

Institute for Development of Freedom of Information (IDFI)

INSTITUTE FOR DEVELOPMENT OF
FREEDOM OF INFORMATION



Quality of Governance Expert Survey -
Assessing Bureaucracy in Georgia in 2014

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Author: Tamar Rurua

March 2016
Tbilisi

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Introduction

In 2015 the Quality of Government Institute at the University of Gothenburg published an Expert Survey Report II. The report assesses the design and the administration of bureaucracy as of 2014 in 159 countries, including Georgia. The survey was sent out to seven experts from Georgia, including the Chairman of the Institute for Development of Freedom of Information (IDFI) – Levan Avalishvili.

The Quality of Government Institute is a research program that started at the University of Gothenburg in 2004. The program studies the nature, causes and consequences of “good governance” and “quality government” on human well-being and researches the relationship between the quality governance and citizens’ welfare¹. With the program, the researchers of the University of Gothenburg also try to engage in the debates with those experts from various fields (such as economics), that are interested in the matters of good governance.

The role of political science became particularly important for the researchers at the University of Gothenburg, after a Republican Senator – Tom Coburn proposed the Senate to cut the funding for the National Science Foundation's political science program. Coburn argued, that the research done by political scientists was a waste of taxpayers’ money, since these works did not contribute to the wellbeing of the citizens’. ²

The researchers at the QoG Institute responded to similar claims with a book “Good Governance – The Relevance of Political Science”, published in 2015. The book discusses the importance of political science and the role of good governance in the wellbeing of people.

Unlike other similar researches, the authors of the book discuss the issue from a normative standpoint and present the definition of the terms such as “good governance”, “quality governance” and “good society”. The Institute defined good governance as reliable, trustworthy, impartial, competent set of institutions that are free from corruption. According to the authors, they do not shy away from using the empirical research in discussing political theory and political philosophy. The authors argue that the concepts such as “good governance” and “quality governance” can be defined not only in theoretical terms, but can be measured and expressed in numbers as well.

As the authors state, theoretical and practical approach to the research is related to two types of variables. The first type of variable explains huge disparities between the good government indicators among different countries. The second type of variable measures specific aspects of human welfare, such as health, access to clean water, economic wellbeing, etc.

¹ S. Holmberg & B. Rothstein, ed. “*Good Government – The Relevance of Political Science*”, Edward Elgar, 2012. <http://www.e-elgar.com/shop/eep/preview/book/isbn/9780857934932/>

² *Ibid.*

The Expert Survey Report, is in fact related to the first type of variable. The survey, conducted at first between 2008 and 2012 and later in 2014, aimed to gather and publish the information about the design and administration of public sector in different time periods across the world.

Around 1000 experts from 135 countries participated in the first survey and assessed the public service between 2008 and 2012 in the selected countries. 1294 experts from 159 countries were involved in the second survey, which was conducted in 2014 and published in June, 2015.

QoG Expert Survey of 2015 includes the results of 7096 questionnaires and assesses the recruitment, replacement, promotion of public servants, the policy planning and implementation process, the proportion of women among public sector employees, impartiality, transparency and control mechanisms in public sector, as well as the frequency of corruption and embezzlement. Unlike the first report of 2008-2012, the second Expert Survey also assesses the practice of recruitment and firing, salaries and pensions of public servants, the involvement of public servants in policy planning and implementation, independence of the National Audit office and the closedness of public sector.

The aim of the Expert Survey is to provide a quantitative assessment of the organizational design and the administration of public sector. The survey offers experts' views on bureaucratic behavior and its function of the selected states. The questionnaire is made up of statements, whereas the experts assess the frequency of the event (1 – hardly ever, 7 – almost always).

The Expert Survey Report also includes the assessment of Respondent Perception Bias. To ensure impartial and objective evaluation of bureaucratic structure and practices in the selected states, extensive perception bias checks were carried out to ensure the impartiality of the responses produced by the experts³. The assessment of the respondent perception bias was based on specific characteristics (age, gender, education, birth year, place of birth, place of residence, employer) that enabled the balanced assessment of each of the country's indicators.

³ Dahlström, Carl etc. "The QOG Expert Survey II Report", *University of Gothenburg*, 2015
http://qog.pol.gu.se/digitalAssets/1539/1539341_2015_9_dahlstr--m_teorell_dahlberg_hartmann_lindberg_nistotskaya.pdf

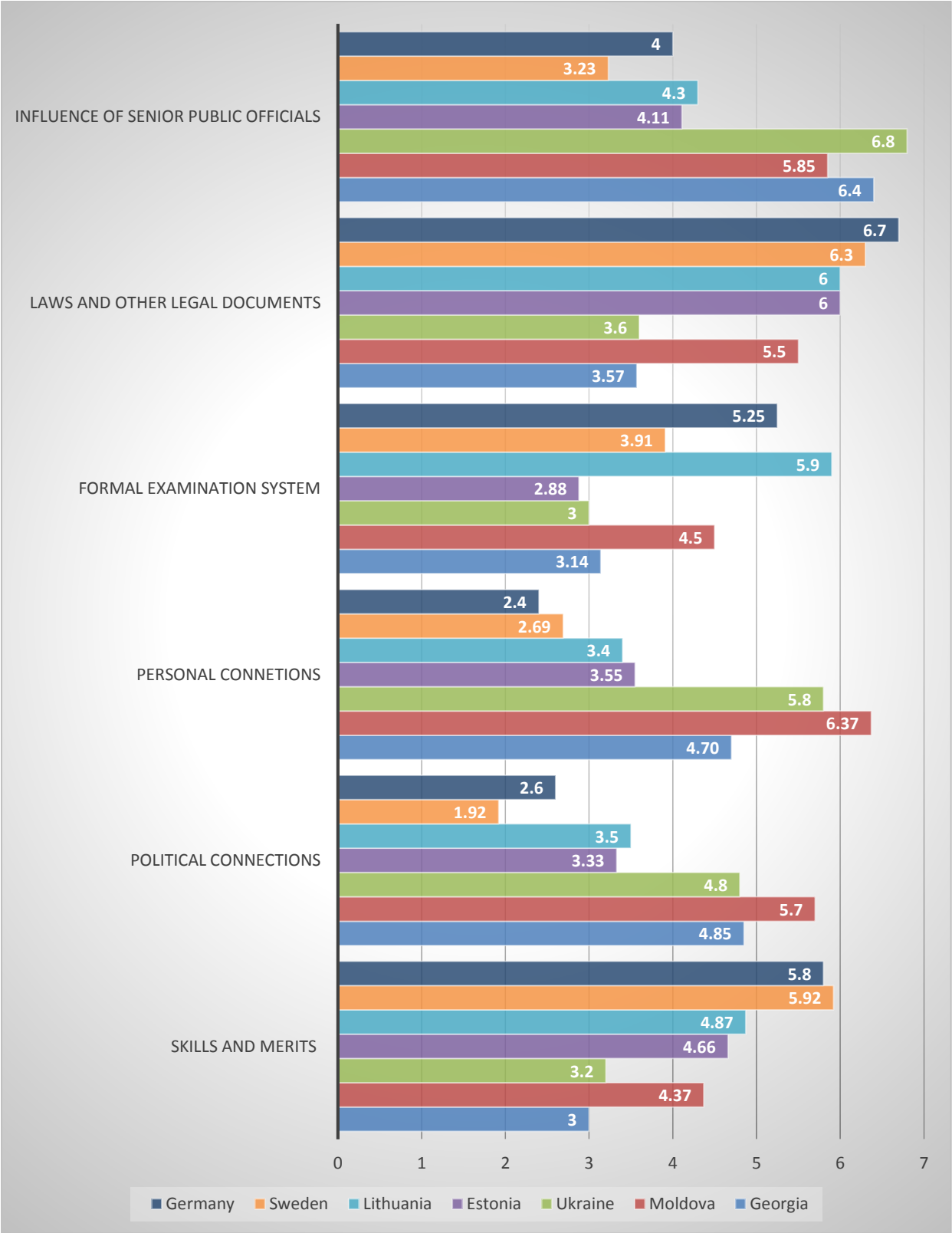
Recruitment and Careers of Public Employees

The study evaluates the design and effectiveness of bureaucracy by examining public service recruitment and career development practices. These practices are measured using the following criteria:

- a) When recruiting public sector employees, the skills and merits of the applicants decide who gets the job. (Georgia - 3)
- b) When recruiting public sector employees, the political connections of the applicants decide who gets the job. (Georgia - 4.8)
- c) When recruiting public sector employees, the personal connections of the applicants (for example kinship or friendship) decide who gets the job. (Georgia - 4.7)
- d) Public sector employees are hired via a formal examination system. (Georgia - 3.1)
- e) The practice of hiring, firing, promoting and paying public sector employees follows the provisions of the laws and other legal documents regulating these processes. (Georgia - 3.5)
- f) Vacant positions in the public sector are advertised in newspapers and websites of relevant organizations. (Georgia - 5.5)
- g) The top political leadership hires and fires senior public officials. (Georgia - 6.4)
- h) Senior public officials are recruited from within the ranks of the public sector. (Georgia - 3.5)
- i) Entry to the public sector is open only at the lowest level of the hierarchy. (Georgia - 3.1)
- j) Once one is recruited as a public sector employee, one remains a public sector employee for the rest of one's career. (Georgia - 1.8)

In this category Georgia received the lowest score for public sector employees being selected based on their skills and merits (1 - almost never, 7 - almost always). In this regard, Georgia (3) is significantly behind Germany (5.8), Sweden (5.92), Lithuania (4.87), Estonia (4.66), Moldova (4.37), and Ukraine (3.2). Georgia also has a low score of 3.5 for the following legal provisions when hiring, firing, promoting and paying public sector employees, while Germany received a score of 6.7, Sweden - 6.3, Lithuania - 6, Estonia - 6, and Moldova 5.5. In terms of top political leadership hiring and firing senior public officials (1 - almost never, 7 - almost always), Georgia received a score of 6.4, Germany - 4, Sweden - 3.23, Lithuania - 4.3, Estonia - 4.11, and Moldova - 5.95. The study also measures the importance of personal and political connections in recruitment of public sector employees. In both criteria Georgia (personal connections - 4.7, political connections - 4.85) is ahead of only Ukraine (personal connections - 5.8, political connections - 5.7) and Moldova (personal connections - 6.37, political connections - 5.7), and falls behind Germany, Sweden, Lithuania, and Estonia. As for public sector employees being hired via a formal examination system, Georgia (3.14) is ahead of Estonia (2.4), and Ukraine (3). (Figure 1)

Figure 1: Recruitment and careers of public employees



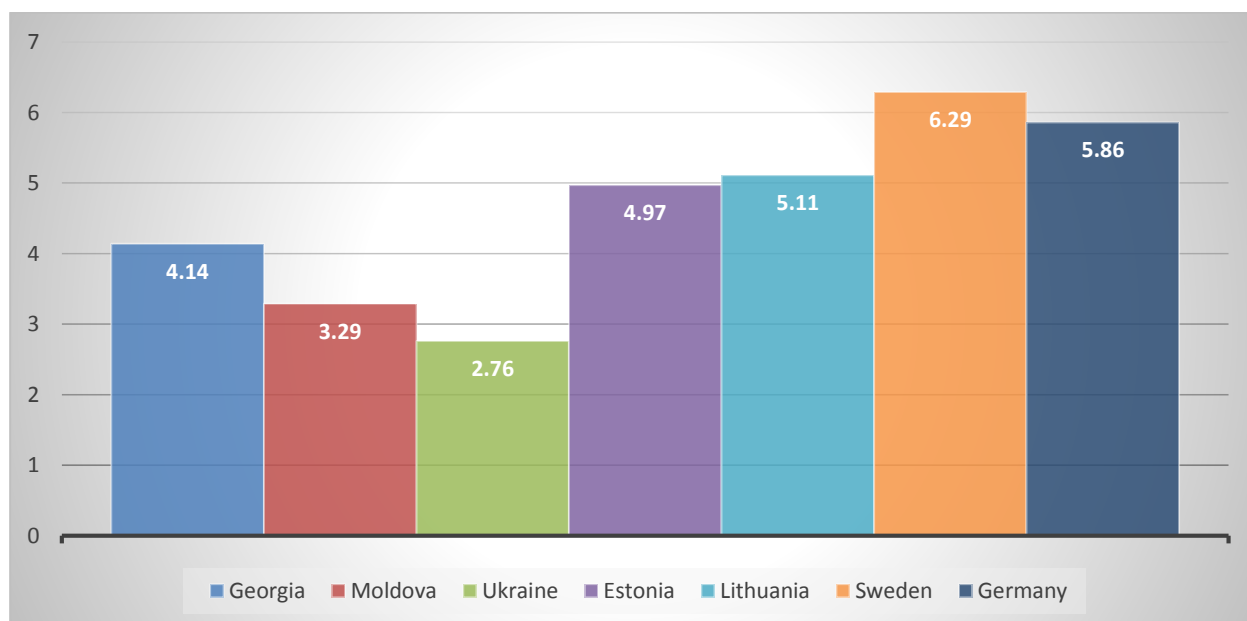
Public Sector Impartiality

The study defines impartiality of the public sector as the practice of public sector employees not being guided by anything other than what is stipulated in the policy they are implementing. The index of each country is constructed by calculating the average value of the scores from the following criteria:

- a) Firms that provide the most favorable kickbacks to senior officials are awarded public procurement contracts in favor of firms making the lowest bid. (Georgia - 2.7)
- b) When deciding how to implement policies in individual cases, public sector employees treat some groups in society unfairly. (Georgia - 4.1)
- c) When granting licenses to start up private firms, public sector employees favor applicants with whom they have strong personal contacts. (Georgia - 3.16)
- d) How often do public sector employees act impartially when deciding how to implement a policy in an individual case? (Georgia - 4.1)
- e) If, hypothetically, a typical public sector employee was given the task to distribute an amount equivalent to 1000 USD per capita to the needy poor, what percentage would he or she distribute? (Georgia - 56.6%)

In terms of the level of impartiality of its public sector, Georgia (4.14) is significantly ahead of Moldova (3.29) and Ukraine (2.76). However, it falls significantly behind not only Germany and Sweden, but also other post-Soviet countries such as Estonia (4.97), and Lithuania (5.11). (Figure 2)

Figure 2: Public Sector Impartiality



Preconditions and Tasks for Public Employees

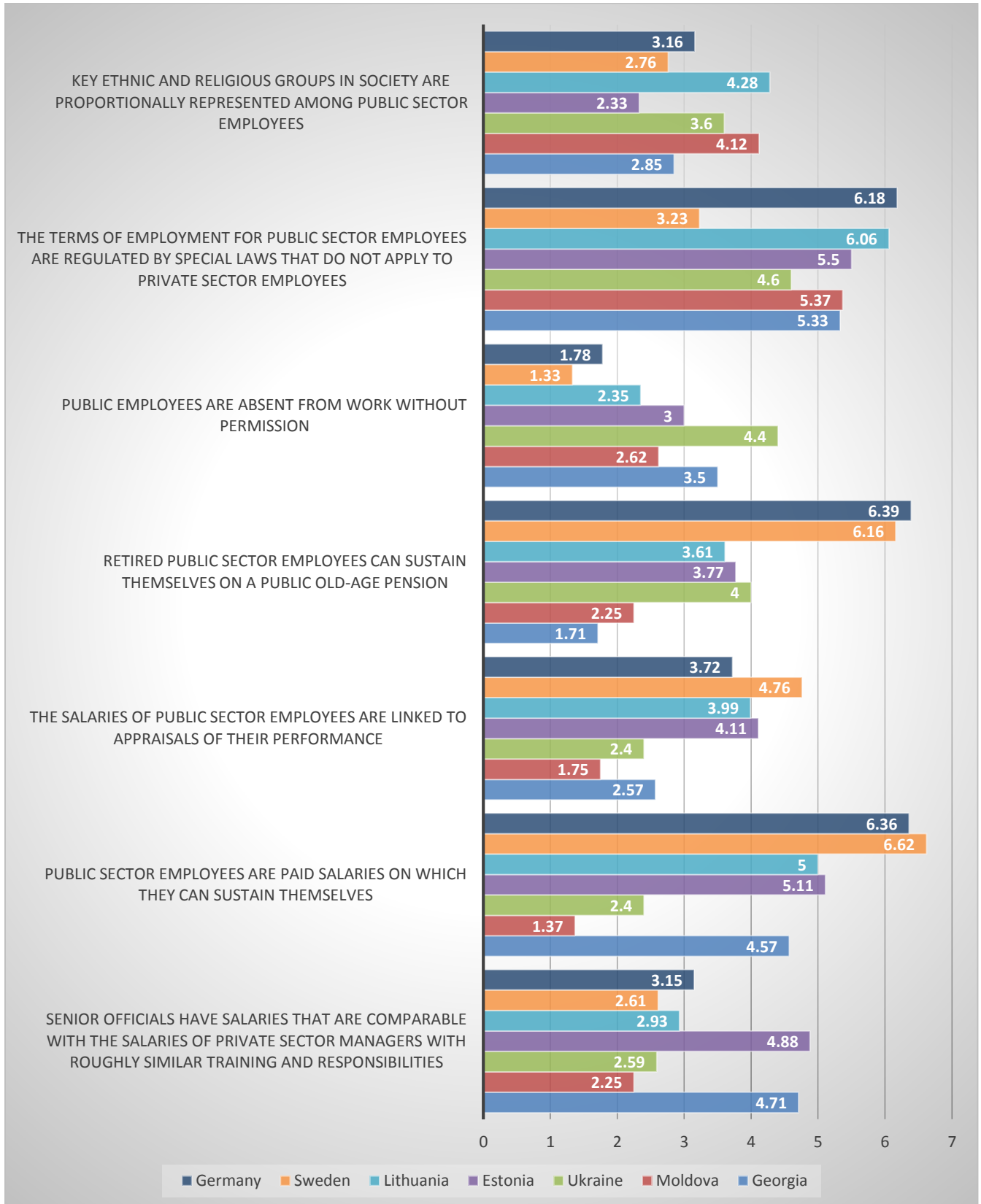
The survey uses the following criteria to evaluate the preconditions and tasks of public sector employees:

- a) Senior officials have salaries that are comparable with the salaries of private sector managers with roughly similar training and responsibilities. (Georgia - 4.71)
- b) Public sector employees are paid salaries on which they can sustain themselves. (Georgia - 4.57)
- c) The salaries of public sector employees are linked to appraisals of their performance. (Georgia - 2.57)
- d) Retired public sector employees can sustain themselves on a public old-age pension. (Georgia - 1.71)
- e) Public employees are absent from work without permission. (Georgia - 3.5)
- f) The terms of employment for public sector employees are regulated by special laws that do not apply to private sector employees. (Georgia - 5.33)
- g) Key ethnic and religious groups in society are proportionally represented among public sector employees. (Georgia - 2.85)

In this category, compared to other countries of the region, Georgia ranks low on the proportional representation of ethnic and religious minorities in the public sector (Georgia - 2.85; Moldova - 4.12; Ukraine - 3.6; Lithuania - 4.28; Germany - 3.16). Georgia also ranks low (3.5) on the frequency of unauthorized absences of public sector employees from work (1 - almost never, 7 - almost always), and falls behind Germany (1.87), Sweden (1.33), Lithuania (2.35), Estonia (3) and Moldova (2.62).

In terms salaries being based on performance (1- almost never, 7 - almost always) Georgia with its score of 2.57 falls behind Germany - 3.72, Sweden - 4.76, Lithuania - 3.99, and Estonia - 4.11. In terms of the sufficiency of salaries of public sector employees Georgia received a score of 4.57, Ukraine - 2.4, Moldova - 1.37, Estonia - 5.11, Lithuania - 5, Sweden - 6.62, and Germany - 6.36. Among the selected countries, Georgian senior officials have salaries that are most comparable with the salaries of private sector managers with similar training and responsibilities. However, public sector employees in Georgia receive the lowest pensions after retirement (Georgia - 1.71; Moldova - 2.25; Ukraine - 4; Estonia - 3.77; Lithuania - 3.61; Sweden - 6.16; Germany - 6.39). (Figure 3)

Figure 3: Preconditions and Tasks for Public Employees



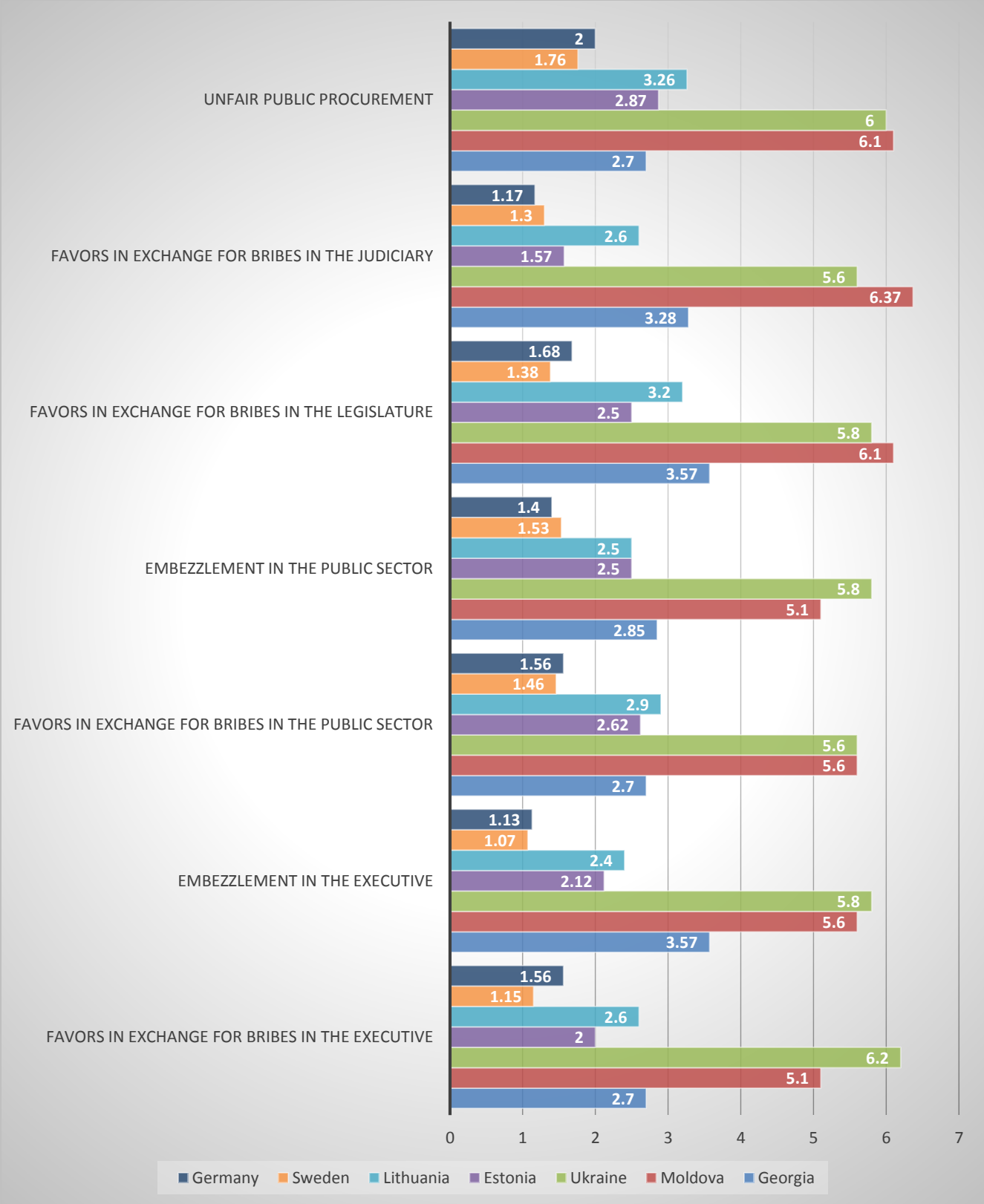
Corruption and Embezzlement

The quality of governance was also measured by evaluating the levels of corruption and embezzlement through the following criteria:

- a) Members of the executive (the head of state, the head of government and cabinet ministers), or their agents, grant favors in exchange for bribes, kickbacks or other material inducements. (Georgia - 2.7)
- b) Members of the executive (the head of state, the head of government and cabinet ministers), or their agents, steal, embezzle or misappropriate public funds or other state resources for personal or family use. (Georgia - 3.5)
- c) Public sector employees grant favors in exchange for bribes, kickbacks or other material inducements. (Georgia - 2.7)
- d) Public sector employees steal, embezzle or misappropriate public funds or other state resources for personal or family use. (Georgia - 2.8)
- e) Members of the legislature grant favors in exchange for bribes, kickbacks, or other material inducements. (Georgia - 3.5)
- f) Members of the judiciary grant favors in exchange for bribes, kickbacks or other material inducements. (Georgia - 3.2)
- g) Firms that provide the most favorable kickbacks to senior officials are awarded public procurement contracts in favor of firms making the lowest bid. (Georgia - 2.7)

In the area of public sector corruption Georgia received the highest score for the fairness of its public procurement. In this regard Georgia (2.7) falls only behind Germany (2) and Sweden (1.76), and is head of Lithuania (3.26), Estonia (2.87), Ukraine (6), and Moldova (6.1). However, Georgia ranks poorly compared to other countries in terms of the level of corruption of its judiciary and legislature. For the former, Georgia received a score of 3.28, Germany -1.17, Sweden - 1.3, Lithuania - 2.6, Estonia - 1.57, Ukraine - 5.6, and Moldova - 6.37. For the latter, Georgia received a score of 3.57, Moldova - 6.1, Ukraine - 5.8, Lithuania - 3.2, Estonia - 2.5, Sweden - 1.38, and Germany - 1.68. Georgia with a score of 2.7 is third in terms of the level of corruption of its public sector employees, behind Estonia (2.62), Lithuania (2.9), Sweden (1.49), and Germany (1.56). The country is also on the third place in terms of its public sector employees stealing and misappropriating state funds with its score of 2.85, Moldova - 5.1, Ukraine - 5.8, Estonia - 2.5, Lithuania - 2.5, Sweden - 1.53, and Germany 1.4. In terms of In terms of misappropriation of funds by members of the executive, Georgia received a score of 3.57, Moldova - 5.6, Ukraine - 5.8, Estonia - 2.12, Lithuania - 2.4, Sweden - 1.07, and Germany - 1.13. And in terms of the frequency of corruption deals made by members of the executive Georgia (2.7) significantly falls behind Germany (1.56), Sweden (1.15), Lithuania (2.6), and Estonia (2). (Figure 3)

Figure 3: Corruption and Embezzlement



Public Sector Transparency and Control

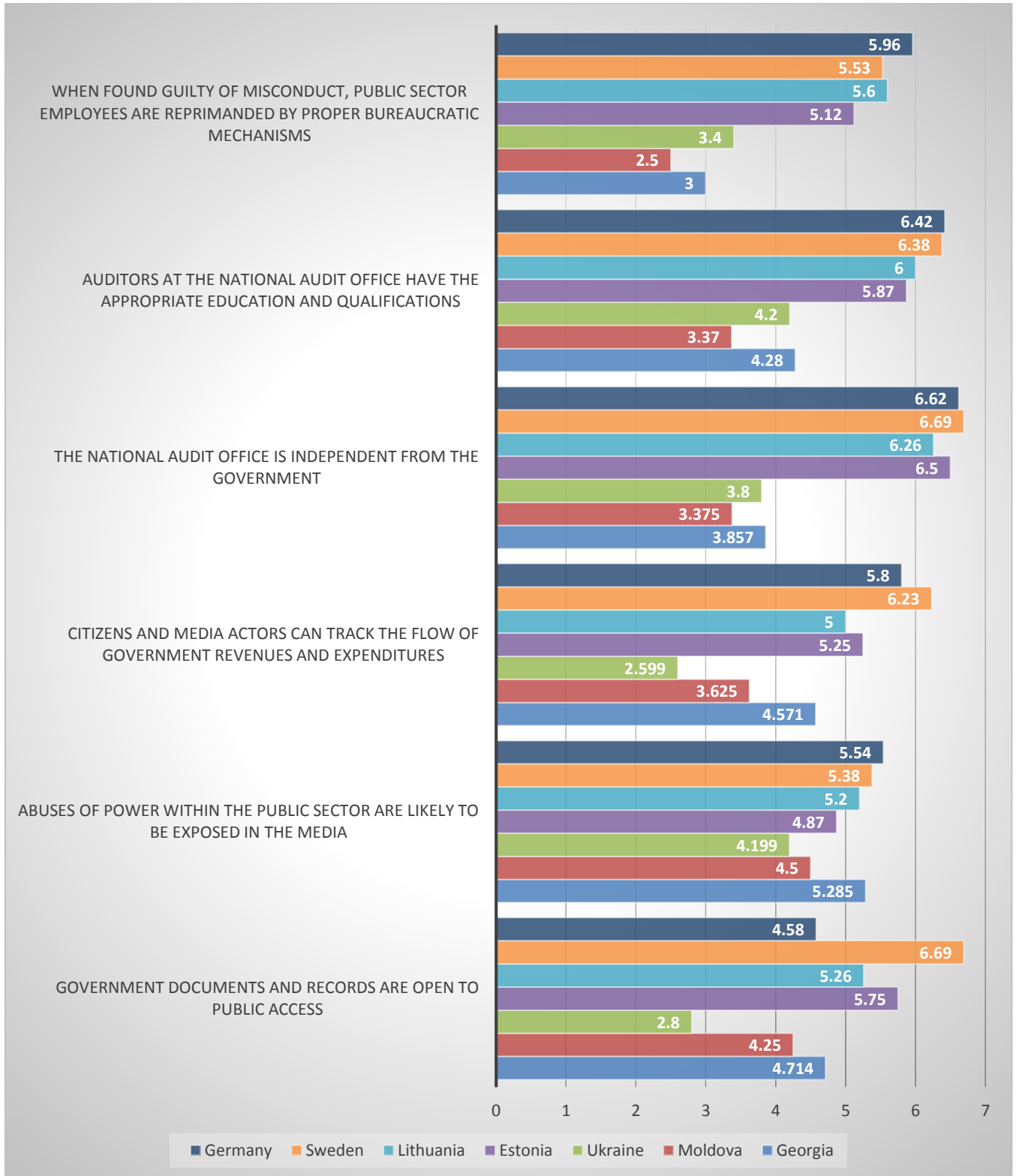
Public sector transparency and control were evaluated using the following criteria:

- a) Public sector employees risk severe negative consequences if they pass on information about abuses of public power to the media. (Georgia - 4.14)
- b) Government documents and records are open to public access. (Georgia - 4.7)
- c) Abuses of power within the public sector are likely to be exposed in the media. (Georgia - 5.28)
- d) Citizens and media actors can track the flow of government revenues and expenditures. (Georgia - 4.57)
- e) The National Audit Office is independent from the government. (Georgia - 3.85)
- f) Auditors at the National Audit Office have the appropriate education and qualifications. (Georgia - 4.28)
- g) The National Audit Office regularly communicates their results, including results that may be inconvenient for the government, to the general public. (Georgia - 3.66)
- h) When found guilty of misconduct, public sector employees are reprimanded by proper bureaucratic mechanisms. (Georgia - 3)

In the area of public sector transparency Georgia has the highest score for the likelihood of abuses of power within the public sector being exposed in the media. In this regard, Georgia (5.28) is slightly behind Germany (5.54) and Sweden (5.38), but ahead of Estonia (4.87), Lithuania (5.2), Ukraine (4.19), and Moldova (4.5). **In terms of public access to government documents Georgia with its score of 4.71 is ahead of Moldova (4.25), Ukraine (2.8), and Germany (4.58), but falls behind Sweden (6.69), Lithuania (5.26), and Estonia (5.75). In terms of openness of government revenues and expenditures Georgia scored 4.57, Germany - 5.8, Sweden - 6.23, Lithuania - 5, Estonia - 5.25, Moldova - 3.62, and Ukraine - 2.59.** For the likelihood of public sector employees to be reprimanded when found guilty (1 - almost never, 7 - almost always) Georgia received a score of 3, Moldova - 2.5, Ukraine - 3.4, Estonia - 5.12, Lithuania - 5.6, Sweden - 5.53, and Germany - 5.96.

Public transparency and control was also evaluated by looking at the activities of the State Audit Office. Georgia received a score of 3.85 in terms of the independence of its State Audit Office, Estonia - 6.5, Lithuania - 6.26, Sweden - 6.69, Germany - 6.62, Ukraine - 3.8, and Moldova - 3.35. In terms of the appropriate education and qualifications of auditors Georgia (4.28) is significantly behind Germany (6.42), Sweden (6.38), Lithuania (6), and Estonia (5.87), but ahead of Ukraine (4.2) and Moldova (3.37). (Figure 4)

Figure 4: Public Sector Transparency and Control



Policy Making and Implementation

The practices of public policy making and implementation were evaluated using the following criteria:

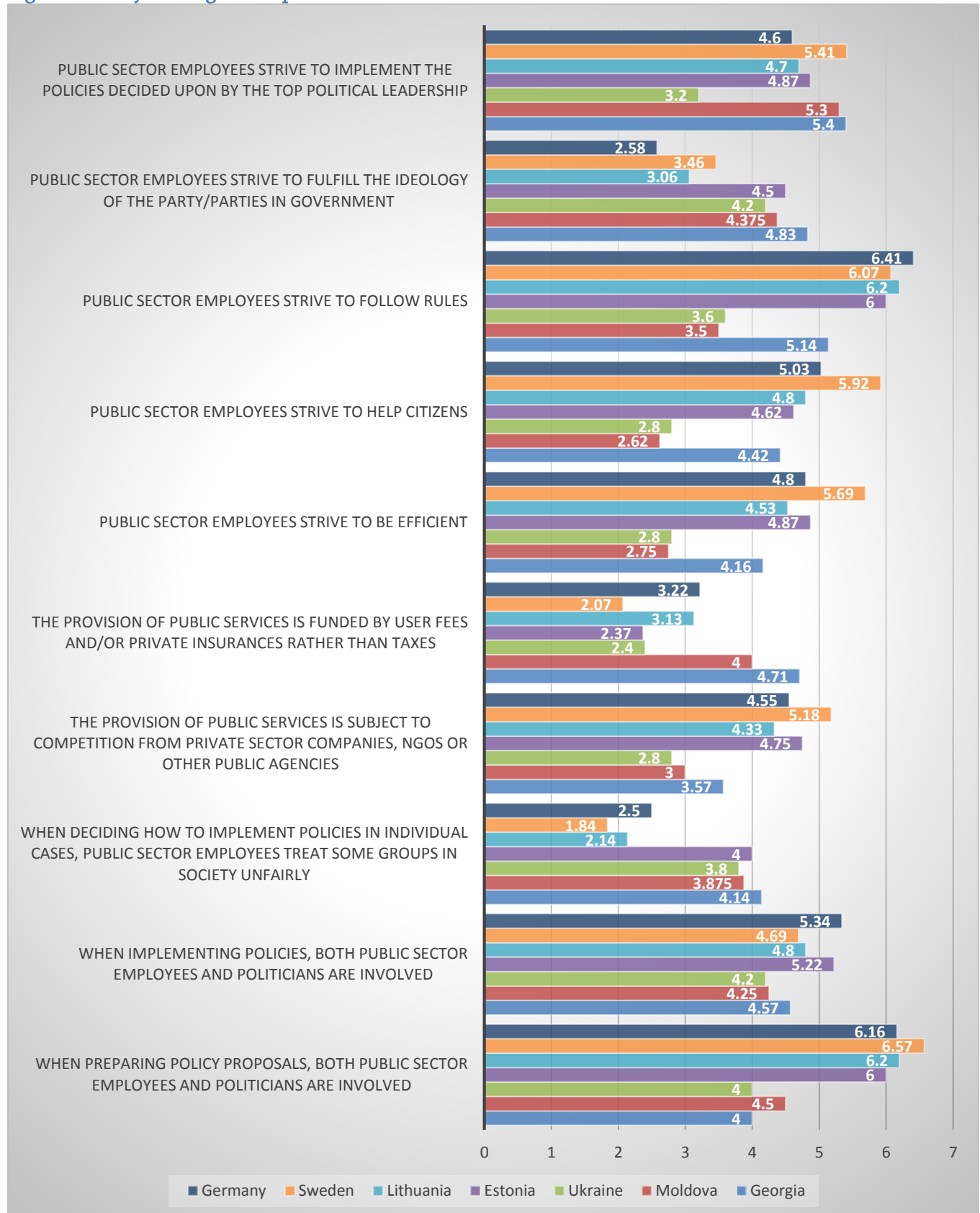
- a) When preparing policy proposals, both public sector employees and politicians are involved. (Georgia - 4)
- b) When implementing policies, both public sector employees and politicians are involved. (Georgia - 4.57)
- c) Policy making in the economic policy sector is characterized by highly complex issues to which there are no apparent solutions. (Georgia - 4.83)
- d) Policy making in the social policy sector is characterized by highly complex issues to which there are no apparent solutions. (Georgia - 5)
- e) Policy making in the environmental policy sector is characterized by highly complex issues to which there are no apparent solutions. (Georgia - 4.16)
- f) When deciding how to implement policies in individual cases, public sector employees treat some groups in society unfairly. (Georgia - 4.14)
- g) When granting licenses to start up private firms, public sector employees favor applicants with whom they have strong personal contacts. (Georgia - 3.16)
- h) The provision of public services is subject to competition from private sector companies, NGOs or other public agencies. (Georgia - 3.57)
- i) The provision of public services is funded by user fees and/or private insurances rather than taxes. (Georgia - 2.14)
- j) Public services are provided by quasi-autonomous agencies. (Georgia - 4.71)
- k) Public sector employees strive to be efficient. (Georgia - 4.16)
- l) Public sector employees strive to help citizens. (Georgia - 4.42)
- m) Public sector employees strive to follow rules. (Georgia - 5.14)
- n) Public sector employees strive to fulfill the ideology of the party/parties in government. (Georgia - 4.83)
- o) Public sector employees strive to implement the policies decided upon by the top political leadership. (Georgia -5.42)

The analysis of policy making and implementation practices reveals that Georgia with its score of 4.83 ranks lowest in terms of public sector employees striving to fulfill party ideology (1 - almost never, 7 - almost always). In comparison, Moldova scored 4.37, Ukraine - 4.2, Estonia - 4.5, Lithuania - 3, Sweden - 3.46, and Germany - 2.58. Georgia (5.42) and Sweden (5.41) have the highest ratings in terms of public sector employees striving to implement the policies of their political leadership. They are followed by Moldova (5.3), Estonia (4.87), Lithuania (4.7), Germany (4.6) and Ukraine (3.2). Georgia is significantly behind Germany, Sweden, Lithuania and Estonia in terms of both public sector employees and politicians being involved in preparation of policy proposals. In this category

Georgia received a score of 4, Moldova - 4.5, Ukraine - 4, Estonia - 6, Lithuania - 6.2, Sweden - 6.57, and Germany - 6.15. In terms of the involvement of both public sector employees and politicians in policy Georgia scored 4.57, Moldova - 4.3, Ukraine - 4.2, Estonia - 5.22, Lithuania - 4.8, Sweden - 4.69, and Germany - 5.34. Georgia was also negatively evaluated for the fairness of treatment of some groups in society by public sector employees (1 - almost never, 7 - almost always). Georgia's score of 4.14 is has the highest in this regard, and is followed by Estonia - 4, Moldova - 3.9, Ukraine - 3.8, Germany - 2.5, Lithuania - 2.14, and Sweden - 1.8.

Georgia received the highest score of 4.71 in for public services being funded by user fees and/or private insurances rather than taxes. This is followed by Moldova (4), Germany (3.22), Lithuania (3.13), Ukraine (2.4), Estonia (2.37) and Sweden (2.07). Georgia received a score of 5.14 in terms of its public sector employees striving to follow rules, Moldova - 3.5, Ukraine - 3.6, Estonia - 6, Lithuania - 6.2, Sweden - 6.07, and Germany - 6.41. For the category of public sector employees striving to help citizens Georgia received a score of 4.42, Moldova - 2.62, Ukraine - 2.8, Lithuania - 4.8, Estonia - 4.62, Sweden - 5.92, and Germany - 5.03. Finally, for the category of public sector employees striving to be efficient Georgia received a score of 4.16, Moldova - 2.75, Ukraine - 2.8, Estonia - 4.87, Lithuania - 4.53, Sweden - 5.69, and Germany - 4.8. (Figure 5)

Figure 5: Policy Making and Implementation in the Public Sector



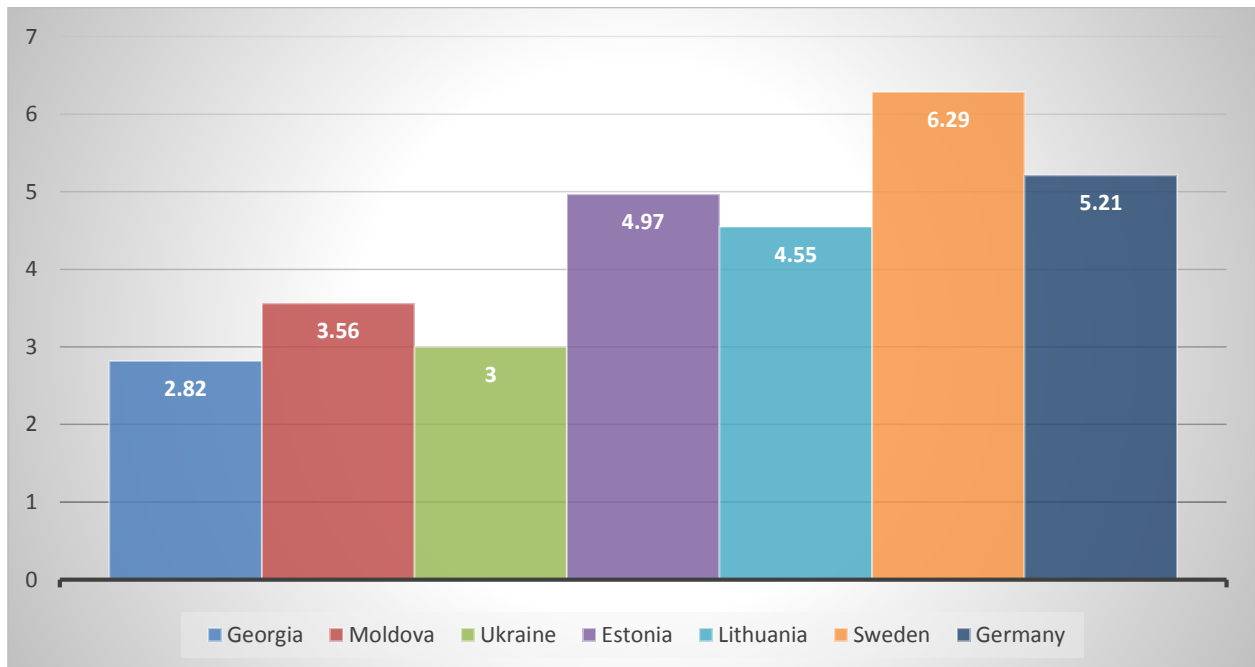
Professionalism of Public Administration

The survey uses the index of professionalism in order to measure to what extent the public administration is professional rather than politicized. Higher values indicate a more professionalized public administration. The index is constructed by calculating the average value of the scores from the following four questions in the survey:

- When recruiting public sector employees, the skills and merits of the applicants decide who gets the job. (Georgia - 3)
- When recruiting public sector employees, the political connections of the applicants decide who gets the job. (Georgia - 4.8)
- The top political leadership hires and fires senior public officials. (Georgia - 6.4)
- Senior public officials are recruited from within the ranks of the public sector. (Georgia - 3.5)

With its score of 2.82 Georgia is significantly behind not only Estonia (4.97) and Lithuania (4.55), but Moldova (3.56) as well in terms of public sector professionalism. Georgia 0.2 points behind Ukraine. (Figure 6)

Figure 6: Professionalism of Public Administration



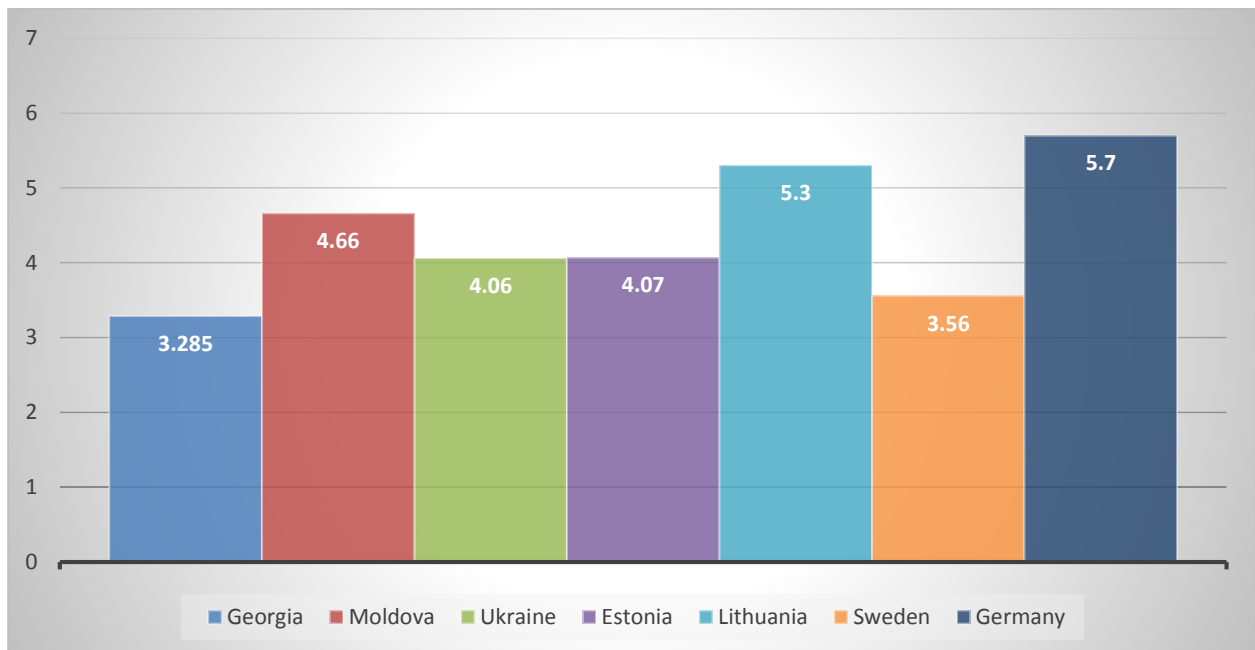
Closedness of Public Administration

The survey uses the index of closedness in order to measure to what extent the public administration is more closed, rather than open. Higher values indicate a more closed public administration. The index is constructed by calculating the average value of the scores from the following three questions in the survey:

- Public sector employees are hired via a formal examination system. (Georgia - 3.1)
- Once one is recruited as a public sector employee, one remains a public sector employee for the rest of one's career. (Georgia -1.8)
- The terms of employment for public sector employees are regulated by special laws that do not apply to private sector employees. (Georgia - 5,33)

Like with public sector professionalism, Georgia's score of 3.28 for the closedness of its public administration falls behind those of Moldova (4.66), Ukraine (4.06), Estonia (4.07), Lithuania (5.3), Sweden (3.56) and Germany (5.7). (Figure 7)

Figure 7: Closedness of Public Administration



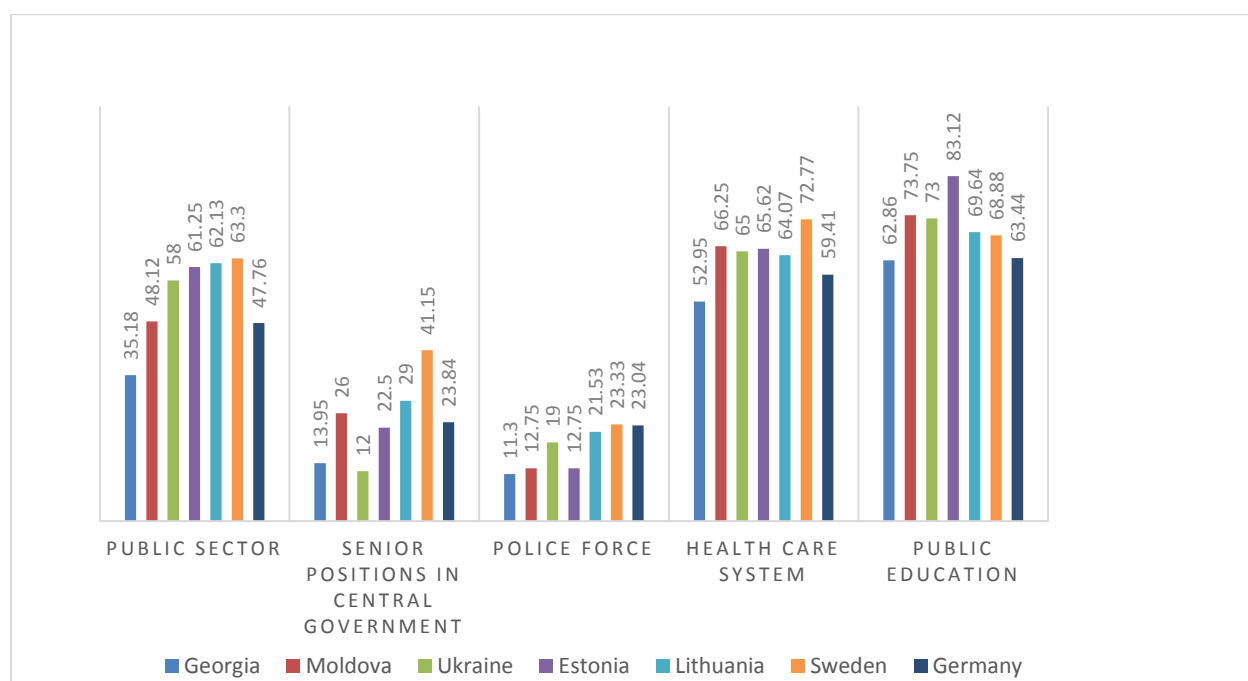
Women in the Public Sector

The number of women employed in the public sector was calculated based on the estimated percentage of women working in the public sector in general as well as its specific areas. More specifically:

- In the public sector, generally. (Georgia - 35.18%)
- Among senior positions in central government. (Georgia - 13.95%)
- Within the police force. (Georgia - 11.3%)
- Within the public health care system (Georgia - 52.95%)
- Within public education. (Georgia - 62.86%)

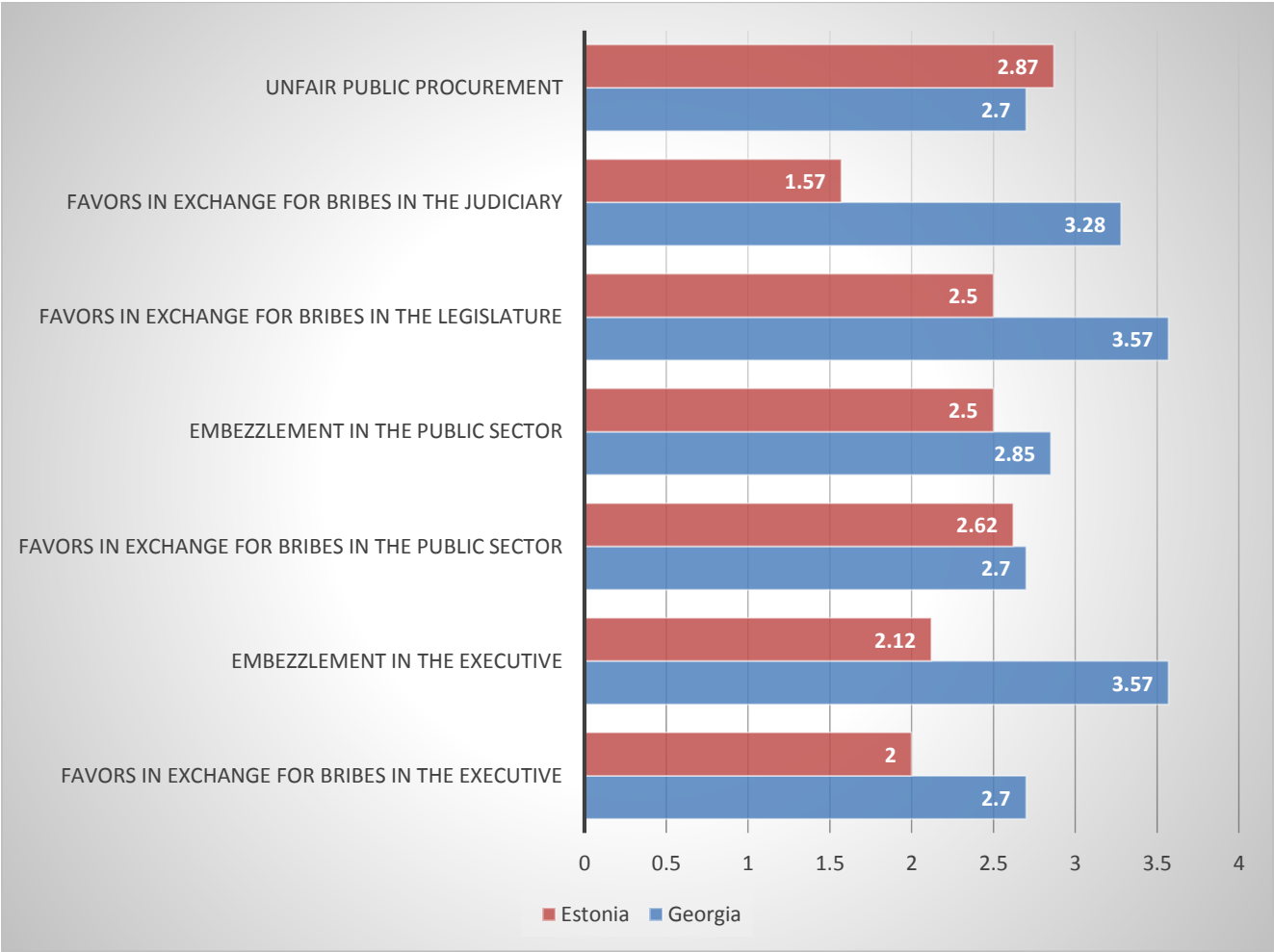
Compared to countries selected for comparison, Georgian has a low proportion of women among its public sector employees. The percentage of women employees is low in the public sector as a whole (Georgia - 35.18%, Moldova - 48.12%, Ukraine - 58%, Estonia - 61.25%, Lithuania - 62.13%, Sweden - 63.3%, Germany - 47.76%), as well as its specific areas, particularly the police force (Georgia - 11.3%, Moldova - 12.75%, Ukraine - 19%, Estonia - 12.75%, Lithuania - 21.53%, Sweden - 23.33%, Germany - 23.04%), health care system (Georgia - 52.95%, Moldova - 66.25%, Ukraine - 65%, Estonia - 65.62%, Lithuania - 64.07%, Sweden - 72.77%, Germany - 59.41%), and public education (Georgia - 62.86%, Moldova - 73.75%, Ukraine - 73%, Estonia - 83.12%, Lithuania - 69.64%, Sweden - 68.88%, Germany - 63.44%). (Figure 8)

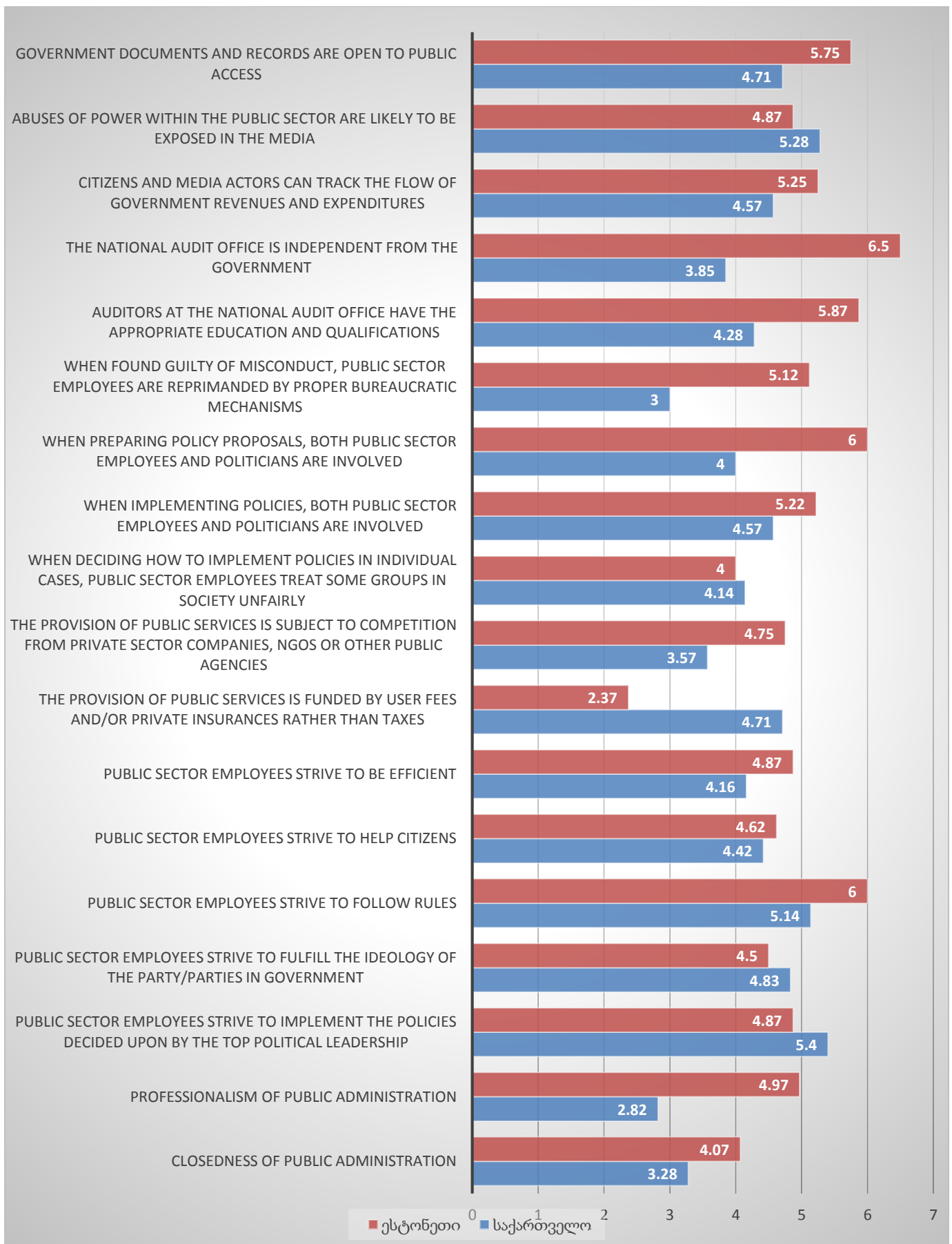
Figure 8: Women in the Public Service

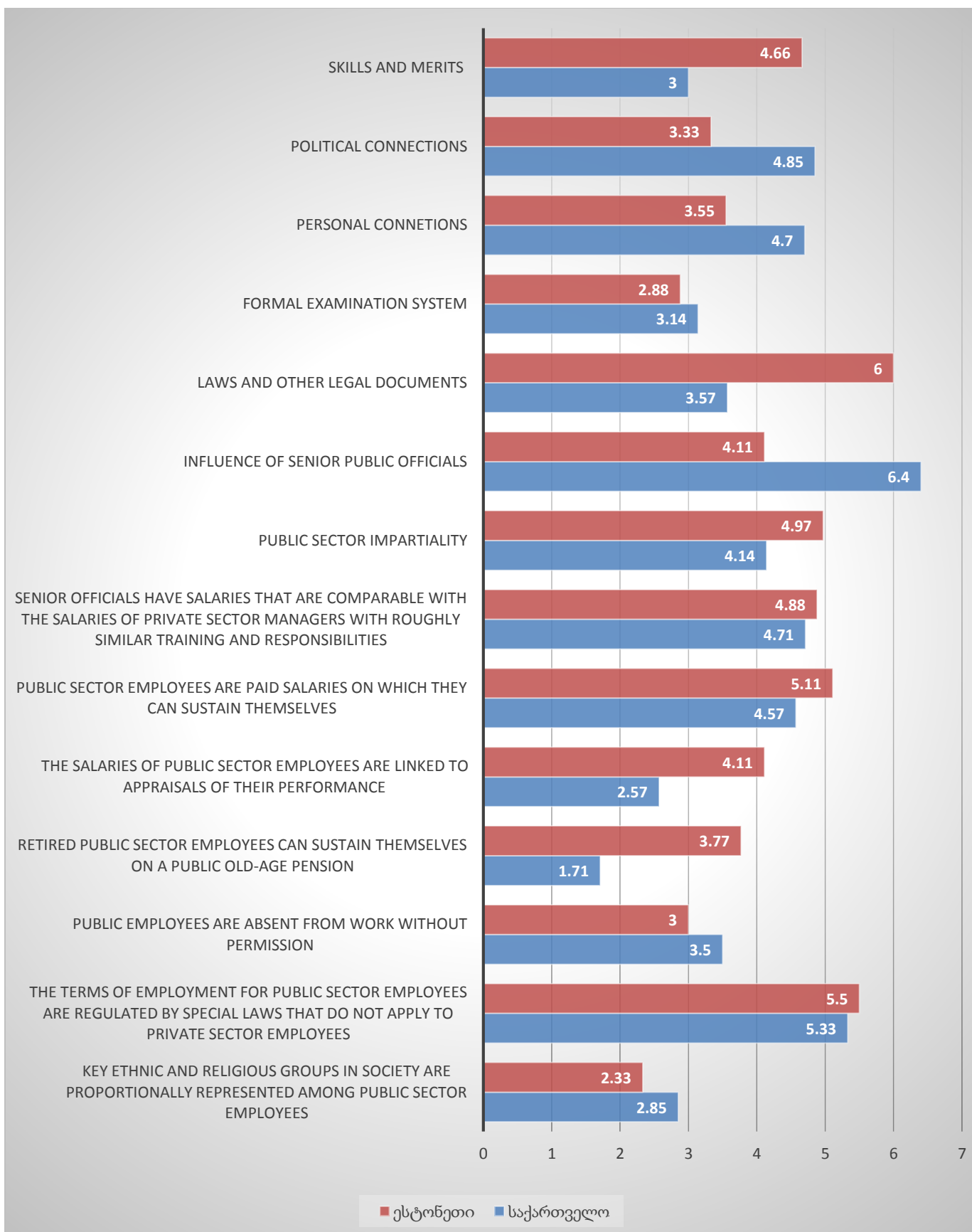


Georgia and Estonia – Comparing the Quality of Governance

Like Georgia, Estonia also gained independence from the Soviet Union in 1991. Being under severe economic hardship and in the process of building up the state institutions, both countries started the development from the same positions. However, 25 years after gaining independence, Georgia falls significantly behind Estonia in terms of economic wellbeing and the sustainability of state institutions. Similar differences were reflected in the Expert Survey Report of the Quality of Government Institute. IDFI presents the comparison between Georgia and Estonia based on the results of the QOG Expert Survey Report II.







Conclusion

According to the report, the practice of recruiting public servants is the most problematic area in Georgia. In this category Georgia has the lowest score for public sector employees being selected based on their skills and merits. There are problems with the influence of political figures over the process of appointing civil servants. The practice of the top political leadership hiring and firing senior public officials is the most frequent case in Georgia after Ukraine, which highlights existing problems in the process of hiring professionals in the public service. It is worth noting that, in the survey, the professionalism of the public service is determined by the recruiting practices. Therefore, the level of professionalism in Georgia significantly lags behind the indicators of the countries such as Estonia, Lithuania, Sweden and Germany.

Significant problems were identified in the practice of corruption and embezzlement. In this category, Georgia scored high in the frequency of the members of executive, legislative and judiciary being involved in the practice of granting favors in exchange for bribes, kickbacks or other material inducements. Similar issues were identified in case of public servants being involved in corruption and embezzlement. In this category, Georgia's score is two times higher than that of Germany and Sweden, highlighting the problem of the frequency of illegal activities, including misappropriation of state resources.

The report also identified the issues with public sector employees trying to fulfill the ideology of the party/parties in the government, as well as implementing the policies decided upon by the top political leadership. Problems were detected with regard to treating some groups in the society unfairly during the policy implementation process. It shall be noted that the report uses the assessment of policy planning and implementation to evaluate impartiality of public sector. Hence, there are significant problems in terms of impartiality of public sector in Georgia, highlighting its ineffectiveness and politicized nature.

The QOG Expert Survey positively assesses the transparency of the public sector in Georgia. Georgia has the best indicator in the category of media coverage of the abuses of power. The availability of official documents and reports, as well as the openness of the flow of government revenues and expenditure also scores well compared to other states used in the analysis. The results in this category indicate the effectiveness of the measures implemented for improving the access to information and transparency in public sector in Georgia.

As the survey of the University of Gothenburg illustrates, there are some problems in the administration of public sector in Georgia, requiring systemic approach to the issue. The Government of Georgia has already started the Public Administration Reform, including in the areas of public fund management system, human resource management and policy planning.

In terms of policy planning, the reform includes the creation of result-oriented management, reporting, monitoring and assessment systems to improve the Government efficiency. The aim of reforming the management of public finances is financial stability and effective allocation of public resources in line with the Government's priorities. Reforming the human resource management involves the creation of effective and efficient merit-based civil service, supporting and rewarding professionalism at the workplace.

The new Law on Civil Service, approved by the Parliament of Georgia in 2015, also aims to create a professional, merit-based civil service. The new law partially responds to some of the challenges and deficiencies identified by the QOG Expert Survey Report. Despite the fact that the main goal of the law is to create a professional civil service, parts of the law still inhibit the principle of competition during the recruitment process of civil servants. According to the new law, the government's role in the functioning of public sector is increased. The issues was highlighted several times in numerous researches done by IDFI. The analysis of the new Law on Civil Service illustrated, that according to the new law approved by the Parliament, "big part of regulations is passed over to the Government's decrees", creating the risks of altering subordinate normative acts by the Government. Therefore, with the new powers attributed to the Government by the new Law on Civil Service, there are major risks of corruption and the abuse of power. In fact, as the QOG Expert Survey illustrated, Georgia has one of the worst indicators in this category. Unfortunately, despite the reforms in public sector, effective mechanisms for avoiding similar risks still do not exist.

We think that it is important to pay attention to the deficiencies illustrated in the QOG Expert Survey Report of the University of Gothenburg while implementing the Public Administration Reform. Addressing the problems identified in the reform will facilitate the implementation process of the Public Administration Reform initiated by the government of Georgia and fulfillment of the obligations under the Association Agreement on Deep and Comprehensive Free Trade Area between the EU and Georgia.