

Overall Score:

**63 - Weak**

Legal Framework Score:

**84 - Strong**

Actual Implementation Score:

**45 - Very Weak**

Category I. Civil Society, Public Information and Media

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## I-1. <sup>76</sup>Civil Society Organizations

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### 1. Are anti-corruption/good governance CSOs legally protected?

100

1a. In law, citizens have a right to form civil society organizations (CSOs) focused on anti-corruption or good governance.

**YES** | NO

**Comments:**

There is no distinction in law as to the goals of CSOs. Any organization can be freely formed and registered, at a low cost.

**References:**

Constitution of Georgia, article 26

Civil Code of Georgia, Chapter II: Legal Persons, adopted in 1997, as amended in December 2006

**YES:** A YES score is earned when freedom to assemble into groups promoting good governance or anti-corruption is protected by law, regardless of political ideology, religion or objectives. Groups with a history of violence or terrorism (within last ten years) may be banned. Groups sympathetic to or related to banned groups must be allowed if they have no history of violence.

**NO:** A NO score is earned when any single non-violent group is legally prohibited from organizing to promote good governance or anti-corruption. These groups may include non-violent separatist groups, political parties or religious groups.

1b. In law, anti-corruption/good governance CSOs are free to accept funding from any foreign or domestic sources.

YES | NO

**Comments:**

No distinction as to the goals of the organization.

**References:**

Civil Code of Georgia, Chapter II: Legal Persons, adopted in 1997, as amended in December 2006  
Law of Georgia on Grants, from 1996

**YES:** A YES score is earned if anti-corruption/good governance CSOs face no legal or regulatory restrictions to raise or accept funds from any foreign or domestic sources. A YES score may still be earned if funds from groups with a history of violence or terrorism (within last ten years) are banned.

**NO:** A NO score is earned if there any formal legal or regulatory bans on foreign or domestic funding sources for CSOs focused on anti-corruption or good governance.

1c. In law, anti-corruption/good governance CSOs are required to disclose their sources of funding.

YES | NO

**Comments:**

All information is sent to the Ministry of Finances of Georgia.  
There is no requirement for publishing sources of funding but legally speaking it is public information.

**References:**

Civil Code of Georgia, Chapter II: Legal Persons, adopted in 1997, as amended in December 2006  
General principles of the Tax Code of Georgia

**YES:** A YES score is earned if anti-corruption/good governance CSOs are required to publicly disclose their sources of funding.

**NO:** A NO score is earned if no such public disclosure requirement exists.

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## 2. Are good governance/anti-corruption CSOs able to operate freely?

83

2a. In practice, the government does not create barriers to the organization of new anti-corruption/good governance CSOs.

100 | 75 | 50 | 25 | 0

**References:**

No media or other reports exist about government creating problems for the organization of any CSO. The only problem is with funding, due to strong lobbying of the government for their favorite organizations.

**100:** CSOs focused on promoting good governance or anti-corruption can freely organize with little to no interaction with the government, other than voluntary registration.

**75:**

**50:** CSOs focused on promoting good governance or anti-corruption must go through formal steps to form, requiring interaction with the state such as licenses or registration. Formation is possible, though there is some burden on the CSO. Some unofficial barriers, such as harassment of minority groups, may occur.

**25:**

**0:** Other than pro-government groups, CSOs focused on promoting good governance or anti-corruption are effectively prohibited, either by official requirements or by unofficial means, such as intimidation or fear.

2b. In practice, anti-corruption/good governance CSOs actively engage in the political and policymaking process.

100 | 75 | 50 | 25 | 0

**References:**

No other force in the state, other than the ruling party, has any influence on policymaking in Georgia. However, there are several strong NGOs that are active and trying to influence public opinion – mainly Georgian Young Lawyers' Association and TI.

**100:** Civil society organizations focused on anti-corruption or good governance are an essential component of the political process. CSOs provide widely valued insights and have political power. Those CSOs play a leading role in shaping public opinion on political matters.

**75:**

**50:** Anti-corruption/good governance CSOs are active, but may not be relevant to political decisions or the policymaking process. Those CSOs are willing to articulate opinions on political matters, but have little access to decision makers. They have some influence over public opinion, but considerably less than political figures.

**25:**

**0:** Anti-corruption/good governance CSOs are effectively prohibited from engaging in the political process. Those CSOs are unwilling to take positions on political issues. They are not relevant to changes in public opinion.

2c. In practice, no anti-corruption/good governance CSOs have been shut down by the government for their work on corruption-related issues during the study period.

YES | NO

**Comments:**

There were no NGOs shut down by the government in Georgia since independence.

**References:**

No reports about such developments exist.

**YES:** A YES score is earned if there were no CSOs shut down by the government or forced to cease operations because of their work on corruption-related issues during the study period.

**NO:** A NO score is earned if any CSO has been effectively shut down by the government or forced to cease operations because of its work on corruption-related issues during the study period. The causal relationship between the cessation of operations and the CSO's work may not be explicit, however the burden of proof here is low. If it seems likely that the CSO was forced to cease operations due to its work, then the indicator is scored as a NO. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

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### 3. Are civil society activists safe when working on corruption issues?

33

3a. In practice, in the past year, no civil society activists working on corruption issues have been imprisoned.

YES | NO

**References:**

Georgian media reported that since the summer of 2006 four members of the Egalitarian Institute fighting abuse of power and corruption were arrested.

See reports of the Observatory:

[www.fidh-omct.org](http://www.fidh-omct.org)

**YES:** A YES score is earned if there were no CSO activists imprisoned because of their work covering corruption. YES is a positive score.

**NO:** A NO score is earned if any activist was jailed in relation to work covering corruption. The causal relationship between the official charges and the person's work may not be explicit, however the burden of proof here is low. If it seems likely that the person was imprisoned due to his or her work, then the indicator is scored as a NO. Corruption is defined broadly to include any abuses of power, not just the passing of bribes. "Imprisoned" is defined here as detention by the government lasting more than 24 hours.

3b. In practice, in the past year, no civil society activists working on corruption issues have been physically harmed.

YES | NO

**References:**

Georgian media reported that since the summer of 2006 four members of the Egalitarian Institute fighting abuse of power and corruption were arrested.

See reports of the Observatory:

[www.fidh-omct.org](http://www.fidh-omct.org)

**YES:** A YES score is earned if there were no documented cases of CSO activists covering corruption being assaulted in the specific study period. A YES score can be earned if there was an attack but it was clearly unrelated to the activist's work. YES is a positive score.

**NO:** A NO score is earned if there were any documented cases during the study period of assault to an activist who covers corruption. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

3c. In practice, in the past year, no civil society activists working on corruption issues have been killed.

YES | NO

**References:**

No media reports exist.

**YES:** A YES score is earned if there were no documented cases of CSO activists being killed because of their work covering corruption in the specific study period. YES is a positive score.

**NO:** A NO score is earned if there were any documented cases during the study period where a person was killed related to a corruption trial, scandal or investigation. The relationship between a mysterious death and an individual's history may not be clear, however the burden of proof here is low. If it is reasonable that a person was killed in relation to his or her work on corruption issues, then the indicator is scored as a NO. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

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#### 4. Can citizens organize into trade unions?

75

4a. In law, citizens have a right to organize into trade unions.

YES | NO

**References:**

Constitution of Georgia, Article 26  
Georgian Law on Trade Unions from 1997

**YES:** A YES score is earned when trade unions are allowed by law, regardless of political ideology, religion or objectives. Groups with a history of violence or terrorism (within last ten years) may be banned. Groups sympathetic to or related to banned groups must be allowed if they have no history of violence.

**NO:** A NO score is earned when any single non-violent trade union is legally prohibited by the government from organizing.

4b. In practice, citizens are able to organize into trade unions.

100 | 75 | **50** | 25 | 0

**Comments:**

While adopting the controversial Labor Code, trade unions protested in support of workers rights.

**References:**

Law on Trade Unions.  
see at: <http://www.ilo.org/dyn/natlex>

Numerous interviews with the head of independent trade union in the fall 2006 were broadcast by all national TV channels and published in every Georgian newspaper.  
Why the costs of votion have been cut by half newspaper Rezonansi, Mari Otarashvili, 13 June 2007  
Subordinates of Kakha Lomaia (Minister of Education) demand money from the candidates of headmasters, Newspaper New Version, Nino Kharshiladze, 08 June, 2007  
Both articles are about the activities of teachers trade unions

**100:** Trade unions are common and are an important part to the political process and political discourse. Trade union organizers have widely understood rights. Trade unions are free from intimidation or violence.

**75:**

**50:** Trade unions exist, but are not always relevant to politics or policy debates. Barriers to organizing trade unions exist, such as intimidation at work, or retribution firings. Trade union organizers have some rights, but these may not be commonly known, or are difficult to defend.

**25:**

**0:** Trade unions are rare. Significant barriers to organization exist, including direct violence. Rights of union organizers are not widely known, or are ineffective in protecting organizers.

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## I-2. Media

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### 5. Are media and free speech protected?

5a. In law, freedom of the media is guaranteed.

YES | NO

**Comments:**

see: Freedom of Expression in Georgia by the Georgian Young Lawyers Association, Tbilisi, 2006; At: <http://www.gyla.ge/files/publications/s3q0mz2ntk.pdf> for detailed review of the freedom of media legislation.

**References:**

Constitution of Georgia, Article 19  
Law on Freedom of Speech and Expression from 2004;  
Criminal Code;  
General Administrative Code

**YES:** A YES score is earned if freedom of the press is guaranteed in law, including to all political parties, religions, and ideologies.

**NO:** A NO score is earned if any specific publication relating to government affairs is legally banned, or any general topic is prohibited from publication. Specific restrictions on media regarding privacy or slander are allowed, but not if these amount to legal censorship of a general topic, such as corruption or defense. A NO score is earned if non-government media is prohibited or restricted.

5b. In law, freedom of speech is guaranteed.

YES | NO

**Comments:**

see: Freedom of Expression in Georgia by the Georgian Young Lawyers Association, Tbilisi, 2006; At: <http://www.gyla.ge/files/publications/s3q0mz2ntk.pdf> for detailed review of the freedom of speech legislation.

**References:**

Constitution of Georgia, Article 19  
Law on Freedom of Speech and Expression from 2004;  
Criminal Code;  
General Administrative Code

**YES:** A YES score is earned if freedom of individual speech is guaranteed in law, including to all political parties, religions, and ideologies.

**NO:** A NO score is earned if any individual speech is legally prohibited, regardless of topic. Specific exceptions for speech linked with a criminal act, such as a prohibition on death threats, are allowed. However, any non-specific prohibition earns a NO score.

## 6. Are citizens able to form print media entities?

100

6a. In practice, the government does not create barriers to form a print media entity.

100 | 75 | 50 | 25 | 0

### Comments:

There is a problem due to high taxes and small circulation.

### References:

There are no media reports.

**100:** Print media entities can freely organize with little to no interaction with the government. This score may still be earned if groups or individuals with a history of political violence or terrorism (within last ten years) are banned from forming media entities.

**75:**

**50:** Formation of print media groups is possible, though there is some burden on the media group including overly complicated registration or licensing requirements. Some unofficial barriers, such as harassment of minority groups, may occur.

**25:**

**0:** Print media groups are effectively prohibited, either by official requirements or by unofficial means, such as intimidation or fear.

6b. In law, where a print media license is necessary, there is an appeal mechanism if a license is denied or revoked.

YES | NO

### References:

Civil Code of Georgia  
No special license is requested.

**YES:** A YES score is earned if there is, in law or in accompanying regulations, a formal process to appeal a denied print media license, including through the courts. A YES score is also earned if no print license is necessary.

**NO:** A NO score is earned if there is no appeal process for print media licenses.

6c. In practice, where necessary, citizens can obtain a print media license within a reasonable time period.

100 | 75 | 50 | 25 | 0

**References:**

There is no requirement for licenses.

**100:** Licenses are not required or licenses can be obtained within two months.

**75:**

**50:** Licensing is required and takes more than two months. Some groups may be delayed up to six months.

**25:**

**0:** Licensing takes close to or more than one year for most groups.

6d. In practice, where necessary, citizens can obtain a print media license at a reasonable cost.

100 | 75 | 50 | 25 | 0

**References:**

There is no requirement for licenses.

**100:** Licenses are not required or can be obtained at minimal cost to the organization. Licenses can be obtained on-line or through the mail.

**75:**

**50:** Licenses are required, and impose a financial burden on the organization. Licenses may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Licenses are required, and impose a major financial burden on the organization. Licensing costs are prohibitive to the organization.

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## 7. Are citizens able to form broadcast (radio and TV) media entities?

50

7a. In practice, the government does not create barriers to form a broadcast (radio and TV) media entity.

100 | 75 | 50 | 25 | 0

**Comments:**

The issue with the TV company is still unresolved.

The government does not allow for any new TV station to be created, especially if it is not controlled by them.

**References:**

Report of the Newspaper Rezonansi” from May 1, 2006

“TV Company ‘Europe’ Has Been Unable to Launch Its Programs in Georgia During the Last Two Years”

see at: [http://www.media.ge/eng/page.php?m=media\\_to\\_media](http://www.media.ge/eng/page.php?m=media_to_media)

see report Freedom of Expression in Georgia by the Georgian Young Lawyers Association, Tbilisi, 2006;

At: <http://www.gyla.ge/files/publications/s3q0mz2ntk.pdf>

CHANGES IN GEORGIAN MEDIA INDUSTRY REFLECT POLITICAL INFIGHTING ...

established in 2003 still cannot start broadcast due to artificial barriers created by authorities, the television founder Temur Shengelia complained.

see at: [www.jamestown.org/edm/article.php?article\\_id=2370675](http://www.jamestown.org/edm/article.php?article_id=2370675)

Interview with the lawyers of Mr. Temur Shengelia, the owner of TV company “Europe”, March, 2007

**100:** Broadcast media entities can freely organize with little to no interaction with the government. Media groups have equal access to broadcast bandwidth through a reasonably fair distribution system. This score may still be earned if groups or individuals with a history of political violence or terrorism (within last ten years) are banned from forming media entities.

**75:**

**50:** Formation of broadcast media groups is possible, though there is some burden on the media group including overly complicated registration or licensing requirements. Some unofficial barriers, such as harassment of minority groups, may occur. Division of broadcast bandwidth is widely viewed to be somewhat unfair.

**25:**

**0:** Broadcast media groups are effectively prohibited, either by official requirements or by unofficial means, such as intimidation or fear. This score is appropriate if the division of broadcast bandwidth is widely viewed to be used as a political tool.

7b. In law, where a broadcast (radio and TV) media license is necessary, there is an appeal mechanism if a license is denied or revoked.

YES | NO

**References:**

Law on Broadcasting, from December 2004, Chapter IV, Rules of Appeal

Civil Code of Georgia

Code of Civil Procedure

**YES:** A YES score is earned if there is, in law or in accompanying regulations, a formal process to appeal a denied broadcast media license, including through the courts. A YES score is also earned if no broadcast license is necessary.

**NO:** A NO score is earned if there is no appeal process for broadcast media licenses.

7c. In practice, where necessary, citizens can obtain a broadcast (radio and TV) media license within a reasonable time period.

100 | 75 | 50 | **25** | 0

**Comments:**

According to the Law on Broadcasting, there is a 30 day-period for obtaining a license, yet it can be extended up to six months if problems arise.

As the frequency is declared as a scarce resource by the Communications Regulatory Commission, virtually no new license can be issued in Georgia.

Several TV companies have been shut down, but no new companies have been established.

Establishing a radio station and getting a license is easier and possible.

**References:**

See reports at: [http://www.media.ge/eng/page.php?m=media\\_to\\_media](http://www.media.ge/eng/page.php?m=media_to_media)

see report Freedom of Expression in Georgia by the Georgian Young Lawyers Association, Tbilisi, 2006;

At: <http://www.gyla.ge/files/publications/s3q0mz2ntk.pdf>

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see at: [www.jamestown.org/edm/article.php?article\\_id=2370675](http://www.jamestown.org/edm/article.php?article_id=2370675)

**100:** Licenses are not required or licenses can be obtained within two months.

**75:**

**50:** Licensing is required and takes more than two months. Some groups may be delayed up to six months.

**25:**

**0:** Licensing takes close to or more than one year for most groups.

7d. In practice, where necessary, citizens can obtain a broadcast (radio and TV) media license at a reasonable cost.

100 | 75 | **50** | 25 | 0

**References:**

See reports at: [http://www.media.ge/eng/page.php?m=media\\_to\\_media](http://www.media.ge/eng/page.php?m=media_to_media)

see report Freedom of Expression in Georgia by the Georgian Young Lawyers Association, Tbilisi, 2006;

At: <http://www.gyla.ge/files/publications/s3q0mz2ntk.pdf>

CHANGES IN GEORGIAN MEDIA INDUSTRY REFLECT POLITICAL INFIGHTING ...

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see at: [www.jamestown.org/edm/article.php?article\\_id=2370675](http://www.jamestown.org/edm/article.php?article_id=2370675)

**100:** Licenses are not required or can be obtained at minimal cost to the organization. Licenses can be obtained on-line or through the mail.

**75:**

**50:** Licenses are required, and impose a financial burden on the organization. Licenses may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Licenses are required, and impose a major financial burden on the organization. Licensing costs are prohibitive to the organization.

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## 8. Can citizens freely use the Internet?

100

8a. In practice, the government does not prevent citizens from accessing content published online.

100 | 75 | 50 | 25 | 0

### References:

There are no reports of any problems in internet use.

**100:** The government does not prevent Internet users from accessing online content. While some forms of content may be illegal to download or own (such as child pornography), the government does not manipulate networks to prevent access to this information. This indicator addresses direct government intervention in the transfer of information, not indirect deterrents such as intimidation, surveillance or technical difficulties in countries with poor infrastructure.

**75:**

**50:** Internet users are prevented by the government from reaching online content in some cases. Government tactics may include firewalls preventing access to networks in other countries, or manipulating search engine results to exclude politically sensitive topics.

**25:**

**0:** Internet users are routinely prevented from accessing online content. Government restrictions are in place at all times for certain topics. Government tactics may include firewalls preventing access to networks in other countries, or manipulating search engine results to exclude politically sensitive topics.

8b. In practice, the government does not censor citizens creating content online.

100 | 75 | 50 | 25 | 0

**References:**

There are no reports.

**100:** The government never removes online information or disables servers due to their political content. All political speech is protected with limited exceptions, such as legitimate intellectual property restrictions; direct calls to violence; or pornography.

**75:**

**50:** In some cases, the government restricts political speech by its citizens on the Internet. This is accomplished either directly by controlling servers hosting restricted content, or indirectly through threats or intimidation against the persons posting political content.

**25:**

**0:** The government regularly restricts political speech by its citizens on the Internet. This is accomplished either directly by controlling servers hosting the restricted content, or indirectly through threats or intimidation against the persons posting political content.

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## 9. Are the media able to report on corruption?

75

9a. In law, it is legal to report accurate news even if it damages the reputation of a public figure.

**YES** | NO

**Comments:**

Law on Freedom of Speech and Expression requires accurate news reporting, but there are no sanctions or administrative measures in case of violation of this rule.

**References:**

Georgian Administrative Code;  
Georgian Law on Freedom of Speech and Expression, arts. 52 and 54

**YES:** A YES score is earned if it is legal to report accurate information on public figures regardless of damage to their reputations. Public figures are defined broadly, including anyone in a position of responsibility in the government or civil service; any political leader; leaders of civil society groups including religious groups, trade unions, or NGOs; leaders or officers of large businesses. A YES score can still be earned if a reckless disregard for the truth (i.e. slander) is prohibited.

**NO:** A NO score is earned if privacy laws protect any public figures (as defined in the YES coding) from accurate information.

9b. In practice, the government or media owners/distribution groups do not encourage self-censorship of corruption-related stories.

**References:**

see reports from:

Situation Reports: Caucasus (Armenia; Azerbaijan; Georgia): pro-government media often exercised self-censorship  
[www.reliefweb.int/rw/rwb.nsf/db900SID/AMMF-6V5F35?OpenDocument](http://www.reliefweb.int/rw/rwb.nsf/db900SID/AMMF-6V5F35?OpenDocument)

Freedomhouse.org: Country Report: Georgia; reports from 2005, 2006,

Committee of Ministers – Honoring of Commitments by Georgia

Report where reference was also made to some degree of self-censorship in the media, which was possibly the result of political pressure

<https://wcd.coe.int/ViewDoc>

**100:** The government, its proxies, or media ownership/distribution groups make no attempt to restrict media coverage of corruption-related issues through unofficial means.

**75:**

**50:** The government, its proxies, or media ownership/distribution groups make some attempts to restrict media coverage of corruption-related issues through unofficial means, such as restricting access by disfavored media outlets, or other short-term consequences. Violent reprisals against media outlets are rare.

**25:**

**0:** The government, its proxies, or media ownership/distribution groups actively use illegal methods to restrict reporting of corruption-related issues. This may include harassment, arrests, and threats. Journalists and publishers take a personal risk to report on corruption, and media outlets who commonly report on corruption face long-term consequences or violent reprisals.

9c. In practice, there is no prior government restraint (pre-publication censoring) on publishing corruption-related stories.

**Comments:**

Although such publications are unlikely to exist in state-controlled media, there is still one national and one Tbilisi local TV that provide corruption-related coverage and stories. However, state-controlled media are all about pleasing the government and discovering only those corruption-related stories where the government already reacted and arrested officials. So, the situation is rather puzzling, as, in theory, newspaper are free to publish whatever they wish – true, not true, documented or false rumors. The government does not directly attack or prohibit those publications, but by placing increased tax burden over the print media and by officially prohibiting the government institutions to subscribe to newspapers, the state is putting pressure on the media.

**References:**

No media reports exist.

**100:** The government never prevents publication of controversial corruption-related materials.

**75:**

**50:** The government prevents publication of controversial corruption-related material in cases where there is a strong political incentive to suppress the information. This score is appropriate if in countries where illiteracy is high, the government may allow a free print press but censor broadcast media.

**25:**

**0:** The government regularly censors material prior to publication, especially politically sensitive or damaging corruption-related material. This score is appropriate even if the government restricts only politically damaging news while allowing favorable coverage.

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## 10. Are the media credible sources of information?

60

10a. In law, print media companies are required to disclose their ownership.

**YES** | NO

### References:

Law on Broadcasting, art.61  
Georgian Civil Code;  
There is a bussiness register that is publicly available.

**YES:** A YES score is earned if print media companies are required by law to disclose all owners of the company.

**NO:** A NO score is earned if there is no such requirement or if the requirement is optional, only partially applicable, or exempts certain types of entities or agents from being disclosed.

10b. In law, broadcast (radio and TV) media companies are required to disclose their ownership.

**YES** | NO

### Comments:

The law requires disclosure of all partners, shareholders with more than five percent of stocks.

### References:

Law on Broadcasting, art.61  
Georgian Civil Code;  
There is a bussiness register that is publicly available.

**YES:** A YES score is earned if broadcast media companies are required by law to disclose all owners of the company.

**NO:** A NO score is earned if there is no such requirement or if the requirement is optional, only partially applicable, or exempts certain type of entities or agents from being disclosed.

10c. In practice, journalists and editors adhere to strict, professional practices in their reporting.

100 | 75 | 50 | 25 | 0

**References:**

There is no formal or informal code of conduct in Georgia. The Law on Broadcasting is requesting adoption of one, but it has never been adopted.

**100:** Editors and journalists at the major media outlets abide by a strict journalistic code of conduct and are unwilling to alter their coverage of a particular issue, event or person in exchange for money, gifts, or other favors or remuneration.

**75:**

**50:** Editors and journalists at the major media outlets generally avoid altering coverage in exchange for favors but some exceptions have been noted. Not all newsrooms abide by a formal journalistic code of conduct.

**25:**

**0:** Editors and journalists are widely known to sell" favorable or unfavorable coverage in exchange for money, gifts, or other remuneration. The major media outlets do not abide by any formal journalistic code of conduct.

10d. In practice, during the most recent election, political parties or independent candidates received fair media coverage.

100 | 75 | 50 | 25 | 0

**Comments:**

During the last national elections, in Oct. 2006, there was no political debate and electoral talk-show on any Georgian TV. I believe it answers the question.

**References:**

MONITORING MISUSE OF ADMINISTRATIVE RESOURCES  
2006 LOCAL GOVERNMENT ELECTIONS  
Tbilisi, Georgia, TI-Georgia, 2006

**100:** All political parties and independent candidates have some access to media outlets. Individual media outlets may have biases, but on balance, the national media coverage reflects the interests of the electorate. Media groups generally act as disinterested parties in an election. In places where a government is popular with the public, opposition viewpoints can access the public via media outlets.

**75:**

**50:** Major popular media outlets have a persistent bias regarding some parties or independent candidates. Some major parties may be partially excluded from media coverage, or draw more negative coverage. Media sectors may have distinct biases, such as newspapers favoring one party, while radio favors another.

**25:**

**0:** The mass media, on balance, have clear preferences in election outcomes and coverage is driven to achieve these goals. Some major parties or independent candidates are excluded or consistently negatively portrayed by mass media. Dissenting political opinions are only found on fringe or elite media outlets, such as Web sites.

10e. In practice, political parties and candidates have equitable access to state-owned media outlets.

100 | 75 | **50** | 25 | 0

**Comments:**

There are no state media in Georgia as such legally speaking. We have one public broadcaster and all other TV stations are private. By law, all parties and candidates have equal advertising time. Other than that, participation in talk-shows and news programs is always dominated by the ruling party.

**References:**

See OSCE election report, October 2006 local elections in Georgia  
see Election Media Monitoring report of the ISFED, for 2006 local elections in Georgia  
MONITORING MISUSE OF ADMINISTRATIVE RESOURCES 2006 LOCAL GOVERNMENT ELECTIONS; Tbilisi, Georgia, TI-Georgia, 2006

**100:** The government ensures that equal access and fair treatment of election contestants is provided by all state-owned media outlets, including all electronic and print media. This obligation extends to news reports, editorial comment, and all other content. All parties and candidates are offered consistent and equivalent rates for campaign advertising on state-owned media outlets.

**75:**

**50:** The government generally ensures equal access and fair treatment of all candidates and parties by state-owned media outlets but some exceptions exist. State-owned media may occasionally discriminate against particular parties or candidates and advertising rates may be confusing or non-transparent.

**25:**

**0:** The government uses state-owned media to routinely discriminate against opposition candidates and parties. Advertising space may be denied to opposition candidates and parties or higher rates may be charged.

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## 11. Are journalists safe when investigating corruption?

67

11a. In practice, in the past year, no journalists investigating corruption have been imprisoned.

**YES** | NO

**References:**

No media reports exist.

**YES:** A YES score is earned if there were no journalists imprisoned related to work covering corruption during the study period. A YES score is positive.

**NO:** A NO score is earned if any journalist was jailed because of his/her work covering corruption during the study period. The causal relationship between the official charges and the journalist's work may not be explicit, however the burden of proof here is low. If it seems likely that the journalist was imprisoned due to his or her work, then the indicator is scored as a NO. Corruption is defined broadly to include any abuses of power, not just the passing of bribes. Imprisoned" is defined here as detention by the government lasting more than 24 hours.

11b. In practice, in the past year, no journalists investigating corruption have been physically harmed.

YES | NO

**References:**

There were multiple such cases, especially in the regions. There were more than 45 cases reported of physical abuse over journalists all over the country, for reporting on corruption, or otherwise abuse of power by the public officials.

See at: <http://www.media.ge/eng/index.php>

**YES:** A YES score is earned if there were no documented cases of journalists being assaulted during the specific study period for their work covering corruption issues. A YES score is positive.

**NO:** A NO score is earned if there were any documented cases of assault to a journalist covering corruption during the study period. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

11c. In practice, in the past year, no journalists investigating corruption have been killed.

YES | NO

**References:**

No media reports exist.

**YES:** A YES score is earned if there were no documented cases of journalists being killed because of their work covering corruption-related issues during the study period. A YES score is positive.

**NO:** A NO score is earned if there were any documented cases where a journalist was killed in relation to his or her work covering corruption-related issues in the study period. The relationship between a mysterious death and an individual's work may not be clear, however the burden of proof here is low. If it is a reasonable guess that a person was killed in relation to his or her work on corruption issues, then the indicator is scored as a NO. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

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79  
I-3. Public Access to Information

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12. Do citizens have a legal right of access to information?

100

12a. In law, citizens have a right of access to government information and basic government records.

YES | NO

**References:**

General Administrative Code of Georgia, Chapter III, Freedom of Information

**YES:** A YES score is earned if there is a formal right to access government documents, including constitutional guarantees. Exceptions can be made for national security reasons or individual privacy, but they should be limited in scope. All other government documents should be available upon a public request.

**NO:** A NO score is earned if there is no such right.

12b. In law, citizens have a right of appeal if access to a basic government record is denied.

YES | NO

**References:**

General Administrative Code of Georgia, Chapter III, Freedom of Information  
Administrative Code of Procedure

**YES:** A YES score is earned if there is a formal process of appeal for rejected information requests. A YES score can still be earned if the appeals process involves redress through the courts rather than administrative appeal.

**NO:** A NO score is earned if there is no such formal process.

12c. In law, there is an established institutional mechanism through which citizens can request government records.

YES | NO

**References:**

General Administrative Code of Georgia, Chapter III, Freedom of Information

**YES:** A YES score is earned if there is a formal government mechanism/institution through which citizens can access government records available under freedom of information laws. This mechanism could be a government office (or offices within agencies or ministries) or an electronic request system.

**NO:** A NO score is earned if there is no such formal mechanism or institution.

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### 13. Is the right of access to information effective?

50

13a. In practice, citizens receive responses to access to information requests within a reasonable time period.

100 | 75 | 50 | 25 | 0

**References:**

Annual study of the Georgian Young Lawyers' Association, reporting on the implementation of Freedom of Information requests. reports are available from 2004, 2005, 2006 at [www.gyla.ge](http://www.gyla.ge)

Authors: Tinatin Khidasheli, Tamar Gurchiani, Tamar Chugoshvili

**100:** Records are available on-line, or records can be obtained within two weeks. Records are uniformly available; there are no delays for politically sensitive information. Legitimate exceptions are allowed for sensitive national security-related information.

**75:**

**50:** Records take around one to two months to obtain. Some additional delays may be experienced. Politically-sensitive information may be withheld without sufficient justification.

**25:**

**0:** Records take more than four months to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records. National security exemptions may be abused to avoid disclosure of government information.

13b. In practice, citizens can use the access to information mechanism at a reasonable cost.

**References:**

By law, information is free. Citizens pay only for copying.

For more information about the costs and legal problems see report of the Georgian Young Lawyers' Association at [www.gyla.ge/foi](http://www.gyla.ge/foi)

**100:** Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

**75:**

**50:** Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

13c. In practice, citizens can resolve appeals to access to information requests within a reasonable time period.

**References:**

Freedom of Information, Appeals and Litigation, 2005, 2006 at [www.gyla.ge/foi](http://www.gyla.ge/foi)

Annual Report of the Public Defender of Georgia to the Parliament, from 2005 and 2006 at [www.parliament.ge](http://www.parliament.ge)

**100:** The agency/entity acts on appeals quickly. While some backlog is expected and inevitable, appeals are acknowledged promptly and cases move steadily towards resolution.

**75:**

**50:** The agency/entity acts on appeals quickly but with some exceptions. Some appeals may not be acknowledged, and simple issues may take more than two months to resolve.

**25:**

**0:** The agency/entity does not resolve appeals in a timely fashion quickly. Appeals may be unacknowledged for many months and simple issues may take more than three months to resolve.

13d. In practice, citizens can resolve appeals to information requests at a reasonable cost.

100 | 75 | 50 | 25 | 0

**References:**

Law makes it affordable for all citizens. Individual appeals on freedom of information cases are free of charge.  
General Administrative Code of Georgia;  
Code of Administrative Procedure

**100:** In most cases, the appeals mechanism is an affordable option to middle class citizens seeking to challenge an access to information determination.

**75:**

**50:** In some cases, the appeals mechanism is not an affordable option to middle class citizens seeking to challenge an access to information determination.

**25:**

**0:** The prohibitive cost of utilizing the access to information appeals mechanism prevents middle class citizens from challenging access to information determinations.

13e. In practice, the government gives reasons for denying an information request.

100 | 75 | 50 | 25 | 0

**References:**

Government under Sunshine- report of the Georgian Young Lawyers Association on practical implementation of Freedom of Information Law, 2004, 2005, 2006 at [www.gyla.ge](http://www.gyla.ge);  
Annual report of the public defender to the Parliament of Georgia, 2005, 2006 at [www.parliament.ge](http://www.parliament.ge)

**100:** The government always discloses to the requestor the specific, formal reasons for denying information requests.

**75:**

**50:** The government usually discloses reasons for denying an information request to the requestor, with some exceptions. The reasons may be vague or difficult to obtain.

**25:**

**0:** The government does not regularly give reasons for denying an information request to the requestor.

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## II-1. Voting & Citizen Participation

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### 14. Is there a legal framework guaranteeing the right to vote?

100

14a. In law, universal and equal adult suffrage is guaranteed to all citizens.

YES | NO

#### References:

Constitution of Georgia  
Electoral Code of Georgia

**YES:** A YES score is earned if the right to vote is guaranteed to all citizens of the country (basic age limitations are allowed). A YES score can still be earned if voting procedures are, in practice, inconvenient or unfair.

**NO:** A NO score is earned if suffrage is denied by law to any group of adult citizens for any reason. Citizen is defined broadly, to include all ethnicities, or anyone born in the country. A NO score is earned if homeless or impoverished people are legally prohibited from voting.

14b. In law, there is a legal framework requiring that elections be held at regular intervals.

YES | NO

#### Comments:

Constitution sets terms of office for elected institutions. Yet, last year the constitution was changed for one time use, and the 2008 presidential and parliamentary elections will be held together, on the same day. By amendments, the term in office of the current Parliament has been extended by six-eight months.

#### References:

Constitution of Georgia

**YES:** A YES score is earned if there is a statutory or other framework enshrined in law that mandates elections at reasonable intervals.

**NO:** A NO score is earned if no such framework exists.

---

### 15. Can all citizens exercise their right to vote?

15a. In practice, all adult citizens can vote.

100 | 75 | 50 | 25 | 0

**References:**

OSCE election observance report at [www.osce.com](http://www.osce.com)

GYLA domestic monitoring organization report at [www.gyla.ge](http://www.gyla.ge)

ISFED domestic monitoring organization report at [www.isfed.ge](http://www.isfed.ge)

**100:** Voting is open to all citizens regardless of race, gender, prior political affiliations, physical disability, or other traditional barriers.

**75:**

**50:** Voting is often open to all citizens regardless of race, gender, prior political affiliations, physical disability, or other traditional barriers, with some exceptions.

**25:**

**0:** Voting is not available to some demographics through some form of official or unofficial pressure. Voting may be too dangerous, expensive, or difficult for many people.

15b. In practice, ballots are secret or equivalently protected.

100 | 75 | 50 | 25 | 0

**References:**

Election monitoring report at: [www.osce.org.ge](http://www.osce.org.ge)

Election monitoring report at: [www.gyla.ge](http://www.gyla.ge)

**100:** Ballots are secret, or there is a functional equivalent protection, in all cases.

**75:**

**50:** Ballots are secret, or there is a functional equivalent protection, in most cases. Some exceptions to this practice have occurred. Ballots may be subject to tampering during transport or counting.

**25:**

**0:** Ballot preferences are not secret. Ballots are routinely tampered with during transport and counting.

15c. In practice, elections are held according to a regular schedule.

100 | 75 | **50** | 25 | 0

**Comments:**

The constitution of Georgia has been changed one time for the forthcoming elections, and presidential and parliamentary elections will be held simultaneously in the fall of 2008. Because of that change, the term in office of the current Parliament has been prolonged by six months.

**References:**

Amendments to the Constitution of Georgia

**100:** Elections are always held according to a regular schedule, or there is a formal democratic process for calling a new election, with deadlines for mandatory elections.

**75:**

**50:** Elections are normally held according to a regular schedule, but there have been recent exceptions. The formal process for calling a new election may be flawed or abused.

**25:**

**0:** Elections are called arbitrarily by the government. There is no functioning schedule or deadline for new elections.

---

## 16. Are citizens able to participate equally in the political process?

85

16a. In law, all citizens have a right to form political parties.

**YES** | NO

**References:**

Constitution of Georgia, art.26  
Law on Political Parties  
Electoral Code

**YES:** A YES score is earned if citizens have the right to form political parties without interference from government. A YES score may still be earned if groups or individuals with a history of violence or terrorism (within last ten years) are banned from forming political parties. Non-discriminatory minimal criteria (e.g. minimum age) are also allowed.

**NO:** A NO score is earned if there are any legal or regulatory restrictions or prohibitions barring any types of political parties from being formed.

16b. In law, all citizens have a right to run for political office.

YES | NO

**References:**

Constitution of Georgia, art.29  
Law on Political Parties  
Electoral Code

**YES:** A YES score is earned if all citizens (citizen is defined broadly, to include all ethnicities, or anyone born in the country) have the right under law to run for political office. A YES score may still be earned if Individuals with a history of violence, terrorism, or criminality are banned from running for office.

**NO:** A NO score is earned if there are any legal restrictions barring certain individuals or groups from running for political office.

16c. In practice, all citizens are able to form political parties.

100 | 75 | 50 | 25 | 0

**References:**

Election Assessment in the South Caucasus, IDEA, 2004 at: [http://www.idea.int/publications/ea\\_caucasus/index.cfm](http://www.idea.int/publications/ea_caucasus/index.cfm)

Party System in Georgia; Political Institutions in Georgia; CIPDD 2007  
<http://www.cipdd.org/index.php>

**100:** While there is no guarantee of electoral success, political parties can form freely without opposition.

**75:**

**50:** Some barriers to formation are present, such as burdensome registration requirements that may not be fairly applied. Some parties' political viewpoints may draw pressure from the government, such as surveillance or intimidation. Some political parties or organizations may have extra barriers to getting on a ballot.

**25:**

**0:** Some political parties are effectively barred from forming through some manner of official or unofficial pressure. This may include threats, arrest, or violence from competing parties or other groups.

16d. In practice, all citizens can run for political office.

100 | 75 | 50 | 25 | 0

**References:**

Election Assessment in the South Caucasus, IDEA, 2004 at: [http://www.idea.int/publications/ea\\_caucasus/index.cfm](http://www.idea.int/publications/ea_caucasus/index.cfm)

Party System in Georgia; Political Institutions in Georgia; CIPDD 2007

<http://www.cipdd.org/index.php>

**100:** While there is no guarantee of electoral success, anyone can run for office under transparent and equitable guidelines. There is a formal process for access to the ballot which is fairly applied. The costs of running a campaign are reasonable and do not deter candidates from entering a race.

**75:**

**50:** Some barriers exist to getting on the ballot and bureaucratic or regulatory requirements for doing so may be unfairly applied. The costs of running a political campaign are significant and result in dissuading some candidates from running for office.

**25:**

**0:** Citizens can effectively be barred from the ballot through government abuse of official rules and/or unofficial pressure. The costs of running a campaign are extremely high and result in most average citizens being unable to run an effective campaign for office.

16e. In practice, an opposition party is represented in the legislature.

100 | 75 | 50 | 25 | 0

**References:**

Election Assessment in the South Caucasus, IDEA, 2004 at: [http://www.idea.int/publications/ea\\_caucasus/index.cfm](http://www.idea.int/publications/ea_caucasus/index.cfm)

Building Democracy in Georgia: Agenda for Debate. IDEA 2002

<http://www.idea.int/publications/georgia/index.cfm>

Party System in Georgia; Political Institutions in Georgia; CIPDD 2007

<http://www.cipdd.org/index.php>

**100:** The opposition party always has some influence on the proceedings of the legislature. The opposition party can introduce legislation or bring pending matters to a vote without the consent of the ruling party.

**75:**

**50:** The opposition party has influence on the proceeding of the legislature, but it is limited in scope. The opposition's ability to force votes or publicly debate certain topics may be limited.

**25:**

**0:** The opposition party has only token participation in the legislature's proceedings and cannot advance legislation or force a debate.

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## II-2. Election Integrity

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17. In law, is there an election monitoring agency or set of election monitoring agencies/entities?

100

17. In law, is there an election monitoring agency or set of election monitoring agencies/entities?

YES | NO

### References:

Election Code of Georgia

**YES:** A YES score is earned if there is a domestic agency or set of domestic agencies/entities formally assigned to ensure the integrity of the election process.

**NO:** A NO score is earned if no domestic agency or set of domestic agencies/entities that monitors elections. A NO score is earned if elections are only monitored by an agency informally, such as poll booth monitoring by the police, only by international observers, or only by NGOs. A NO score is earned if the domestic election agency or set of domestic agencies simply facilitates the process of voting but is not empowered to report violations or abuses.

---

18. Is the election monitoring agency effective?

65

18a. In law, the agency or set of agencies/entities is protected from political interference.

YES | NO

### References:

Election Code of Georgia

**YES:** A YES score is earned only if the agency or set of agencies/entities has some formal organizational independence from the bodies contesting in the election. A YES score is still earned even if the entity is legally separate but in practice staffed by partisans.

**NO:** A NO score is earned if the election monitoring agency or set of agencies/entities is legally tied to bodies contesting the election (i.e. an executive branch agency such as the Interior Ministry, or a committee of the legislature). A NO score is automatically earned if there is no domestic election monitoring agency.

18b. In practice, agency (or set of agencies/entities) appointments are made that support the independence of the agency.

100 | 75 | **50** | 25 | 0

**Comments:**

Appointments of the key personal at all levels of election administration are made according to the political loyalties. Some officials are ruling party activists and there is no professional school or any other agency providing substantial training for election officials.

**References:**

see reports from May / June 2005, when the appointments to the Central Election Commission were made.

**100:** Appointments to the agency or set of agencies/entities are made based on professional qualifications. Individuals appointed are free of conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed usually do not have clear political party affiliations.

**75:**

**50:** Appointments are usually based on professional qualifications. However, individuals appointed may have clear party loyalties.

**25:**

**0:** Appointments are often based on political considerations. Individuals appointed often have conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed often have clear party loyalties.

18c. In practice, the agency or set of agencies/entities has a professional, full-time staff.

100 | 75 | **50** | 25 | 0

**Comments:**

By law, all election administration is required to have a special training and qualification, but as there is no special education facility the system is just starting. A couple of NGOs started last year special modules for the first and second level administration.

**References:**

Election Code of Georgia;  
Interview with the Parliamentary Secretary of the Georgian Young Lawyers Association Besarion Abashidze  
No media reports on the subject exist.

**100:** The agency or set of agencies/entities has staff sufficient to fulfill its basic mandate.

**75:**

**50:** The agency or set of agencies/entities has limited staff, or staff without necessary qualifications to fulfill its basic mandate.

**25:**

**0:** The agency or set of agencies/entities has no staff, or such a limited staff that is clearly unqualified to fulfill its mandate.

18d. In practice, the agency or set of agencies/entities makes timely, publicly available reports following an election cycle.

100 | 75 | 50 | 25 | 0

**References:**

There are no media reports on secrecy.  
see web page of the Central Election Commission of Georgia at [www.cec.gov.ge](http://www.cec.gov.ge)

**100:** Reports are released to the public on a predictable schedule, without exceptions.

**75:**

**50:** Reports are released, but may be delayed, difficult to access, or otherwise limited.

**25:**

**0:** The agency or set of agencies/entities makes no public reports, issues reports which are effectively secret, or issues reports of no value.

18e. In practice, when necessary, the agency or set of agencies/entities imposes penalties on offenders.

100 | 75 | 50 | 25 | 0

**References:**

No media reports exist.  
The agency does not have any legal capacity on punishment. All they can do is to send reports to the Ministry of Justice or other law enforcement agencies.

**100:** When rules violations are discovered, the agency or set of agencies/entities is aggressive in penalizing offenders and/or in cooperating with other agencies in penalizing offenders.

**75:**

**50:** The agency or set of agencies/entities enforces rules, but is limited in its effectiveness. The agency may be slow to act, unwilling to take on politically powerful offenders, reluctant to cooperate with other agencies, or occasionally unable to enforce its judgments.

**25:**

**0:** The agency or set of agencies/entities does not effectively penalize offenders and/or cooperate with other agencies in penalizing offenders. The agency may make judgments but not enforce them, or may fail to make reasonable judgments against offenders. The agency may be partisan in its application of power.

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## 19. Are elections systems transparent and effective?

67

19a. In practice, there is a clear and transparent system of voter registration.

100 | 75 | **50** | 25 | 0

**Comments:**

Election lists and voter registration are the main sources of manipulation during elections.

**References:**

22.11.2006

The International Society for Fair Elections and Democracy (ISFED) is implementing the project 2006 Local Elections: Building Confidence in the Election Process – Voters’ Lists Audit”. The project is funded by the Organization for Security and Cooperation in Europe (OSCE) and the technical/expert assistance is provided by the National Democratic Institute for International Affairs (NDI). Please, see ISFED’s presentation on the audit results of the final lists of voters: [http://www.isfed.ge/statement\\_eng.htm](http://www.isfed.ge/statement_eng.htm)

**100:** There is a transparent system of voter registration that provides voters with sufficient time to understand their rights, check the accuracy of their registration, and ensure that errors are corrected before they vote.

**75:**

**50:** There is a transparent voter registration system that provides voters with sufficient time to understand their rights, check the accuracy of their registration, and ensure that errors are corrected before they vote but there are some problems. Voters may have not access to registration lists with sufficient time to correct errors before voting or registration lists may at times be inaccessible.

**25:**

**0:** The system of voter registration is incomplete or does not exist. Government may routinely falsify registration lists to affect voting patterns and limit access to the polls. Double voting and ghost” voting by non-existent voters is common.

19b. In law, election results can be contested through the judicial system.

**YES** | NO

**References:**

Georgia Election Code

**YES:** A YES score is earned if citizens or political parties can challenge allegedly fraudulent election results through the courts or other judicial mechanisms.

**NO:** A NO score is earned if there is no legal right for citizens or political parties to challenge allegedly fraudulent election results in the courts or other judicial mechanisms.

19c. In practice, election results can be effectively appealed through the judicial system.

100 | 75 | 50 | **25** | 0

**Comments:**

All candidates or parties can appeal, but we have never seen anyone ever winning even on the most obvious cases.

**References:**

Please, see the Joint Statement of The International Society of Fair Elections and Democracy (ISFED) and Georgian Young Lawyers' Association (GYLA) about a ruling adopted by the Central Election Commission of Georgia on Oct. 9, 2006, concerning the distribution of mandates by proportional principles in Tbilisi Local Council:

<http://www.isfed.ge/pdf/Joint%20Statement%20of%20GYLA%20and%20ISFED%20eng.pdf>

**100:** The electoral appeals mechanism takes cases from both candidates complaining of flaws in the electoral process as well as citizens bringing complaints related to denial of suffrage or registration errors. There is an expedited process for resolving such complaints to avoid delaying a timely announcement of electoral results.

**75:**

**50:** The electoral appeals mechanism takes complaints from both candidates and voters but may not always act on complaints promptly. The appeals mechanism may be abused at times by parties or candidates seeking to delay the announcement of electoral results.

**25:**

**0:** The electoral appeals mechanism rarely or never acts on complaints brought by candidates or citizens. Citizens may not be able to bring complaints related to denial of suffrage or voter registration errors.

19d. In practice, the military and security forces remain neutral during elections.

100 | 75 | **50** | 25 | 0

**Comments:**

The minister of Defense has been officially and openly expressing support to the ruling party and calling on all military to support. The same was the case with the minister of the Interior.

**References:**

There are no media reports on use of force.  
see report:  
MONITORING MISUSE OF ADMINISTRATIVE RESOURCES  
2006 LOCAL GOVERNMENT ELECTIONS  
Tbilisi, Georgia, TI-Georgia, 2006

**100:** The military, military officers, and other security forces refrain from overtly supporting or opposing political candidates or commenting on elections. The military or security forces refrain from physically interfering with political campaigns, rallies, or voting.

**75:**

**50:** The military, military officers, and security forces may be known to unofficially support or oppose particular candidates or parties. The military or security forces generally refrain from the use of force to support or oppose particular candidates or parties but there are exceptions.

**25:**

**0:** The military or other security forces are an active and explicit player in politics and overtly support or oppose particular candidates or parties. The military or security forces routinely exercise the use of force to support or oppose parties or candidates.

19e. In law, domestic and international election observers are allowed to monitor elections.

**YES** | NO

**References:**

Georgia Election Code

**YES:** A YES score is earned if domestic and international election observers are allowed to monitor the electoral process.

**NO:** A NO score is earned if there are any legal or regulatory prohibitions on the monitoring of the electoral process by domestic or international election observers.

19f. In practice, election observers are able to effectively monitor elections.

100 | **75** | 50 | 25 | 0

**References:**

MONITORING MISUSE OF ADMINISTRATIVE RESOURCES  
2006 LOCAL GOVERNMENT ELECTIONS  
Tbilisi, Georgia, TI-Georgia, 2006

18.05.2007

The International Society for Fair Elections and Democracy (ISFED) is announcing inter-organizational open vacancy for the position of administrative officer.

Please, see full information

18.12.2006

ISFED Project Manager Eka Siradze-Delaunay took part in the Domestic Observers Forum on 12-14 December, 2006 in Bratislava (Slovakia). Forum was organized by The Network of Europeans for Electoral and Democracy Support (NEEDS) in partnership with OSCE's Office for Democratic Institutions and Human Rights (OSCE/ODIHR), Slovakian monitoring organization (MEMO'98) and European Network of Election Monitoring Organizations (ENEMO).

The aim of the Forum was to involve the representatives from the leading European civil society organizations in election monitoring in order to conduct credible and effective election observation missions. The theme of the Forum was "The Use of IT in the Electoral Process and the Implications for Election Observation Methodology". The key objectives of the Forum were to train international and domestic election observers, increase their professionalism and capacity by identification of the current practices across the OSCE region in using IT in the electoral process and sharing of the standards for the usage of IT and strategies observer groups can employ to effectively observe elections.

8.12.2006

ISFED Executive Director Tamar Zhvania took part in the international seminar held on Dec. 5-7, 2006, in Mexico (Mexico). Program was organized by the United Nations Development Program (UNDP). The main goal of the program was to share experiences and discuss monitoring methodologies of electoral processes of the different countries. About 200 representatives of NGOs from different countries took part in the international seminar.

7.12.2006

On Dec. 7, 2006, the International Society for Fair Elections and Democracy (ISFED) organized a roundtable discussion on "Recent Constitutional Amendments in Georgia".

Members of the organizational commission on public discussions, MPs, representatives of government, international and non-governmental organizations, as well as independent experts and media participated in the roundtable discussion on the draft law "on Amendments and Supplements to the Constitution of Georgia".

Please, see ISFED's Roundtable Press Release, Explanatory Note and Draft Constitutional Amendments.

Roundtable Press Release...»

Constitutional Amendments...»

Explanatory Note...»

22.11.2006

The International Society for Fair Elections and Democracy" (ISFED) is implementing the project "2006 Local Elections: Building Confidence in the Election Process – Voters' Lists Audit". The project is funded by the Organization for Security and Cooperation in Europe (OSCE) and the technical/expert assistance is provided by the National Democratic Institute for International Affairs (NDI).

Please, see ISFED's presentation on the audit results of the final lists of voters ...»

18.10.2006

On Oct. 17, 2006, ISFED monitored the re-run October 5 Local Self-Government Elections in: Abasha (in 19 precincts), Liakhvi (in five precincts), Gardabani (in two precincts), Dusheti (in one precinct), Akhmeta (in one precinct).

Please, see ISFED Statements about the monitoring results of the re-run October 5 Local Self-Government Elections:

Statement #1 ...»

Statement #2 ...»

Statement #3 ...»

Statement #4 ...»

12.10.2006

Please, see the Joint Statement of The International Society of Fair Elections and Democracy (ISFED) and Georgian Young Lawyers' Association (GYLA) about a ruling adopted by the Central Election Commission of Georgia on Oct. 9, 2006, concerning the distribution of mandates by proportional principles in Tbilisi Local Council.

6.10.2006

ISFED Parallel Vote Tabulation (PVT) Proportional results ....»

ISFED Parallel Vote Tabulation (PVT) Majoritarian results:

Kutaisi ...»

Poti ...»

Batumi ...»

Rustavi ...»

6.10.2006

The International Society for Fair Elections and Democracy (ISFED) has conducted a large-scale monitoring of the local elections in Georgia.

at: <http://www.isfed.ge/indexen.htm>

**100:** Election observers have unfettered access to polling sites, counting stations, and voters themselves. The government does not interfere with the observers' activities.

**75:**

**50:** Election observers generally have access to polling sites, counting stations, and voters but encounter restrictions in certain areas. The government may impose burdensome regulatory or bureaucratic requirements on observers to discourage their involvement.

**25:**

**0:** Election observers' movements are significantly limited by the government and many polling and counting sites are restricted or barred from observers. The government imposes so many bureaucratic or regulatory burdens on the observers that their mission is rendered ineffective.

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77  
II-3. Political Financing

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20. Are there regulations governing political financing?

86

20a. In law, there are regulations governing private contributions to political parties.

YES | NO

**Comments:**

By law, private contributions are regulated as to annual contribution from private persons or legal entities. The same regulations are relevant for party members.

**References:**

Law of Georgia on Political Parties  
Election Code of Georgia

**YES:** A YES score is earned if there are any formal rules (by law or regulation) controlling private contributions to political parties.

**NO:** A NO score is earned if there is no regulation of private contributions to political parties.

20b. In law, there are limits on individual donations to candidates and political parties.

YES | NO

**Comments:**

Individual contributions are limited to 30.000 lari, (US\$18,325) annually for either political party or candidate. Anonymous contributions are prohibited. A party or candidate is obliged to publish lists of contributors.

**References:**

Georgian Law on Political Parties  
Election Code

**YES:** A YES score is earned if there are any limits, regardless of size, on individual contributions to political candidates and political parties. A YES score is earned if individual contributions are prohibited.

**NO:** A NO score is earned if there are no limits on contributions from individuals. A NO score is also earned if limits are applied by the government on opposition parties/candidates in a discriminatory manner.

20c. In law, there are limits on corporate donations to candidates and political parties.

YES | NO

**Comments:**

There is an annual 100,000 lari-(US\$61,083) limit for contributions by legal persons. There is a request of disclosure.

**References:**

Georgian Law on Political Parties  
Election Code

**YES:** A YES score is earned if there are any limits, regardless of size, on corporate contributions to political candidates and political parties. A YES score is earned if contributions are prohibited.

**NO:** A NO score is earned if there are no limits on corporate contributions to candidates or political parties. A NO score is also earned if limits are applied by the government on opposition parties/candidates in a discriminatory manner.

20d. In law, there are limits on total political party expenditures.

YES | NO

**Comments:**

The expenditure is not regulated by law.

**References:**

Georgian Law on Political Parties  
Election Code

**YES:** A YES score is earned if there are any limits, regardless of size, on political party expenditures. A YES score is earned if all party expenditures are prohibited.

**NO:** A NO score is earned if there are no limits on political party expenditures. A NO score is also earned if limits are applied by the government on opposition parties in a discriminatory manner.

20e. In law, there are requirements for disclosure of donations to political candidates and parties.

**YES** | NO

**Comments:**

All financial contributions are to be disclosed.  
Anonymous contributions are prohibited.

**References:**

Georgian Law on Political Parties  
Election Code

**YES:** A YES score is earned if there are any requirements mandating the disclosure of financial contributions to political parties or candidates.

**NO:** A NO score is earned if there are no requirements mandating the disclosure of contributions to political parties or candidates, existing regulations do not require a donor's name or amount given, or the regulations allow for anonymous donations.

20f. In law, there are requirements for the independent auditing of the finances of political parties and candidates.

**YES** | NO

**Comments:**

Audit is performed by the company invited by the party itself.  
Audit of the election funds is performed by the Special Audit Commission established with the Central Election Commission.

**References:**

Georgian Law on Political Parties  
Election Code

**YES:** A YES score is earned if there is a legal or regulatory requirement for independent auditing of candidate and party finances. The auditing is performed by an impartial third-party.

**NO:** A NO score is earned if there are no legal or regulatory requirements for the independent auditing of political parties and candidates or if such requirements exist but allow for candidates or parties to self-audit.

20g. In law, there is an agency or entity that monitors the political financing process.

YES | NO

**Comments:**

This task is performed by the Ministry of Justice.

**References:**

Georgian Law on Political Parties  
Election Code

**YES:** A YES score is earned if there is a domestic agency or set of domestic agencies/entities formally assigned to monitor and enforce laws and regulations around political financing. A YES score is earned even if the agency/entity is ineffective in practice.

**NO:** A NO score is earned if there is no such agency or entity.

---

## 21. Are the regulations governing political financing effective?

29

21a. In practice, the limits on individual donations to candidates and political parties are effective in regulating an individual's ability to financially support a candidate or political party.

100 | 75 | 50 | 25 | 0

**Comments:**

The problem is that regulation concerns only direct financial contribution or contributions with moveable/imoveable property. In kind contributions are not regulated at all, neither is the use of administrative resource. The use of public resources, i.e. government offices, cars, means of communication, as well as finances, is normal for any Georgian ruling party.

**References:**

Political Party Financing;  
Report of the Georgian Young Lawyers' Association, 2007:  
[www.gyla.ge](http://www.gyla.ge)

**100:** Existing limits represent the full extent to which an individual can directly or indirectly financially support a candidate or political party. Limits are reasonably low enough in the context of the total costs of running a campaign.

**75:**

**50:** Existing limits generally represent the full extent to which an individual can directly or indirectly financially support a candidate or political party. However, exceptions and loopholes exist through which individuals can indirectly support candidates or political parties above and beyond those formal limitations. Such loopholes could include making donations to third-party groups that advocate on behalf of (or against) a particular candidate or party; unregulated loans to candidates or parties (rather than direct donations); or in-kind support that is not explicitly regulated by laws or regulations. The limits may be too high in the context of the overall costs of running a campaign.

**25:**

**0:** Existing limits are routinely bypassed or willfully ignored. The vast majority of individual contributions to a candidate or political party are made outside of the formal limitation system. There is no enforcement of violations. Limits are so high that they are meaningless in the context of the overall costs of running a campaign.

21b. In practice, the limits on corporate donations to candidates and political parties are effective in regulating a company's ability to financially support a candidate or political party.

100 | 75 | **50** | 25 | 0

**Comments:**

Limits and regulations are not enough, as they do not include in kind contributions. As the notion of market prize is rather abstract and irrelevant for Georgia, parties have a full discretion to value costs of any event organized for them. The government can always manipulate with the same notion, if they are willing to punish a party. As there is no independent judiciary in Georgia, the government might always be right.

**References:**

See reports of the OSCE, ISFED and GYLA after 2006 Local Elections in Georgia:  
[www.gyla.ge](http://www.gyla.ge)  
[www.osce.org](http://www.osce.org)  
[www.isfed.ge](http://www.isfed.ge)

**100:** Existing limits represent the full extent to which a company can directly or indirectly financially support a candidate or political party. Limits are reasonably low enough in the context of the total costs of running a campaign to be meaningful.

**75:**

**50:** Existing limits generally represent the full extent to which a company can directly or indirectly financially support a candidate or political party. However, exceptions and loopholes exist through which companies can indirectly support candidates or political parties above and beyond those formal limitations. Such loopholes could include making to donations to third-party groups that advocate on behalf of (or against) a particular candidate or party; unregulated loans to candidates or parties (rather than direct donations); or in-kind support that is not explicitly regulated by laws or regulations. The limits may be too high in the context of the overall costs of running a campaign.

**25:**

**0:** Existing limits are routinely bypassed or willfully ignored. The majority of corporate contributions to a candidate or political party are made outside of the formal limitation system. There is no enforcement of violations. Limits are so high that they are meaningless in the context of the overall costs of running a campaign.

21c. In practice, the limits on total party expenditures are effective in regulating a political party's ability to fund campaigns or politically-related activities.

100 | 75 | 50 | 25 | 0

**References:**

No media reports exist.

There are no legal limits to the expenditures.

**100:** Existing limits represent the full extent to which political parties are able to finance their activities. Limits are reasonably low enough in the context of the total costs of running a party to be meaningful.

**75:**

**50:** Existing limits generally represent the full extent to which a political party can finance its activities. However, exceptions and loopholes exist through which parties can generate revenue or finance their activities beyond the scope of existing regulations. Such loopholes could include taking loans that are outside of the scope of regulations covering direct donations; links to revenue-generating business activities that are beyond the scope of electoral or campaign-related regulations; or accepting in-kind support that is not explicitly regulated by laws or regulations. The limits may be too high in the context of the overall costs of running a party

**25:**

**0:** Existing limits are routinely bypassed or willfully ignored. The majority of expenditures are made outside of the formal limitation system. Limits are so high that they are meaningless in the context of the overall costs of running a party.

21d. In practice, when necessary, an agency or entity monitoring political financing independently initiates investigations.

100 | 75 | 50 | 25 | 0

**Comments:**

No investigation has been initiated or requested ever, in spite of the fact that all domestic and international observers at the last national elections, in October 2006, identified grave violations in campaign financing by the ruling party by massive misuse of administrative resources and state budget.

**References:**

There have been no reports of any investigation.

**100:** The agency or entity aggressively starts investigations into allegations of wrong doing with respect to political financing. The agency is fair in its application of this power.

**75:**

**50:** The agency or entity will start investigations, but often relies on external pressure to set priorities, or has limited effectiveness when investigating. The agency, though limited in effectiveness, is still fair in its application of power.

**25:**

**0:** The agency or entity rarely investigates on its own, or the agency or entity is partisan in its application of this power.

21e. In practice, when necessary, an agency or entity monitoring political financing imposes penalties on offenders.

100 | 75 | 50 | 25 | 0

**Comments:**

After the 2006 local elections, the Audit Commission of the Central Election Commission found minor problems in the financial declarations of practically every party participating in the elections. There was an administrative procedure initiated against the Republican Party of Georgia. However, after a court appeal, the Ministry of Justice withdrew its lawsuit technically using the argument of delay in procedure. The real reason was the fact that punishment of the Republican Party (RP) would have set a precedent. No party has ever been financially sanctioned in Georgia. The precedent would have caused the RP to start a lawsuit against the ruling party for the same violation of the law, but on a larger scale, and would have led to cutting state funding from the ruling national movement for two years.

**References:**

Nespaper Rezonansi, 2006 November report of the CEC audit commission  
June 2007, newspaper Alia”

**100:** When rules violations are discovered, the agency or entity is aggressive in penalizing offenders.

**75:**

**50:** The agency or entity enforces rules, but is limited in its effectiveness. The agency or entity may be slow to act, unwilling to take on politically powerful offenders, or occasionally unable to enforce its judgments.

**25:**

**0:** The agency or entity does not effectively penalize offenders. The agency or entity may make judgments but not enforce them, or may fail to make reasonable judgments against offenders. The agency or entity may be partisan in its application of power.

21f. In practice, contributions to political parties and candidates are audited.

100 | 75 | 50 | 25 | 0

**Comments:**

In practice, audit firms in Georgia are not well organized and not highly professional. The costs of the internationally recognized audit firms are too high. All political parties in Georgia use services of one-man run audit firms. That practice is based on some kind of kinship.

**References:**

Georgia election monitoring report, by OSCE  
Georgia election monitoring report, by ISFED  
Party financing monitoring, Georgian Young Lawyers' Association

**100:** Political party and candidate finances are regularly audited using generally accepted auditing practices. This includes the auditing of nominally independent financial organizations that act as financial extensions of the party.

**75:**

**50:** Political party and candidate finances (as defined) are audited, but audits are limited in some way, such as using inadequate auditing standards, or the presence of exceptions to disclosed contributions. Contributions to the political party or candidate may be sufficiently audited, but the auditing of nominally independent extensions of the party may not be.

**25:**

**0:** Party and candidate finances are not audited, or the audits performed have no value in tracking contributions. Audits may be performed by entities known to be partisan or biased in their practices.

---

## 22. Can citizens access records related to political financing?

58

22a. In practice, political parties and candidates disclose data relating to financial support and expenditures within a reasonable time period.

100 | 75 | **50** | 25 | 0

**Comments:**

It is usually done by the leading or parliamentary parties. We almost never get all parties to fulfill this legal requirement.

**References:**

By law, political parties publish their income/ expenditure statements and independent audit evaluation in newspapers. This is done annually, every February.

**100:** Political parties and candidates disclose their sources of funding and expenditures at least every quarter.

**75:**

**50:** Political parties and candidates disclose their sources of funding and expenditures only one or two times per year. Delays may occur when sensitive political information is involved.

**25:**

**0:** Political parties and candidates never publish their sources of funding or expenditures or publish that information only rarely with more than a year in between publication. Politically sensitive information is regular withheld from public disclosure.

22b. In practice, citizens can access the financial records of political parties and candidates within a reasonable time period.

100 | 75 | 50 | **25** | 0

**Comments:**

Normally such information is available annually or after elections.

**References:**

There is no requirement on political parties to disclose information. Freedom of information laws do not apply. This is up to the good will of a party. However, information submitted either to the Central Election Commission or the Ministry of Justice is public and theoretically available for immediate disclosure.

**100:** Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

**75:**

**50:** Records take two to four weeks to obtain. Some delays may be experienced.

**25:**

**0:** Records take more than a month to acquire. There may be persistent delays in obtaining politically sensitive records.

22c. In practice, citizens can access the financial records of political parties and candidates at a reasonable cost.

100 | 75 | 50 | 25 | 0

**References:**

If information is available, it is free. Citizens only pay the photocopying costs.

**100:** Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

**75:**

**50:** Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

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Category III. Government Accountability

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III-1. <sup>55</sup>Executive Accountability

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23. In law, can citizens sue the government for infringement of their civil rights?

100

23. In law, can citizens sue the government for infringement of their civil rights?

YES | NO

**References:**

Constitution of Georgia , art. 42

**YES:** A YES score is earned if all citizens (citizen is defined broadly, to include all ethnicities, or anyone born in the country) can receive compensation or redress through the courts for civil rights violations committed by the government, such as failure to follow due process of law when detaining suspected criminals.

**NO:** A NO score is earned if any group of citizens is excluded from the right to sue the government, or no such mechanism exists.

---

24. Can the chief executive be held accountable for his/her actions?

50

24a. In practice, the chief executive gives reasons for his/her policy decisions.

100 | 75 | 50 | 25 | 0

**References:**

There is no obligation for the government to justify their policies.

The most commonly used statement by the Georgian public officials is the following: a decision is made and cannot be contested.

**100:** The chief executive and/or cabinet ministers give formal explanations of all policy matters. The chief executive regularly takes critical questions from journalists or an opposition party, usually at least once a month. There is no censoring of such sessions.

**75:**

**50:** The chief executive and/or cabinet ministers give explanations of policy, but not always in a timely or complete way. The chief executive occasionally takes critical questions from journalists or an opposition party, but not in a regular or formalized process. Particular issues of political sensitivity may be censored by government broadcasters.

**25:**

**0:** The chief executive and/or cabinet ministers do not give substantial justifications for policy. Public appearances by the chief executive offer no exposure to critical questions. The government and government-run media routinely censor such sessions.

24b. In law, the judiciary can review the actions of the executive.

**YES** | NO

**Comments:**

Constitutionality of acts can be checked by the Constitutional Court of Georgia, while legality of actions of the executive is checked by the common courts.

**References:**

Constitution of Georgia  
Law of Georgia on Constitutional Court  
Law of Georgia on common courts  
Administrative Procedures Code

**YES:** A YES score is earned if there is a formal process by which the judiciary can pass judgments on the legality or constitutionality of actions taken by the executive.

**NO:** A NO score is earned if no such mechanism exists. A NO score is earned if judicial review is vaguely established in law or regulation without formal procedures. A NO score is earned if general exemptions exist with respect to executive actions that are reviewable (a national security exemption, for example).

24c. In practice, when necessary, the judiciary reviews the actions of the executive.

100 | 75 | 50 | **25** | 0

**Comments:**

The judiciary in Georgia is neither fair nor non-partisan.

**References:**

See report of ABA-CEELI on Judiciary in Georgia  
See report of GYLA, on court case law in administrative matters;

**100:** When constitutional or legal questions or possible violations are raised, the judiciary is aggressive in reviewing executive actions and can void illegal or unconstitutional actions. The judiciary is fair and nonpartisan in its application of this power. It does not need to rely upon the executive to initiate a constitutional or legal review.

**75:**

**50:** The judiciary will review executive actions, but is limited in its effectiveness. The judiciary may be slow to act, unwilling to take on politically sensitive issues, or occasionally unable to enforce its judgments.

**25:**

**0:** The judiciary does not effectively review executive policy. The judiciary may make judgments but not enforce them, or may fail to pass judgments on executive abuses. The judiciary may be partisan in its application of power. It must rely on instructions from the executive in order to initiate a legal or constitutional review.

24d. In practice, the chief executive limits the use of executive orders for establishing new regulations, policies, or government practices.

100 | 75 | 50 | **25** | 0

**Comments:**

Legally speaking it is impossible for the executive in Georgia to issue any acts that contradict laws or do not directly derive from legal requirements. However, this is done pretty frequently.

**References:**

Most recent violations of legal order have been taking place with the deprivation of property rights of the citizens of Georgia in Tbilisi, Adjara, and elsewhere.  
See reports on EurasiaNet.

**100:** The chief executive utilizes executive orders only when there is no constitutional or legal requirement for official legislative action or approval. Executive orders are limited in number and narrow in scope.

**75:**

**50:** The chief executive sometimes relies on executive orders to implement policies and regulations opposed by the legislature. Some executive orders are overly broad in scope and are designed to circumvent constitutional or legal requirements for legislative action or approval.

**25:**

**0:** The chief executive routinely abuses executive orders to render the legislature practically useless. Executive orders are the norm, not the exception, and directly contravene constitutional or legal requirements for legislative action or approval.

---

## 25. Is the executive leadership subject to criminal proceedings?

100

25a. In law, the heads of state and government can be prosecuted for crimes they commit.

**YES** | NO

**References:**

Constitution of Georgia, art.75  
Law on Impeachment

**YES:** A YES score is earned if the heads of state and government can be investigated, charged or prosecuted for criminal allegations. Figurehead officials (symbolic figures without day-to-day authority) may be exempt.

**NO:** A NO score is earned if either the head of state or government cannot be investigated, charged or prosecuted for criminal allegations or the executive branch controls whether investigative or prosecutorial immunity can be lifted on the heads of state or government.

25b. In law, ministerial-level officials can be prosecuted for crimes they commit.

**YES** | NO

**References:**

Constitution of Georgia, art.64  
Law on Impeachment from 1997

**YES:** A YES score is earned if ministerial-level officials, or their equivalents, can all be investigated, charged or prosecuted for criminal allegations.

**NO:** A NO score is earned if any ministerial-level official, or equivalent official, cannot be investigated, charged or prosecuted for criminal allegations or the executive branch controls whether investigative or prosecutorial immunity can be lifted on ministerial-level officials.

---

## 26. Are there regulations governing conflicts of interest by the executive branch?

38

26a. In law, the heads of state and government are required to file a regular asset disclosure form.

**YES** | NO

**References:**

Law on Conflict of Interests and Corruption, 1997, arts.14 and 26

**YES:** A YES score is earned if the heads of state and government are required by law to file an asset disclosure form while in office, illustrating sources of income, stock holdings, and other assets. This form need not be publicly available to score a YES. Figurehead officials (symbolic figures without day-to-day authority) may be exempt.

**NO:** A NO score is earned if either the head of state or government is not required to disclose assets.

26b. In law, ministerial-level officials are required to file a regular asset disclosure form.

YES | NO

**References:**

Law on Conflict of Interests and Corruption, 1997, arts.14 and 26

**YES:** A YES score is earned if ministerial-level officials, or their equivalents, are all required by law to file an asset disclosure form while in office, illustrating sources of income, stock holdings, and other assets.

**NO:** A NO score is earned if ministers are not required to disclose assets. A NO score is earned if some ministers must disclose assets, but other ministers are not required.

26c. In law, there are regulations governing gifts and hospitality offered to members of the executive branch.

YES | NO

**Comments:**

It regulates that annual gifts cannot exceed the value of more than five times the minimum living. This currently stands at 120 lari (US\$73).

**References:**

Law on Conflict of Interests and Corruption, 1997  
Criminal Code of Georgia, art.340

**YES:** A YES score is earned if there are formal guidelines regulating gifts and hospitality offered to members of the executive branch of government.

**NO:** A NO score is earned if there are no guidelines or regulations with respect to gifts and hospitality offered to members of the executive branch. A NO score is earned if the guidelines are overly general and do not specify what is and is not appropriate.

26d. In law, there are requirements for the independent auditing of the executive branch asset disclosure forms (defined here as ministers and heads of state and government).

YES | NO

**References:**

No law requires that.

**YES:** A YES score is earned if there is a legal or regulatory requirement for independent auditing of executive branch asset disclosures. The auditing is performed by an impartial third-party. Figurehead officials (symbolic figures without day-to-day authority) may be exempt.

**NO:** A NO score is earned if there are no legal or regulatory requirements for the independent auditing of executive branch asset disclosures or if such requirements exist but allow for self-auditing.

26e. In law, there are restrictions on heads of state and government and ministers entering the private sector after leaving the government.

YES | **NO**

**References:**

No legal regulations exist.

**YES:** A YES score is earned if there are regulations restricting the ability of heads of state/government and ministers to take positions in the private sector after leaving government that would present a conflict of interest, including positions that directly seek to influence their former government colleagues. Figurehead officials (symbolic figures without day-to-day authority) may be exempt.

**NO:** A NO score is earned if no such restrictions exist.

26f. In practice, the regulations restricting post-government private sector employment for heads of state and government and ministers are effective.

100 | 75 | 50 | 25 | **0**

**References:**

No legal regulations exist.

**100:** The regulations restricting post-government private sector employment for heads of state/government and ministers are uniformly enforced. There are no or few cases of those officials taking jobs in the private sector after leaving government where they directly lobby or seek to influence their former government colleagues without an adequate cooling off" period.

**75:**

**50:** The regulations are generally enforced though some exceptions exist. In certain sectors, heads of state/government or ministers are known to regularly take jobs in the private sector that entail directly lobbying or seeking to influence their former government colleagues. Cooling off periods are short and sometimes ignored.

**25:**

**0:** The regulations are rarely or never enforced. Heads of state/government or ministers routinely take jobs in the private sector following government employment that involve direct lobbying or influencing of former government colleagues. Cooling off periods are non-existent or never enforced.

26g. In practice, the regulations governing gifts and hospitality offered to members of the executive branch are effective.

100 | 75 | 50 | 25 | 0

**References:**

This is not effective, as there is no regulation for follow-up checks and monitoring.

**100:** The regulations governing gifts and hospitality to members of the executive branch are regularly enforced and sufficiently restrict the amounts of gifts and hospitality that can be given. Members of the executive branch never or rarely accept gifts or hospitality above what is allowed.

**75:**

**50:** The regulations governing gifts and hospitality to members of the executive branch are generally applied though exceptions exist. Some ministers in certain sectors are known to accept greater amounts of gifts and hospitality from outside interest groups or private sector actors than is allowed.

**25:**

**0:** The regulations governing gifts and hospitality to members of the executive branch are routinely ignored and unenforced. Ministers and other members of the executive branch routinely accept significant amounts of gifts and hospitality from outside interest groups and actors seeking to influence their decisions.

26h. In practice, executive branch asset disclosures (defined here as ministers and above) are audited.

100 | 75 | 50 | 25 | 0

**References:**

No requirement for audit exists.

Newspaper Alia published regular information, but audit is done by their experts and resources.

**100:** Executive branch asset disclosures are regularly audited using generally accepted auditing practices.

**75:**

**50:** Executive branch asset disclosures are audited, but audits are limited in some way, such as using inadequate auditing standards, or the presence of exceptions to disclosed assets.

**25:**

**0:** Executive branch asset disclosures are not audited, or the audits performed have no value. Audits may be performed by entities known to be partisan or biased in their practices.

## 27. Can citizens access the asset disclosure records of the heads of state and government?

83

27a. In law, citizens can access the asset disclosure records of the heads of state and government.

YES | NO

### References:

General Administrative Code of Georgia, Chapter 3, Freedom of Information

**YES:** A YES score is earned if the heads of state and government file an asset disclosure form that is, in law, accessible to the public (individuals, civil society groups or journalists).

**NO:** A NO score is earned if there is no asset disclosure for either the head of state or government. A NO score is earned if the form is filed, but not available to the public.

27b. In practice, citizens can access the asset disclosure records of the heads of state and government within a reasonable time period.

100 | 75 | 50 | 25 | 0

### References:

It takes form 10 days to a month to get the information requested.  
No reports on delays and any particular problems exist.

See reports of the Georgian Young Lawyers' Association, Government under Sunshine<sup>™</sup>: [www.gyla.ge](http://www.gyla.ge);

See annual reports of the PUblic defender of Georgia:  
[www.ombudsman.ge](http://www.ombudsman.ge)

**100:** Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

**75:**

**50:** Records take around two weeks to obtain. Some additional delays may be experienced.

**25:**

**0:** Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

27c. In practice, citizens can access the asset disclosure records of the heads of state and government at a reasonable cost.

100 | 75 | 50 | 25 | 0

**References:**

Only photocopying costs are charged, as required by law.  
No other information has been reported.

**100:** Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

**75:**

**50:** Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

---

28. In practice, official government functions are kept separate and distinct from the functions of the ruling political party.

0

28. In practice, official government functions are kept separate and distinct from the functions of the ruling political party.

100 | 75 | 50 | 25 | 0

**Comments:**

There was a ruling party project of free eating halls for poor". All advertisements were on behalf of the party, while money was assigned from the state and municipality budgets.

**References:**

Never.

As example of abuse, see adds on Georgian TV, from July 2007, advertising for the President's Cup in football. This is the project of the ruling party, funded from the city budget and the budget of the sports department.

**100:** Clear rules are followed distinguishing state functions from party activities. Government funds are never used for party activities. The civil service is completely distinct from party bureaucracy.

**75:**

**50:** The ruling party is, in principal, separate from the state, but exceptions to this standard sometimes occur. Examples may be the use of civil servants to organize political rallies, use of government vehicles on campaign trips, or use of government funds for party purposes.

**25:**

**0:** The government bureaucracy is an extension of the ruling party. There are few boundaries between government and party activities. Government funds, equipment and personnel are regularly used to support party activities.

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## III-2. Legislative Accountability

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29. Can members of the legislature be held accountable for their actions?

75

29a. In law, the judiciary can review laws passed by the legislature.

YES | NO

**References:**

Constitution of Georgia, art.89

Law of Georgia on Constitutional Court from 1997;

Law of Georgia on Constitutional Proceedings, from 1997

**YES:** A YES score is earned if there is a formal process by which the judiciary or constitutional courts can pass judgments on the legality or constitutionality of laws passed by the legislature.

**NO:** A NO score is earned if no such mechanism exists. A NO score is earned if judicial review is vaguely established in law or regulation without formal procedures. A NO score is earned if general exceptions exist exempting certain legislative actions from being reviewed (a national security exemption, for example).

29b. In practice, when necessary, the judiciary reviews laws passed by the legislature.

100 | 75 | 50 | 25 | 0

**Comments:**

Due to the transfer of the seat of the Constitutional Court of Georgia from the capital to Batumi, there have been tremendous delays in considering constitutional issues.

Usually, the Constitutional Court is reluctant to declare laws unconstitutional, and whenever it does so the legislature does not obey.

**References:**

See debates May-June, 2007, after the May 18 decision of the Constitutional Court to abolish part of a law that was unconstitutional.

Parliament has adopted similar regulation once again.

**100:** When constitutional or legal questions or possible violations are raised, the judiciary is aggressive in reviewing laws passed and can void illegal or unconstitutional actions. The judiciary is fair and nonpartisan in its application of this power.

**75:**

**50:** The judiciary will review laws passed, but is limited in its effectiveness. The judiciary may be slow to act, unwilling to take on politically sensitive issues, or occasionally unable to enforce its judgments.

**25:**

**0:** The judiciary does not effectively review laws passed. The judiciary may make judgments but not enforce them, or may fail to pass judgments on executive abuses. The judiciary may be partisan in its application of power.

29c. In law, are members of the national legislature subject to criminal proceedings?

**YES** | NO

**References:**

Constitution of Georgia

Law on Members of Parliament

Procedural rules of Parliament

Criminal Procedure Code

**YES:** A YES score is earned if all members of the legislature can, in law, be investigated and prosecuted for criminal allegations.

**NO:** A NO score is earned if any member of the legislature cannot, in law, be investigated and prosecuted for criminal proceedings.

---

30. Are there regulations governing conflicts of interest by members of the national legislature?

32

30a. In law, members of the national legislature are required to file an asset disclosure form.

**YES** | NO

**References:**

Law of Georgia on the status of Members of Parliament  
Procedure rules of the Parliament  
Law of Georgia on Conflict of Interests and Corruption

**YES:** A YES score is earned if all members of the legislature are required by law to file an asset disclosure form while in office, illustrating sources of income, stock holdings, and other assets. This form does not need to be publicly available to score a YES.

**NO:** A NO score is earned if any member of the legislature is not required to disclose assets.

30b. In law, there are restrictions for national legislators entering the private sector after leaving the government.

YES | **NO**

**References:**

No such regulation exists.

**YES:** A YES score is earned if there are regulations restricting national legislators' ability to take positions in the private sector after leaving government that would present a conflict of interest, including positions that directly seek to influence their former government colleagues.

**NO:** A NO score is earned if no such restrictions exist.

30c. In law, there are regulations governing gifts and hospitality offered to members of the national legislature.

**YES** | NO

**Comments:**

MPs can accept annual gifts worth of five times the minimum living, that is five times US\$73.

**References:**

Procedure rules of the Parliament;  
Law of Georgia on Conflict of Interests and Corruption;  
Criminal Code of Georgia, art.340

**YES:** A YES score is earned if there are formal guidelines regulating gifts and hospitality for members of the legislature.

**NO:** A NO score is earned if there are no guidelines or regulations with respect to gifts or hospitality offered to members of the legislature. A NO score is earned if the guidelines are general and do not specify what is and is not appropriate.

30d. In law, there are requirements for the independent auditing of the asset disclosure forms of members of the national legislature.

YES | **NO**

**References:**

No regulations exist.

**YES:** A YES score is earned if there is a legal or regulatory requirement for independent auditing of legislative branch asset disclosures. The auditing is performed by an impartial third-party.

**NO:** A NO score is earned if there are no legal or regulatory requirements for the independent auditing of legislative branch asset disclosures or if such requirements exist but allow for self-auditing.

30e. In practice, the regulations restricting post-government private sector employment for national legislators are effective.

100 | 75 | 50 | 25 | **0**

**References:**

There are no regulations.

**100:** The regulations restricting post-government private sector employment for national legislators are uniformly enforced. There are no or few cases of legislators taking jobs in the private sector after leaving government where they directly lobby or seek to influence their former government colleagues without an adequate cooling off" period.

**75:**

**50:** The regulations are generally enforced though some exceptions exist. In certain sectors, legislators are known to regularly take jobs in the private sector that entail directly lobbying or seeking to influence their former government colleagues. Cooling off periods are short and sometimes ignored.

**25:**

**0:** The regulations are rarely or never enforced. Legislators routinely take jobs in the private sector following government employment that involve direct lobbying or influencing of former government colleagues. Cooling off periods are non-existent or never enforced.

30f. In practice, the regulations governing gifts and hospitality offered to national legislators are effective.

100 | 75 | 50 | 25 | 0

**References:**

This is not effective, as there is no audit mechanism available.

**100:** The regulations governing gifts and hospitality to national legislators are regularly enforced and sufficiently restrict the amounts of gifts and hospitality that can be given to legislators. Legislators never or rarely accept gifts or hospitality above what is allowed.

**75:**

**50:** The regulations governing gifts and hospitality to national legislators are generally applied though exceptions exist. Some legislators in certain sectors are known to accept greater amounts of gifts and hospitality from outside interest groups or private sector actors than is allowed.

**25:**

**0:** The regulations governing gifts and hospitality to national legislators are routinely ignored and unenforced. Legislators routinely accept significant amounts of gifts and hospitality from outside interest groups and actors seeking to influence their decisions.

30g. In practice, national legislative branch asset disclosures are audited.

100 | 75 | 50 | 25 | 0

**References:**

No legal regulation exists, thus it is never done voluntarily.

**100:** Legislative branch asset disclosures are regularly audited using generally accepted auditing practices.

**75:**

**50:** Legislative branch asset disclosures are audited, but audits are limited in some way, such as using inadequate auditing standards, or the presence of exceptions to disclosed assets.

**25:**

**0:** Legislative branch asset disclosures are not audited, or the audits performed have no value. Audits may be performed by entities known to be partisan or biased in their practices.

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### 31. Can citizens access the asset disclosure records of members of the national legislature?

67

31a. In law, citizens can access the asset disclosure records of members of the national legislature.

YES | NO

**References:**

General Administrative Code of Georgia, Chapter 3, Freedom of Information  
Law of Georgia on Conflict of Interests and Corruption

**YES:** A YES score is earned if members of the national legislature file an asset disclosure form that is, in law, accessible to the public (individuals, civil society groups or journalists).

**NO:** A NO score is earned if there is no asset disclosure for members of the national legislature. A NO score is earned if the form is filed, but not available to the public.

31b. In practice, citizens can access legislative asset disclosure records within a reasonable time period.

100 | 75 | **50** | 25 | 0

**Comments:**

It takes form 10 days to a month to get the information requested. Usually one gets complete information, but delays are normal. For example, I have all information on my desktop but it took long explanations and exchanges of letters why it was legal to request electronic copies of all information available on the subject.

**References:**

No reports on delays and any particular problems have been reported.

**100:** Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

**75:**

**50:** Records take around two weeks to obtain. Some delays may be experienced.

**25:**

**0:** Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

31c. In practice, citizens can access legislative asset disclosure records at a reasonable cost.

**Comments:**

It takes only the costs of photocopying.

Asset disclosure forms are long and voluminous.

Although electronic versions exist, those are not easily accessible. My exercise took two months of letter exchanges between the agency and myself explaining the legal rights as to the forms of information transfer. After that, we have been clarifying the issue of costs, as they have been asking the same price as for copies, although this is not legal and there should be a separate cost for electronic information. Unfortunately, the law only says the cost of photocopying" and our agencies tend to understand laws letter by letter when it suits them.

**References:**

There have been no reports of abuse of legal regulations.

**100:** Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

**75:**

**50:** Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

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## 32. Can citizens access legislative processes and documents?

83

32a. In law, citizens can access records of legislative processes and documents.

**YES** | NO

**References:**

Constitution of Georgia, art.24

General Administrative Code, ch.III

Procedure Rules of the Parliament

**YES:** A YES score is earned if there is a general legal right to access records of legislative proceedings including voting records. A YES score can still be given if there are formal rules for specific exemptions to the right to disclosure (special secret sessions related to national security).

**NO:** A NO score is earned if there is no general right to access documents recording legislative proceedings. A NO score is earned if there exemptions to the general right that are not clearly defined by formal rules.

32b. In practice, citizens can access records of legislative processes and documents within a reasonable time period.

100 | 75 | 50 | 25 | 0

**Comments:**

Of all state institutions, Parliament is the most open in terms of freedom of information.

**References:**

There have been no reports on delays or special problems.

**100:** Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

**75:**

**50:** Records take around two weeks to obtain. Some delays may be experienced.

**25:**

**0:** Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

32c. In practice, citizens can access records of legislative processes and documents at a reasonable cost.

100 | 75 | 50 | 25 | 0

**Comments:**

One pays only photocopying costs.

**References:**

There have been no reports on abuse of legal regulations.

**100:** Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

**75:**

**50:** Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

33. Are judges appointed fairly?

50

33a. In law, there is a transparent procedure for selecting national-level judges.

YES | **NO**

**Comments:**

Only one time the Supreme Court judge nominations were posted on web a couple of days ahead of the appointments, and even this had more of a PR function. There are certain procedures envisioned for the High School of Justice whereby the School would implement a more vigorous selection process but those procedures are just now beginning. The current process revolves around unstructured interviews that lack explicit criteria for determining who is to be selected a judge.

**References:**

Law on Common Courts, arts. 47, 48

There is no regulation and procedure for public oversight in the process.

**YES:** A YES score is earned if there is a formal process for selecting national level justices. This process should be public in the debating and confirmation stages. National-level judges are defined as judges who have powers that derive from a national law or constitution; are nominated/appointed by a national governmental body (head of state/government or national legislature); and/or are elected nationally.

**NO:** A NO score is given if there is no formal process of selection or the process is conducted without public oversight. National-level judges are defined as judges who have powers that derive from a national law or constitution; are nominated/appointed by a national governmental body (head of state/government or national legislature); and/or are elected nationally.

33b. In practice, there are certain professional criteria required for the selection of national-level judges.

100 | 75 | **50** | 25 | 0

**Comments:**

Due to constitutional changes in 2005, the qualifying age for Supreme Court and common court judges has been lowered to 30 and 28, respectively. It automatically brought the reduction of all requirements for high qualification and experience.

**References:**

Debates have been occupying Georgian media during discussions of constitutional amendments.

**100:** National-level judges selected have relevant professional qualifications such as formal legal training, experience as a lower court judge or a career as a litigator.

**75:**

**50:** Most national-level judges selected meet these qualifications, with some exceptions.

**25:**

**0:** National-level judges are often unqualified due to lack of training or experience.

33c. In law, there is a confirmation process for national-level judges (i.e. conducted by the legislature or an independent body).

**YES** | NO

**References:**

Constitution of Georgia

Law on Supreme Court

Supreme Court judges have to be confirmed by the Parliament.

**YES:** A YES score is earned if there is a formal process establishing a review of national-level judicial nominees by an agency independent from the body appointing the judges.

**NO:** A NO score is earned if there is no formal review. A NO score is earned if the review is conducted by a body directed by the body appointing the judges (such as review by the head of police if judges are appointed by the executive).

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## 34. Can members of the judiciary be held accountable for their actions?

54

34a. In law, members of the national-level judiciary are obliged to give reasons for their decisions.

**YES** | NO

**References:**

Law on Constitutional Court Procedure

Civil Procedures Code

Criminal Procedures Code

Administrative Procedures Code

**YES:** A YES score is earned if there is a formal and mandatory process for judges to explain their decisions.

**NO:** A NO score is earned if justices are not required to explain decisions. A NO score is earned if there is a general exemption from explaining some decisions (such as national security).

34b. In practice, members of the national-level judiciary give reasons for their decisions.

100 | 75 | **50** | 25 | 0

**Comments:**

Unfortunately unreasoned, non-argueded judgements are still common for Georgian judiciary, especially at the first level of hearings.

**References:**

See  
report of the US State Department from 2006  
Report on nature of Georgian justice system at [www.gyla.ge](http://www.gyla.ge)

**100:** Judges are formally required to explain their judgments in detail, establishing a body of precedent. All judges comply with these requirements.

**75:**

**50:** Judges are compelled to give substantial reasons for their decisions, but some exceptions exist. These may include special courts, such as military courts or tribunals.

**25:**

**0:** Judges commonly issue decisions without formal explanations.

34c. In law, there is a disciplinary agency (or equivalent mechanism) for the national-level judicial system.

**YES** | NO

**References:**

Law of Common Courts;  
Law on Disciplinary Responsibility and Disciplinary Procedure of the Judges of Common Courts;

**YES:** A YES score is earned if there is a disciplinary agency (or equivalent mechanism) for the judicial system. A disciplinary agency is defined here as an agency or mechanism specifically mandated to investigate breaches of procedure, abuses of power or other failures of the judiciary.

**NO:** A NO score is earned if no agency or mechanism is specifically mandated to act as a disciplinary mechanism for the national-level judiciary.

34d. In law, the judicial disciplinary agency (or equivalent mechanism) is protected from political interference.

YES | **NO**

**Comments:**

Half of the members of the Disciplinary Collegium are not judges, but even those who are judges are appointed by the chairman of the Supreme Court (they need only approval of the Judges Conference) and are not selected in a fair manner by the judges' conference.

**References:**

Law of Common Courts;

Law on Disciplinary Responsibility and Disciplinary Procedure of the Judges of Common Courts; art.24

**YES:** A YES score is earned if there are formal rules establishing that the judicial disciplinary agency (or equivalent mechanism) is operationally independent from political interference by the executive, legislative and judicial branches.

**NO:** A NO score is earned if there are no formal rules establishing the independence of the judicial disciplinary agency (or equivalent mechanism). A NO score is given if the judicial disciplinary agency or equivalent mechanism function is carried out by an inherently subordinate organization, such as an executive ministry, legislative committee, or by an internal judiciary committee or council that can only act with the approval of judges themselves.

34e. In practice, when necessary, the judicial disciplinary agency (or equivalent mechanism) initiates investigations.

100 | 75 | 50 | **25** | 0

**Comments:**

The procedure is highly politicized, and in some cases it carries the danger of revenge.

**References:**

see report of the Venice Commission for Democracy through Law on The Law of Georgia on Disciplinary Procedure, March, 2007;

See report of the Public Defender of Georgia from 2006 and first half of 2007:  
[www.civil.ge](http://www.civil.ge), from December, 2005;

See also, UN Committee against torture:

<http://www.unhchr.ch/hurricane/hurricane.nsf/view01/2748B0EAA6DCDE45C1257165002A9F89?opendocument>

**100:** The judicial disciplinary agency (or equivalent mechanism) aggressively starts investigations — or participates fully with cooperating agencies' investigations — into judicial misconduct. The judicial disciplinary agency (or equivalent mechanism) is fair in its application of this power.

**75:**

**50:** The judicial disciplinary agency (or equivalent mechanism) will start or cooperate in investigations, but often relies on external pressure to set priorities, or has limited effectiveness when investigating. The judicial disciplinary agency (or equivalent mechanism), though limited in effectiveness, is still fair in its application of power.

**25:**

**0:** The judicial disciplinary agency (or equivalent mechanism) rarely investigates on its own or cooperates in other agencies' investigations, or the judicial disciplinary agency (or equivalent mechanism) is partisan in its application of this power.

34f. In practice, when necessary, the judicial disciplinary agency (or equivalent mechanism) imposes penalties on offenders.

100 | 75 | **50** | 25 | 0

**Comments:**

They use all power mostly in politically motivated cases, or when it is necessary for punishing disobedient" judges.

**References:**

see report of the Venice Commission for Democracy Through Law on the Law of Georgia on Disciplinary Procedure, March, 2007;

See report of the Public Defender of Georgia from 2006 and first half of 2007  
www.civil.ge, from December, 2005

**100:** When rules violations are discovered, the judicial disciplinary agency (or equivalent mechanism) is aggressive in penalizing offenders or in cooperating with other agencies who penalize offenders.

**75:**

**50:** The judicial disciplinary agency (or equivalent mechanism) enforces rules, but is limited in its effectiveness. The judicial disciplinary agency (or equivalent mechanism) may be slow to act, unwilling to take on politically powerful offenders, resistant to cooperating with other agencies, or occasionally unable to enforce its judgments.

**25:**

**0:** The judicial disciplinary agency (or equivalent mechanism) does not effectively penalize offenders. The judicial disciplinary agency (or equivalent mechanism) may make judgments but not enforce them, does not cooperate with other agencies in enforcing penalties, or may fail to make reasonable judgments against offenders. The judicial disciplinary agency (or equivalent mechanism) may be partisan in its application of power.

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**35. Are there regulations governing conflicts of interest for the national-level judiciary?**

29

35a. In law, members of the national-level judiciary are required to file an asset disclosure form.

**YES** | NO

**References:**

Law on Conflict of Interests and Corruption

**YES:** A YES score is earned if all members of the national-level judiciary are required by law to file an asset disclosure form while in office, illustrating sources of income, stock holdings, and other assets. This form does not need to be publicly available to score a YES.

**NO:** A NO score is earned if any member of the national-level judiciary is not required to publicly disclose assets.

35b. In law, there are regulations governing gifts and hospitality offered to members of the national-level judiciary.

YES | NO

**References:**

Law on Conflict of Interest and Corruption

Criminal Code of Georgia, art.340

**YES:** A YES score is earned if there are formal guidelines regulating gifts and hospitality for members of the national-level judiciary.

**NO:** A NO score is earned if there are no guidelines or regulations with respect to gifts or hospitality offered to members of the national-level judiciary. A NO score is earned if the guidelines are general and do not specify what is and is not appropriate.

35c. In law, there are requirements for the independent auditing of the asset disclosure forms of members of the national-level judiciary.

YES | NO

**References:**

No regulation exists.

**YES:** A YES score is earned if there is a legal or regulatory requirement for independent auditing of national-level judiciary asset disclosures. The auditing is performed by an impartial third-party.

**NO:** A NO score is earned if there are no legal or regulatory requirements for the independent auditing of national-level judiciary asset disclosures or if such requirements exist but allow for self-auditing.

35d. In law, there are restrictions for national-level judges entering the private sector after leaving the government.

YES | **NO**

**References:**

No regulation exists.

**YES:** A YES score is earned if there are regulations restricting national-level judges ability to take positions in the private sector after leaving government that would present a conflict of interest, including positions that directly seek to influence their former government colleagues.

**NO:** A NO score is earned if no such restrictions exist.

35e. In practice, the regulations restricting post-government private sector employment for national-level judges are effective.

100 | 75 | 50 | 25 | **0**

**References:**

No regulations exist.

**100:** The regulations restricting post-government private sector employment for national-level judges are uniformly enforced. There are no or few cases of judges taking jobs in the private sector after leaving government where they directly lobby or seek to influence their former government colleagues without an adequate cooling off" period.

**75:**

**50:** The regulations are generally enforced though some exceptions exist. In certain cases, judges are known to regularly take jobs in the private sector that entail directly lobbying or seeking to influence their former government colleagues. Cooling off periods are short and sometimes ignored.

**25:**

**0:** The regulations are rarely or never enforced. Judges routinely take jobs in the private sector following government employment that involve direct lobbying or influencing of former government colleagues. Cooling off periods are non-existent or never enforced.

35f. In practice, the regulations governing gifts and hospitality offered to members of the national-level judiciary are effective.

100 | 75 | 50 | 25 | **0**

**References:**

This is not effective as there is no monitoring or regulation for audit.

**100:** The regulations governing gifts and hospitality to members of the national-level judiciary are regularly enforced and sufficiently restrict the amounts of gifts and hospitality that can be given to judges. Judges never or rarely accept gifts or hospitality above what is allowed.

**75:**

**50:** The regulations governing gifts and hospitality to members of the national-level judiciary are generally applied though exceptions exist. Some judges are known to accept greater amounts of gifts and hospitality from outside interest groups or private sector actors than is allowed.

**25:**

**0:** The regulations governing gifts and hospitality to members of the national-level judiciary are routinely ignored and unenforced. Judges routinely accept significant amounts of gifts and hospitality from outside interest groups and actors seeking to influence their decisions.

35g. In practice, national-level judiciary asset disclosures are audited.

100 | 75 | 50 | 25 | 0

**References:**

There have been no reports as there are no legal requirements.

**100:** National-level judiciary asset disclosures are regularly audited using generally accepted auditing practices.

**75:**

**50:** National-level judiciary asset disclosures are audited, but audits are limited in some way, such as using inadequate auditing standards, or the presence of exceptions to disclosed assets.

**25:**

**0:** National-level judiciary asset disclosures are not audited, or the audits performed have no value. Audits may be performed by entities known to be partisan or biased in their practices.

---

36. Can citizens access the asset disclosure records of members of the national-level judiciary?

83

36a. In law, citizens can access the asset disclosure records of members of the national-level judiciary.

YES | NO

**References:**

General Administrative Code of Georgia, Chapter 3, Freedom of Information

**YES:** A YES score is earned if members of the national-level judiciary file an asset disclosure form that is, in law, accessible to the public (individuals, civil society groups or journalists).

**NO:** A NO score is earned if there is no asset disclosure for members of the national-level judiciary. A NO score is earned if the form is filed, but not available to the public.

36b. In practice, citizens can access judicial asset disclosure records within a reasonable time period.

100 | 75 | 50 | 25 | 0

**Comments:**

It takes form 10 days to a month to get the requested information. There have been no reports on delays and any particular problems.

**References:**

There have been no media reports on violation of procedure.

**100:** Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

**75:**

**50:** Records take around two weeks to obtain. Some delays may be experienced.

**25:**

**0:** Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

36c. In practice, citizens can access judicial asset disclosure records at a reasonable cost.

100 | 75 | 50 | 25 | 0

**Comments:**

One pays only for photocopying.

**References:**

There have been no reports of abuse of legal procedure.

**100:** Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

**75:**

**50:** Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

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## III-4. Budget Processes

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### 37. Can the legislature provide input to the national budget?

17

37a. In law, the legislature can amend the budget.

YES | **NO**

**Comments:**

Legislature can submit its opinion but all proposals require approval of the executive before a draft for the budget bill can be officially submitted.

**References:**

Constitution of Georgia  
Law on Budgetary Systems of Georgia, art. 22  
Law on Structure and Power of the Government of Georgia

**YES:** A YES score is earned if the legislature has the power to add or remove items to the national government budget.

**NO:** A NO score is earned if the legislature can only approve but not change details of the budget. A NO score is earned if the legislature has no input into the budget process.

37b. In practice, significant public expenditures require legislative approval.

100 | 75 | 50 | 25 | 0

**Comments:**

The law does not require approval of spendings from the president's or the government's reserve funds, even if those are multi-million spendings.

**References:**

Georgian government under Sunshine” anti-corruption monitoring reports of the Georgian Young Lawyers association, edition 1-5:  
[www.gyla.ge/foi](http://www.gyla.ge/foi)

**100:** All significant government expenditures (defined as any project costing more than 1% of the total national budget), must be approved by the legislature. This includes defense and secret programs, which may be debated in closed hearings.

**75:**

**50:** Most significant government expenditures (as defined) are approved by the legislature, but some exceptions to this rule exist. This may include defense programs, an executive's personal budget, or other expenses.

**25:**

**0:** The legislature does not have the power to approve or disapprove large portions of the government budget, or the legislature does not exercise this power in a meaningful way.

37c. In practice, the legislature has sufficient capacity to monitor the budget process and provide input or changes.

100 | 75 | 50 | 25 | 0

**Comments:**

By legislation or by the state budget there is no staff considered for this purposes. Georgian MPs do not even have assistants, not to mention the special service/staff unit dedicated to overseeing the budget despite various foreign donor training programs associated with parliamentary budget oversight.

For a number of years, there was a special budgetary office with the staff of the Parliament with no real power and force, but having at least political leverage. The office was abolished last year.

**References:**

No media reports exist.

**100:** Legislators benefit from a sufficient and qualified staff as well as adequate financial and physical resources. Lack of capacity is never a reason why legislators cannot carry out their duties effectively.

**75:**

**50:** Legislators have some staff and financial resources but are limited by a shortfall of resources to adequately perform all of their budgetary oversight functions. Legislators are occasionally overwhelmed by the volume of work to be performed.

**25:**

**0:** Legislators have little to no staff and virtually no financial resources with which to perform their budgetary oversight role. Lack of resources is a regular and systemic problem that cripples the performance of the legislature.

## 38. Can citizens access the national budgetary process?

33

38a. In practice, the national budgetary process is conducted in a transparent manner in the debating stage (i.e. before final approval).

100 | 75 | 50 | 25 | 0

### Comments:

The process is transparent at the Parliamentary level to the extent that all plenary sessions of the Parliament are live on TV. However, budget is discussed mainly behind closed doors, during the cabinet meetings (that are closed to the public and media) and in some cases at the committee hearings of the Parliament, which are technically open, but one should know specifically that budget is discussed. Information is not posted anywhere.

### References:

Georgian Government under Sunshine” – anti – corruption reports of the Georgian Young Lawyers’ Association, editions 1-5: [www.gyla.ge/foi](http://www.gyla.ge/foi)

**100:** Budget debates are public and records of these proceedings are easily accessible. Authors of individual budget items can easily be identified. Nearly all budget negotiations are conducted in these official proceedings.

**75:**

**50:** There is a formal, transparent process for budget debate, but major budget modifications may be negotiated in separate, closed sessions. Some items, such as non-secret defense projects, may be negotiated in closed sessions. Authors of individual line items may be difficult to identify.

**25:**

**0:** Budget negotiations are effectively closed to the public. There may be a formal, transparent process, but most real discussion and debate happens in other, closed settings.

38b. In practice, citizens provide input at budget hearings.

100 | 75 | 50 | 25 | 0

### References:

There are no media reports that citizens have ever provided any input to the budget processes.

**100:** Citizens, usually acting through CSOs, can provide information or commentary to the budget debate through a formal process. This information is essential to the process of evaluating budget priorities.

**75:**

**50:** Citizens or CSOs can provide input, but this information is often not relevant to budget decisions.

**25:**

**0:** Citizens or CSOs have no formal access to provide input to the budget debate.

38c. In practice, citizens can access itemized budget allocations.

100 | **75** | 50 | 25 | 0

**References:**

Any interested person can access the approved budget law, that has all major items, although not detailed, as it is included into the electronic database of Georgian laws:

[www.parliament.ge](http://www.parliament.ge)

**100:** Citizens, journalists and CSOs can access itemized lists of budget allocations. This information is easily available and up to date.

**75:**

**50:** Citizens, journalists and CSOs can access itemized lists of budget allocations but this information may be difficult to access, incomplete or out of date.

**25:**

**0:** Citizens cannot access an itemized list of budget allocations, due to secrecy, prohibitive barriers or government inefficiency.

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39. In law, is there a separate legislative committee which provides oversight of public funds?

100

39. In law, is there a separate legislative committee which provides oversight of public funds?

**YES** | NO

**Comments:**

However, there is a committee for budget affairs in the Parliament of Georgia that ostensibly performs this role. In practice it does not vigorously exercise its authority to provide oversight of public funds.

**References:**

There are no laws explicitly defining such a function.

**YES:** A YES score is earned if there is a dedicated legislative committee (or equivalent group located in the legislature) that oversees the expenditure of public funds.

**NO:** A NO score is earned if no such body exists within the legislature. A NO score is earned if there is a body executing this function but it is not part of the legislature (such as a separate supreme audit institution).

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#### 40. Is the legislative committee overseeing the expenditure of public funds effective?

13

40a. In practice, department heads regularly submit reports to this committee.

100 | 75 | **50** | 25 | 0

**References:**

Georgian laws on budget and budgetary systems provide for quarterly reports of the Ministry of Finance to the Parliament about the state of affairs of the budgetary processes. It includes both the income and the expenditure.

**100:** Heads of ministry- or cabinet-level agencies submit regular, formal reports of expenses to a budget oversight committee.

**75:**

**50:** Agency heads submit reports to a budget oversight committee, but these reports are flawed in some way. The reports may be inconsistently delivered, or lacking important details.

**25:**

**0:** There is no budget oversight committee or equivalent, or heads of agencies do not submit meaningful reports to the agency.

40b. In practice, the committee acts in a non-partisan manner with members of opposition parties serving on the committee in an equitable fashion.

100 | 75 | 50 | 25 | **0**

**Comments:**

All committees in the Parliament of Georgia have symbolic representation from the opposition as any one MP has the right to serve only in two committees, and the whole opposition has only 35 seats out of 225.

**References:**

Interview with the chairman of the Parliament's budgetary committee, Mr. Irakli Kovzanadze.

**100:** The committee is comprised of legislators from both the ruling party (or parties) and opposition parties in a roughly equitable distribution. All members of the committee — including opposition party members — are able to fully participate in the activities of the committee and influence the committee's work to roughly the same extent as any other member of the committee.

**75:**

**50:** The committee is comprised of legislators from both the ruling party (or parties) and opposition parties although the ruling party has a disproportionate share of committee seats. The chairperson of the committee may be overly influential and curb other members' ability to shape the committee's activities.

**25:**

**0:** The committee is dominated by legislators of the ruling party and/or the committee chairperson. Opposition legislators serving on the committee have in practice no way to influence the work of the committee.

40c. In practice, this committee is protected from political interference.

100 | 75 | 50 | 25 | 0

**Comments:**

As opposition does not play significant role in the Georgian parliamentary life, and the president has a constitutional majority, this is true for every committee.

In spite of serious abuse of power by both the president and the government in terms of misuse of the state funds – whether for electoral or other concrete ruling party political reasons – there has never been any criticism from the committee. Rather the opposite is the case: they are always approving post-factum any changes to the budget, cleaning the scene after the government's misbehavior.

**References:**

There are no media reports of any criticism or debates at the committee.  
See newspaper Rezonansi." October – November issues, five articles in a row.

**100:** This committee operates independently of the political process, without incentive or pressure to render favorable judgments on politically sensitive issues. Investigations are rarely praised or criticized by political figures.

**75:**

**50:** This committee is usually independent but is sometimes influenced by negative or positive political incentives. This may include public praise or criticism by the government.

**25:**

**0:** This committee is commonly influenced by personal or political forces or incentives. This may include conflicting family relationships, professional partnerships, or other personal loyalties that ultimately influence the committee's behavior and decision-making. Negative incentives may include threats, harassment or other abuses of power by the government.

40d. In practice, when necessary, this committee initiates independent investigations into financial irregularities.

100 | 75 | 50 | 25 | 0

**References:**

There have been no media reports of it ever hapening.

**100:** When irregularities are discovered, the committee is aggressive in investigating the government.

**75:**

**50:** The committee starts investigations, but is limited in its effectiveness. The committee may be slow to act, unwilling to take on politically powerful offenders, or occasionally unable to enforce its judgments.

**25:**

**0:** The committee does not effectively investigate financial irregularities. The committee may start investigations but not complete them, or may fail to detect offenders. The committee may be partisan in its application of power.

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Category IV. Administration and Civil Service

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IV-1. <sup>50</sup> Civil Service Regulations

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41. Are there national regulations for the civil service encompassing, at least, the managerial and professional staff?

50

41a. In law, there are regulations requiring an impartial, independent and fairly managed civil service.

YES | NO

**Comments:**

Article 13 of the Law on Public Service mentions the basic principle of an independent civil service but there are no specific regulations to implement that principle in practice.

**References:**

Law on Public Service;

There are no regulations and procedural rules regulating independence and impartiality of the service.

**YES:** A YES score is earned if there are specific formal rules establishing that the civil service carry out its duties independent of political interference.

**NO:** A NO score is earned if there are no formal rules establishing an independent civil service.

41b. In law, there are regulations to prevent nepotism, cronyism, and patronage within the civil service.

**YES** | NO

**Comments:**

It is prohibited to have close relatives under direct supervision.  
This is the only provision in this respect.

**References:**

Law on Public Service, art.17

**YES:** A YES score is earned if there are specific formal rules prohibiting nepotism, cronyism, and patronage in the civil service. These should include competitive recruitment and promotion procedures as well as safeguards against arbitrary disciplinary actions and dismissal.

**NO:** A NO score is earned if no such regulations exist.

41c. In law, there is an independent redress mechanism for the civil service.

**YES** | NO

**References:**

General Rules of Administrative Procedure, under the Code of Administrative Procedure

**YES:** A YES score is earned if there is a mechanism to which civil servants and applicants for the civil service can take grievances regarding civil service management actions. Civil servants are able to appeal the mechanism's decisions to the judiciary.

**NO:** A NO score is earned if no such mechanism exists.

41d. In law, civil servants convicted of corruption are prohibited from future government employment.

YES | NO

**Comments:**

Law on Public Service, art.17, has a general prohibition that persons under any investigation or sentence cannot serve in the civil service before the term of the sanction expires. After the term of the sanction, however, the individual can once again take up government employment.

**References:**

No special rules exist.

**YES:** A YES score is earned if there are specific rules prohibiting continued government employment following a corruption conviction.

**NO:** A NO score is earned if no such rules exist.

---

## 42. Is the law governing the administration and civil service effective?

39

42a. In practice, civil servants are protected from political interference.

100 | 75 | 50 | 25 | 0

**Comments:**

As there is a procedure for appointing qualification exams and atestation at any time , and there are no objective criteria set by the law, it is used as a tool for firing all staff as a new minister or head of administration takes office.

**References:**

Law on Public Service

**100:** Civil servants operate independently of the political process, without incentive or pressure to render favorable treatment or policy decisions on politically sensitive issues. Civil servants rarely comment on political debates. Individual judgments are rarely praised or criticized by political figures. Civil servants can bring a case to the courts challenging politically-motivated firings.

**75:**

**50:** Civil servants are typically independent, yet are sometimes influenced in their judgments by negative or positive political or personal incentives. This may include favorable or unfavorable treatment by superiors, public criticism or praise by the government, or other forms of influence. Civil servants may bring a case to the judicial system challenging politically-motivated firings but the case may encounter delays or bureaucratic hurdles.

**25:**

**0:** Civil servants are commonly influenced by political or personal matters. This may include conflicting family relationships, professional partnerships, or other personal loyalties. Negative incentives may include threats, harassment or other abuses of power. Civil servants are unable to find a remedy in the courts for unjustified or politically-motivated firings.

42b. In practice, civil servants are appointed and evaluated according to professional criteria.

100 | 75 | 50 | 25 | 0

**References:**

No criteria is provided by law.  
Appointments are usually related to party loialties.

**100:** Appointments to the civil service and their professional evaluations are made based on professional qualifications. Individuals appointed are free of conflicts of interest arising from personal loyalties, family connections or other biases. Individuals appointed usually do not have clear political party affiliations.

**75:**

**50:** Appointments and professional assessments are usually based on professional qualifications. Individuals appointed may have clear party loyalties, however.

**25:**

**0:** Appointments and professional assessments are often based on political considerations. Individuals appointed often have conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed often have clear party loyalties.

42c. In practice, civil service management actions (e.g. hiring, firing, promotions) are not based on nepotism, cronyism, or patronage.

100 | 75 | 50 | 25 | 0

**Comments:**

After any reshuffle of government, the majority of the staff of ministries and departments are fired, and new, party members loyal to concrete person are appointed.

**References:**

Any Georgian media report about the issue.

**100:** Nepotism (favorable treatment of family members), cronyism (favorable treatment of friends and colleagues), and patronage (favorable treatment of those who reward their superiors) are actively discouraged at all levels of the civil service. Hirings, firings, and promotions are based on merit and performance.

**75:**

**50:** Nepotism, cronyism, and patronage are discouraged, but exceptions exist. Political leaders or senior officials sometimes appoint family member or friends to favorable positions in the civil service, or lend other favorable treatment.

**25:**

**0:** Nepotism, cronyism, and patronage are commonly accepted principles in hiring, firing and promotions of civil servants.

42d. In practice, civil servants have clear job descriptions.

100 | 75 | 50 | **25** | 0

**Comments:**

There are almost no job descriptions.

Contracts are of a general character and civil servants are on call for the next assignment.

**References:**

Interviews with 15 civil servants at national and local level.

**100:** Civil servants almost always have formal job descriptions establishing levels of seniority, assigned functions, and compensation. Job descriptions are a reliable means to map positions to both human capital requirements (including the position's authority and responsibilities) and base pay.

**75:**

**50:** Civil servants often have formal job descriptions, but exceptions exist. Some civil servants may not be part of the formal assignment of duties and compensations. Some job descriptions may not map clearly to pay or responsibilities in some cases.

**25:**

**0:** Civil servants do not have formal roles or job descriptions. If they do, such job descriptions have little or nothing to do with the position's responsibilities, authority, or pay.

42e. In practice, civil servant bonuses constitute only a small fraction of total pay.

100 | 75 | **50** | 25 | 0

**Comments:**

There is no system of bonuses in Georgia, which is why there are no reports in this regards. Yet, the law on public service allows for one time bonus annually, or a special gift.

**References:**

No reports exist.

**100:** Civil servant bonuses constitute no more than 10% of total pay and do not represent a major element of take-home pay.

**75:**

**50:** Civil servant bonuses are generally a small percentage of total take-home pay for most civil servants though exceptions exist where some civil servants' bonuses represent a significant part of total pay.

**25:**

**0:** Most civil servants receive bonuses that represent a significant amount of total take-home pay. In some cases bonuses represent the majority of total pay to civil servants.

42f. In practice, the government publishes the number of authorized civil service positions along with the number of positions actually filled.

100 | 75 | **50** | 25 | 0

**Comments:**

Some agencies publish in the newspaper "24 Hours" vacancies as they appear.

**References:**

No media reports exist.

**100:** The government publishes such a list on a regular basis.

**75:**

**50:** The government publishes such a list but it is often delayed or incomplete. There may be multiple years in between each successive publication.

**25:**

**0:** The government rarely or never publishes such a list, or when it does it is wholly incomplete.

42g. In practice, the independent redress mechanism for the civil service is effective.

100 | 75 | 50 | **25** | 0

**Comments:**

There have been a number of cases where illegally-fired public servants have won against the institutions, but the big majority of redress cases have never been executed, as after massive firing of staff the public institutions change the names of the departments and posts and of formal grounds they refuse re-hiring, as their former positions do not exist any more.

**References:**

Labor Code  
Law on Public service  
Code of Administrative Procedure  
see reports at [www.gyla.ge](http://www.gyla.ge)

**100:** The independent redress mechanism for the civil service can control the timing and pace of its investigations without any input from the bodies that manage civil servants on a day-to-day basis.

**75:**

**50:** The independent civil service redress mechanism can generally decide what to investigate and when but is sometimes subject to pressure from the executive or the bodies that manage civil servants on a day-to-day basis on politically sensitive issues.

**25:**

**0:** The civil service redress mechanism must rely on approval from the executive or the bodies that manage civil servants on a day-to-day basis before initiating investigations. Politically sensitive investigations are almost impossible to move forward on.

42h. In practice, in the past year, the government has paid civil servants on time.

100 | 75 | 50 | 25 | 0

**References:**

There are no media reports on delays.

**100:** In the past year, no civil servants have been paid late.

**75:**

**50:** In the past year, some civil servants have been paid late.

**25:**

**0:** In the past year, civil servants have frequently been denied due pay.

42i. In practice, civil servants convicted of corruption are prohibited from future government employment.

100 | 75 | 50 | 25 | 0

**Comments:**

Law on Public Service, art.17, has a general prohibition that persons under any investigation or sentence cannot serve in the civil service before the term of the sanction expires. After the term of the sanction, however, the individual can once again take up government employment.

**References:**

There is no formal system and prohibition of this kind.

**100:** A system of formal blacklists and cooling off periods is in place for civil servants convicted of corruption. All civil servants are subject to this system.

75:

50: A system of formal blacklists and cooling off periods is in place, but the system has flaws. Some civil servants may not be affected by the system, or the prohibitions are sometimes not effective.

25:

0: There is no such system, or the system is consistently ineffective in prohibiting future employment of convicted civil servants.

---

### 43. Are there regulations addressing conflicts of interest for civil servants?

33

43a. In law, there are requirements for civil servants to recuse themselves from policy decisions where their personal interests may be affected.

YES | NO

#### References:

Law on Civil Service

**YES:** A YES score is earned if there are requirements for civil servants to recuse themselves from policy decisions where their personal interests, including personal financial interests as well as those of their family and friends, are affected.

**NO:** A NO score exists if no such requirements exist in regulation or law.

43b. In law, there are restrictions for civil servants entering the private sector after leaving the government.

YES | NO

#### References:

No restriction exists.

**YES:** A YES score is earned if there are regulations restricting civil servants' ability to take positions in the private sector after leaving government that would present a conflict of interest, including positions that directly seek to influence their former government colleagues.

**NO:** A NO score is earned if no such restrictions exist.

43c. In law, there are regulations governing gifts and hospitality offered to civil servants.

YES | NO

**Comments:**

There is a limit on gifts and hospitality that can be accepted annually.

**References:**

Law on Conflict of Interest and Corruption

**YES:** A YES score is earned if there are formal guidelines regarding gifts and hospitality given to civil servants.

**NO:** A NO score is earned if there are no such guidelines or regulations.

43d. In practice, the regulations restricting post-government private sector employment for civil servants are effective.

100 | 75 | 50 | 25 | 0

**References:**

No regulation exists.

**100:** The regulations restricting post-government private sector employment for civil servants are uniformly enforced. There are no or few cases of civil servants taking jobs in the private sector after leaving government where they directly lobby or seek to influence their former government colleagues without an adequate cooling off" period.

**75:**

**50:** The regulations are generally enforced though some exceptions exist. In certain sectors, civil servants are known to regularly take jobs in the private sector that entail directly lobbying or seeking to influence their former government colleagues. Cooling off periods are short and sometimes ignored.

**25:**

**0:** The regulations are rarely or never enforced. Civil servants routinely take jobs in the private sector following government employment that involve direct lobbying or influencing of former government colleagues. Cooling off periods are non-existent or never enforced.

43e. In practice, the regulations governing gifts and hospitality offered to civil servants are effective.

100 | 75 | 50 | 25 | 0

**References:**

No regulation applies on checking and audit.

**100:** The regulations governing gifts and hospitality to civil servants are regularly enforced and sufficiently restrict the amounts of gifts and hospitality that can be given to civil servants. Civil servants never or rarely accept gifts or hospitality above what is allowed.

**75:**

**50:** The regulations governing gifts and hospitality to civil servants are generally applied though exceptions exist. Some civil servants in certain sectors are known to accept greater amounts of gifts and hospitality from outside interest groups or private sector actors than is allowed.

**25:**

**0:** The regulations governing gifts and hospitality to the civil service are routinely ignored and unenforced. Civil servants routinely accept significant amounts of gifts and hospitality from outside interest groups and actors seeking to influence their decisions.

43f. In practice, the requirements for civil service recusal from policy decisions affecting personal interests are effective.

100 | 75 | 50 | 25 | 0

**References:**

The regulations are rarely applied in practice.

**100:** The requirements that civil servants recuse themselves from policy decisions where their personal interests are affected are routinely followed by most or all civil servants.

**75:**

**50:** The requirements that civil servants recuse themselves from policy decisions where their personal interests are affected are followed by most civil servants though exceptions exist. In certain sectors, civil servants are known to routinely participate in policy decisions where their personal interests are affected.

**25:**

**0:** Most civil servants routinely ignore recusal requirements and continue to participate in policy decisions where their personal interests are affected.

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#### 44. Can citizens access the asset disclosure records of senior civil servants?

67

44a. In law, citizens can access the asset disclosure records of senior civil servants.

YES | NO

**References:**

General Administrative Code of Georgia, Chapter 3, Freedom of Information

**YES:** A YES score is earned if laws or regulations guarantee that citizens can access the asset records of senior civil servants.

**NO:** A NO score is earned if senior civil servants do not file an asset disclosure. A NO score is earned if senior civil servants file an asset disclosure, but it is not available to the public.

44b. In practice, citizens can access the asset disclosure records of senior civil servants within a reasonable time period.

100 | 75 | 50 | 25 | 0

**Comments:**

It takes form 10 days to one month to get the requested information. There have been no reports on delays and any particular problems.

**References:**

No particular problems have been reported.

**100:** Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

**75:**

**50:** Records take around two weeks to obtain. Some delays may be experienced.

**25:**

**0:** Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

44c. In practice, citizens can access the asset disclosure records of senior civil servants at a reasonable cost.

100 | 75 | 50 | 25 | 0

**Comments:**

Only photocopying costs are charged, as required by law.

**References:**

No information has been reported on such problems.

**100:** Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

**75:**

**50:** Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

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## IV-2. Whistle-blowing Measures

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45. Are employees protected from recrimination or other negative consequences when reporting corruption (i.e. whistle-blowing)?

50

45a. In law, civil servants who report cases of corruption, graft, abuse of power, or abuse of resources are protected from recrimination or other negative consequences.

YES | NO

**References:**

Law on Organized Crime  
Georgian Criminal Procedure Code

**YES:** A YES score is earned if there are specific laws against recrimination against public sector whistleblowers. This may include prohibitions on termination, transfer, harassment or other consequences.

**NO:** A NO score is earned if there are no legal protections for public-sector whistleblowers.

45b. In practice, civil servants who report cases of corruption, graft, abuse of power, or abuse of resources are protected from recrimination or other negative consequences.

**Comments:**

The legislation is rather new and it is too early to judge its effectiveness.

**References:**

There have been no reports on negative consequences.

**100:** Public sector whistleblowers can report abuses of power without fear of negative consequences. This may be due to robust mechanisms to protect the identity of whistleblowers or may be due to a culture that encourages disclosure and accountability.

**75:**

**50:** Public sector whistleblowers are sometimes able to come forward without negative consequences, but in other cases, whistleblowers are punished for disclosing, either through official or unofficial means.

**25:**

**0:** Public sector whistleblowers often face substantial negative consequences, such as losing a job, relocating to a less prominent position, or some form of harassment.

45c. In law, private sector employees who report cases of corruption, graft, abuse of power, or abuse of resources are protected from recrimination or other negative consequences.

YES | NO

**References:**

Law on Organized Crime  
Georgian Criminal Procedure Code

**YES:** A YES score is earned if there are specific laws against recrimination against private sector whistleblowers. This may include prohibitions on termination, transfer, harassment or other consequences.

**NO:** A NO score is earned if there are no legal protections for private-sector whistleblowers.

45d. In practice, private sector employees who report cases of corruption, graft, abuse of power, or abuse of resources are protected from recrimination or other negative consequences.

**Comments:**

The legislation is rather new, and it is too early to judge.

**References:**

There have been no reports of negative consequences despite explicit private sector legal guarantees/protections in the existing legislation.

**100:** Private sector whistleblowers can report abuses of power without fear of negative consequences. This may be due to robust mechanisms to protect the identity of whistleblowers or may be due to a culture that encourages disclosure and accountability.

**75:**

**50:** Private sector whistleblowers are sometimes able to come forward without negative consequences, but in other cases, whistleblowers are punished for disclosing, either through official or unofficial means.

**25:**

**0:** Private sector whistleblowers often face substantial negative consequences, such as losing a job, relocating to a less prominent position, or some form of harassment.

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46. In law, is there an internal mechanism (i.e. phone hotline, e-mail address, local office) through which civil servants can report corruption?

100

46. In law, is there an internal mechanism (i.e. phone hotline, e-mail address, local office) through which civil servants can report corruption?

YES | NO

**Comments:**

There is a hot-line of the Prosecutor General's Office;  
There are internal inspectorates in most of the state institutions where civil servants can report crimes of corruption.

**References:**

Criminal Procedure Code of Georgia  
Law on Procuracy

**YES:** A YES score is earned if there is a mechanism, or multiple mechanisms for multiple national government agencies, through which civil servants can report cases of graft, misuse of public funds, or corruption.

**NO:** A NO score is earned if no such mechanism (or equivalent series of mechanisms) exists.

---

47. In practice, is the internal mechanism (i.e. phone hotline, e-mail address, local office) through which civil servants can report corruption effective?

47a. In practice, the internal reporting mechanism for public sector corruption has a professional, full-time staff.

100 | 75 | 50 | 25 | 0

**Comments:**

The non-independent inspector general system is prone to political influence and lacks the professional capacity to carry out its duties.

**References:**

There have been no reports on the use of internal mechanisms against corruption.

**100:** The agency/entity has staff sufficient to fulfill its basic mandate.

**75:**

**50:** The agency/entity has limited staff, a fact that hinders its ability to fulfill its basic mandate.

**25:**

**0:** The agency/entity has no staff, or a limited staff that is clearly unqualified to fulfill its mandate.

47b. In practice, the internal reporting mechanism for public sector corruption receives regular funding.

100 | 75 | 50 | 25 | 0

**Comments:**

Those institutions are under concrete ministries and departments. There are no reports about them having particular financial problems.

**References:**

There have been no report on any problem.

**100:** The agency/entity has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

**75:**

**50:** The agency/entity has a regular source of funding but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

**25:**

**0:** Funding source is unreliable. Funding may be removed arbitrarily or as retaliation for agency actions.

47c. In practice, the internal reporting mechanism for public sector corruption acts on complaints within a reasonable time period.

100 | 75 | 50 | **25** | 0

**Comments:**

By law, there is a 30 day-procedure for reacting to any complaint. In many cases, however, the IG simply doesn't respond.

**References:**

There have been no media reports.  
No studies or information is available.

**100:** The agency/entity acts on complaints quickly. While some backlog is expected and inevitable, complaints are acknowledged promptly and investigations into serious abuses move steadily towards resolution. Citizens with simple issues can expect a resolution within a month.

**75:**

**50:** The agency/entity acts on complaints quickly, with some exceptions. Some complaints may not be acknowledged, and simple issues may take more than two months to resolve.

**25:**

**0:** The agency/entity cannot resolve complaints quickly. Complaints may be unacknowledged for more than a month, and simple issues may take more than three months to resolve. Serious abuses are not investigated with any urgency.

47d. In practice, when necessary, the internal reporting mechanism for public sector corruption initiates investigations.

100 | 75 | **50** | 25 | 0

**Comments:**

By law, they have the right to start investigation. Unfortunately it is difficult to provide examples, as internal investigations or audit mechanisms are so ineffective that they only serve political purposes. Actions start once interests are contradicting and punishment shall occur. The most recent example is that of the former minister of Defense, who has been proclaimed as one of the skeletons of the state building regardless of endless reports and alarms by both civil society and international community in Georgia because of corruption and human rights violations. Only now, when he decided to create an opposition party, the General Inspection of the Ministry of Defense has announced the opening of a case against the former minister and its transfer for further investigation to the General Prosecutor's Office.

**References:**

Interview with the parliamentary secretary of the Georgian Young Lawyers' Association, Besarion Abashidze  
See 2007 report of the Georgian Young Lawyers' Association on monitoring internal mechanisms and corruption:  
[www.gyla.ge](http://www.gyla.ge)

**100:** When irregularities are discovered, the agency/entity is aggressive in investigating the government or in cooperating with other agencies' investigations.

**75:**

**50:** The agency/entity starts investigations, but is limited in its effectiveness. The agency/entity may be slow to act, unwilling to take on politically powerful offenders, reluctant to cooperate with other investigative agencies, or occasionally unable to enforce its judgments.

**25:**

**0:** The agency/entity does not effectively investigate. The agency/entity may start investigations but not complete them, may refuse to cooperate with other investigative agencies, or may fail to detect offenders. The agency/entity may be partisan in its application of power.

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## 63 IV-3. Procurement

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### 48. Is the public procurement process effective?

33

48a. In law, there are regulations addressing conflicts of interest for public procurement officials.

YES | **NO**

**Comments:**

There are no restrictions and regulations.

**References:**

Law on Public Procurement, art.8

**YES:** A YES score is earned if there are specific formal regulations defining and regulating conflicts of interest between official public duty and private interests for public procurement officials. A YES score is earned if such regulations cover all civil servants, including procurement officials.

**NO:** A NO score is earned if no such rules exist.

48b. In law, there is mandatory professional training for public procurement officials.

YES | NO

**Comments:**

There is no requirement for regular training.

There is an idea for the creation of a public service school but it has not been implemented yet.

**References:**

Law on Public Service

**YES:** A YES score is earned if public procurement officials receive regular mandatory training to ensure professional standards in supervising the tendering process.

**NO:** A NO score is earned if there is no regular required training of public procurement officials or if training is sporadic, inconsistent, unrelated to procurement processes, or voluntary.

48c. In practice, the conflicts of interest regulations for public procurement officials are enforced.

100 | 75 | 50 | 25 | 0

**Comments:**

In practice, i.e. during the local elections in October 2006, most of the commercial entities who won public procurement bids in the Capital City, Tbilisi, appeared in the financial declaration of the ruling party as contributors of the largest sums.

See report of the Republican Party of Georgia at [www.republicans.ge](http://www.republicans.ge)

See also various reports of Transparency International-Georgia and the Georgian Young Lawyers Association (Government Under Sunshine," in particular).

**References:**

There are no mechanisms to enforce.

**100:** Regulations regarding conflicts of interest for procurement officials are aggressively enforced.

**75:**

**50:** Conflict of interest regulations exist, but are flawed. Some violations may not be enforced, or some officials may be exempt from regulations.

**25:**

**0:** Conflict of interest regulations do not exist, or are consistently ineffective.

48d. In law, there is a mechanism that monitors the assets, incomes and spending habits of public procurement officials.

YES | NO

**References:**

There is no mandate for any public agency to monitor procurement officials.  
It is only the Prosecutor's Office, if a criminal investigation starts.

**YES:** A YES score is earned if there is a formal mandate to some agency to monitor the assets, incomes and spending habits of public procurement officials, such as an inspector general, or ombudsman.

**NO:** A NO score is earned if no such mandate exists.

48e. In law, major procurements require competitive bidding.

YES | NO

**Comments:**

The answer is yes and no.

As a general rule, there are three types of bids and there are monetary limits when bidding is required. Yet, there are serious exceptions to the rule, under art.10 of the Law on State Procurement, which gives the rights to the president and prime minister to award any contract to anyone without bidding, as well as to delegate the authority to other state agencies to award preferential contracts.

**References:**

Law on Public Procurement, art.10  
Law on State Budget  
Law on Budgetary System

**YES:** A YES score is earned if all major procurements (defined as those greater than 0.5% of GDP) require competitive bidding.

**NO:** A NO score is earned if competitive bidding is not required by law or regulation for major procurement (greater than 0.5% OF GDP).

48f. In law, strict formal requirements limit the extent of sole sourcing.

YES | NO

**References:**

There are no restrictions if the president or the prime minister decide so.

**YES:** A YES score is earned if sole sourcing is limited to specific, tightly defined conditions, such as when a supplier is the only source of a skill or technology.

**NO:** A NO score is earned if there are no prohibitions on sole sourcing. A NO score is earned if the prohibitions on sole sourcing are general and unspecific.

48g. In law, unsuccessful bidders can instigate an official review of procurement decisions.

YES | NO

**References:**

Law on Public Procurement, art.15

**YES:** A YES score is earned if there is a formal appeal process for unsuccessful bidders.

**NO:** A NO score is earned if no such process exists.

48h. In law, unsuccessful bidders can challenge procurement decisions in a court of law.

YES | NO

**References:**

Constitution of Georgia, art 42

Law on Public Procurement, art.17

**YES:** A YES score is earned if unsuccessful bidders can use the courts to appeal a procurement decision.

**NO:** A NO score is earned if no such process exists.

48i. In law, companies guilty of major violations of procurement regulations (i.e. bribery) are prohibited from participating in future procurement bids.

YES | NO

**References:**

No regulation exists.

**YES:** A YES score is earned if there are formal procurement blacklists, preventing convicted companies from doing business with the government.

**NO:** A NO score is earned if no such process exists.

48j. In practice, companies guilty of major violations of procurement regulations (i.e. bribery) are prohibited from participating in future procurement bids.

100 | 75 | 50 | **25** | 0

**Comments:**

There is no official regulation, yet the Ministry of Education has done it on its own initiative. As there is no legal regulation and requirement, the ministry has published a so-called black list of companies not fulfilling contractual obligations.

**References:**

See list of prohibited bidders (so-called black list) at [www.mes.gov.ge](http://www.mes.gov.ge)

**100:** A system of formal blacklists and cooling off periods is in place for companies convicted of corruption. All companies are subject to this system.

**75:**

**50:** A system of formal blacklists and cooling off periods is in place, but the system has flaws. Some procurements or companies may not be affected by the system, or the prohibitions are sometimes not effective.

**25:**

**0:** There is no such system, or the system is consistently ineffective in prohibiting future hiring of blacklisted companies.

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## 49. Can citizens access the public procurement process?

58

49a. In law, citizens can access public procurement regulations.

**YES** | NO

**References:**

General Administrative Code of Georgia, Chapter 3, Freedom of Information

**YES:** A YES score is earned if procurement rules are, by law, open to the public. These regulations are defined here as the rules governing the competitive procurement process.

**NO:** A NO score is earned if procurement rules are officially secret for any reason or if there are no procurement rules.

49b. In law, the government is required to publicly announce the results of procurement decisions.

**YES** | NO

**Comments:**

It is all published in the newspaper 24 Hours”.

**References:**

General Administrative Code of Georgia, Chapter 3, Freedom of Information  
Law on Public Procurement

**YES:** A YES score is earned if the government is required to publicly post or announce the results of the public procurement process. This can be done through major media outlets or on a publicly-accessible government register or log.

**NO:** A NO score is earned if there is no requirement for the government to publicly announce the results of the public procurement process.

49c. In practice, citizens can access public procurement regulations within a reasonable time period.

100 | 75 | 50 | 25 | **0**

**Comments:**

Receipt of information depends on the type of information.

It was almost impossible for journalists and NGO to get information about the road construction bid in Georgia, which was rather controversial. The government, as well as the World Bank (co-funder of the project) avoided disclosure of information.

**References:**

Newspaper Rezonansi, TV Imedi”

News about major procurement

Interviews with investigative journalists

Also, see report at [www.gyla.ge](http://www.gyla.ge) – “Georgian Government under Sunshine”

**100:** Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information. These records are defined here as the rules governing the competitive procurement process.

**75:**

**50:** Records take around two weeks to obtain. Some delays may be experienced.

**25:**

**0:** Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

49d. In practice, citizens can access public procurement regulations at a reasonable cost.

100 | 75 | 50 | 25 | 0

**Comments:**

The main problem is the volume of information and the no-culture of electronic transfer of information.

**References:**

Only photocopying costs are charged, as required by law.

No other information has been reported.

Reports of the Georgian Young Lawyers' Association and TI-Georgia.

**100:** Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line. These records are defined here as the rules governing the competitive procurement process.

**75:**

**50:** Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

49e. In practice, major public procurements are effectively advertised.

100 | 75 | 50 | 25 | 0

**Comments:**

The problems with advertisements are of different types.

One of the main issues is the quick deadlines. Ads might be placed in the newspaper three-four days before the deadline.

Ads are not informative, they do not give concrete information as to the requested documents etc. So, usually one needs to locate the office, get access (that is usually complicated due to special permission requirements for entering any state building), etc.

Experience proves that in most of the cases the winner is predetermined, and bids are announced as a matter of requirement.

Finally, most of the state contracts are granted under the special clauses of urgency.

See report of the Georgian Young Lawyers' Association about the procurement and privatization problems in Georgia published in August 2007 at [www.gyla.ge](http://www.gyla.ge)

**References:**

Newspaper 24 Hours"

**100:** There is a formal process of advertising public procurements. This may include a government website, newspaper advertising, or other official announcements. All major procurements are advertised in this way. Sufficient time is allowed for bidders to respond to advertisements.

**75:**

**50:** There is a formal process of advertisement but it is flawed. Some major procurements may not be advertised, or the advertising process may not be effective. The time between advertisements and bidding may be too short to allow full participation.

**25:**

**0:** There is no formal process of advertising major public procurements or the process is superficial and ineffective.

49f. In practice, citizens can access the results of major public procurement bids.

100 | 75 | 50 | **25** | 0

**Comments:**

Disclosure of information varies from case to case.

Receipt of information depends on the type of information.

It was almost impossible for journalists and NGOs to get information about the road construction bid in Georgia, which was rather controversial. The government, as well as the World Bank (co-funder of the project) avoided disclosure of information.

**References:**

Multiple reports by all media outlets.

See report of GYLA Georgian Government under Sunshine”:

[www.gyla.ge](http://www.gyla.ge)

**100:** Records of public procurement results are publicly available through a formal process.

**75:**

**50:** Records of public procurements are available, but there are exceptions to this practice. Some information may not be available, or some citizens may not be able to access information.

**25:**

**0:** This information is not available to the public through an official process.

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## IV-4. Privatization

---

50. Is the privatization process effective?

50a. In law, all businesses are eligible to compete for privatized state assets.

YES | NO

**References:**

Law on Privatization of State Property and Property of the Local Self-government from 1997  
Law on Privatization of the Agricultural Land from 2005

**YES:** A YES score is earned if all businesses are equally eligible to compete for privatized assets. A YES score is still earned if the government did not privatize any state-owned assets during the study period.

**NO:** A NO score is earned if any group of businesses (other than those blacklisted due to corruption charges) is excluded by law.

50b. In law, there are regulations addressing conflicts of interest for government officials involved in privatization.

YES | NO

**Comments:**

The Law on Conflict of Interest does not apply in this context.

**References:**

Law on Privatization of State Property and Property of the Local Self-government from 1997  
Law on Privatization of the Agricultural Land from 2005

**YES:** A YES score is earned if there are specific formal regulations defining and regulating conflicts of interest between official public duty and private interests for privatization officials. A YES score is earned if such regulations cover all civil servants, including privatization officials.

**NO:** A NO score is earned if there are no such formal regulations.

50c. In practice, conflicts of interest regulations for government officials involved in privatization are enforced.

100 | 75 | 50 | 25 | 0

**References:**

There are no legal requirements or restrictions.

**100:** Regulations regarding conflicts of interest for privatization officials are aggressively enforced.

**75:**

**50:** Conflict of interest regulations exist, but are flawed. Some violations may not be enforced, or some officials may be exempt from the regulations.

**25:**

**0:** Conflict of interest regulations do not exist, or are consistently ineffective.

---

## 51. Can citizens access the terms and conditions of privatization bids?

60

51a. In law, citizens can access privatization regulations.

**YES** | NO

### References:

Law on Privatization of State Property and Property of the Local Self-government from 1997, art. 9  
Law on Privatization of the Agricultural Land from 2005

**YES:** A YES score is earned if privatization rules (defined here as the rules governing the competitive privatization process) are, by law, open to the public. Even if privatization is infrequent or rare, the most recent privatization should be used as the basis for scoring this indicator.

**NO:** A NO score is earned if privatization rules are officially secret for any reason or if there are no privatization rules.

51b. In practice, privatizations are effectively advertised.

**100** | 75 | 50 | 25 | 0

### Comments:

24 hours” is the official paper where the government places advertisements, however not everything gets published. Privatization.ge is the official site of the Ministry of Economy, where most of the privatization ads are posted. This is more complete compared to the newspaper info.

### References:

See newspaper 24 Hours”  
see [www.privatization.ge](http://www.privatization.ge)

**100:** There is a formal process of advertising privatizations. This may include a government website, newspaper advertising, or other official announcements. All major procurements are advertised in this way. Sufficient time is allowed for bidders to respond to advertisements.

**75:**

**50:** There is a formal process of advertisement but it is flawed. Some privatizations may not be advertised, or the advertising process may not be effective. The time between advertisements and bidding may be too short to allow full participation.

**25:**

**0:** There is no formal process of advertising privatizations or the process is superficial and ineffective.

51c. In law, the government is required to publicly announce the results of privatization decisions.

YES | **NO**

**References:**

Law on Privatization of State Property and Property of the Local Self-government from 1997  
Law on Privatization of the Agricultural Land from 2005

**YES:** A YES score is earned if the government is required to publicly post or announce the results of the privatization process. This can be done through major media outlets or on a publicly-accessible government register or log.

**NO:** A NO score is earned if there is no requirement for the government to publicly announce the results of the privatization process.

51d. In practice, citizens can access privatization regulations within a reasonable time period.

100 | 75 | **50** | 25 | 0

**References:**

Interview with the parliamentary secretary of the Georgian Young Lawyers Association Besarion Abashidze

**100:** Records (defined here as the rules governing the competitive privatization process) are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

**75:**

**50:** Records take around two weeks to obtain. Some delays may be experienced.

**25:**

**0:** Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

51e. In practice, citizens can access privatization regulations at a reasonable cost.

100 | 75 | **50** | 25 | 0

**Comments:**

Online information is very short and insignificant.

For getting detailed information, one needs to go to the special office and pay copying costs. Information is usually dispersed in hundreds of pages, and there are no electronic versions available.

**References:**

Interview with the Parliamentary Secretary of the Georgian Young Lawyers Association Besarion Abashidze  
[www.privatization.ge](http://www.privatization.ge)

**100:** Records (defined here as the rules governing the competitive privatization process) are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

**75:**

**50:** Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

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Category V. Oversight and Regulation

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V-1. <sup>69</sup>National Ombudsman

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52. In law, is there a national ombudsman, public protector or equivalent agency (or collection of agencies) covering the entire public sector?

100

52. In law, is there a national ombudsman, public protector or equivalent agency (or collection of agencies) covering the entire public sector?

YES | NO

**References:**

Constitution of Georgia  
Law on Public Defender

**YES:** A YES score is earned if there is a specific agency or set of agencies whose primary mandate is to investigate the actions of government on the behalf of common citizens. This agency or set of agencies should be specifically charged with seeking out and documenting abuses of power.

**NO:** A NO score is earned if no such agency or set of agencies exists, or that function is a secondary concern of a larger body, such as the legislature.

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### 53. Is the national ombudsman effective?

57

53a. In law, the ombudsman is protected from political interference.

YES | NO

**References:**

Constitution of Georgia  
Law on Public Defender

**YES:** A YES score is earned only if the agency (or set of agencies) has some formal organizational independence from the government. A YES score is earned even if the entity is legally separate but in practice staffed by partisans.

**NO:** A NO score is earned if the agency is a subordinate part of any government ministry or agency, such as the Department of Interior or the Justice Department.

53b. In practice, the ombudsman is protected from political interference.

100 | 75 | 50 | 25 | 0

**Comments:**

The ombudsman is rather independent in Georgia, yet the government is trying to influence the agency. Most recent relevant information was when Parliament refused to hear the by-annual report at the end of last year, while another report in May 2007 was heard in an empty hall.

**References:**

March – May, 2007, all media reports in Georgia

Interview with the chairman of the Georgian Young Lawyers' Association, Giorgi Chkheidze

**100:** This agency (or set of agencies) operates independently of the political process, without incentive or pressure to render favorable judgments in politically sensitive cases. Investigations can operate without hindrance from the government, including access to politically sensitive information. .

**75:**

**50:** This agency (or set of agencies) is typically independent, yet is sometimes influenced in its work by negative or positive political incentives. This may include public criticism or praise by the government. The ombudsman may not be provided with some information needed to carry out its investigations.

**25:**

**0:** This agency (or set of agencies) is commonly influenced by political or personal incentives. This may include conflicting family relationships, professional partnerships, or other personal loyalties. Negative incentives may include threats, harassment or other abuses of power. The ombudsman cannot compel the government to reveal sensitive information.

53c. In practice, the head of the ombudsman agency/entity is protected from removal without relevant justification.

100 | 75 | 50 | 25 | 0

**Comments:**

The law is rather strict on that, and without his resignation he cannot be removed.

**References:**

There are no such reports.

**100:** The director of the ombudsman (or directors of multiple agencies) serves a defined term and cannot be removed without a significant justification through a formal process, such as impeachment for abuse of power.

**75:**

**50:** The director of the ombudsman (or directors of multiple agencies) serves a defined term, but can in some cases be removed through a combination of official or unofficial pressure.

**25:**

**0:** The director of the ombudsman (or directors of multiple agencies) can be removed at the will of political leadership.

53d. In practice, the ombudsman agency (or agencies) has a professional, full-time staff.

100 | 75 | 50 | 25 | 0

**Comments:**

Due to serious efforts and support from OSCE and UNDP, there were series of trainings and qualification programs, and the level of professionalism of the staff members is gradually increasing.  
The problem is the small number of the staff.

**References:**

Interview with the chairman of the Georgian Young Lawyers Association Giorgi Chkheidze;  
Interview with Publisher of daily Rezonansi, Lasha Tugushi

**100:** The ombudsman agency (or agencies) has staff sufficient to fulfill its basic mandate.

**75:**

**50:** The ombudsman agency (or agencies) has limited staff that hinders its ability to fulfill its basic mandate.

**25:**

**0:** The ombudsman agency (or agencies) has no staff, or a limited staff that is clearly unqualified to fulfill its mandate.

53e. In practice, agency appointments support the independence of the ombudsman agency (or agencies).

100 | 75 | 50 | 25 | 0

**Comments:**

In the last four years, there has been only one case of interference, when the deputy to the public defender was appointed. That person is not serving in that position anymore.

**References:**

There have been no reports of abuse.

**100:** Appointments to the agency (or agencies) are made based on professional qualifications. Individuals appointed are free of conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed usually do not have clear political party affiliations.

**75:**

**50:** Appointments are usually based on professional qualifications. Individuals appointed may have clear party loyalties.

**25:**

**0:** Appointments are often based on political considerations. Individuals appointed often have conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed often have clear party loyalties.

53f. In practice, the ombudsman agency (or agencies) receives regular funding.

100 | 75 | 50 | 25 | 0

**Comments:**

Funding is regular. The problem is inadequacy of the budgetary allocations to the office, as opposed to the constant increase of allocations for law enforcement and other state agencies.

**References:**

Law on State Budget.  
There have been no report on delays.

**100:** The agency (or agencies) has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

**75:**

**50:** The agency (or agencies) has a regular source of funding, but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

**25:**

**0:** Funding source is unreliable. Funding may be removed arbitrarily or as retaliation for agency functions.

53g. In practice, the ombudsman agency (or agencies) makes publicly available reports.

100 | 75 | 50 | 25 | 0

**Comments:**

The ombudsman always publishes by-annual reports.

**References:**

See [www.publicdefender.ge](http://www.publicdefender.ge)

**100:** The agency (or agencies) makes regular, publicly available, substantial reports either to the legislature or directly to the public outlining the full scope of its work.

**75:**

**50:** The agency (or agencies) makes publicly available reports to the legislature and/or directly to the public that are sometimes delayed or incomplete.

**25:**

**0:** The agency (or agencies) makes no reports of its activities, or makes reports that are consistently out of date, unavailable to the public, or insubstantial.

53h. In practice, when necessary, the national ombudsman (or equivalent agency or agencies) initiates investigations.

100 | 75 | 50 | 25 | 0

**Comments:**

The ombudsman does not have such an authority. He can only send recommendations to the law enforcement to start investigations.

**References:**

There have been no reports.

**100:** The agency aggressively starts investigations — or participates fully with cooperating agencies' investigations — into judicial misconduct. The agency is fair in its application of this power.

**75:**

**50:** The agency will start or cooperate in investigations, but often relies on external pressure to set priorities, or has limited effectiveness when investigating. The agency, though limited in effectiveness, is still fair in its application of power.

**25:**

**0:** The agency rarely investigates on its own or cooperates in other agencies' investigations, or the agency is partisan in its application of this power.

53i. In practice, when necessary, the national ombudsman (or equivalent agency or agencies) imposes penalties on offenders.

100 | 75 | 50 | 25 | 0

**Comments:**

The ombudsman does not have such an authority granted by law.

**References:**

There have been no reports.

**100:** When rules violations are discovered, the agency is aggressive in penalizing offenders or in cooperating with other agencies who penalize offenders.

**75:**

**50:** The agency enforces rules, but is limited in its effectiveness. The agency may be slow to act, unwilling to take on politically powerful offenders, resistant to cooperating with other agencies, or occasionally unable to enforce its judgments.

**25:**

**0:** The agency does not effectively penalize offenders. The agency may make judgments but not enforce them, does not cooperate with other agencies in enforcing penalties, or may fail to make reasonable judgments against offenders. The agency may be partisan in its application of power.

53j. In practice, the government acts on the findings of the ombudsman agency (or agencies).

100 | 75 | 50 | **25** | 0

**Comments:**

There are exceptions in minor cases of administrative violations.

**References:**

There have been no media reports as to the actions of government on the ombudsman's complaints. For follow up investigations read the reports of the ombudsman.

**100:** Ombudsman's reports are taken seriously, with negative findings drawing prompt corrective action.

**75:**

**50:** In most cases, ombudsman's reports are acted on, though some exceptions may occur for politically sensitive issues, or particularly resistant agencies.

**25:**

**0:** Ombudsman reports are often ignored, or given superficial attention. Ombudsman reports do not lead to policy changes.

53k. In practice, the ombudsman agency (or agencies) acts on citizen complaints within a reasonable time period.

100 | 75 | 50 | **25** | 0

**Comments:**

Due to limited human and financial resources, there are significant delays in response and timing. The problem has been acknowledged by the Ombudsman in his reports.

**References:**

Reports of the Public Defender of Georgia from 2005 and 2006

**100:** The agency (or agencies) acts on complaints quickly. While some backlog is expected and inevitable, complaints are acknowledged promptly and investigations into serious abuses move steadily towards resolution. Citizens with simple issues can expect a resolution within a month.

**75:**

**50:** The agency (or agencies) acts on complaints quickly, with some exceptions. Some complaints may not be acknowledged, and simple issues may take more than two months to resolve.

25:

0: The agency (or agencies) cannot resolve complaints quickly. Complaints may be unacknowledged for more than a month, and simple issues may take more than three months to resolve. Serious abuses are not investigated with any urgency.

---

## 54. Can citizens access the reports of the ombudsman?

100

54a. In law, citizens can access reports of the ombudsman(s).

YES | NO

### References:

Constitution of Georgia  
Law on Public Defender

**YES:** A YES score is earned if all ombudsman reports are publicly available.

**NO:** A NO score is earned if any ombudsman reports are not publicly available. This may include reports made exclusively to the legislature or the executive, which those bodies may choose not to distribute the reports.

54b. In practice, citizens can access the reports of the ombudsman(s) within a reasonable time period.

100 | 75 | 50 | 25 | 0

### References:

[www.ombudsman.ge](http://www.ombudsman.ge)

**100:** Reports are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

**75:**

**50:** Reports take around two weeks to obtain. Some delays may be experienced.

**25:**

**0:** Reports take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

54c. In practice, citizens can access the reports of the ombudsman(s) at a reasonable cost.

100 | 75 | 50 | 25 | 0

**References:**

[www.ombudsman.ge](http://www.ombudsman.ge)

**100:** Reports are free to all citizens, or available for the cost of photocopying. Reports can be obtained at little cost, such as by mail, or on-line.

**75:**

**50:** Reports impose a financial burden on citizens, journalists or CSOs. Retrieving reports may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Retrieving reports imposes a major financial burden on citizens. Reports costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

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## V-2. Supreme Audit Institution

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55. In law, is there a national supreme audit institution, auditor general or equivalent agency covering the entire public sector?

100

55. In law, is there a national supreme audit institution, auditor general or equivalent agency covering the entire public sector?

YES | NO

**References:**

Constitution of Georgia

Law on Chamber of Control

**YES:** A YES score is earned if there is a specific agency whose primary mandate is to audit and track the movement of money through the government. This agency should be specifically charged to investigate and document the misuse of

funds. A system of agencies located in each department is equivalent.

**NO:** A NO score is earned if no such agency exists, or that function is a secondary concern of a larger body, such as the executive.

---

## 56. Is the supreme audit institution effective?

59

56a. In law, the supreme audit institution is protected from political interference.

**YES** | NO

### Comments:

Formally it is fully separate from the government, the chief is directly appointed by the Parliament and answers to the Parliament as well.

### References:

Law on Chamber of Control

**YES:** A YES score is earned only if the agency has some formal organizational independence from the government. A YES score is earned even if the entity is legally separate but in practice staffed by partisans.

**NO:** A NO score is earned if the agency is a subordinate part of any government ministry or agency, such as the Department of Interior or the Justice Department.

56b. In practice, the head of the audit agency is protected from removal without relevant justification.

100 | 75 | 50 | **25** | 0

### References:

All heads of chambers of control left pre-term due to political pressure. The appointments have been made solely due to political loality.

Every issue of April and May, 2007 of the Newspaper Alia was writing about the versions on potential new chairman of teh supreme audit institution.

Newspaper rezonansi 8 May, 2007 New chairman of teh Chamber of Control has been apopinted.

Newspaper 24 Hours 8 May, 2007 From Control to Audit Giorgi Asanishvili

**100:** The director of the agency serves a defined term and cannot be removed without a significant justification through a formal process, such as impeachment for abuse of power.

**75:**

**50:** The director of the agency serves a defined term, but can in some cases be removed through a combination of official or unofficial pressure.

**25:**

**0:** The director of the agency can be removed at the will of political leadership.

56c. In practice, the audit agency has a professional, full-time staff.

100 | 75 | 50 | 25 | 0

**References:**

See report on audit institutions at [www.gyle.ge/FOI](http://www.gyle.ge/FOI)

There have been no reports on non-professionalism, although the leadership of the Chamber of Control always complain about understaffing.

**100:** The agency has staff sufficient to fulfill its basic mandate.

**75:**

**50:** The agency has limited staff that hinders its ability to fulfill its basic mandate.

**25:**

**0:** The agency has no staff, or a limited staff that is clearly unqualified to fulfill its mandate.

56d. In practice, audit agency appointments support the independence of the agency.

100 | 75 | 50 | 25 | 0

**References:**

There have been no reports.

**100:** Appointments to the agency are made based on professional qualifications. Individuals appointed are free of conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed usually do not have clear political party affiliations.

**75:**

**50:** Appointments are usually based on professional qualifications. Individuals appointed may have clear party loyalties.

**25:**

**0:** Appointments are often based on political considerations. Individuals appointed often have conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed often have clear party loyalties.

56e. In practice, the audit agency receives regular funding.

100 | 75 | 50 | 25 | 0

**References:**

There have been no media reports on non-financing.

**100:** The agency has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

**75:**

**50:** The agency has a regular source of funding, but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

**25:**

**0:** Funding source is unreliable. Funding may be removed arbitrarily or as retaliation for agency actions.

56f. In practice, the audit agency makes regular public reports.

100 | 75 | 50 | 25 | 0

**Comments:**

Problem exists only when they require increase in funding. If compared with the proportions of budgetary growth of various ministries, it has not been that significant.

**References:**

There are annual reports to the Parliament.

**100:** The agency makes regular, publicly available, substantial reports to the legislature and/or to the public directly outlining the full scope of its work.

**75:**

**50:** The agency makes publicly available reports to the legislature and/or to the public directly that are sometimes delayed or incomplete.

**25:**

**0:** The agency makes no reports of its activities, or makes reports that are consistently out of date, unavailable to the public, or insubstantial.

56g. In practice, the government acts on the findings of the audit agency.

100 | 75 | 50 | 25 | 0

**Comments:**

ON the web site of the Chamber of Control you can find reports on submissions to the law enforcement and the folder on actions and investigations is still empty even for the cases sent in 2005

**References:**

NO media reports that chamber of control findings have been the reason for investigation.  
see reports at [www.control.ge](http://www.control.ge)

**100:** Audit agency reports are taken seriously, with negative findings drawing prompt corrective action.

**75:**

**50:** In most cases, audit agency reports are acted on, though some exceptions may occur for politically sensitive issues, or particularly resistant agencies.

**25:**

**0:** Audit reports are often ignored, or given superficial attention. Audit reports do not lead to policy changes.

56h. In practice, the audit agency is able to initiate its own investigations.

100 | 75 | 50 | 25 | 0

**References:**

By law, the Chamber of Control does not have the right to investigate.

**100:** The supreme audit institution can control the timing and pace of its investigations without any input from the executive or legislature.

**75:**

**50:** The supreme audit institution can generally decide what to investigate, and when, but is subject to pressure from the executive or legislature on politically sensitive issues.

**25:**

**0:** The supreme audit institution must rely on approval from the executive or legislature before initiating investigations. Politically sensitive investigations are almost impossible to move forward on.

## 57. Can citizens access reports of the supreme audit institution?

58

57a. In law, citizens can access reports of the audit agency.

YES | NO

### Comments:

Legally all reports are public.

### References:

Law on Chamber of Control  
General Administrative Code, ch. III

**YES:** A YES score is earned if all supreme auditor reports are available to the general public.

**NO:** A NO score is earned if any auditor reports are not publicly available. This may include reports made exclusively to the legislature or the executive, which those bodies may choose not to distribute.

57b. In practice, citizens can access audit reports within a reasonable time period.

100 | 75 | 50 | 25 | 0

### Comments:

It was a rather hot issue in the summer of 2007, and all media were reporting that the Chamber of Control constantly refused to disclose audit reports of the Tbilisi mayor's office, as well as of law enforcement agencies.

### References:

Interview with the anti-corruption team leader of the Georgian Young Lawyers Association Tamar Gurchiani  
See all media reports from June-July 2007  
See information at [www.republicans.ge](http://www.republicans.ge)

**100:** Reports are available on-line, or records can be obtained within two days. Reports are uniformly available; there are no delays for politically sensitive information.

**75:**

**50:** Reports take around two weeks to obtain. Some delays may be experienced.

**25:**

**0:** Reports take more than a month to acquire. In some cases, most reports may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

57c. In practice, citizens can access the audit reports at a reasonable cost.

100 | 75 | **50** | 25 | 0

**Comments:**

One needs to pay only for copying, but as reports are huge it is quite a burden on citizens and journalists. As a consequence, there have been requests on getting information on discs, or flash drives, as well as having them on internet. Most of those requests are normally turned down.

**References:**

See report on costs of information of the Georgian Young Lawyers Association at: [www.gyla.ge](http://www.gyla.ge)

**100:** Reports are free to all citizens, or available for the cost of photocopying. Reports can be obtained at little cost, such as by mail, or on-line.

**75:**

**50:** Reports impose a financial burden on citizens, journalists or CSOs. Retrieving reports may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Retrieving reports imposes a major financial burden on citizens. Report costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

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73  
V-3. Taxes and Customs

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58. In law, is there a national tax collection agency?

100

58. In law, is there a national tax collection agency?

YES | NO

**References:**

Tax Department of the Ministry of Finances  
Tax Code of Georgia

**YES:** A YES score is earned if there is a national agency formally mandated to collect taxes.

**NO:** A NO score is earned if that function is spread over several agencies, or does not exist. A NO score is earned if national government ministries can collect taxes independently.

---

59. Is the tax collection agency effective?

100

59a. In practice, the tax collection agency has a professional, full-time staff.

100 | 75 | 50 | 25 | 0

**References:**

There have been no media reports of serious problems.

**100:** The agency has staff sufficient to fulfill its basic mandate.

**75:**

**50:** The agency has limited staff that hinders its ability to fulfill its basic mandate.

**25:**

**0:** The agency has no staff, or a limited staff that is clearly unqualified to fulfill its mandate.

59b. In practice, the tax agency receives regular funding.

100 | 75 | 50 | 25 | 0

**References:**

Regular and sufficient funding is provided.  
See Budget Law of Georgia

**100:** The agency has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

**75:**

**50:** The agency has a regular source of funding, but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

**25:**

**0:** Funding source is unreliable. Funding may be removed arbitrarily or as retaliation for agency actions.

---

## 60. In practice, are tax laws enforced uniformly and without discrimination?

100

60. In practice, are tax laws enforced uniformly and without discrimination?

100 | 75 | 50 | 25 | 0

**Comments:**

There might be still some problems with the collection but it is not due to the unfair treatment of any particular group, but more due to the enforcement gaps at certain territorial units.

The system is under major reform, and positive results are significant. Budget incomes have increased five times.

**References:**

Most media reports for the last two years regarding enforcement are positive.

See World Bank most recent report on Georgia.

See Freedom House report, Georgia, 2006 at: <http://www.freedomhouse.org/>

**100:** Tax laws (which may be economically unfair as written) are enforced consistently for all citizens. No general group of citizens is more or less likely to evade tax law than another.

**75:**

**50:** Tax laws are generally enforced consistently, but some exceptions exist. For example, some groups may occasionally evade tax law. Some arbitrary and discriminatory tax rules exist.

**25:**

**0:** Tax law is unequally applied. Some groups of citizens are consistently more or less likely to evade tax law than others. Tax regulations are, as a rule, written to be discriminatory and/or arbitrary.

---

## 61. In law, is there a national customs and excise agency?

100

61. In law, is there a national customs and excise agency?

YES | NO

**References:**

There is a customs department of the Ministry of Finances of Georgia  
Tax Code of Georgia  
Customs Code of Georgia

**YES:** A YES score is earned if there is an agency formally mandated to collect excises and inspect customs.

**NO:** A NO score is earned if that function is spread over several agencies, or does not exist.

---

62. Is the customs and excise agency effective?

88

62a. In practice, the customs and excise agency has a professional, full-time staff.

100 | 75 | 50 | 25 | 0

**Comments:**

There is significant reform and significant progress.

**References:**

There have been no media reports of major problems.  
See Freedom House report, Georgia, 2006:  
<http://www.freedomhouse.org/>

**100:** The agency has staff sufficient to fulfill its basic mandate.

**75:**

**50:** The agency has limited staff that hinders its ability to fulfill its basic mandate.

**25:**

**0:** The agency has no staff, or a limited staff that is clearly unqualified to fulfill its mandate.

62b. In practice, the customs and excise agency receives regular funding.

100 | 75 | 50 | 25 | 0

**References:**

Regular and sufficient funding is provided.  
See Budget Law of Georgia

**100:** The agency has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

**75:**

**50:** The agency has a regular source of funding, but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

**25:**

**0:** Funding source is unreliable. Funding may be removed arbitrarily or as retaliation for agency actions.

---

63. In practice, are customs and excise laws enforced uniformly and without discrimination?

100

63. In practice, are customs and excise laws enforced uniformly and without discrimination?

100 | 75 | 50 | 25 | 0

**Comments:**

There might be still some problems with the collection, but it is not due to the unfair treatment of any particular group, but more due to the enforcement gaps at certain territorial units.  
The system is under major reform, and positive results are significant. Budget incomes have increased five times.

**References:**

Most media reports for the last two years are positive.  
See World Bank most recent report on Georgia.  
See Freedom House report, Georgia, 2006:  
<http://www.freedomhouse.org/>

**100:** Customs and excise laws (which may be economically unfair as written) are enforced consistently for all citizens. No general group of citizens is more or less likely to evade customs than another.

**75:**

**50:** Customs and excise laws are generally enforced consistently, but some exceptions exist. For example, some groups may occasionally evade customs requirements.

**25:**

**0:** Customs and excise laws are unequally applied. Some groups of citizens are consistently more or less likely to evade customs and excise laws than others.

---

## V-4. State-Owned Enterprises

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64. In law, is there an agency or equivalent mechanism overseeing state-owned companies?

100

64. In law, is there an agency or equivalent mechanism overseeing state-owned companies?

**YES** | NO

**References:**

The Ministry of Economic Development of Georgia is overseeing state-owned companies.  
The city municipalities are overseeing the companies under their competence.

**YES:** A YES score is earned if there is an agency or equivalent mechanism tasked with overseeing the conduct and performance of state-owned companies on behalf of the public. State-owned companies are defined as companies owned in whole or in part by the government.

**NO:** A NO score is earned if this function does not exist.

---

65. Is the agency or equivalent mechanism overseeing state-owned companies effective?

35

65a. In law, the agency or equivalent mechanism overseeing state-owned companies is protected from political interference.

YES | **NO**

**References:**

It is the Ministry of Economic Development of Georgia that can not be free from political interference by definition.

**YES:** A YES score is earned only if the agency or equivalent mechanism has some formal operational independence from the government. A YES score is earned even if the entity is legally separate but in practice staffed by partisans.

**NO:** A NO score is earned if the agency or equivalent mechanism is a subordinate part of any government ministry or agency, such as the Department of Interior or the Justice Department.

65b. In practice, the agency or equivalent mechanism overseeing state-owned companies has a professional, full-time staff.

100 | 75 | 50 | 25 | 0

**References:**

There have been no media reports.

**100:** The agency or equivalent mechanism has staff sufficient to fulfill its basic mandate.

**75:**

**50:** The agency or equivalent mechanism has limited staff that hinders its ability to fulfill its basic mandate.

**25:**

**0:** The agency or equivalent mechanism has no staff, or a limited staff that is clearly unqualified to fulfill its mandate.

65c. In practice, the agency or equivalent mechanism overseeing state-owned companies receives regular funding.

100 | 75 | 50 | 25 | 0

**References:**

There have been no media reports.

The ministries are well-funded in Georgia.

**100:** The the agency or equivalent mechanism has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

**75:**

**50:** The the agency or equivalent mechanism has a regular source of funding, but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

**25:**

**0:** Funding source is unreliable. Funding may be removed arbitrarily or as retaliation for agency functions.

65d. In practice, when necessary, the agency or equivalent mechanism overseeing state-owned companies independently initiates investigations.

100 | 75 | 50 | 25 | 0

**References:**

The Ministry of Economic Development does not have such an authority.

**100:** When irregularities are discovered, the agency or equivalent mechanism is aggressive in investigating and/or in cooperating with other investigative bodies.

**75:**

**50:** The agency or equivalent mechanism starts investigations, but is limited in its effectiveness or in its cooperation with other investigative agencies. The agency may be slow to act, unwilling to take on politically powerful offenders, or occasionally unable to enforce its judgments.

**25:**

**0:** The agency or equivalent mechanism does not effectively investigate financial irregularities or cooperate with other investigative agencies. The agency may start investigations but not complete them, or may fail to detect offenders. The agency may be partisan in its application of power.

65e. In practice, when necessary, the agency or equivalent mechanism overseeing state-owned companies imposes penalties on offenders.

100 | 75 | 50 | 25 | 0

**References:**

Uniform regulations do not exist.

**100:** When rules violations are discovered, the agency or equivalent mechanism is aggressive in penalizing offenders and/or in cooperating with other agencies that impose penalties.

**75:**

**50:** The agency or equivalent mechanism enforces rules, but is limited in its effectiveness or reluctant to cooperate with other agencies. The agency may be slow to act, unwilling to take on politically powerful offenders, or occasionally unable to enforce its judgments.

**25:**

**0:** The agency or equivalent mechanism does not effectively penalize offenders or refuses to cooperate with other agencies that enforce penalties. The agency may make judgments but not enforce them, or may fail to make reasonable judgments against offenders. The agency may be partisan in its application of power.

---

## 66. Can citizens access the financial records of state-owned companies?

45

66a. In law, citizens can access the financial records of state-owned companies.

**YES** | NO

### References:

General Administrative Code of Georgia, Chapter III

**YES:** A YES score is earned if the financial information of all state-owned companies is required by law to be public. State-owned companies are defined as companies owned in whole or in part by the government.

**NO:** A NO score is earned if any category of state-owned company is exempt from this rule, or no such rules exist.

66b. In practice, the financial records of state-owned companies are regularly updated.

100 | 75 | 50 | 25 | **0**

### Comments:

There is no information publicly available, or updated. One needs to search specifically for it through friends and private contacts.

### References:

There have been no reports or published information on them.

**100:** State-owned companies always disclose financial data, which is generally accurate and up to date.

**75:**

**50:** State-owned companies disclose financial data, but it is flawed. Some companies may misstate financial data, or file the information behind schedule.

**25:**

**0:** Financial data is not available, or is consistently superficial or otherwise of no value.

66c. In practice, the financial records of state-owned companies are audited according to international accounting standards.

100 | 75 | 50 | 25 | 0

**References:**

No uniform regulations exist.  
It varies from case to case.

**100:** Financial records of all state-owned companies are regularly audited by a trained third party auditor using accepted international standards.

**75:**

**50:** Financial records of state-owned companies are regularly audited, but exceptions may exist. Some companies may use flawed or deceptive accounting procedures, or some companies may be exempted from this requirement.

**25:**

**0:** State-owned companies are not audited, or the audits have no functional value. The auditors may collude with the companies in providing misleading or false information to the public.

66d. In practice, citizens can access the financial records of state-owned companies within a reasonable time period.

100 | 75 | 50 | 25 | 0

**Comments:**

As there is no uniform supervisory mechanism, and information is not placed at any one location, getting records of state-owned companies is a long and complicated process.  
It takes visits to various places and a lot of arguing to get them disclosed.

**References:**

Interview with the head of anti-corruption unit of the Georgian Young Lawyers Association Tamar Gurchiani

**100:** Records are available on-line, or records can be obtained within two days. Records are uniformly available; there are no delays for politically sensitive information.

**75:**

**50:** Records take around two weeks to obtain. Some delays may be experienced.

**25:**

**0:** Records take more than a month to acquire. In some cases, most records may be available sooner, but there may be persistent delays in obtaining politically sensitive records.

66e. In practice, citizens can access the financial records of state-owned companies at a reasonable cost.

100 | 75 | 50 | 25 | 0

**Comments:**

As there is no uniform supervisory mechanism, and information is not placed at any one location, getting records of state-owned companies is a long and complicated process.

It takes visits to various places and a lot of arguing to get them disclosed.

If information is released it is either free or at the cost of photocopying.

**References:**

Interview with the head of anti-corruption unit of the Georgian Young Lawyers Association Tamar Gurchiani

**100:** Records are free to all citizens, or available for the cost of photocopying. Records can be obtained at little cost, such as by mail, or on-line.

**75:**

**50:** Records impose a financial burden on citizens, journalists or CSOs. Retrieving records may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Retrieving records imposes a major financial burden on citizens. Records costs are prohibitive to most citizens, journalists, or CSOs trying to access this information.

---

60

## V-5. Business Licensing and Regulation

---

67. Are business licenses available to all citizens?

75

67a. In law, anyone may apply for a business license.

YES | NO

**References:**

Constitution of Georgia; no discrimination policy might be exercised  
Law on Licenses and Permissions, from 2005

**YES:** A YES score is earned if no particular group or category of citizens is excluded from applying for a business license, when required. A YES score is also earned if basic business licenses are not required.

**NO:** A NO score is earned if any group of citizens are categorically excluded from applying for a business license, when required

67b. In law, a complaint mechanism exists if a business license request is denied.

**YES** | NO

**References:**

Constitution of Georgia, art 42  
Administrative Procedure Code;  
rules on challenging decisions of administrative bodies;

**YES:** A YES score is earned if there is a formal process for appealing a rejected license.

**NO:** A NO score is earned if no such mechanism exists.

67c. In practice, citizens can obtain any necessary business license (i.e. for a small import business) within a reasonable time period.

100 | 75 | **50** | 25 | 0

**Comments:**

By law, the period for obtaining a license can be of three months, and appropriate state agencies can add other three months until they issue the license.

**References:**

Law on Licenses and Permissions, art. 10, from 2005

**100:** Licenses are not required, or licenses can be obtained within roughly one week.

**75:**

**50:** Licensing is required and takes around one month. Some groups may be delayed up to a three months

**25:**

**0:** Licensing takes more than three months for most groups. Some groups may wait six months to one year to get necessary licenses.

67d. In practice, citizens can obtain any necessary business license (i.e. for a small import business) at a reasonable cost.

100 | 75 | **50** | 25 | 0

**Comments:**

All costs are defined by the Law on Dues for Licenses and Permissions from 2003

**References:**

No arbitrariness has been reported recently.

**100:** Licenses are not required, or licenses are free. Licenses can be obtained at little cost to the organization, such as by mail, or on-line.

**75:**

**50:** Licenses are required, and impose a financial burden on the organization. Licenses may require a visit to a specific office, such as a regional or national capital.

**25:**

**0:** Licenses are required, and impose a major financial burden on the organization. Licensing costs are prohibitive to the organization.

---

68. Are there transparent business regulatory requirements for basic health, environmental, and safety standards?

0

68a. In law, basic business regulatory requirements for meeting public health standards are transparent and publicly available.

YES | **NO**

**Comments:**

There are no clear rules on health requirements. There are general provisions in laws about the need for public health, but standards on checking are issues handled by the Ministry of Health and Social Affairs and keep changing all the time. They are non-predictable and non-transparent.

**References:**

Law on Licenses and Permissions, from 2005  
Law on Medical and Pharmaceutical Licensing, from 2003

**YES:** A YES score is earned if basic regulatory requirements for meeting public health standards are publicly accessible and transparent.

**NO:** A NO score is earned if such requirements are not made public or are otherwise not transparent.

68b. In law, basic business regulatory requirements for meeting public environmental standards are transparent and publicly available.

YES | **NO**

**Comments:**

There are no clear rules on environmental procedures and requirements. There are general provisions in laws about the need for environmental safety, but standards on checking are issues handled by the Ministry of Environment and keep changing all the time.

They are non-predictable and non-transparent.

**References:**

Law on Licenses and Permissions, from 2005

**YES:** A YES score is earned if basic regulatory requirements for meeting public environmental standards are publicly accessible and transparent.

**NO:** A NO score is earned if such requirements are not made public or are otherwise not transparent.

68c. In law, basic business regulatory requirements for meeting public safety standards are transparent and publicly available.

YES | **NO**

**Comments:**

There are no clear rules on safety requirements. There are general provisions in laws about the need for public safety, but standards on checking are issues handled by the Ministry of Health and Social Affairs and keep changing all the time. They are non-predictable and non-transparent.

**References:**

Law on Licenses and Permissions, from 2005

**YES:** A YES score is earned if basic regulatory requirements for meeting public safety standards are publicly accessible and transparent.

**NO:** A NO score is earned if such requirements are not made public or are otherwise not transparent.

---

69. Does government effectively enforce basic health, environmental, and safety standards on businesses?

69a. In practice, business inspections by government officials to ensure public health standards are being met are carried out in a uniform and even-handed manner.

100 | 75 | 50 | 25 | 0

**Comments:**

The problem is not bribing, but the selective nature of inspection.

**References:**

There have been no reports on bribes being paid for this purpose.

See Badagoni” Scandal reports, in various papers, among them:  
 “Badagoni Wine Runs Afoul of Ministry of Agriculture,”  
 Newspaper Georgia Today,  
 Issue #332, 17.11.06 – 23.11.06  
[http://www.georgiatoday.ge/article\\_details.php?id=1960](http://www.georgiatoday.ge/article_details.php?id=1960)

**100:** Business inspections by the government to ensure that public health standards are being met are designed and carried out in such a way as to ensure comprehensive compliance by all businesses with transparent regulatory requirements.

**75:**

**50:** Business inspections by the government to ensure public health standards are met are generally carried out in an even-handed way though exceptions exist. Bribes are occasionally paid to extract favorable treatment or expedited processing.

**25:**

**0:** Business inspections to ensure that public health standards are met are routinely carried out by government officials in an ad hoc, arbitrary fashion designed to extract extra payments from businesses in exchange for favorable treatment.

69b. In practice, business inspections by government officials to ensure public environmental standards are being met are carried out in a uniform and even-handed manner.

100 | 75 | 50 | 25 | 0

**References:**

There is no transparency in regulations. There have been no reports of regular inspections. There is very little in the way of comprehensive statistics or studies of such inspections.

**100:** Business inspections by the government to ensure that public environmental standards are being met are designed and carried out in such a way as to ensure comprehensive compliance by all businesses with transparent regulatory requirements.

**75:**

**50:** Business inspections by the government to ensure public environmental standards are met are generally carried out in an even-handed way though exceptions exist. Bribes are occasionally paid to extract favorable treatment or expedited processing.

**25:**

**0:** Business inspections to ensure that public environmental standards are met are routinely carried out by government officials in an ad hoc, arbitrary fashion designed to extract extra payments from businesses in exchange for favorable treatment.

69c. In practice, business inspections by government officials to ensure public safety standards are being met are carried out in a uniform and even-handed manner.

100 | 75 | 50 | **25** | 0

**References:**

There have been no reports on bribes being paid for this purpose.

See Badagoni” Scandal reports, in various papers, among them:  
“Badagoni Wine Runs Afoul of Ministry of Agriculture,”  
Newspaper Georgia Today,  
Issue #332, 17.11.06 – 23.11.06  
[http://www.georgiatoday.ge/article\\_details.php?id=1960](http://www.georgiatoday.ge/article_details.php?id=1960)

**100:** Business inspections by the government to ensure that public safety standards are being met are designed and carried out in such a way as to ensure comprehensive compliance by all businesses with transparent regulatory requirements.

**75:**

**50:** Business inspections by the government to ensure public safety standards are met are generally carried out in an even-handed way though exceptions exist. Bribes are occasionally paid to extract favorable treatment or expedited processing.

**25:**

**0:** Business inspections to ensure that public safety standards are met are routinely carried out by government officials in an ad hoc, arbitrary fashion designed to extract extra payments from businesses in exchange for favorable treatment.

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Category VI. Anti-Corruption and Rule of Law

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VI-1. <sup>54</sup>Anti-Corruption Law

---

70. Is there legislation criminalizing corruption?

70a. In law, attempted corruption is illegal.

**YES** | NO

**References:**

Criminal Code, arts. 338, 339

**YES:** A YES score is earned if corruption laws include attempted acts.

**NO:** A NO score is earned if this is not illegal.

70b. In law, extortion is illegal.

**YES** | NO

**Comments:**

Extortion is a crime under the Criminal Code of Georgia (art.181), but it is not related to the anti-corruption crimes and measures. The use of public office for this purpose, or withholding a punishment, are not defined as qualifying points for the crime.

**References:**

Criminal Code

**YES:** A YES score is earned if corruption laws include extortion. Extortion is defined as demanding favorable treatment (such as a bribe) to withhold a punishment.

**NO:** A NO score is earned if this is not illegal.

70c. In law, offering a bribe (i.e. active corruption) is illegal.

**YES** | NO

**References:**

Criminal Code, art. 339

**YES:** A YES score is earned if offering a bribe is illegal.

**NO:** A NO score is earned if this is not illegal.

70d. In law, receiving a bribe (i.e. passive corruption) is illegal.

**YES** | NO

**References:**

Criminal Code, art.338

**YES:** A YES score is earned if receiving a bribe is illegal.

**NO:** A NO score is earned if this is not illegal.

70e. In law, bribing a foreign official is illegal.

**YES** | NO

**References:**

No special regulation exists under the Georgian law, though the Parliament has indicated that anti-bribery laws are to be understood to cover foreign officials as well.

**YES:** A YES score is earned if bribing a foreign official is illegal.

**NO:** A NO score is earned if this is not illegal.

70f. In law, using public resources for private gain is illegal.

**YES** | NO

**References:**

Criminal Code, art. 332

**YES:** A YES score is earned if using public resources for private gain is illegal.

**NO:** A NO score is earned if this is not illegal.

70g. In law, using confidential state information for private gain is illegal.

**YES** | NO

**References:**

Criminal Code, arts. 332, 333

**YES:** A YES score is earned if using confidential state information for private gain is illegal.

**NO:** A NO score is earned if this is not illegal.

70h. In law, money laundering is illegal.

**YES** | NO

**References:**

Criminal Code, art.194

**YES:** A YES score is earned if money laundering is illegal. Money laundering is defined as concealing the origin of funds to hide wrongdoing or avoid confiscation.

**NO:** A NO score is earned if this is not illegal.

70i. In law, conspiracy to commit a crime (i.e. organized crime) is illegal.

**YES** | NO

**References:**

Criminal Code, various articles,  
Law on Organized Crime, from 2005

**YES:** A YES score is earned if organized crime is illegal.

**NO:** A NO score is earned if this is not illegal.

---

## VI-2. Anti-Corruption Agency

---

71. In law, is there an agency (or group of agencies) with a legal mandate to address corruption?

0

71. In law, is there an agency (or group of agencies) with a legal mandate to address corruption?

YES | **NO**

**Comments:**

There is no special agency or collection of entities dedicated to preventing corruption. There was previously an anti-corruption commission that was abolished following the Rose Revolution. The Chamber of Control is limited in its mandate strictly to budgetary issues and expenditure oversight.

The General Prosecutor's Office has the right to prosecute corruption crimes the same way as all other crimes.

**References:**

Criminal Procedure Code

**YES:** A YES score is earned if an agency is specifically mandated to address corruption. A YES score is earned if there are several agencies or entities with specific roles in fighting corruption, including special prosecutorial entities.

**NO:** A NO score is earned if no agency (or group of agencies/entities) is specifically mandated to prevent or prosecute corruption.

---

72. Is the anti-corruption agency effective?

14

72a. In law, the anti-corruption agency (or agencies) is protected from political interference.

YES | NO

**References:**

Law on Procuracy

**YES:** A YES score is earned only if the agency (or agencies) has some formal organizational or operational independence from the government. A YES score is earned even if the agency/agencies is legally separate but in practice staffed by partisans.

**NO:** A NO score is earned if the agency (or agencies) is a subordinate part of any government ministry or agency, such as the Department of Interior or the Justice Department, in such a way that limits its operational independence.

72b. In practice, the anti-corruption agency (or agencies) is protected from political interference.

100 | 75 | 50 | 25 | 0

**Comments:**

There is no special anti-corruption agency. General Prosecutor's Office is part of the executive power, thus naturally not being free from influences and loyalties.

**References:**

There have been no reports.

**100:** This agency (or agencies) operates independently of the political process, without incentive or pressure to render favorable judgments in politically sensitive cases. Investigations can operate without hindrance from the government, including access to politically sensitive information. .

**75:**

**50:** This agency (or agencies) is typically independent, yet is sometimes influenced in its work by negative or positive political incentives. This may include favorable or unfavorable public criticism by the government, political appointments, or other forms of influence. The agency (or agencies) may not be provided with some information needed to carry out its investigations.

**25:**

**0:** This agency (or agencies) is commonly influenced by political or personal incentives. These may include conflicting family relationships, professional partnerships, or other personal loyalties. Negative incentives may include threats, harassment or other abuses of power. The agency (or agencies) cannot compel the government to reveal sensitive information.

72c. In practice, the head of the anti-corruption agency (or agencies) is protected from removal without relevant justification.

100 | 75 | 50 | 25 | 0

**References:**

No such agency exists apart from the Prosecutor General, who can be removed at any time at the discretion of the president.

**100:** The director(s) cannot be removed without a significant justification through a formal process, such as impeachment for abuse of power.

**75:**

**50:** The director(s) can in some cases be removed through a combination of official or unofficial pressure.

**25:**

**0:** The director(s) can be removed at the will of political leadership.

72d. In practice, appointments to the anti-corruption agency (or agencies) are based on professional criteria.

100 | 75 | 50 | 25 | 0

**References:**

There is no independent, special anti-corruption agency or collection of agencies/entities.

**100:** Appointments to the agency (or agencies) are made based on professional qualifications. Individuals appointed are free of conflicts of interest arising from personal loyalties, family connections or other biases. Individuals appointed usually do not have clear political party affiliations.

**75:**

**50:** Appointments are usually based on professional qualifications. Individuals appointed may have clear party loyalties, however.

**25:**

**0:** Appointments are often based on political considerations. Individuals appointed often have conflicts of interest arising from personal loyalties, family connections or other biases. Individuals appointed often have clear party loyalties.

72e. In practice, the anti-corruption agency (or agencies) has a professional, full-time staff.

100 | 75 | 50 | 25 | 0

**References:**

There is no independent, special anti-corruption agency or collection of agencies/entities.

**100:** The agency (or agencies) has staff sufficient to fulfill its basic mandate.

**75:**

**50:** The agency (or agencies) has limited staff, or staff without necessary qualifications to fulfill its basic mandate.

**25:**

**0:** The agency (or agencies) has no staff, or a limited staff, that is clearly unqualified to fulfill its mandate.

72f. In practice, the anti-corruption agency (or agencies) receives regular funding.

100 | 75 | 50 | 25 | 0

**References:**

There is no independent, special anti-corruption agency or agencies/collection of entities.

**100:** The agency (or agencies) has a predictable source of funding that is fairly consistent from year to year. Political considerations are not a major factor in determining agency funding.

**75:**

**50:** The agency (or agencies) has a regular source of funding, but may be pressured by cuts, or threats of cuts to the agency budget. Political considerations have an effect on agency funding.

**25:**

**0:** The agency's funding sources are unreliable. Funding may be removed arbitrarily or as retaliation for agency actions.

72g. In practice, the anti-corruption agency (or agencies) makes regular public reports.

100 | 75 | 50 | 25 | 0

**References:**

There have been no reports.

There is no independent, special anti-corruption agency.

**100:** The agency (or agencies) makes regular, publicly available, substantial reports to the legislature and/or to the public directly outlining the full scope of its work.

**75:**

**50:** The agency (or agencies) makes publicly available reports to the legislature that are sometimes delayed or incomplete.

**25:**

**0:** The agency (or agencies) makes no reports of its activities, or makes reports that are consistently out of date, unavailable to the public, or insubstantial.

72h. In practice, the anti-corruption agency (or agencies) has sufficient powers to carry out its mandate.

100 | 75 | 50 | 25 | 0

**References:**

There is no independent, special anti-corruption agency or agencies/collection of entities.

**100:** The agency (or agencies) has powers to gather information, including politically sensitive information. The agency (or agencies) can question suspects, order arrests and bring suspects to trial (or rely on related agencies or law enforcement authorities to perform such functions).

**75:**

**50:** The agency (or agencies) has most of the powers needed to carry out its mandate with some exceptions.

**25:**

**0:** The agency (or agencies) lacks significant powers which limit its effectiveness.

72i. In practice, when necessary, the anti-corruption agency (or agencies) independently initiates investigations.

100 | 75 | 50 | 25 | 0

**References:**

There is no independent, special anti-corruption agency or agencies/collection of entities.

**100:** When irregularities are discovered, the agency (or agencies) is aggressive in investigating the government or in cooperating with other investigative agencies.

**75:**

**50:** The agency (or agencies) starts investigations, but is limited in its effectiveness or is reluctant to cooperate with other investigative agencies. The agency (or agencies) may be slow to act, unwilling to take on politically powerful offenders, or occasionally unable to enforce its judgments.

**25:**

**0:** The agency (or agencies) does not effectively investigate or does not cooperate with other investigative agencies. The agency (or agencies) may start investigations but not complete them, or may fail to detect offenders. The agency (or agencies) may be partisan in its application of power.

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### 73. Can citizens access the anti-corruption agency?

0

73a. In practice, the anti-corruption agency (or agencies) acts on complaints within a reasonable time period.

100 | 75 | 50 | 25 | 0

**References:**

There is no independent, special anti-corruption agency or agencies/collection of entities.

**100:** The agency (or agencies) acts on complaints quickly. While some backlog is expected and inevitable, complaints are acknowledged promptly and investigations into serious abuses move steadily towards resolution. Citizens with simple issues can expect a resolution within a month.

**75:**

**50:** The agency (or agencies) acts on complaints quickly, with some exceptions. Some complaints may not be acknowledged, and simple issues may take more than two months to resolve.

**25:**

**0:** The agency (or agencies) cannot resolve complaints quickly. Complaints may be unacknowledged for more than a month, and simple issues may take more than three months to resolve. Serious abuses are not investigated with any urgency.

73b. In practice, citizens can complain to the anti-corruption agency (or agencies) without fear of recrimination.

100 | 75 | 50 | 25 | 0

**References:**

There is no independent, special anti-corruption agency or agencies/collection of entities.

**100:** Whistleblowers can report abuses of power without fear of negative consequences. This may be due to robust mechanisms to protect the identity of whistleblowers, or may be due to a culture that encourages disclosure and accountability.

**75:**

**50:** Whistleblowers are sometimes able to come forward without negative consequences, but in other cases, whistleblowers are punished for disclosing, either through official or unofficial means.

**25:**

**0:** Whistleblowers often face substantial negative consequences, such as losing a job, relocating to a less prominent position, or some form of harassment.

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5  
VI-3. Rule of Law

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74. Is there an appeals mechanism for challenging criminal judgments?

67

74a. In law, there is a general right of appeal.

YES | NO

**References:**

Constitution of Georgia, art.42  
Criminal Procedures Code  
Civil Procedures Code  
Administrative Procedures Code

**YES:** A YES score is earned if there is a formal process of appeal for challenging criminal judgments.

**NO:** A NO score is earned if there is no such process.

74b. In practice, appeals are resolved within a reasonable time period.

100 | 75 | 50 | 25 | 0

**References:**

See GYLA research on judiciary after the Revolution of Roses:  
www.gyla.ge

**100:** Appeals are acted upon quickly. While some backlog is expected and inevitable, appeals are acknowledged promptly and cases move steadily towards resolution.

**75:**

**50:** Appeals are generally acted upon quickly but with some exceptions. Some appeals may not be acknowledged, and simple cases may take years to resolve.

**25:**

**0:** Most appeals are not resolved in a timely fashion. Appeals may go unacknowledged for months or years and simple cases may never be resolved.

74c. In practice, citizens can use the appeals mechanism at a reasonable cost.

100 | 75 | 50 | **25** | 0

**Comments:**

Appeal mechanism is rather expensive and unaffordable for the most people.  
After changes to the Law on State Duties in April 2007, court fees have been increased dramatically. See article 4.

**References:**

Interview with the Parliamentary Secretary of the Georgian Young Lawyers Association Besarion Abashidze  
Interview with defense lawyer Giorgi Zedelashvili;  
Procedural Laws

**100:** In most cases, the appeals mechanism is an affordable option to middle class citizens seeking to challenge criminal judgments.

**75:**

**50:** In some cases, the appeals mechanism is not an affordable option to middle class citizens seeking to challenge criminal judgments.

**25:**

**0:** The prohibitive cost of utilizing the appeals mechanism prevents middle class citizens from challenging criminal judgments.

---

75. In practice, do judgments in the criminal system follow written law?

25

75. In practice, do judgments in the criminal system follow written law?

100 | 75 | 50 | 25 | 0

**Comments:**

In most of the cases, judgments are given according to the will of the prosecution, rather than by the facts of the case and by the law.

**References:**

See Human Rights Watch's Open Letter to the Tbilisi City Court Chair: <http://hrw.org/english/docs/2007/04/03/georgi15650.htm>

See open letter to the president of Georgia by 71 NGOs and media outlets:

[http://www.fpphr.org.ge/eng/view.php?view\\_id=6&id=34](http://www.fpphr.org.ge/eng/view.php?view_id=6&id=34)

**100:** Judgments in the criminal system are made according to established legal code and conduct. There are no exceptional cases in which individuals are treated by a separate process. Political interference, bribery, cronyism or other flaws are rarely factors in judicial outcomes.

**75:**

**50:** Judgments in the criminal system usually follow the protocols of written law. There are sometimes exceptions when political concerns, corruption or other flaws in the system decide outcomes.

**25:**

**0:** Judgments in the criminal system are often decided by factors other than written law. Bribery and corruption in the criminal judicial process are common elements affecting decisions.

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## 76. In practice, are judicial decisions enforced by the state?

50

76. In practice, are judicial decisions enforced by the state?

100 | 75 | 50 | 25 | 0

**Comments:**

There is a serious problem with execution of judgements, and Parliament is considering a creation of a separate mechanism, allowing for a private execution procedure.

**References:**

See regular reports of the statistics in the newspaper "24 Hours".

**100:** Judicial decisions are enforced quickly regardless of what is being decided or who is appearing before the court. Failure to comply brings penalties enforced by the state.

**75:**

**50:** Judicial decisions are generally enforced by the state, with some exceptions. Certain areas of law may be ignored, or certain parties appearing before the courts may evade or delay enforcement.

**25:**

**0:** Judicial decisions are often ignored. The state lacks the will or capacity to consistently enforce these decisions.

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## 77. Is the judiciary able to act independently?

31

77a. In law, the independence of the judiciary is guaranteed.

YES | NO

### Comments:

All formal declarations of independence of judiciary are included in the laws.

### References:

Constitution of Georgia  
Law on Common Courts  
Law on Supreme Court

**YES:** A YES score is earned if there are formal rules establishing that the judiciary is independent from political interference by the executive and legislative branches. Independence include financial issues (drafting, allocation, and managing the budget of the courts ).

**NO:** A NO score is earned if there are no formal rules establishing an independent judiciary.

77b. In practice, national-level judges are protected from political interference.

100 | 75 | 50 | 25 | 0

### References:

See polls by IRI:  
[www.iri.ge](http://www.iri.ge);

See newspaper "24 Hours" from Aug. 8, 2007

**100:** National level judges operate independently of the political process, without incentive or pressure to render favorable judgments in politically sensitive cases. Judges never comment on political debates. Individual judgments are rarely praised or criticized by political figures.

75:

**50:** National level judges are typically independent, yet are sometimes influenced in their judgments by negative or positive political incentives. This may include favorable or unfavorable treatment by the government or public criticism. Some judges may be demoted or relocated in retaliation for unfavorable decisions.

25:

**0:** National level judges are commonly influenced by politics and personal biases or incentives. This may include conflicting family relationships, professional partnerships, or other personal loyalties. Negative incentives may include demotion, pay cuts, relocation, threats or harassment.

77c. In law, there is a transparent and objective system for distributing cases to national-level judges.

YES | **NO**

**Comments:**

There are general rules, that automatically assign cases, however long lists of exceptions apply that make the system non-transparent.

**References:**

Law on Distribution of Cases within the Judicial System

**YES:** A YES score is earned if there is an objective system that is transparent to the public that equitably or randomly assigns cases to individual judges. The executive branch does not control this process.

**NO:** A NO score is earned if the case assignment system is non-transparent or subjective where judges themselves have influence over which cases they adjudicate. A NO score is also earned if the executive branch controls this process.

77d. In law, national-level judges are protected from removal without relevant justification.

YES | **NO**

**Comments:**

The disciplinary procedure is closed, there are politicians participating and deciding over the faith of judges, and there are no clearly defined criteria for starting disciplinary procedure and for removing the judges.

**References:**

Law on Disciplinary Procedure of Judges of Common Courts;

See Opinion from March 2007, of the Venice Commission for Democracy through the Law about Law of Georgia on Disciplinary Procedure of Judges of Common Courts

**YES:** A YES score is earned if there are specific, formal rules for removal of a justice. Removal must be related to abuse of power or other offenses related to job performance.

**NO:** A NO score is earned if justices can be removed without justification, or for purely political reasons. A NO score is earned if the removal process is not transparent, or not based on written rules.

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## 78. Are judges safe when adjudicating corruption cases?

100

78a. In practice, in the last year, no judges have been physically harmed because of adjudicating corruption cases.

YES | NO

### References:

There have been no media reports.

**YES:** A YES score is earned if there were no documented cases of judges being assaulted because of their involvement in a corruption case during the specific study period. YES is a positive score.

**NO:** A NO score is earned if there were any documented cases of assault to a judge related to his/her participation in a corruption trial. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

78b. In practice, in the last year, no judges have been killed because of adjudicating corruption cases.

YES | NO

### References:

There have been no reports.

**YES:** A YES score is earned if there were no documented cases of judges being killed related to their involvement in a corruption case during the study period. YES is a positive score.

**NO:** A NO score is earned if there were any documented cases where a judge was killed because of his/her participation in a corruption trial. The relationship between a mysterious death and a judge's involvement in a case may not be clear, however the burden of proof here is low. If it is a reasonable assumption that a judge was killed in relation to his or her work on corruption issues, then the indicator is scored as a NO. Corruption is defined broadly to include any abuses of power, not just the passing of bribes.

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## 79. Do citizens have equal access to the justice system?

82

79a. In practice, judicial decisions are not affected by racial or ethnic bias.

100 | 75 | 50 | 25 | 0

**References:**

There have been no media reports. No facts are known.

**100:** Judicial decisions are not affected by racial or ethnic bias.

**75:**

**50:** Judicial decisions are generally not affected by racial or ethnic bias, with some exceptions. Some groups may be occasionally discriminated against, or some groups may occasionally receive favorable treatment.

**25:**

**0:** Judicial decisions are regularly distorted by racial or ethnic bias. Some groups consistently receive favorable or unfavorable treatment by the courts.

79b. In practice, women have full access to the judicial system.

100 | 75 | 50 | 25 | 0

**References:**

The problem has not been reported.  
No division of that type exists in Georgia.

**100:** Women enjoy full and equal status in the eyes of the courts. There are no exceptions or practices in which women are treated differently by the judicial system. For this indicator, discrimination against women should reflect specific biases that confront women in the justice system as opposed to difficulties resulting from broader socio-economic disadvantages or discrimination against women.

**75:**

**50:** Women generally have use of the judicial system, with some exceptions. In some cases, women may be limited in their access to courts, or gender biases may affect court outcomes. For this indicator, discrimination against women should reflect specific biases that confront women in the justice system as opposed to difficulties resulting from broader socio-economic disadvantages or discrimination against women.

**25:**

**0:** Women generally have less access to the courts than men. Court decisions are commonly distorted by gender bias. Women may have to go through intermediaries to interact with the court, or are unable to present evidence. For this indicator, discrimination against women should reflect specific biases that confront women in the justice system as opposed to difficulties resulting from broader socio-economic disadvantages or discrimination against women.

79c. In law, the state provides legal counsel for defendants in criminal cases who cannot afford it.

YES | NO

**Comments:**

There are strictly defined criteria when it is provided. So far it is unlimited only to young people, and there is an initial, experimental phase only in several districts.

**References:**

Criminal Procedure Code  
Law on Public Defender

**YES:** A YES score is earned if the government is required by law to provide impoverished defendants with legal counsel to defend themselves against criminal charges.

**NO:** A NO score is earned if there is no legal requirement for the government to provide impoverished defendants with legal counsel to defend themselves against criminal charges.

79d. In practice, the state provides adequate legal counsel for defendants in criminal cases who cannot afford it.

100 | 75 | 50 | 25 | 0

**Comments:**

Free legal aid is available only in some areas. It is still under experimental phase. Most work is done by NGOs, rather than by the state.

**References:**

[www.moj.gov.ge](http://www.moj.gov.ge)  
[www.gyla.ge](http://www.gyla.ge)

**100:** State-provided legal aid is basic, but well-trained and effective in representing the rights of impoverished defendants.

**75:**

**50:** State-provided legal aid is available, but flawed. Legal aid may be unavailable to some impoverished defendants. Legal aid/public defenders may be sometimes unable or unwilling to competently represent all defendants.

**25:**

**0:** State-provided legal aid is unavailable to most impoverished defendants. State legal aid/public defenders may be consistently incompetent or unwilling to fairly represent all defendants.

79e. In practice, citizens earning the median yearly income can afford to bring a legal suit.

100 | 75 | 50 | 25 | 0

**References:**

There have been no reports of problems for middle class citizens.

**100:** In most cases, the legal system is an affordable option to middle class citizens seeking to redress a grievance.

**75:**

**50:** In some cases, the legal system is an affordable option to middle class citizens seeking to redress a grievance. In other cases, the cost is prohibitive.

**25:**

**0:** The cost of engaging the legal system prevents middle class citizens from filing suits.

79f. In practice, a typical small retail business can afford to bring a legal suit.

100 | 75 | 50 | 25 | 0

**Comments:**

Affordability depends on the type of suit and court institution. They can easily bring constitutional cases. However, as court fees are rather high for certain types of lawsuits, they might hesitate to start a cases. Fees are usually counted as a percentage of the cost of the suit, but costs are rather hypothetical and small business owners are not able to cover that.

**References:**

Interview with the Parliamentary Secretary of the Georgian Young Lawyers Association Besarion Abashidze  
Law on State Dues, art. 4

**100:** In most cases, the legal system is an affordable option to a small retail business seeking to redress a grievance.

**75:**

**50:** In some cases, the legal system is an affordable option to a small retail business seeking to redress a grievance. In other cases, the cost is prohibitive.

**25:**

**0:** The cost of engaging the legal system prevents small businesses from filing suits.

79g. In practice, all citizens have access to a court of law, regardless of geographic location.

**References:**

There have been no reports of serious problems in this respect, other than due to severe winter conditions in mountainous regions.

**100:** Courtrooms are always accessible to citizens at low cost, either through rural courthouses or through a system of traveling magistrates.

**75:**

**50:** Courts are available to most citizens. Some citizens may be unable to reach a courtroom at low cost due to location.

**25:**

**0:** Courts are unavailable to some regions without significant travel on the part of citizens.

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## VI-4. Law Enforcement

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### 80. Is the law enforcement agency (i.e. the police) effective?

42

80a. In practice, appointments to the law enforcement agency (or agencies) are made according to professional criteria.

**Comments:**

Party loyalty or other type of relationship is required for appointments in any important position within law enforcement.

**References:**

Newspaper Rezonansi", published trees of keenship of the current government and key law enforcement officials; Interview with the Chairman of the Georgian Young Lawyers' Association, Giorgi Chkheidze, July 12, 2007.

**100:** Appointments to the agency (or agencies) are made based on professional qualifications. Individuals appointed are free of conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed usually do not have clear political party affiliations.

**75:**

**50:** Appointments are usually based on professional qualifications. Individuals appointed may have clear party loyalties, however.

**25:**

**0:** Appointments are often based on political considerations. Individuals appointed often have conflicts of interest due to personal loyalties, family connections or other biases. Individuals appointed often have clear party loyalties.

80b. In practice, the law enforcement agency (or agencies) has a budget sufficient to carry out its mandate.

100 | 75 | 50 | 25 | 0

**Comments:**

Law enforcement is one of the best financed parts of the state budget.

There are regular transfers of millions from the president's and government reserve funds.

At the same time, there was a Fund for the Development of Law Enforcement Agencies between 2004 -2006, which operated under secrecy and, as reported by the government, was used for equipping the police.

**References:**

State Budget of Georgia

Tbilisi City Budget

see reports of the Statistics Department of Georgia.

See report of the Georgian Young Lawyers' Association: "Government under Sunshine", 2005, 2006 describing additions to the budget of law enforcement from the president's and government reserve funds, as well as about the secret funds for the Development of Law Enforcement.

**100:** The agency (or agencies) has a budget sufficient to fulfill its basic mandate.

**75:**

**50:** The agency (or agencies) has limited budget, generally considered somewhat insufficient to fulfill its basic mandate.

**25:**

**0:** The agency (or agencies) has no budget or an obviously insufficient budget that hinders the agency's ability to fulfill its mandate.

80c. In practice, the law enforcement agency is protected from political interference.

100 | 75 | 50 | 25 | 0

**Comments:**

The General Prosecutor of Georgia is considered to be the main political player, behind all the policies and legislative activities in relevant fields.

Also, the non-investigation of several politically-motivated cases (i.e. the attack on the opposition MP in July 2005) supports this argument.

**References:**

Any newspaper and media reporting on the issue comment about high political influence and pressure.

Report of the Human Rights Information and Documentation Center (HRIDC):

Next Stop Belarus?, 2006 at: h

/www.humanrights.ge/eng/files/HR-REPORT-2006.pdf

**100:** The agency (or agencies) operates independently of the political process and has operational independence from the government. All laws can be enforced regardless of the status of suspects or the sensitivity of the investigation.

**75:**

**50:** The agency (or agencies) is typically independent, yet is sometimes influenced in its investigations or enforcement actions by negative or positive political incentives. This may include favorable or unfavorable public criticism by the government or other forms of influence. The agency (or agencies) may not be provided with some information needed to carry out its investigations.

**25:**

**0:** The investigative and enforcement work of the agency (or agencies) is commonly influenced by political actors or the government. These may include conflicting family relationships, professional partnerships, or other personal loyalties. Negative incentives may include threats, harassment or other abuses of power by the government.

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## 81. Can law enforcement officials be held accountable for their actions?

63

81a. In law, there is an independent mechanism for citizens to complain about police action.

**YES** | NO

**Comments:**

There are two ways to complain about the police: through the General Inspection of the Ministry of Interior, that is not independent, but subordinate to the ministry; or directly to the ombudsman, but he has no power other than sending recommendation.

**References:**

Criminal Procedure Code

Law about Police

Law on Public Defender

**YES:** A YES score is earned if there is a formal process or mechanism by which citizens can complain about police actions. A YES score is earned if a broader mechanism such as the national ombudsman, human rights commission, or anti-corruption agency has jurisdiction over the police.

**NO:** A NO score is earned if there is no such mechanism

81b. In practice, the independent law enforcement complaint reporting mechanism responds to citizen's complaints within a reasonable time period.

**Comments:**

There are two ways to complain about the police: through the General Inspection of the Ministry of Interior, that is not independent, but subordinate to the ministry; or directly to the ombudsman, but he has no power other than sending recommendation.

There were no investigations about the gross human rights violations by high officials broadly known by the public in 2006.

**References:**

See report of the Georgian Young Lawyers' Association on General Inspections:  
[www.gyla.ge/foi](http://www.gyla.ge/foi);

See report of the public defender of Georgia from 2006 and 2007:  
[www.ombudsman.ge](http://www.ombudsman.ge);

See 2006 reports of the Human Rights Watch and Amnesty International

**100:** The agency/entity responds to complaints quickly. While some backlog is expected and inevitable, complaints are acknowledged promptly and investigations into serious abuses move steadily towards resolution. Citizens with simple issues can expect a resolution within a month.

**75:**

**50:** The agency/entity responds to complaints quickly, with some exceptions. Some complaints may not be acknowledged, and simple issues may take more than two months to resolve.

**25:**

**0:** The agency/entity cannot resolve complaints quickly. Complaints may be unacknowledged for more than a month, and simple issues may take three to six months to resolve. Serious abuses are not investigated with any urgency.

81c. In law, there is an agency/entity to investigate and prosecute corruption committed by law enforcement officials.

**YES** | NO

**Comments:**

This is part of ordinary investigation to be initiated at the general inspection, but which is not necessary.

**References:**

Law on Police  
 Criminal Procedure Code

**YES:** A YES score is earned if there is an agency/entity specifically mandated to investigate corruption-related activity within law enforcement. This agency/entity may be internal to the police department (provided it has a degree of independence, such as an internal affairs unit) or part of a broader national mechanism such as the national ombudsman, human rights commission, or anti-corruption agency.

**NO:** A NO score is earned if no such agency/entity exists.

81d. In practice, when necessary, the agency/entity independently initiates investigations into allegations of corruption by law enforcement officials.

100 | 75 | 50 | 25 | 0

**Comments:**

Usually investigation is very aggressive when it concerns low-ranking officials, but irrelevant as soon as high officials are concerned. In spite of legal requirements that all accusations of corruption and misuse of power publicly disclosed be investigated, law enforcement usually refuses to proceed with investigation.

**References:**

Human Rights Watch country report, Georgia 2006

Report of the Human Rights Information and Documentation Center (HRIDC):

Next Stop Belarus?, 2006 at: <http://www.humanrights.ge/eng/files/HR-REPORT-2006.pdf>

**100:** When irregularities are discovered, the agency/entity is aggressive in investigating government law enforcement officials or in cooperating with other investigative agencies.

**75:**

**50:** The agency/entity starts investigations, but is limited in its effectiveness or is reluctant to cooperate with other investigative agencies. The agency/entity may be slow to act, unwilling to take on politically powerful offenders, or occasionally unable to enforce its judgments.

**25:**

**0:** The agency/entity does not effectively investigate or does not cooperate with other investigative agencies. The agency may start investigations but not complete them, or may fail to detect offenders. The agency may be partisan in its application of power.

81e. In law, law enforcement officials are not immune from criminal proceedings.

YES | NO

**Comments:**

In law, they are equal to all other citizens.

**References:**

Criminal Code

**YES:** A YES score is earned if law enforcement officers are fully accountable for their actions under the law and can be investigated and prosecuted for their actions.

**NO:** A NO score is earned if law enforcement enjoys any special protection from criminal investigation or prosecution.

81f. In practice, law enforcement officials are not immune from criminal proceedings.

100 | 75 | 50 | 25 | 0

**References:**

Newspaper 24 Hours”;

Human Rights Watch country report, Georgia — 2006;

Report of the Human Rights Information and Documentation Center (HRIDC): Next Stop Belarus?, 2006

at:<http://www.humanrights.ge/eng/files/HR-REPORT-2006.pdf>

**100:** Law enforcement officers are subject to criminal investigation for official misconduct. No crimes are exempt from prosecution.

**75:**

**50:** Law enforcement is generally subject to criminal investigation but exceptions may exist where criminal actions are overlooked by the police or prosecutors. Some crimes may be exempt from prosecution, such as actions taken in the line of duty.

**25:**

**0:** Law enforcement enjoys a general protection from most criminal investigation. This may be due to a formal immunity or an informal understanding that the law enforcement community protects itself.