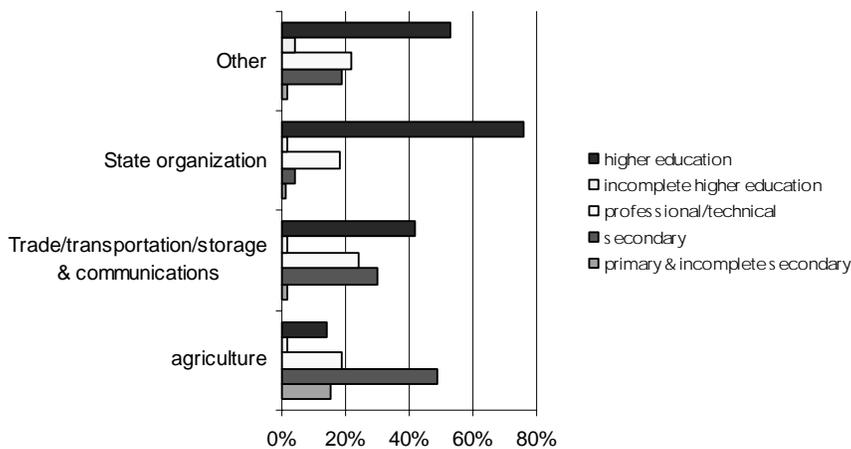


respondents, women report (39%) more often than men (27%) that their family's monthly income is between zero and 50 GL. Women are less likely than men to report family income as being in the upper ranges as seen in the accompanying graph, which shows the average family income compared to the income reported by women and men respondents.

Education

Respondents are well-educated as a whole with little difference between men and women. Many respondents had completed some higher education (43%) and another 21% have professional or technical degrees. Almost a quarter of the respondents had completed a secondary education, while 4% had completed only primary education. Of those 8% of respondents who had not completed a higher education, but who had taken some university courses, 7% were women and 10% men.

Graph 3. Respondents' Education by Work Sector



The most educated respondents are least likely to work in agriculture, where the majority of respondents with only primary and secondary education are likely to work. Respondents with professional/technical degrees work in all sectors.

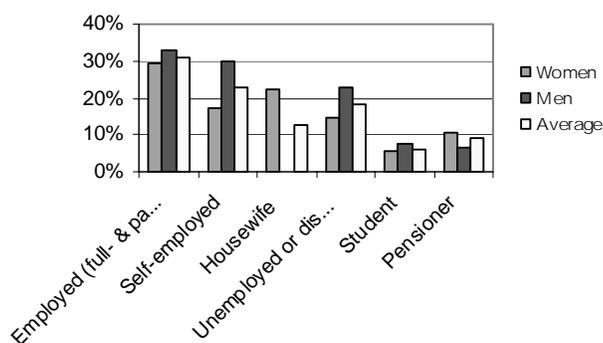
With regard to respondents work status in comparison

with education, employed respondents have mostly completed higher education degrees (69%). The unemployed, however, also frequently have such degrees (48%), though another 21% of them have professional-technical degrees. Nearly a quarter of self-employed respondents report having completed higher education (23%) and another 21% of them have profession-technical degrees. The largest single percentage of self-employed respondents has completed secondary education (43%). Housewives have an interesting education background. One-third of them have university degrees, another third have profession-technical degrees, and nearly a third (30%) have completed secondary education. Pensioners look very much the same as housewives, except fewer have completed professional-technical degrees and more of them have only primary education.

Work Status and Work Sector

A third of respondents reported being employed outside the home, while 23% were self-employed and 12.5% were housewives. Nearly 20% reported being unemployed, 9% were pensioners and 6% were students. None of the “housewives” were men. A larger percentage of men were unemployed than of women.¹

Graph 4. Gender and Work Status



Respondents reported the sector in which they work, with the exceptions of housewives, the unemployed, the disabled, students, and pensioners. This group of exceptions makes up the single largest sector, accounting for 46% of the respondents. Where sector is addressed, this group is referred to as “not employed.” Other sectors were aggregated for reporting purposes based on early reviews of the data. The categorizations include: 1) agriculture, 2) state organizations, 3) trade, transportation, and communication, 4) other,² and 5) the “not employed”.

Table 3. Respondents’ work sector

Work Sector	Respondents
Agriculture	14%
Trade/transportation/communications	10%
State organization	20%
Other	11%
Not employed (e.g., housewives, pensioners, etc)	46%

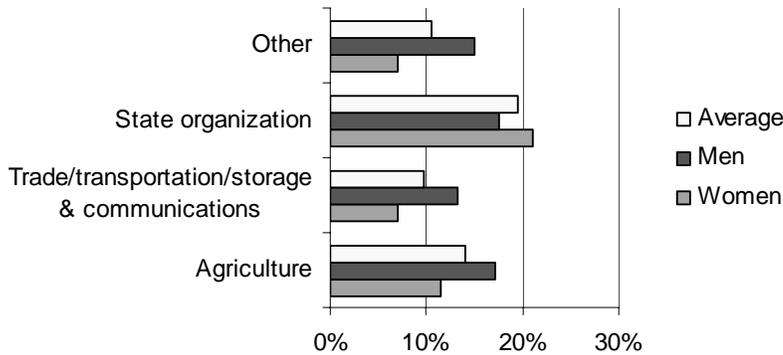
In most of the regions, the respondents clustered around the overall average for each sector, except in three instances. In Kutaisi, 61% of the respondents fall into the “not employed” category because a large number are housewives and pensioners, leaving too few in the categories of employed or self-employed to be representative. The other two instances related to respondents in Akhaltsikhe and Borjomi, where a much higher percentage than average report working for a state organization. Efforts will be made to ensure a more representative sample within the regions is selected for the first year-end survey next September/October.

¹ Before creating categories of education, work status and work sector, we tested how the different respondent groups performed on the knowledge of legal rights questions. Groups were combined based on logical reasoning if there were no discernible differences among responses to these questions. For example, we combined respondents who completed primary school with those who had not completed secondary school. We did not combine those who had started but not completed higher education with any other group as they did not “match” any other respondent group on the knowledge of law questions. For the same reason, we did not combine self-employed with otherwise employed. We did, however, combine unemployed with the handful of disabled respondents.

² Other aggregates the following (# of respondents in each): Mining/quarrying (8); processing industry (3); electricity, gas, water (11); construction (4); finance, insurance, building rental business, land, and service company (35); community, social, and individual (31), others specified by respondent (13) for a total of 105.

Of those respondents who are employed, the largest percentage, 19.5%, work at a state organization. Another 14% work in agriculture. Women in the sample more often work for the state, while men are more likely to work in all other sectors.

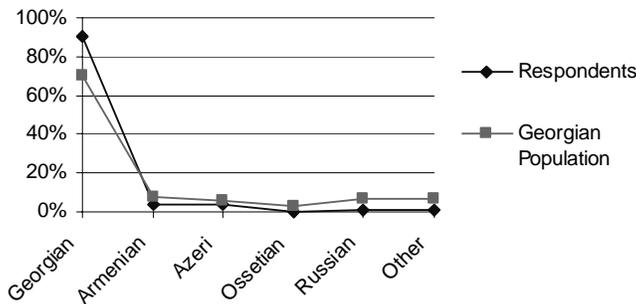
Graph 5. Gender and Work Sector



Ethnicity

The survey design required that the sample include 5-10% of the interviews with ethnic minorities. The resulting sample includes 9.3% ethnic minorities as follows: Armenians (4.2%), Azeris (3.7%), others (1.4%). These “others” include 3 Russians, 5 Ossetians and one of each of the following: Moldavian, Ukrainian, Greek, Polish, Jewish, and Kurd. The graph below illustrates the survey sample vis-à-vis the estimated ethnic makeup of Georgia.³

Graph 6. Ethnicity: Comparing survey data and “official” data



As suggested by the graph to the side, the resulting survey sample is not adequately representative of ethnic groups based on the publicly-available estimates of ethnic minorities in Georgia. In the first annual follow-up survey, efforts will be made to increase the number of ethnic

minorities interviewed. Greater effort will also be made to ensure that ethnic minorities are interviewed equally across the regions and cities where the interviews are conducted. All of the Azeris, half of the Armenians and others in this sample reside in the Tbilisi and surrounding villages.

Relationship between Sample Categorizations and Rule of Law Program

As the previous paragraphs demonstrate, the sample can be disaggregated by various categorizations, such as age, educational background, monthly family income, sector of employment, etc. For the purpose of informing the Rule of Law program, the most important categorizations are the regional and the rural/urban. For the remainder of this report, therefore we will focus on regional and rural/urban distinctions and only occasionally remark on other categorizations. The other categorizations may be useful in the future for a more detailed sociological analysis of the evolution of “rule of law” in this particular post-Soviet state.

³ Georgian ethnic breakdown was the same on the State Department’s website (information from 1998) http://www.state.gov/www/background_notes/georgia_9811_bgn.html and from a popular information website (<http://www.infoplease.com/ipa/A0855617.html>).

Lessons Learned For Future Survey Implementation

This section can be skipped by readers who are mostly interested in the substantive results. The section describes issues and problems IPM faced during implementation of the survey in its various stages.

Interviews (Attitudes, Conduct, Refusals)

A positive attitude of the respondents towards the survey topic was noted by all interviewers. In a few cases, the name of the survey, “Rule of Law”, caused respondents to initially refuse participation in the survey, but after additional explanation respondents consented to be interviewed and showed high interest towards the survey topic. In general, the majority of survey respondents seemed deeply involved in the interview and answered all questions carefully and exhaustively.

A language barrier was sometimes apparent. For example, in the village Yarajalari where a majority of the population is Azeri, there were cases when respondents knew neither Georgian nor Russian, and it was impossible to conduct an interview. However, there also were cases during the survey when respondent was not Georgian (e.g. Armenian), but he/she preferred to be interviewed in Georgian.

Approximately 40 cases of non-response were registered in total during the field-work. The refusals mainly were caused by unwillingness to participate in any study or by language barrier. For the remaining cases when the interview was not conducted in the chosen household, the reasons were:

- nobody seemed to live there
- nobody was at home
- respondent was not at home
- Suitable (according to the sample targets) respondent was not found

Survey sample

During the field work, the number of households in the village Muganlo (randomly selected for the survey) was very few and it was impossible to conduct the 19 planned interviews by applying Random Route Procedure (due to the step size). Consequently, the village Muganlo was exchanged for the village Gachiani.

Another difficulty was finding suitable respondents, especially in some villages, where men left their homes for business from early morning till the evening or even for some days.

Survey instrument

As mentioned previously, the average duration of the interview was 33 minutes, but there were cases when interview lasted as long as 49 minutes. According to the interviewers, large numbers of respondents had difficulties in understanding some questions: they read the questions and cards several times, and in some cases the interviewer need to make additional verbal explanations. One possible conclusion is that the questionnaire required the respondent to be well educated – according to the interviewers' observations, respondents with low levels of education could hardly understand the questions, their answers often were “do not know”, and they needed a long time to complete the interview.⁴ Due to the interviewers' efforts, no questions were left unanswered. According to the interviewers, there were a number of cases when the respondent either refused or was unable to read the show-cards.

⁴ Such problems were not revealed in the pre-test. This fact may be explained by the fact that the pre-test was conducted in Tbilisi (in the capital city, people are more educated than population of rural areas), and all the respondents of the pre-test were either with High/incomplete high Education or at least with Professional-Technical Education.

In general, reasons for the long duration of interviews and not reading the show-cards were as follows:

- Low level of education
- poor eyesight (especially in elderly people)
- language barrier (e.g. Azeri respondents understood spoken Russian, but were unable to read the cards)

Based on interviewers' reports, some questions were more frequently problem-laden than others.

Table 4. Problem-related questions

Questions	Problems
Q5, Q6, Q7, Q8, Q9, Q61 and Q62	<ul style="list-style-type: none"> • Poor awareness of activities of specific government agencies/offices caused respondents' inability to name them. • There were cases when respondent could not distinguish between government agencies/offices and non-government organizations
Q47	The difficulty in answering the question was related with its sentence structure ("Would your answers change ...").
Q54, Q55	Respondents had difficulties in answering these questions because there was not specified government agency/office owning the "personal information". According to the respondents, the answer on this question could vary according to the organization owning the information.
Q56, Q57	Respondents had difficulties in understanding the questions.
"Freedom of Information" and Q60	Difficulties in understanding

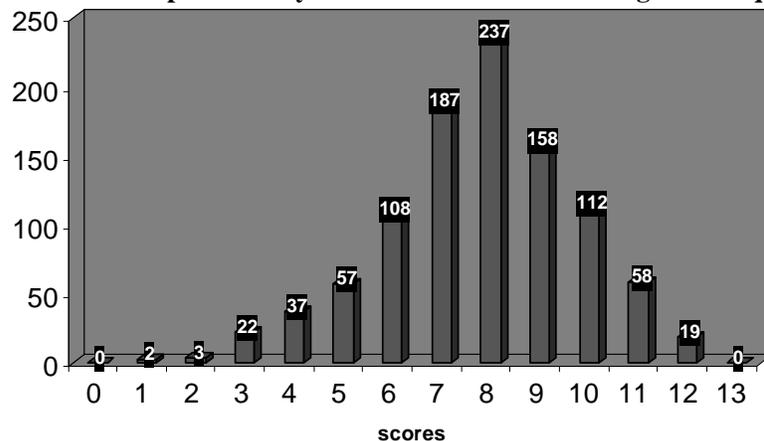
KNOWLEDGE OF LAW

Thirteen questions on the baseline survey test respondents' understanding of various fundamental rights as accorded by the current law of Georgia. The questions are not legally sophisticated and require only a basic understanding of the law. We are interested in both the answers to individual questions about different rights and aggregated measures of legal knowledge.

One aggregate measure of citizens' legal knowledge can be computed as the average number of correct responses out of the thirteen questions. For this baseline survey, the average result was almost eight (7.8) questions correct out of the thirteen. Urban residents did slightly better with an average of 8 correct, whereas rural residents scored 7.2 correct. An alternative computation is the number of respondents who answered more than half of the questions correctly. For the sample as a whole, 77% answered seven or more correctly. There was little discernible difference between men (78%) and women (76%). Regional differences, however, are noticeable. Residents of Kutaisi (89%) and Tbilisi (86%) ranked highest, followed by Borjomi (74%), Akhaltsikhe (57%), and Telavi (41%).

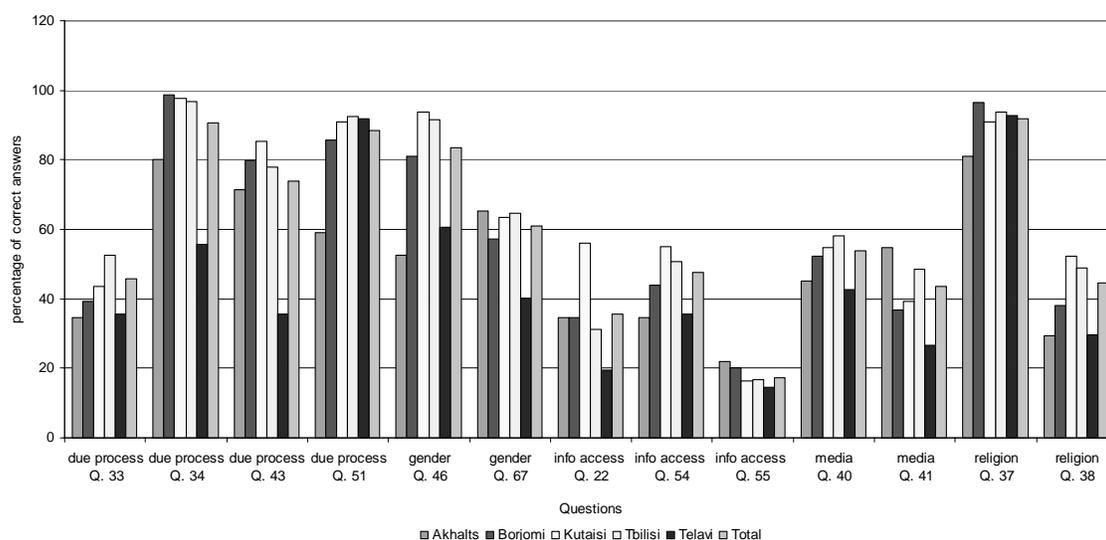
The following graph illustrates that a majority of the sample answered more than half of the legal knowledge questions correctly.

Graph 7. Number of respondents by number of correct knowledge of law questions



Answers to each of the thirteen questions are also useful to examine. Below Graph 8 shows percentages of correct scores by question for each of the five regions. The subsequent table provides the text of each question as well as the numeric scores by region.

Graph 8. Knowledge of Law by Region



Graph 8 illustrates that generally the regions score similarly on the different specific points of legal knowledge. Even so, it can be also be seen on the graph that the residents of Telavi consistently, although not always, earn the lowest percentage of correct answers. Residents of Akhaltsikhe also have relatively low scores for several of the questions. This same fact can be gleaned from the more detailed information presented in the next table, where the average correct across all respondents is reported in the last column. Regions with the highest percentage compared to the average are in bold for each question; regions with the lowest percentage are shaded.

The question that most people found difficult concerned the government’s ability to give personal information to other people or organizations. The correct answer “It depends on the circumstance” is more difficult than “yes” or “no” response categories, but the response categories were known to the respondents. The most well-known legal rights concern the right to choose religious beliefs and detainees’ rights to a lawyer and not to be beaten or tortured.

In interpreting the survey results for the individual legal knowledge questions, it is useful to consider explanations for why some questions score relatively high or low. The graph above shows that over 70% of respondents correctly answered five specific questions. Three of these are “due process” questions about basic human rights that have been widely heralded since the beginning of the transition, even in advance of the 1995 Constitution. The one “due process” question where fewer than 50% answer correctly concerns a relatively finer legal distinction about what police are allowed to demand from a citizen, so the lower score is not surprising. Similarly, the scores for “info access” are also all below 50% correct. These rights were only codified in 1999 and also reflect less basic, more sophisticated legal concepts. Of the two media questions, one just barely exceeds 50%. The media rights directly impact on only a narrow portion of the general population, so that the people we surveyed have not perceived compelling reason to consider these rights. There are two questions about religion, with one scoring above 90% correct and the other below 50% correct. Whereas the communist regime had sought to eradicate religion, since transition Georgian citizens have relished the idea that they can choose their religious beliefs freely. However, a recent court case went against the rights of a particular denomination, demonstrating to many observers that “the law” does not treat all equally.

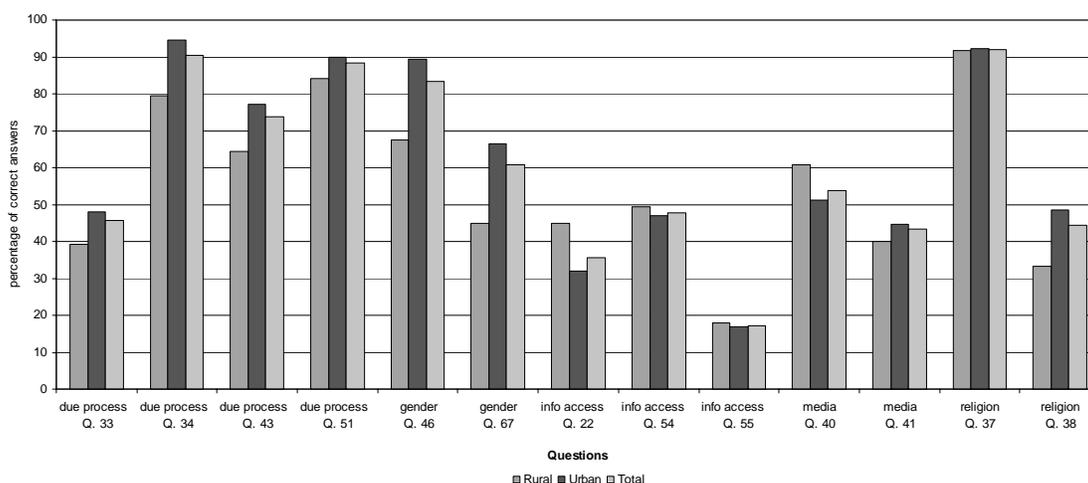
Table 5. Knowledge of law by region

Percent respondents within each region answering correctly	Akhaltikhe N=95	Borjomi N=84	Kutaisi N=207	Tbilisi N=490	Telavi N=124	Average Correct across all Respondents N=1000
Q22. Under the law, do you have a right to attend an open session of collegial government agency such as a local government council? A: Yes, everyone can attend an open session of collegial government agencies.	35%	35%	56%	31%	19%	35.5%
Q33. Do you think the police have the right to make these kind of demands (inspect contents of vehicle, demand occupant prove ownership)? A: No	35%	39%	43%	52%	35%	46%
Q34. When the police detain a person, does the person have a legal right to help from a lawyer while detained? A: Yes	80%	99%	98%	97%	56%	90.5%
Q37. Who has the legal right to decide your religious beliefs, you or the state? A: Myself	81%	96%	91%	94%	93%	92%
Q38. Do you think that follower of different religions are protected equally by the law in Georgia? A: Yes	29%	38%	52%	49%	30%	44.5%
Q40. Do you think that TV and newspapers can legally broadcast and publish any news they learn? A: Yes	45%	52%	55%	58%	43%	54%
Q41. Do you know if journalists are required by law to explain how they got the information they report – that is, if it came from a particular person, do they have to report from whom? A: No	55%	37%	39%	49%	27%	43.5%
Q43. Do you, as a witness, have a legal right to have a lawyer’s help? A: Yes	72%	80%	86%	78%	35%	74%

Percent respondents within each region answering correctly	Akhaltzikhe N=95	Borjomi N=84	Kutaisi N=207	Tbilisi N=490	Telavi N=124	Average Correct across all Respondents N=1000
Q46. Do you think that the wife has any legal rights to protection from physical violence used by her husband? A: Yes	53%	87%	94%	91%	60%	83.5%
Q51. Do you think that the police have the right to torture or beat a detained person in any circumstance? A: No	59%	86%	91%	92%	92%	88%
Q54. If a government agency has information in its files and records about you, we call that “personal information.” Is it true that the law of Georgia allows you to obtain from government agencies information they have in files specifically about yourself? A: Yes	35%	44%	55%	51%	35%	48%
Q55. Is it a fact that the law of Georgia allows government agencies to give personal information about you to other people or organizations? A: It depends on the circumstance.	22%	20%	16%	17%	15%	17%
Q67. Do you think that the law on inheritance gives equal rights to sisters and brothers? A: Yes	65%	57%	63%	65%	40%	61%

The following graph shows that for the majority of questions, urban residents score higher than rural residents on the knowledge of law questions.

Graph 9. Knowledge of law by urban/rural



Like the previous table, below scores are provided for individual questions, and low percentages compared to the average are shaded.

Table 6. Knowledge of law by urban/rural

Percent respondents within each area answering correctly	Urban n=733	Rural N=267	Average Correct across all Respondents N=1000
Q22. Under the law, do you have a right to attend an open session of collegial government agency such as a local government council? A: Yes, everyone can attend an open session of collegial government agencies.	32%	45%	35.5%
Q33. Do you think the police have the right to make these kind of demands (inspect contents of vehicle, demand occupant prove ownership)? A: No	48%	39%	46%
Q34. When the police detain a person, does the person have a legal right to help from a lawyer while detained? A: Yes	95%	79%	90.5%
Q37. Who has the legal right to decide your religious beliefs, you or the state? A: Myself	92%	92%	92%
Q38. Do you think that follower of different religions are protected equally by the law in Georgia? A: Yes	49%	33%	44.5%
Q40. Do you think that TV and newspapers can legally broadcast and publish any news they learn? A: Yes	51%	61%	54%
Q41. Do you know if journalists are required by law to explain how they got the information they report – that is, if it came from a particular person, do they have to report from whom? A: No	45%	40%	43.5%

Percent respondents within each area answering correctly	Urban n=733	Rural N=267	Average Correct across all Respondents N=1000
Q43. Do you, as a witness, have a legal right to have a lawyer's help? A: Yes	77%	64%	74%
Q46. Do you think that the wife has any legal rights to protection from physical violence used by her husband? A: Yes	89%	67%	83.5%
Q51. Do you think that the police have the right to torture or beat a detained person in any circumstance? A: No	90%	84%	88%
Q54. If a government agency has information in its files and records about you, we call that "personal information." Is it true that the law of Georgia allows you to obtain from government agencies information they have in files specifically about yourself? A: Yes	47%	49%	48%
Q55. Is it a fact that the law of Georgia allows government agencies to give personal information about you to other people or organizations? A: It depends on the circumstance.	17%	18%	17%
Q67. Do you think that the law on inheritance gives equal rights to sisters and brothers? A: Yes	67%	45%	61%

For some issues, we asked if the respondent had experience with a particular legal right, and we looked for correlation between experience and knowledge. Nearly half of all respondents (44%) know someone who has been beaten or tortured by public authorities while detained. Of those respondents, 90% know that the police do not have the right to torture or beat detainees (question 51). On average, 88% of respondents answered this question correctly, while 87% of respondents who do not know anyone who was beaten or tortured answered correctly. Experience or knowledge of someone who has been beaten or tortured while in custody is not relevant to knowledge of the legal right that as a detainee one should not suffer beatings or torture. In contrast, of the 197 respondents who attended a collegial government agency session, 54% answered the knowledge question (question 22) correctly, compared to 31% of the 803 respondents who have never attended a session and who answered the question correctly. The correlation between those who attended a collegial government agency session and responded to the knowledge question correctly is positive and highly significant (correlation coefficient 0.195).

A majority of the respondents (63%) have been stopped by the police or security forces while traveling within Georgia. Of those people, 51% of them knew that the police do not have the right to demand to inspect the contents of the vehicle or to prove ownership of the vehicle's contents (question 33). The correlation was highly significant and positive, but not very strong (0.135). Only 37% of those who did not have experience being stopped answered the knowledge question correctly. In contrast, there was no difference among those with the same experience of being stopped while traveling and correct responses about having the right to a lawyer while detained by the police (question 34).

We will return to discussing the different legal rights in subsequent sections. Next, however, we turn to a more general perspective on the overall rule of law.

GENERAL EXPECTATIONS ABOUT RULE OF LAW

In addition to legal knowledge, we are also interested in gauging citizens’ attitudes and expectations about the state, about the legal system, and the degree to which the legal system effectively constrains state officials’ ability to abuse their power. The first four questions considered here are general in nature, without reference to specific laws or agencies of the state. If people think that the overall legal system is bad, they may perceive less reason to pay attention to their specific legal rights. Although primarily the survey results suggest that the public thinks poorly of the legal system, there are some small encouraging signs of the development of the rule of law. After presenting these results, we consider three questions that ask respondents to consider two different agencies and to what extent those agencies are expected to uphold the law and constrain abuse of power. As with the general questions, the results for these more specific questions suggest that the development of the rule of law has reached only a beginning stage in Georgia.

Equality before the law is an essential component of rule of law. Question 1 asks if respondents believe that people should have equal rights under the law, regardless of position – a state official should be treated the same as an ordinary citizen. Question 2 asks if such equal rights are applied at the present time. Although the overwhelming majority of respondents (91.5%) agree that people should have equal rights, an even larger majority (95.2%) believe that some people have special privileges because of their position.

Here, we repeat the wording of Question 3 and list the percentages of respondents who chose a particular response:

Table 7. Question 3: functioning of legal system

Do you think that overall the law and the legal system function:	Aggregate %	Combined %
Very effectively	1.3	24%
Somewhat effectively	22.7	
Somewhat ineffectively	22.8	23%
Very ineffectively	50.9	53%
Don’t know	2.3	

Considering both “very effective” and “somewhat effective” answers together, the percentage of respondents who expressed a positive opinion is 24%. Considering the “very ineffective” and “somewhat ineffective” answers together, negative opinions account for 73.7% of the sample.

Relatively more respondents in Akhaltsikhe gave positive assessments (35.8%) or answered “don’t know” (10.5%). Kutaisi had the second highest percentage of positive assessments (28%), followed by Telavi (24.4%), with Tbilisi (20.6%) and Borjomi (20.2%) almost tied for lowest percentage of positive assessments. A larger percentage of rural respondents give positive answers (29.6%). Review of other categorizations yields one interesting detail; the percentage of respondents giving a positive assessment for question 3 decreases with age, falling from 29% for the youngest group to 17% for the oldest.

Whereas Question 3 was fairly abstract, Question 4 frames the issue in a more tangible way and asks how the legal system has an impact on the welfare of the respondent. As before, percentages for each option from the whole sample are listed alongside.

Table 8. Question 4: Opinion of legal system

Is the overall legal system in Georgia:	Aggregate %	Combined %
1. very beneficial to you and your family - helps you in your business, employment, dealings with other people	2.1	21.1
2. somewhat beneficial to your and your family	19.0	
3. irrelevant to you and your family	62.2	62.2
4. somewhat problematic for you and your family	12.0	16.6
5. very problematic for you and your family	4.6	

Although the sum of positive answers (21.1%) outweighs the sum of negative answers (16.6%), the more important finding is that the majority of respondents consider the legal system as irrelevant. Rule of law could be worse, if more people were harmed by the legal system, but there is still much room for improvement.

As with question 3, rural residents gave the higher percentage of positive answers (28.1%), and the percentage of positive assessments decreases with age, although there is a slight upturn for the oldest category. We also noted that respondents working in the state sector gave the highest percentage of positive answers (27.7%), followed closely by respondents working in agriculture (26.4%).

Similar to question 3, respondents in Akhaltsikhe gave the highest percentage of positive answers (35.8%) and the smallest percentage of “irrelevant” answers (47.4%). Respondents in Telavi gave the second highest percentage of positive answers (30.7%), the smallest percentage of “somewhat problematic” (5.7%), and zero “very problematic” answers. Unlike question 3, respondents in Kutaisi gave the smallest percentage of positive answers (16.4%) and the largest percentage of negative answers (22%).

We asked two other questions to test if people perceive different enforcement agencies of the government as holding high-level officials to the law. Questions 48 and 49 ask respondents if they expect that a relative of a high-ranking official would be treated differently than their own relatives when charged with a crime, with the difference between the two questions being only the specific government agency, the police or the courts. Ideally, respondents would answer “the same”. We can infer that the status of rule of law diminishes as more respondents say that their own relatives would be treated worse than relatives of those in power.

Table 9. Questions 48 & 49: differing treatment by police and courts

Possible Answer – respondent’s relative compared to official’s relative	Q. 48 expected treatment from the police	Q. 49 expected treatment from the courts
Much better	1.2%	1.2%
Somewhat better	0.5%	2.7%
The same	6.1%	11.4%
Somewhat worse	44.2%	43.0%
Much worse	48.0%	41.6%

The high proportion of “worse” answers for question 48 and 49 corresponds to the high proportion of respondents who said for question 2 that some people have special privileges because of their positions. The courts compare favorably in the survey results to the police, but only by a small amount. For both questions, the majority of respondents believe that those in power would receive better treatment than people like themselves.

For question 48, respondents from Telavi gave the largest percentage of “the same” answers (15.3%), followed by respondents from Akhaltsikhe (11.6%). For question 49, again a relatively large percentage of Telavi respondents chose “the same” (25.8%), followed by Akhaltsikhe (12.6%) and

Tbilisi (11.6%). For question 49, Kutaisi had the largest relative share of “worse” answers (94.7%), even more so for the “much worse” category (47.3%).

For question 48, slightly less than 15% (14.6%) of rural respondents expect to be treated the same, compared to only 3.0% of urban respondents. Of the 17 “better” responses, 15 came from urban residents. For question 49, a relatively large percentage of rural respondents chose “the same” answer, 21.7% compared to 7.6% of urban respondents. Thirty-six of the 39 “better” responses came from urban respondents.

One more question focused specifically on the courts and their contribution to the rule of law.

Table 10. Question 57: improvement of court to uphold individual rights

Based on your own experiences or those of close family members, do you think that the willingness of the courts to uphold individual rights over interests of the state has improved during the last year?	
significantly	1.7%
very much	2.2%
somewhat	12.9%
a little	12.6%
not at all	31.5%
have not such experience	26.8%

Combining “don’t know” and “not applicable” responses with “have not such experience” answers, we find 39.1% of all respondents said they could not answer this question. The next most popular choice was “not at all” with 31.5% of all respondents. Hence, 29.4% chose one of the “improved” answers, primarily “a little” (12.6%) and “somewhat” (12.9%).

Among the different regions, Kutaisi had the largest proportion of “not at all” improved, while Akhaltsikhe had the highest proportion of “improved” answers. A relatively high proportion of Telavi residents said they had not had experience with the courts and therefore could not assess any change in the willingness to defend individual rights. Rural residents were more positive than urban residents.

AWARENESS OF ADMINISTRATIVE RIGHTS

Task Three in the IRIS Workplan (year 1) focuses on improving the state’s implementation of the General Administrative Code. Also, parts of Task One aim to directly increase the public’s awareness of rights under the General Administrative Code. While Task Three increases the supply of “administrative rights,” Task One should increase the demand, and hopefully, the outcome will be an increased realization of those rights. We intend to use the following questions to track these changes over time.

Questions 10 and 13 ask respondents to think about how they would handle application for a permit or documentation, first to an agency that is performing well and second to an agency that is performing poorly. Ideally, respondents would feel confident enough in an agency to be able to accomplish the application by themselves, without help from others. Bribing or taking the informal route and ignoring the requirement for such a permit or documentation are the worst possible answers from the perspective of rule of law, followed by utilizing a friend inside the agency. We also asked respondents about experiences they had with this type of interaction with the government.

Table 11. Questions 10 & 13: Respondents' actions with government agencies

Imagine that you should go to one of the government agencies you think is performing relatively (well/poorly) and apply for a permit or some documentation or a service. You have never applied for this before. Would you:	Agency performing well	Agency performing poorly
1. Find someone you know outside the government	11.9	12.5
2. Find a friend inside the agency	32.9	35.6
3. Bribe	5.7	11.1
4. By yourself	36.0	22.9
5. Pay a lawyer/consultant	6.9	8.5
6. Go informal	3.9	5.7
99. Don't know	2.7	3.7

The most popular answer for question 10 is the ideal, with over one third of respondents choosing the “do it yourself” response. Do it yourself was highly favored in Kutaisi and Borjomi, but selected by a smaller percentage of Telavi residents. Respondents in Telavi chose relatively more often than other regions to find a friend inside the agency or someone outside with relevant experience. Nobody in Telavi would hire a lawyer or a consultant. Bribing was almost equal across regions. In contrast, informality was chosen by 11.9% of Borjomi residents, but only 1.9% of Kutaisi residents.

Rural residents more often chose to find a friend inside the agency or someone with experience and less often to do it themselves, compared with urban residents. Bribing received almost the same proportions of rural and urban residents. Interestingly, self-employed people had the smallest percentage among the work status categories of “do it yourself” answers, and relatively more chose to find a friend inside government or pay a bribe. A larger percentage of men, 8.5%, chose bribing, compared to only 3.5% of women.

Overall, 28.8% of the sample reported having made such an application in the last year to a better-performing agency, as described in question 10. Larger percentages had this experience in Borjomi and Telavi, especially as compared to Tbilisi, while there was no difference between the rural and urban residents. Of the people with this particular experience, 66.3% considered themselves successful in their endeavor, and an additional 14.9% considered themselves at least partially successful. Hence, 18.7% were unsuccessful. Three of four Telavi respondents were successful, in contrast to Borjomi, where only 56.3%, were successful. Rural respondents were more successful than urban respondents. Of the oldest age bracket with experience 28.6% said they were unsuccessful.

Compared to question 10, where the respondent is instructed to consider a government agency that is performing relatively well, aggregate answers to question 13 decrease in the percentage of respondents who would try to apply by themselves and increase in the percentage of respondents who would offer a bribe, ask a friend inside the agency to help, go informal, hire a lawyer, and ask someone who had experience, in descending order of occurrence. Only 15.4% of the sample reports applying to a poorly-performing agency, compared to 28.8% for the better performing agency. A larger percentage of respondents with experience report that they were unsuccessful in their application to a poorly performing agency: 30.5% (question 15) compared to 18.7% (question 12).

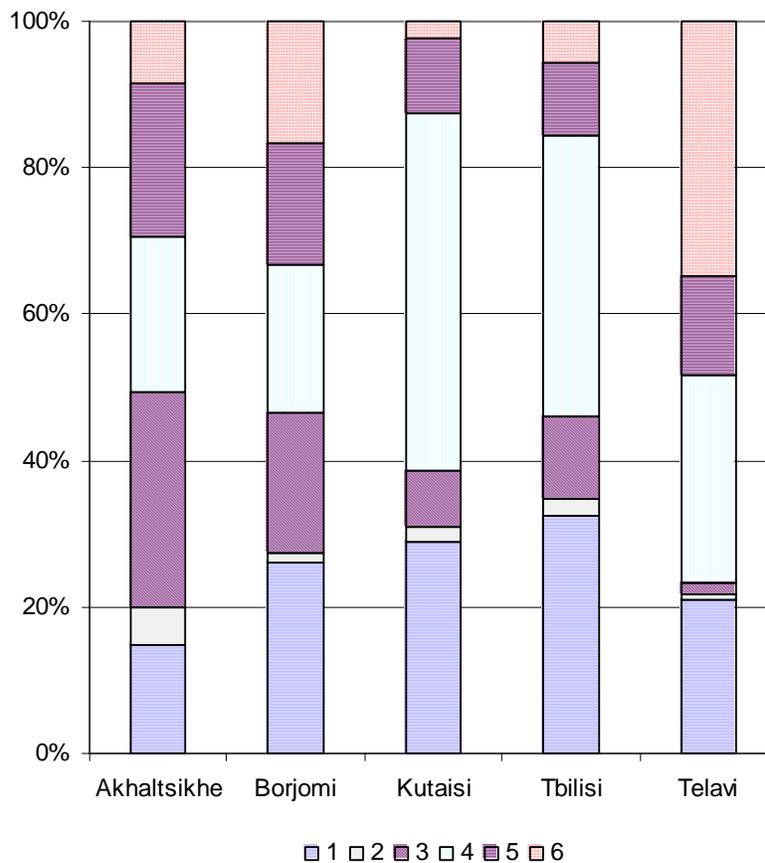
One important feature of the new administrative code is the right to appeal a decision, such as denial of a requested permit. We asked a question to assess how ready citizens are to use this particular right.

Q. 19. Imagine that you have applied for a permit from a government agency, and a low level official has told you that you cannot have the permit. You think he/she is mistaken. Which of the following options would you use to have this decision changed?

- | | |
|--|------|
| 1. Have your complaint heard by a higher level official at that same agency. | 28.1 |
| 2. Have your complaint heard by the president or by the parliament. | 2.2 |
| 3. Have your complaint heard by the court. | 11.8 |
| 4. Find a friend who will help you. | 36.0 |
| 5. Simply accept the decision of the low-level official. | 12.0 |
| 6. Don't know. | 9.8 |

The fact that the most popular response was “find a friend” tells us that personal connections are more important than standardized procedures. However, the fact that the next most popular choice was having complaints heard by higher level officials at the same agency bodes more positively for development of the rule of law. Slightly more people chose to accept the decision rather than challenge it in court, which suggests that courts are perceived as not helpful.

Graph 10. Government agency decision by region



Graph 10 shows differences in proposition of population that choose among the different response categories for Question 19 about what one would do should a low level official at a government agency deny one a permit. Option 1 above is “Have my complaint heard by a higher level official at that same agency.” Option 3 is to have the complaint heard in court. The graph above shows a vast difference among the regions in selecting this response where residents of Akhaltzikhe and Borjomi far more often select this response than do resident of Telavi.

Response category 4 represents “find a friend who will help me.” This is the least satisfactory response with regard to the development of rule of law, and yet, as the graph clearly depicts, many

respondents, especially in Kutaisi and Tbilisi selected this option. A considerably smaller percentage of rural respondents would ask a friend to intervene; relatively larger percentages would accept the decision or did not know.

Only 12.7% of the sample had experienced a denied permit within the last year. Of the people who had this experience, 46.5% had the low level official’s decision overturned via an unspecified means, and 18.9% were partly satisfied. Hence, 34.6% were unsuccessful. A relatively large percentage of Kutaisi residents were successful, whereas a relatively large percentage of Akhaltsikhe and Borjomi were unsuccessful. Urban residents were successful more often than rural residents.

AWARENESS OF RIGHTS TO INFORMATION

Both practically and philosophically, the flow of information between citizens and governments crucially determines the course of events in democratic societies. We used the survey to assess some basic characteristics of the present informational flow in Georgia: general awareness of recent legal reforms regarding access to information; expectations about the government’s willingness to implement and uphold the reforms; opinions about means of information transmission; and knowledge of specific legal rights pertaining to access and privacy. This section describes the results of these questions.

One of the knowledge of law questions asked about citizen rights to information involved attendance at a collegial government agency session. The question and aggregate responses are in the table below.

Table 12. Question 22: Collegial government agency session

Under the law, do you have a right to attend an open session of collegial government agency such as a local government council?	
Yes, everyone can attend.	35.5
Maybe, if invited.	24.1
No, only journalists.	8.5
No, only invited journalists.	11.2
Don’t know.	20.7

The correct response is yes, everyone has the right to attend an open session of a collegial government agency. The largest percentage of correct answers, 56%, came from residents of Kutaisi. The smallest, 19.4%, came from Telavi, which also had the largest percentage of “don’t know” responses (43%). Surprisingly, a larger percentage of rural residents answered correctly.

Question 23 asked if the respondent had ever attended a session of a collegial government agency, and 19.7% of the sample responded yes. Nearly one of two Akhaltsikhe residents (45%) reported attendance, followed by 32% of Borjomi residents, compared to only 14% of Tbilisi residents. Less dramatically, 28% of rural residents reported attendance, compared to 17% of urban residents.

Question 24 asked respondents about their preferred way of gathering information about the outcome of closed sessions. Options and corresponding percentages of the sample were:

Table 13. Question 24: Closed collegial government agency session

Ask questions of someone I know who was at the session.	39.4%
Ask questions of a government official from the government agency.	8.0%
Obtain a written summary from the government agency.	4.8%
Learn about the session from the media.	40.0%
Don’t know	7.8%

A relatively large percentage of Akhaltsikhe residents chose personal contacts over the media. In Telavi, a considerably smaller percentage chose personal contacts, and a relatively large percentage, 51%, responded “don’t know.” Urban residents chose the media much more frequently than did rural residents.

Question 54 is another “knowledge of law” question specifically related to individual rights to “personal information” under the FOIA chapters. It asks:

If a government agency has information in its files and records about you, we call that “personal information”. Is it true that the law of Georgia allows you to obtain from government agencies information they have in files specifically about yourself?

Yes (correct)	47.7%
No	21.8%
Don’t know	30.5%

More than half (55%) of Kutaisi residents answered correctly, compared to 35.5% of Telavi residents and 34.7% of Akhaltsikhe residents.

Question 55 asks a more difficult knowledge of law question than question 54.

Is it a fact that the law of Georgia allows government agencies to give personal information about you to other people or organizations?

Yes	13.6%
No	45.1%
Depends on the circumstances (correct)	17.1%
Don’t know	24.1%

As with question 54, a relatively large percentage of Telavi residents, 46%, responded “don’t know.”

Question 56 addressed respondents’ perceptions of government agencies’ willingness to provide information. It asked:

We define “official information” to be information about official government activity or matters. Based on what you hear in the course of everyday life from the media and from your acquaintances, how has the willingness of government agencies generally to provide official information changed during the last year? Options and corresponding percentages of the sample were:

Increased a lot	4.6%
Increased a little	24.3%
No change	33.9%
Decreased a little	7.9%
Decreased a lot	5.2%
Don’t know	24.1%

Kutaisi respondents had the largest proportion of “increased” responses, while Borjomi had the lowest.

Question 60 addressed respondents’ expectations about the impact of the FOIA code, but before it was asked, each respondent was given a written explanation of FOIA that reads as:

There is a new law in Georgia that was adopted to make the government more accountable to the people. Under this law, before any part of the government makes decisions about the use of property, issues licenses or permits, or makes other decisions affecting individuals or businesses, it must inform the interested citizens and given them the opportunity to comment on the decision. The government body has to make its decision public and give its reasons if

asked. Citizens who disagree with the decision have the right to appeal to court, and if the government body did not follow the new law in making its decision, the court can overturn the decision. The new law also requires the government to make public most of the information it has about how it makes decisions, and gives every citizen the right to have access to most of the information the government has in its files. This part of the law is often called the “Freedom of Information” Act or Law.

Following the reading of this description, respondents were asked:

Please choose from the statements below the one that best describes your expectations about whether this new law will improve government functioning. The options and corresponding percentages from the sample were:

Table 14. Question 60: Freedom of Information Legislation

I expect no change at all in government functioning due to this reform.	21.6%
I expect insignificant change in government functioning due to this reform.	21.4%
I expect that change will be very slow but positive - the next generation will see the benefits.	21.7%
I expect that change will be moderate and positive - we will see benefits within 10 years.	13.7%
I expect that change will occur quickly - we will see benefits of this reform within 2 years.	5.7%
I don't understand the law/don't know	15.9%

Respondents living in Akhaltsikhe and Borjomi had larger percentages of optimistic answers, while in Telavi, no one chose the “quick” option, less than one percent chose the moderate option, and only 8% chose the “very slow” option. Respondents working for state organizations were more optimistic than other sectors, although the largest percentage chose the “very slow” option.

Next, respondents were asked in question 61 if they could name a specific agency that they expect would consistently uphold the FOIA chapters. The most popular answer was “don't know” with 40% of the sample, and “none of them” received another 20%. The media received 22% of the responses. The Parliament got 5% as did the Ministry of Justice, and the remaining 9% was spread across over 60 other organizations.

Another question with regard to government agencies (Question 16), asked the following:

Table 15. Question 16: Obtaining information from a government agency

Imagine that you need some information from a government agency where you do not know anyone. Which one of the following options best reflects what you would do?	
Phone the agency	18.9
Visit the agency and read written instructions	35.6
Connect electronically to website	6.1
Pay an expert	4.8
Find a friend	29.2

Azeris overwhelmingly selected the friend option, as did respondents with only primary education, respondents with high income, residents of Telavi, and rural residents. In contrast, a much smaller percentage of housewives and respondents working in the agriculture sector selected the friend, but a relatively large percentage would prefer to visit the agency and read written instructions. Nearly one of five (18%) Akhaltsikhe residents would prefer to connect to a website, in contrast to zero residents of Telavi and only 1% of Borjomi residents. Overall, only 20.3% of the sample needed to obtain

information from a government agency in the past year. Residents of Telavi reported no disappointments.

AWARENESS OF HUMAN RIGHTS ISSUES

Due Process

Stopped by Police

A majority of respondents have been stopped by police or security forces while traveling in Georgia (63%). These people tend to be young (52% are 25-44 year old respondents), males (74% of the men interviewed), and wealthy (81% of households earning 201-500 GL/month and 87% of households earning more than 500 GL/month).

After being stopped, many people face being asked to allow inspection of the contents of the vehicle and sometimes to prove the ownership of the contents. Almost one in three people (31.5%) reported that police or security forces demanded to inspect the contents of the vehicle. One in six (16.5%) were asked to prove ownership of the contents. Again, these respondents were reportedly more often young people and men. Respondents who work for state organizations are less likely to face this demand than others.

A relatively large percentage of respondents think that demands to inspect and to prove ownership are not reasonable (46%), though many said it would depend upon the circumstances (35%). Only 19% of respondents said the demands are reasonable. Young respondents, as well as male respondents, most often said they found the demands unreasonable. They, more often than others, face these demands. Only 10% of people from Telavi found these demands acceptable, though 35% replied that it depends on the circumstances. One of three people from Akhaltsikhe, however, found the demands acceptable and another 37% said it depends on the circumstances.

After being asked for their opinion on such police demands, respondents were asked if they think the police have the *right* to make these kinds of demands. This is a knowledge question about legal rights. Many of the respondents answered correctly saying no (46%), while 38% said yes and 16% said they don't know or they found the question too difficult to answer.

Urban residents more often say the police don't have the right to make such demands (48% versus 39%). There was little difference in the percentage of people who said the police do have the right, but rural residents were more likely to say "don't know" (21% versus 14%).

With regard to regional differences, respondents from Akhaltsikhe also answered correctly 35% of the time, while more than half of the people from Tbilisi answered correctly (52%). Almost half of the respondents in Telavi said they didn't know or the question was difficult to answer (49%). Only 15% said the police had the right, leaving 35% answering the question correctly. Respondents in Telavi are the poorest respondents in the sample; 90% of the households have monthly incomes of less than 100 GL.

In addition to the issue of due process by the police and security forces with regard to travel issues, respondents were asked about the rights of detainees. First, respondents were asked if detainees have the legal right to help from a lawyer while detained. Most people answered correctly (90.5%) that detainees do have that right. Forty percent of Telavi residents did not answer the question, while 56% answered correctly. Akhaltsikhe residents answered correctly 80% of the time, while all others were nearly always correct (97-99%). Urban people answered correctly 95% of the time, while rural people only 79% with 16% saying I don't know or failing to understand the question.

Respondents were then asked how many detainees they think are actually using this right. The table below shows response categories and the percentage of people responding in each one.

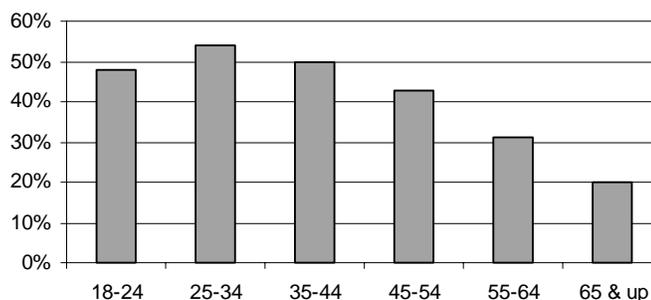
Table 16. Question 35: Detained persons use of legal aid

What do you think, how many detained persons are actually using this right in fact? (in percent)	
All of them	2.3
Most of them	8.4
More than half	5.5
Half of them	9.0
Less than half	11.6
Very few	45.8
Nobody	8.5
Don't know/don't understand question	8.9

People from Telavi appear to be the most pessimistic with 37% saying very few and 26% saying nobody. People from Akhaltsikhe are most optimistic: only 27% saying very few, 14% saying less than half, 14% half and 12-13% in each of the “more than half” and “most of them” categories. Rural people are more optimistic with 54% saying less than half to nobody actually obtains a lawyer, while 70% of urban people report the same.

To avoid “order effects”,⁵ toward the end of the survey interview respondents were asked if they know anyone – a neighbor, a colleague from work, a friend, a family member – who was beaten or tortured by any public authorities while detained. Forty-four percent of the whole sample reported knowing someone, while 56% did not. Older people were least likely to say they knew someone who was beaten or tortured while detained (graph to right).

Graph 11. Age by % respondents reporting knowing someone who was beaten/tortured



About one of two urban people knows such a detainee, while 28% of rural people reported the same. Tbilisi residents most often answered yes (47%) and Telavi residents least often (34%).

When asked if they think police have the right to torture or beat a detained person in any circumstance, respondents answered overwhelmingly no (88%). Some said it depends on the circumstances (8%) and a few said the police have the right (3%). The correct answer to this legal knowledge question is no.

Cooperation with Police

In countries governed by the rule of law, people are responsible for civic duties including assisting authorities in investigations and appearing as witnesses in court, and perhaps more importantly, the police and other security forces are bound by the rule of law. This may not be current practice, however, in Georgia. In order for citizens to safely perform their civic duties, they must be able to rely

⁵ Order effects result when the thought process involved in answering one question affect the thought process for another question. Survey design work involves minimizing the probability that a later question in the survey is affected by the thoughts involved in answering an earlier question in the survey.

upon the authorities. We learned that while many people would not cooperate with the police (39%), more said their cooperation would depend upon the circumstances (45%).

Table 17. Question 42: Cooperation with police

In general, if you were stopped or called by the police and asked to give information about some event, would you ... (in percent)	
Cooperate willingly	6
Cooperate somewhat willingly	4
Cooperate somewhat unwillingly	1.5
Cooperate unwillingly	2.7
Refuse to cooperate at all	38.7
Depends on circumstances	45.1
Don't know/don't understand question	2

People in Tbilisi would more often say it depends (55%) than refuse to cooperate (28%), while for most people in other regions the reverse is true. Rural people more often refuse to cooperate than to say it depends. The reverse is true for urban people.

Most respondents know that as a witness, they have a legal right to a lawyer's help (74%). Only 1 in 10 people answered incorrectly, while 16% said they didn't know or found the question too difficult. As with many of the knowledge of legal knowledge questions, the least educated, the poorest, rural residents and those working in agriculture were the most likely to answer incorrectly. Most Telavi residents said "don't know" (44%), compared to 35% correct responses.

More respondents knew they had the right to legal counsel as a witness than would use it (see table below). Less than a third of respondents would use this right, while one in five said it would depend on the circumstances.

Table 18. Question 44: Use of lawyer while with police

Would you ask if you could have a lawyer with you while you talk to the police (assuming you could afford one or could get some free help)? (in percent)	
Yes	64.1
No	11.1
It depends on the circumstances	21.2
Don't know/don't understand the question	3.6

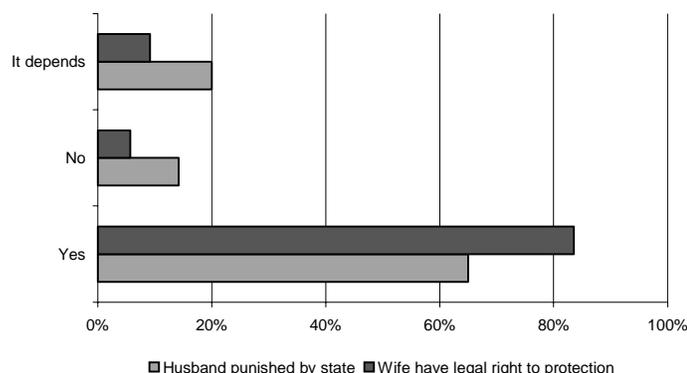
Again, respondents from Telavi more often than the rest of the sample say "don't know" (17%). A relatively small proportion of Akhaltsikhe respondents said they would use a lawyer (48%), and a relatively large percentage (26%) say it depends. A relatively large percentage of Kutaisi residents would retain a lawyer (74%).

Gender Rights

Physical violence

Around the world, women are frequently subjected to different standards than men, despite legislation ensuring equal rights. Two gender issues addressed by the survey are legal protection against physical abuse and inheritance rights. With regard to physical abuse, respondents were asked a series of questions: if a husband should be punished by the state if he uses physical violence against his wife; if the wife has any legal rights to protection from physical violence by her husband, and would respondents change their answers if the wife was physically violent against the husband. Most respondents said yes, the husband should be punished by the state, yet many more (83.5%) answered the legal knowledge question correctly saying that wives have the legal right to protection

Graph 12. Physical abuse responses



against physically abusive husbands (See Graph 12).

Urban residents more often said “yes,” husbands should be punished by the state, compared to their rural counterparts (70% versus 52%). The regional data show similar results, where residents of Tbilisi (68% yes) and Kutaisi (75%) more often say yes compared to residents of Telavi (48%) and Akhaltsikhe (49%). Most of the rest of the Akhaltsikheans said it depends (33%), while the other Telavians tended to say no (33%).

Residents of Kutaisi and Tbilisi more often answered the legal knowledge question correctly compared to those of Akhaltsikhe and Telavi (where 24% of their residents each said it depends on the circumstances). Urban residents also answered correctly (89%) more often than rural residents (67%).

Respondents were asked if they would change the answers to these two questions if the wife was physically violent against the husband. Most (76%) said no, 13% said yes and 9% said it depends on the circumstances. In contrast, Akhaltsikheans and Borjomis said “yes” and “it depends” 56% and 48% respectively, so that only about one in five residents of each of those regions would leave their answers the same.

Inheritance

Two questions were asked of respondents with regard to inheritance and gender. The first asks for the respondent's opinion, while the second is a question of legal knowledge. Interestingly, men were slightly more likely than women to hold the opinion that brothers and sisters should have equal rights of inheritance. Women, however, were slightly more likely than men to answer the legal knowledge question correctly, saying that sisters and brothers do have equal rights under inheritance law.

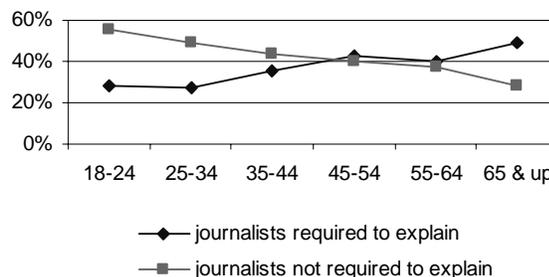
Most people (76%) answered the first question in the positive, with 22% saying brothers and sisters should not have equal rights and only 2% saying don't know or it's too difficult to answer. More respondents chose this last option (17%) when responding to the legal knowledge question, while 22% answered incorrectly (no) and 61% correctly. Urban people more often said there are equal rights under inheritance law than their rural counterparts. They also answered the legal knowledge question correctly more often than their rural counterparts. Within the regions, those in Tbilisi (83%) were above average in giving a positive opinion, while those in Telavi were very much below average (52%). Telavians were least likely to answer the legal knowledge question correctly, though Borjomis also fell below average, while others from Kutaisi, Tbilisi and Akhaltsikhe were just above average.

Freedom of the Press

Survey respondents were asked a legal knowledge question about freedom of the press: “Do you think that TV and newspapers can legally broadcast and publish any news they learn?” More than half of the respondents gave the correct answer of “yes” (54%). Many said it depends on the circumstances (29%) and a few (15%) said “no.” Unexpectedly, respondents with only a secondary education tended to answer the question correctly (61%), while those with a higher education degree tended to be below average (49%, with a sample average of 54%). Regionally, Tbilisi residents did the best (58%) while Akhaltsikhe residents (45%) and Telavi residents (43%) scored below average. Rural residents also performed better (61% correct) compared to their urban counterparts (51%).

Respondents were then asked if journalists are required by law to explain who provided the information they report. One in five respondents said they don't know (21%), while 36% incorrectly said the law requires journalists to identify their sources, and 43.5% said journalists by law do not have to explain who gave them information. The graph to the right shows the percentage of correct answers decreases with age. Residents of Akhaltsikhe gave the highest percentage of correct answers, at 54.7%, while less than 27% of Telavi residents answered this question correctly. In contrast to the previous question about media rights, rural residents scored slightly worse than urban residents.

Graph 13. Age by responses about journalists revealing their sources



Minority Rights

Question 63 asks respondents if they think ethnicity should be indicated on the identification cards issued by the state to all citizens of Georgia. Whereas a large percentage of Armenians (54.7%) and Azeris (59.5%) did not want ethnicity to be indicated, a vast majority of Georgians (79.6%) chose the opposite. Almost 90% of Kutaisi respondents, 84% of Telavi residents, and 77.5% of Tbilisi residents want ethnicity to be indicated, whereas less than 57% of Akhaltsikhe and Borjomi residents made this choice.

Freedom of Religion

Only 24.2% of the sample regularly attends religious services, but 92% know that citizens have the right to choose their religious beliefs for themselves. Only 44.5%, however, know that followers of different religions have equal rights under the law, and an even smaller proportion, 28.2% believe that religious freedoms are equally well protected. A somewhat larger percentage of urban residents than rural attend services (25.4% compared to 21.0%), know that different religions are equal under the law (48.6% compared to 33.3%), and believe that religious rights are equally upheld (31.1% compared to 20.2%).

The following table shows how the sample is distributed across the 5 regions for these issues.

Table 19. Questions 36-39: Religion

Issue	Akhaltsikhe	Borjomi	Kutaisi	Tbilisi	Telavi
Attend services?	24.2%	36.9%	29.0%	23.7%	9.7%
Correct on right to choose?	81.0%	96.4%	90.8%	93.7%	92.7%
Correct on equality under the law?	29.5%	38.1%	52.2%	49.0%	29.8%
Perceive equality in actual treatment?	22.1%	16.7%	40.6%	29.6%	14.5%

Elections

Rule of law has a weak basis if voters are coerced or bribed, affecting election results. In Georgia, few survey respondents said they'd been forced, threatened or bribed to vote for a particular candidate. Only 8% of respondents said someone had tried to force them or someone they know to vote for a particular candidate. The same number of respondents said someone had tried to pay or reward them or someone they know during the last three elections. Rural residents reported higher incidence of threat (9% versus 7% among urban residents), and slightly less incidence of bribery (7% versus 8% among urban residents). More dramatic differences appear between regions, as 25.3% of respondents from Akhaltsikhe report that someone tried to force their vote, compared to 0.8% of Telavi residents.

Less dramatically, 16.8% of Akhaltsikhe respondents said that they were offered bribes, compared to only 5.1% of Tbilisi residents and 5.7% of Telavi residents.

Despite the relatively small numbers of respondents for the whole sample who experienced threats and attempts at bribery, people were ready to say that their neighbors would succumb to threats and bribery, if they experienced them. The question posed to respondents was: "How many people in your village/town/city would vote the way requested because of such threats or payments?" and 52% of respondents said "many" or "some" (see table below).

Table 20. Question 27: Voting

responses in %	Average
All of them	2.9
Almost all	5.3
Many	21.9
Some	30.4
Only a few	16.5
Almost nobody	6.3
Nobody	7.2
Don't know/difficult to answer	9.5

Rural residents tend to be slightly more optimistic about their neighbor's responses to such threats, as 39% of them report either "almost all", "many", or "some", compared to 65% of urban residents. The regional data are similar, where Tbilisi and Kutaisi residents tend toward "almost all, many or some" (62% and 66% respectively), while those in Borjomi, Akhaltsikhe and Telavi (50%, 47%, 40% respectively) say the same of their neighbors less often.

Lastly, respondents were asked their opinion of the practice of threatening or bribing to get votes. Most people said they don't like it (55%). Another 30.5% said it's a serious problem that needs to be addressed. Another 9.5%, however, said it isn't something they care about or it's an unimportant matter. Only 3% said it seems normal and acceptable and another 3% said they don't know or it's difficult to answer. Rural residents are slightly more likely than their urban counterparts to care about the issue of coercion in elections. In the regions, 20% of Akhaltsikhe residents reported they don't care and nearly the same percentage of Telavis (18%). Responses from other regions are close to the average for the sample.

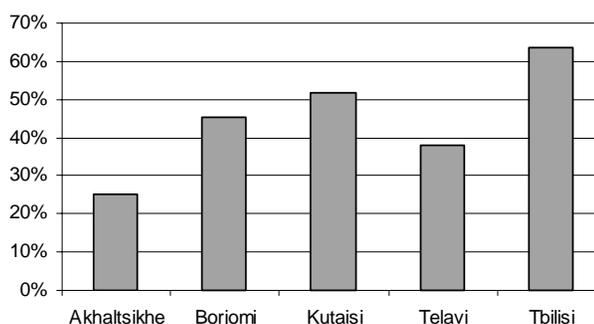
MEANS OF RAISING AWARENESS AND DEMAND FOR RULE OF LAW

Cases against the State

We used the survey to better understand the means by which people learn of new legislation, actions of state agencies and officials, and/or changes in government policy. Our intention is that high profile cases conducted under Task Two will increase the public's awareness of various rights. To set a baseline by which success can be judged, we asked, "Can you remember any time in the past three years hearing in the media about a court case where someone complained about something a state agency or official had done?" (Question 52). Respondents were almost evenly split: 53% said yes, they had, and 47% said no, they had not heard of such a case.

Graph 14 illustrates the percentage of respondents within each region reporting they had heard about a case in the media in the last three years. Nearly 2 out of 3 respondents from Tbilisi and just over half of those in Kutaisi recalled such media reports, compared to only one of four in Akhaltsikhe. 58% of urban people reported hearing of a case involving a government official or agency, while 39% of rural people did so.

Graph 14. Court case in media by region

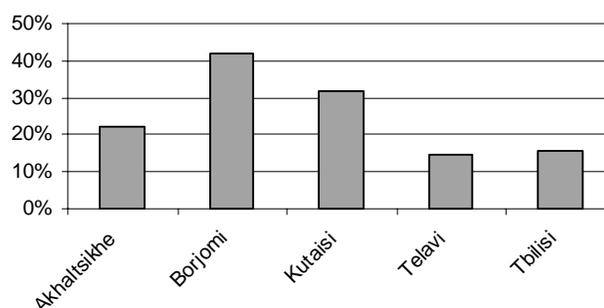


Respondents were also asked whether the person with the complaint received a satisfactory outcome from the state (Question 53). As 47% of the respondents reported being unaware of such a case, only 53% of the sample was asked this question. Of those, many said they didn't know (142 respondents). Only 52 said the complainant received a satisfactory outcome from the state, while 224 said the complainant did not, and 109 said the outcome was "more or less satisfactory." Tbilisi residents (31% of them), especially compared to Akhaltsikheans (only 7% of them), were most likely to say there was no satisfactory outcome. Similarly, urban residents said no more often than rural residents.

Freedom of Information Legislation

Respondents were asked if they had ever heard about special legislation passed during the last two years giving citizens significantly more rights to obtain government information (Question 58), and if so, from what source did they hear about it (Question 59). Only one in five respondents (22%) reported hearing about the freedom of information legislation, while 78% said they had not. A higher percentage of rural residents (24%) reported being aware of the legislation compared to urban residents (21%). A higher percentage of residents in Borjomi (42%) and Kutaisi (32%) were aware of the legislation compared to residents of Tbilisi (16%) and Telavi (15%) (See Graph 15).

Graph 15. Heard about freedom of information legislation by region



The 217 respondents who reported awareness of the legislation were asked from what source they received the information. They mostly reported they had obtained the information from television (130 or 60% of those with knowledge). Another 51 respondents reported reading about the freedom of information legislation in newspapers (24%), while another 6% each heard about it from friends and relatives or from a government agency. Only 7 people (3%) heard about it from radio shows. A higher percentage of rural people (66%) than urban (57%) residents reported hearing about the freedom of information legislation from television.

Source of Information about Government

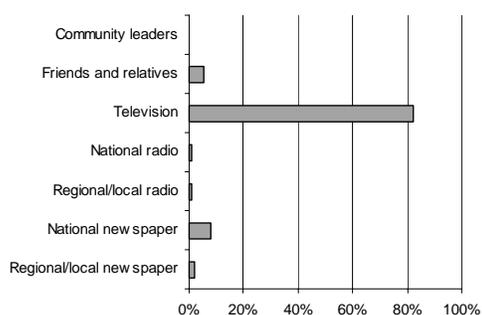
These results are similar to those received when respondents were asked a more general question about their main source of information on national and local government's activities (Questions 64 and 65). The majority of respondents get their news from television. For national government's activities, 82% of respondents say television is their main source (see graph below in comparison with results about local government activities). Nearly half (47%) of the television watchers are between

25-44 years of age. Only 8% of the sample selected national newspapers as their main source of information, and another 6% said friends and relatives. In contrast to the question about freedom of information legislation, urban people report television as their main source for national government's activities more often than do their rural counterparts. In the regions, the percentage of residents getting their national news from television ranged from a high for Tbilisi (88%), followed by Kutaisi and Borjomi (81% each) and Telavi (80%) to a low for Akhaltsikhe residents (59%).

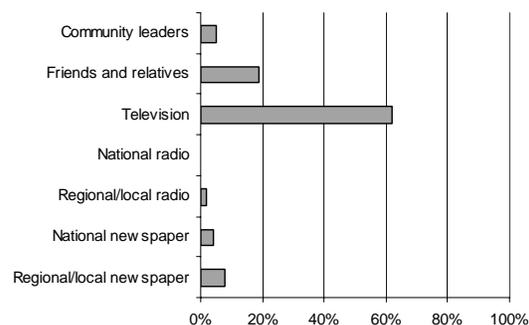
Television is so popular in Tbilisi that only 4% of its residents report a national newspaper as their main source for news on national government's activities. This is compared to other regions, where a higher percentage of respondents report the same: Telavi and Akhaltsikhe (9% each), Borjomi and Kutaisi (14% each). The percentage of rural residents reading a national newspaper (10%) is higher than urban residents (7%).

Of those 55 people who report obtaining news about national government's activities from friends and relatives, 85% report household earnings of 0-100 GL/month. A large percentage of Akhaltsikhe residents (24%) report friends and relatives as a source of national government's activities compared to 3-4% of people from other regions.

Graph 16. National Government Activities



Graph 17. Local Government Activities

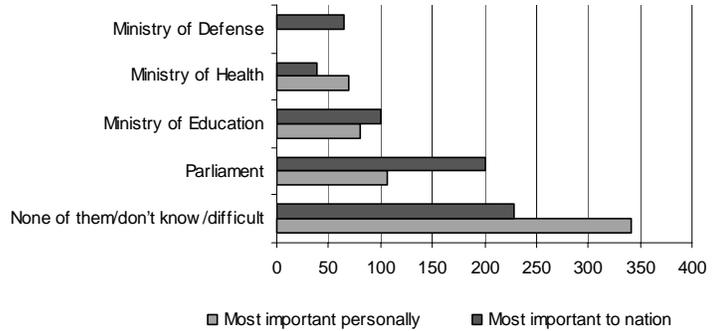


Similar patterns as those described above are seen with regard to respondents' main source of information on *local* government's activities. Most reported obtaining such news from television (62%). A higher percentage of respondents reported friends and relatives as their main source (19%) compared to those reporting friends and relatives as a main source for national government's activities (5%). Eight percent of respondents said local or regional newspaper and another 5% reported community leaders as a main source of information on local government's activities. The poorer respondents selected community leaders as their main source more often than their wealthier counterparts. Residents of Akhaltsikhe (12%) and Telavi (13%) more often said community leaders are their main source of information about local government activities compared to residents from Borjomi (7%), Tbilisi (3%) and Kutaisi (2%). Finally, of the 50 people who selected community leaders, 68% were rural residents.

ATTITUDES TOWARD GOVERNMENT AGENCIES

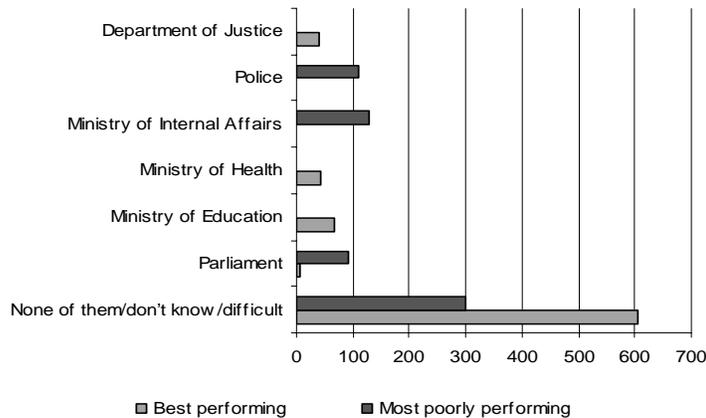
Several questions were asked about government agencies. Many respondents found these questions either difficult to answer or they answered with “none of the government agencies.” The agency list was exhaustive. Most respondents found it easier to name an agency that is important to the nation than important to them personally. The graph below illustrates that respondents feel that Parliament is the most important agency to the future of Georgia as well as to them personally (Questions 5 & 6). Of national importance, respondents selected the Ministry of Education as the second most important agency followed by the Ministry of Defense (Ministry of Health was sixth). The Ministries of Education and Health were selected after Parliament as important to respondents personally.

Graph 18. Importance of government agencies



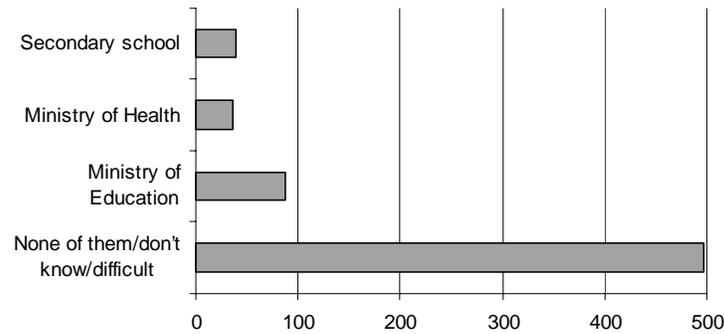
When asked what agencies were performing the best in relation to one another (Question 7) and those performing most poorly (Question 8), most respondents found it easier to name an agency they think performs poorly than one they think performs well. Those performing the best included the Ministries of Education and Health and the Department of Justice. Those considered to be performing poorly were the Ministry of Internal Affairs, the police and Parliament.

Graph 19. Performance of government agencies



Lastly, respondents were asked which government agencies or offices they encounter most frequently in daily life (Question 9). What is most interesting is that nearly half of the respondents (497) did not name an agency. The bar chart below shows the dramatic difference between the top three named agencies and the non-response category (including those who said “don’t know” and “difficult to answer”).

Graph 20. Government agencies encountered most often



INDICATORS FOR 2002

We will use the baseline survey data on the thirteen legal knowledge questions to monitor the impact of the project’s activities. The data will also be used to calculate indicators of public awareness for USAID reporting within the Mission’s performance monitoring plan.⁶

Table 21 below lists each legal knowledge question along with the baseline data for the sample as a whole. We have chosen targets, also indicated in Table 21, which we hope will be met in the next annual survey to be conducted in September/October of 2002. For the few questions where the overall sample yielded a score higher than 85% correct, we have set targets for selected regions instead. Most of the issues will be covered by awareness campaigns and other activities in all regions, except for those topics where a specific region has been indicated.

⁶ The exact form of the indicators’ calculations will be set in consultation with the Democracy and Governance Office of the USAID Mission in Tbilisi.

Question #, topic	Baseline Data % correct	Target % correct	Regional Data	Regional Target
22, attend open session	35.5	40		
33, police inspection	45.7	50		
34, detainee right to counsel	90.5		55.6% in Telavi	65% in Telavi
37, choice of religion	92.0		81% in Akhaltsikhe	85% in Akhaltsikhe
38, equality of religions	44.5	55		
40, right to publish	53.8	60		
41, anonymity of media sources	43.5	50		
43, witness right to counsel	73.8	80		
46, rights against domestic violence	83.5	90		
51, freedom from cruel and unusual punishment	88		59% in Akhaltsikhe	65% in Akhaltsikhe
54, personal access to personal information	47.7	56		
55, privacy of personal information	45.1	55		
67, inheritance rights	60.8	70		

We have also chosen four additional questions that provide measures of legal awareness particularly relevant to the development of rule of law. These four questions are listed in the next table, along with baseline data, our self-imposed targets, and regional information if appropriate.

Question #, topic	Baseline Data % correct	Target % correct	Regional Data	Regional Target
1, desire for equal rights, regardless of position	91.5		75% in Akhaltsikhe	80% in Akhaltsikhe
19, desire for administrative solution rather than reliance on personal connections	28.1	35		
52, awareness of court cases against government	52.7	60		
58, awareness of freedom of information legislation	21.7	30		

Additionally, we observed that Telavi had a relatively high proportion of “don’t know” answers for question 19, as it does for several legal knowledge questions. We intend that our awareness-raising activities should lead to a reduction of this figure in the next annual survey.

Q1. Do you think that generally speaking, people should have equal rights under the law, regardless of position (state official or ordinary citizen)?

Yes	1
No	2
Don't know / difficult to answer	99

Q2. Do you think that at the present time people generally are treated equally by the state, or do some people have special privileges just because of their position? (**Check one.**)

1. All citizens are treated equally, regardless of position.
2. Some people have special privileges because of their position.

Q3. Do you think that overall the law and the legal system in Georgia function: (**Check one, Show card #1**)

1. Very effectively
2. Somewhat effectively
3. Somewhat ineffectively
4. Very ineffectively.
99. Don't know / difficult to answer

Q4. Is the overall legal system in Georgia: (**Check one, Show card #2**)

1. very beneficial to you and your family - helps you in your business, employment, dealings with other people
2. somewhat beneficial to you and your family
3. irrelevant to you and your family
4. somewhat problematic for you and your family
5. very problematic for you and your family

Interviewer: Please use the government agency list to code the following responses in the field after the interview.

Q5. Which government agencies or offices do you think are "most important" to you personally?

(**Maximum three answers/ specify**)

- a) _____
- b) _____
- c) _____

1. None of them

99. Don't know / difficult to answer

Q6. Which government agencies or offices do you think are "most important" for the future of Georgia as a nation? (**Maximum three answers/ specify**)

- a) _____
- b) _____
- c) _____

1. None of them

99. Don't know / difficult to answer

Q7. Which government agencies or offices do you think are performing the best, relative to other agencies? **(Maximum two answers/ specify)**

- a) _____
- b) _____

1. None of them

99. Don't know / difficult to answer

Q8. Which government agencies or offices do you think are performing most poorly, relative to other agencies? **(Maximum two answers/ specify)**

- a) _____
- b) _____

1. None of them

99. Don't know / difficult to answer

Q9. Which government agencies or offices do you encounter most frequently in your daily life? **(Maximum three answers/ specify)**

- a) _____
- b) _____
- c) _____

1. None of them

99. Don't know / difficult to answer

I will now ask you a series of questions concerning your opinions of government agencies and your experiences with government agencies. For most of these questions, we don't need to know which particular agency you are discussing, but if you want to tell us, that is fine.

Q10. Imagine that you should go to one of the government agencies you think is performing *relatively well* and apply for a permit or some documentation or a service. You have never applied for this before. Would you: **(Check one, Show card #3)**

1. Find someone you know outside the government who has applied before and ask that person to help you with the application process.
2. Go to the government agency and find a friend who works inside the agency and ask that friend to help you with the application process.
3. Try to pay or give a favor to working in the agency and get him/her to help you with the application process.
4. Try to figure out and then complete the application process without special help.
5. Pay a lawyer or consultant to apply for you.
6. Not apply and just work without the permit or live without the documentation or the service.

99. Don't know / difficult to answer

Q11. Have you actually been in this situation within the last year?

Yes	1	Continue
No	2	Go to Q13.

Q12. If so, was it successfully resolved?

Yes	1
No	2
More or less successfully	3

Q13. Imagine instead that you should go to one of the government agencies you think is performing *relatively poorly* and obtain a permit or some documentation or a service. You have never applied for this before. Would you: **(check one, Show card#3)**

1. Find someone you know outside the government who has applied before and get them to help you.
2. Go to the government agency and find a friend who works inside the agency and ask that friend to help you with the application.
3. Try to pay or give some other favor to someone working in the agency and get him/her to help you with the application.
4. Try to figure out and then complete the application without special help.
5. Pay a lawyer or consultant to apply for you.
6. Not apply and just work without the permit or live without the documentation or the service.

99. Don't know / difficult to answer

Q14. Have you actually been in this situation within the last year?

Yes	1	Continue
No	2	Go to Q16.

Q15. If so, was it successfully resolved?

Yes	1
No	2
More or less successfully	3

Q16. Imagine that you need some information from a government agency where you do not know anyone. Which one of the following options best reflects what you would do? **(Check one, Show card #4)**

1. Phone the agency and talk to someone about how to find and obtain the information
2. Visit the agency and read written instructions on how to find and obtain the information.
3. Connect electronically to a website and use it to obtain the information.
4. Pay someone else like a lawyer or an expert to do this for you.
5. Find a friend who will help you.

99. Don't know / difficult to answer

Q17. Have you actually been in this situation within the last year?

Yes	1	Continue
No	2	Go to Q19.

Q18. If so, was it successfully resolved?

Yes	1
No	2
More or less successfully	3

Q19. Imagine that you have applied for a permit from a government agency, and a low level official has told you that you cannot have the permit. You think he/she is mistaken. Which of the following options would you use to have this decision changed? **(Check one, Show card #5.)**

1. Have your complaint heard by a higher level official at that same government agency.

2. Have your complaint heard by the president or by the parliament.
3. Have your complaint heard by the court.
4. Find a friend who will help you.
5. I just simply have to accept the decision of the low-level official.

99. Don't know / difficult to answer

Q20. Have you actually been in this situation within the last year?

Yes	1	Continue
No	2	Go to Q22.

Q21. If so, was it successfully resolved?

Yes	1
No	2
More or less successfully	3

Q22. Under the law, do you have a right to attend an open session of collegial government agency such as a local government council? (**Check one, Show card #6**)

(Note: collegial government agency means a state or local government agency, where decisions are jointly made or drafted by more than one public servant. Such decisions are made or drafted at the agency sessions.)

1. Yes, everyone can attend an open session of collegial government agencies.
2. Maybe, if I have an invitation or special permission from the relevant government agency.
3. No, only journalists can attend an open session of collegial government agencies
4. No, only journalists who have been invited can attend a session of collegial government agencies.

99. Don't know / difficult to answer

Q23. Have you ever attended a session of any collegial government agency?

Yes	1
No	2

Q24. Under the law, a government agency can close a session (which means only government officials can attend) under special circumstances. If you are interested in the outcome of closed government session, which of the following options would you prefer: (**Check one, Show card #7**)

1. Ask questions of someone I know who was at the session.
2. Ask questions of a government official from the relevant government agency.
3. Obtain a written summary from the relevant government agency.
4. Learn about the session from the newspapers, radio or television.

99. Don't know / difficult to answer

Q25. During any of the last three elections, has anybody tried to force you or someone you know to vote for one candidate rather than another, for example, by threatening to take away employment or property or by threatening to harm a family member's reputation?

Yes	1
No	2

Q26. During any of the last three elections, has anybody offered to pay or reward you or someone you know to vote for one candidate rather than another?

Yes	1
No	2

Q27. How many people in your village/town/city would vote the way requested because of such threats or payments? (**Check one, Show card #8**)

1. All of them
2. Almost all.
3. Many
4. Some
5. Only a few
6. Almost nobody
7. Nobody

99. Don't know / difficult to answer

Q28. What do you think about such forcing or paying for votes? (**Check one, Show card #9**)

1. It seems normal and acceptable to me.
2. I don't like it.
3. I don't care about it or it's unimportant to me.
4. It is a serious problem that needs to be addressed.

99. Don't know / difficult to answer

Q29. Have you ever been stopped by the police or security forces while traveling within Georgia?

Yes	1	Continue
No	2	Go to Q32.

Q30. If yes, did they demand to inspect the contents of your car?

Yes	1
No	2

Q31. Did they demand that you prove ownership of things in the car?

Yes	1
No	2

Q32. Do you think police demands to inspect and to prove ownership are reasonable?

Yes	1
No	2
It depends on the circumstances	3

Q33. Do you think the police have the right to make these kinds of demands?

Yes	1
No	2
Don't know / difficult to answer	99

Q34. When the police detain a person, does the person have a legal right to help from a lawyer while detained?

Yes	1
-----	---

No	2
Don't know / difficult to answer	99

Q35. What do you think, how many detained persons are actually using this right in fact?
(Check one, Show card #10)

1. All of them
2. Most of them
3. More than half
4. Half of them
5. Less than half
6. Very few
7. Nobody

99. Don't know / difficult to answer

Q36. Are you regularly attending religious services?

Yes	1
No	2

Q37. Who has the legal right to decide your religious beliefs, you or the state? (Check one.)
(Interviewer: Do not read out responses)

1. Myself
2. The state
3. Both Myself and the state

99. Don't know / difficult to answer

Q38. Do you think that followers of different religions are protected equally by the law in Georgia? (Interviewer: Do not read out responses)

Yes	No	Don't care	Don't know / difficult to answer
1	2	3	99

Q39. Do you think that followers of different religions are protected equally in reality?
(Interviewer: Do not read out responses)

Yes	No	Don't care	Don't know / difficult to answer
1	2	3	99

Q40. Do you think that TV and newspapers can legally broadcast and publish any news they learn?

Yes	1
No	2
It depends on the circumstances	3
Don't know / difficult to answer	99

Q41. Do you know if journalists are required by law to explain how they got the information they report – that is, if it came from a particular person, do they have to report from whom?
(Check one.)

1. Yes, I know that the law says they are required to explain who gave them information.
2. Yes, I know that the law says they do not have to explain who gave them information.

99. Don't know / difficult to answer

Q42. In generally, if you were stopped or called by the police and asked to give information about some event, would you (**check one, Show card #11**):

1. cooperate willingly
2. cooperate somewhat willingly
3. cooperate somewhat unwillingly
4. cooperate unwillingly
5. refuse to cooperate at all
6. It depends on the circumstances

99. Don't know / difficult to answer

Q43. Do you, as a witness, have a legal right to have a lawyer's help?

Yes	1
No	2
Don't know / difficult to answer	99

Q44. Would you ask if you could have a lawyer with you while you talk to the police (assuming you could afford one or could get some free help)?

Yes	1
No	2
It depends on the circumstances	3
Don't know / difficult to answer	99

Q45. If a husband uses physical violence against his wife, do you think he should be punished by the state?

Yes	1
No	2
It depends on the circumstances	3
Don't know / difficult to answer	99

Q46. Do you think that the wife has any legal rights to protection from physical violence used by her husband?

Yes	1
No	2
It depends on the circumstances	3
Don't know / difficult to answer	99

Q47. Would your answers change if the wife was physically violent against the husband?

Yes	1
No	2
It depends on the circumstances	3
Don't know / difficult to answer	99

Q48. If your son or brother were accused of driving while drunk, how would he be treated by the police compared to the son or the brother of a high-ranking government official? (**Check one, Show card #12**)

1. treated much better
2. somewhat better

3. the same
4. somewhat worse
5. Much worse

Q49. If your son or brother were accused of driving while drunk, how would he be treated by the courts compared to the son or the brother of a high ranking government official? (**Check one, Show card #12**)

1. treated much better
2. somewhat better
3. the same
4. somewhat worse
5. much worse

Q50. Do you know anyone – a neighbor, a colleague from work, a friend, a family member - who was beaten or tortured by any public authorities while detained?

Yes	1
No	2

Q51. Do you think that the police have the right to torture or beat a detained person in any circumstance?

Yes	1
No	2
It depends on circumstances	3
Don't know / difficult to answer	99

Q52. Can you remember any time in the past three years hearing in the media about a court case where someone complained about something a state agency or official had done?

Yes	1	Continue
No	2	Go to Q54.

Q53. If yes, did the person with the complaint get a satisfactory outcome from the state?

Yes	1
No	2
More or less successfully	3
Don't know / difficult to answer	99

Q54. If a government agency has information in its files and records about you, we call that "personal information". Is it true that the law of Georgia allows you to obtain from government agencies information they have in files specifically about yourself?

Yes	1
No	2
Don't know / difficult to answer	99

Q55. Is it **a fact** that the law of Georgia allows government agencies to give personal information about you to other people or organizations?

Yes	1
No	2
It depends on the circumstance	3
Don't know / difficult to answer	99

Q56. We define "official information" to be information about official government activity or matters. Based on what you hear in the course of everyday life from the media and from your acquaintances, how has the willingness of government agencies generally to provide official information changed during the last year? (**Check one, Show card #13**)

1. Increased a lot
2. increased a little
3. No change
4. Decreased a little
5. Decreased a lot

99. Don't know / difficult to answer

Q57. Based on your own experiences or those of close family members, do you think that the willingness of the courts to uphold individual rights over interests of the state has improved during the last year? (**Check one, Show card #14**)

1. significantly.
2. very much.
3. somewhat.
4. a little.
5. not at all
6. Have not such experience

99. Don't know / difficult to answer

Q58. Have you heard about special legislation passed during the last two years, legislation that gives all citizens significantly more rights to obtain government information?

Yes	1	Continue
No	2	Go to Q60.

Q59. If yes, please indicate any and all of the possible means by which you heard about this law: (**Multiple answer, Show card #15**)

1. Seminars and meetings
2. Newspaper articles
3. Radio shows
4. TV programs
5. Specialized reports or publications
6. Discussions with friends and relatives
7. From a government agency

99. Don't know / difficult to answer

Please read the following paragraph which summarizes the special legislation. (Show card #16). Afterward I will ask you some questions about it.

There is a new law in Georgia that was adopted to make the government more accountable to the people. Under this law, before any part of the government makes decisions about the use of property, issues licenses or permits, or makes other decisions affecting individuals or businesses, it must inform the interested citizens and given them the opportunity to comment on the decision. The government body has to make its decision public and give its reasons if asked. Citizens who disagree with the decision have the right to appeal to court, and if the government body did not follow the new law in making its decision, the court can overturn the decision. The new law also requires the government to make public most of the

information it has about how it makes decisions, and gives every citizen the right to have access to most of the information the government has in its files. This part of the law is often called the “Freedom of Information” Act or Law.

Q60. Please choose from the statements below the one that best describes your expectations about whether this new law will improve government functioning: (**Check one, Show card 17**)

I expect no change at all in government functioning due to this reform,	1
I expect insignificant change in government functioning due to this reform	2
I expect that change will be very slow but positive - the next generation will see the benefits.	3
I expect that change will be moderate and positive - we will see benefits within 10 years.	4
I expect that change will occur quickly - we will see benefits of this reform within 2 years.	5
I don't understand the law/don't know	6

Q61. Can you name a government agency that you think is or will be particularly supportive of the Freedom of Information law and regularly and consistently disclose most of the information they hold? (**Specify**)

1. None of them
99. Don't know / difficult to answer

Q62. Can you name a government agency that you expect will not support the Freedom of Information law that will not disclose information but instead ignore the law? (**Specify**)

1. None of them
99. Don't know / difficult to answer

Q63. Imagine that it's up to you to decide if nationality (ethnicity) should be indicated on the ID card of Georgia citizens. Would you: (**Check one, Show card 19.**)

1. Indicate it, because representatives of other nationalities (ethnicities) should not have the equal legal rights in Georgia.
2. Indicate it, because it is important to you to know what is the nationality (ethnicity) of a person with whom you are going work or live.
3. Do not indicate it, in order to avoid any discrimination of persons based on their nationality (ethnicity).
4. Do not indicate it, because there should be no difference in legal status of representatives of different nationalities (ethnicities) in Georgia.
5. Indicate it, for just to be stated.

99. Don't know / difficult to answer
 Other (specify) _____

Q64. What is your main source of information on the national government's activities?

1. Regional/local newspaper
2. National newspaper
3. Regional/local radio
4. National radio
5. Television

- 6. Friends and relatives
- 7. Community leaders
- Other (specify) _____

Q65. What is your main source of information on the local government's activities?

- 1. Regional/local newspaper
- 2. National newspaper
- 3. Regional/local radio
- 4. National radio
- 5. Television
- 6. Friends and relatives
- 7. Community leaders
- Other (specify) _____

Q66. Do you think that sisters and brothers should have equal rights in inheritance?

Yes	1
No	2
Don't know / difficult to answer	99

Q67. Do you think that the law on inheritance gives equal rights to sisters and brothers?

Yes	1
No	2
Don't know / difficult to answer	99

b) Demographic information about the respondent.

D1. How old are you? _____ (*Interviewer: please estimate age if respondent refuses to answer*)

D2. Gender: (*Interviewer: Record gender, do not ask*)

- 1. Female
- 2. Male

D3. What is your ethnicity?

- 1. Georgian
- 2. Armenian
- 3. Azeri
- 4. Abkhaz
- 5. Ossetian
- 6. Russian
- 7. Turkish
- 8. Greek
- Other (*Specify*) _____

D4. What is your highest level of completed schooling?

- 1. Primary School
- 2. Incomplete Secondary School
- 3. Secondary School
- 4. Professional-Technical Education

5. Incomplete Higher Education
6. Higher Education

D5. What is your work status?

1. Employee
2. Self-employed
3. Part-time employed
4. Housewife
5. Unemployed
6. Disabled
7. student
8. Pensioner

D6. In which sector do you work (*Check one, Show card 20*)

1. Agriculture/farming
 2. Mining/quarrying
 3. Processing industry
 4. Electricity, gas, water
 5. Construction
 6. Trade
 7. Transportation/storage & communication
 8. Finance, insurance, building rental business, land, and service company
 9. Community, social, and individual
 10. State organization
- Other (*Specify*) _____

D7. Please select the range in which your monthly family income falls. (*Check one, Show card 21*)?

1. 0-50 GL
2. 51-100 GL
3. 101-200 GL
4. 201-500 GL
5. 501 and more GL

Thank you for interview!

Post-Interview Information

This part should be filled out by the surveyor after the interview.

Finish Time: ____:____

A1. Overall, would you say that the respondent's reaction **to the interview** was positive?

1=very negative 5=very positive

(1) (2) (3) (4) (5)

A2. Overall, how sincere did the respondent seem to be in his/her answers?

1=very insincere 5=very sincere

(1) (2) (3) (4) (5)

A3. Could the respondent read the show-cards?

1. Yes
2. No