

REPORT

# ACCESS TO JUSTICE FOR INTERNALLY DISPLACED AND ETHNIC MINORITY WOMEN



INSTITUTE FOR SOCIAL STUDIES AND ANALYSIS  
ANALYTICAL REPORT ON RESULTS OF THE STUDY, 2015

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2015, Tbilisi

Institute For Social Studies And Analysis  
Analytical Report On Results Of The Study

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*UN Women is the UN organization dedicated to gender equality and the empowerment of women. A global champion for women and girls, UN Women was established to accelerate progress on meeting their needs worldwide.*

*UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.*

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# KEY FINDINGS OF THE STUDY

The aim of the study was to assess the accessibility to justice of Internally Displaced (IDP) and ethnic minority women. The main focus of the study was to look at the effect of the Legal Clinics/Consultation Centers of UN Women on both target groups.

It should be noted that four Legal Clinics/Consultation Centers of UN Women operate in the premises of the regional branches of the Ministry of Internally Displaced Persons from the Occupied Territories of Georgia, Accommodation and Refugees in Rustavi, Gori, Kutaisi and Zugdidi since 2010. One Legal Clinic/Consultation Centre functions in the premises of Kvemo Kartli Office of the Public Defender of Georgia since 2013.

The results of the study were compared to those of a similar study conducted in 2013 and the changes experienced by the target groups as well as the changes that took place in the practice mechanisms were thus measured.

The study used methods that were qualitative (experts' interviews, focus groups with beneficiaries of Legal Clinics) as well as quantitative (surveys via face-to-face interviews). Some 11 experts' interviews and 5 focus groups were conducted within the framework of the study; about 500 IDP women in Gori, Rustavi, Kutaisi and Zugdidi and around 200 ethnic minorities' representatives in the Marneuli Municipality were interviewed.

Field works were performed in October 2015.

The key findings are presented below:

## Socio-Demographic Profile

Since this was a household survey, The socio-demographic data of 1073 women was collected, out of which 759 were IDPs and 314 were representatives of ethnic minorities. The majority of surveyed households (51.8% of IDPs, 54.1% of ethnic minorities) were married, approximately 1/5th of them were widows. The proportion of single, divorced or single mothers is rather small.

A large percentage of the female family members interviewed were unemployed; those among IDPs

(40.5%) as well as those among ethnic minorities (36%). The proportion of housewives who had not yet reached retirement age was far larger among ethnic minorities (30.3%) than among IDP women (14.8%). In addition, the proportion of retired women is rather high in both groups (approximately 22%).

The proportion of women employed in the public or private sectors is small among IDPs, as well as among ethnic minorities (8.1% and 6.6% correspondingly). A small number of women consider themselves as self-employed; the number of female students is rather small as well (2.2% among IDPs and 1.3% among ethnic minorities).

78.5% of women from ethnic minority households do not have a profession; the proportion of such women among IDPs is smaller; although still quite large – 44.9%. Teachers and medical practitioners are professions that are prevalent among women of both target groups.

Many IDP, as well as women from ethnic minority families participating in the survey, have completed secondary education (41.1% of IDPs and 35.7% of ethnic minorities); a significant percentage of IDPs (27.1%) have acquired education at the university level; and 1/4 of ethnic minorities have a basic education. The percentage of illiteracy among ethnic minorities is larger (4.5%) than among IDPs – 1.2%.

Approximately 60% of women from ethnic minorities cannot read, write, speak or understand Georgian. Almost a fourth of them (22.9%) only understand Georgian; however, they cannot read or write in Georgian. Only 1/10th (9.6%) of them fluently speak, read and write in Georgian.

Families comprising of five members are more common among ethnic minorities, whereas, four family member households are more common among IDPs.

## Legal Problems

Half of the sample of IDP women (50.3%) faced at least one legal problem; the share of households from ethnic minorities with the same problem is much smaller – 22.2%.

This significant difference between the target groups is further illustrated by the fact that 367 legal cases were encountered by IDP families as opposed to 66 encountered by ethnic minority families.

IDP women often faced the following legal problems: a) immovable property (namely, legalizing/registering apartments) related problems and b) problems related to the change of official papers (namely, passport (ID) and registration at a residential address). The circumstances with regards to legal problems among the target groups have changed significantly compared to the data acquired in 2013.

The number of legal problems among ethnic minorities have decreased, however those among IDP's have increased. In 2013 almost one in every two ethnic minority families (49%) indicated that they faced some sort of a legal problem, and the share of IDP families with similar problems constituted only 35%.

202 legal cases involving ethnic minorities and 234 of those involving IDP's were recorded in 2013.

The data obtained in 2015 coincides with the results of the research performed in 2013 in that the legal problems of IDPs mainly concerned immovable property, namely, legalizing apartments. In 2013, the main problem among ethnic minorities was incorrectly assessed as utilities' payments, which was not shown in the 2015 survey (it seems the number of legal problems reduced in this area).

As for ethnic minorities, the 2013 and 2015 surveys have certain things in common; for instance document change/receipt related problems, especially problems in the process of receiving passports (IDs)

The focus groups survey demonstrated that the main legal cases faced by target groups are the following:

- Restoration/collection of official documents;
- Receipt of IDP status;
- Settling alimony issues;
- In the case of divorce, property disputes;
- Legalizing/registering IDPs residential space.

## Responding to legal problems and access to legal services

Among those families who have legal problems (in both target groups), one in three have reported that they do not take any action to resolve their legal is-

sues. In addition, attempts to informally resolve problems (through influential people, religious authorities, relatives, friends, etc.) are quite rare.

Consulting with attorneys/taking advantage of legal services is the most common way to settle legal problems (55.2% of IDPs and 51% of ethnic minorities indicate that).

The UN Women legal clinics are widely used by the target groups in order to receive legal advice. (60% of those who have received legal advice use this institution). In some cases the target groups rely on non-governmental organizations, the Ombudsman's Office and private lawyers for legal consultation. A small proportion of IDPs (5.1%) using legal services to resolve legal problems use the State Legal Aid Service.

Data from the 2015 Survey significantly differs from that of 2013: in the previous study only a third of surveyed IDPs confirmed the use of lawyer's consultation or legal services (34.1%), and only a fourth (26.1%) of ethnic minorities confirmed the same. In addition, in the 2013 study, 20% fewer IDPs said they used the legal services of UN Women Legal Clinics; and no ethnic minorities' had ever used such services.

Financial capability is very often a decisive factor in selecting the advice of one organization over another, i.e. whether free legal advice is offered by the organization in question. Another motivator in the case of ethnic minorities is the geographical proximity of the organization providing services of that kind. It should be noted that none of those who have used legal services paid money for them.

Focus group surveys showed the key functions performed by the UN Women's Legal Clinic/Advisory Centre:

- Provision of legal information/consultation
- Writing an appeal to a state agency (including law-enforcement)
- Court representation.

A large segment of IDPs, as well as ethnic minorities (85% and 74% respectively), who have used the legal services provided by UN Women confirm that they received fast, timely and comprehensive service. Legal consultations proved to be more productive for IDP's (56.1% - fully resolved, 6% - partially resolved)

than for ethnic minorities (34.5% - fully resolved, 14% - partially resolved).

### Information about Legal Clinics and Assessment of Legal Services

There is a significant difference between IDP and ethnic minority women in terms of the visibility of the UN Women's Legal Clinic: the proportion of women informed about the Legal Clinic among IDPs is 75.6%, and among ethnic minorities – 22.2%. On the other hand, the visibility of the institution increased compared to 2013 (among IDPs it increased by almost 35%, and among ethnic minorities – by almost 15%).

The main sources of information are friends/relatives/acquaintances (IDPs – 45.3%, ethnic minorities – 52.2%). In the case of IDPs, other sources of information are non-governmental organizations and TV, and among ethnic minorities – officials.

The indicators for the use of UN Women's Legal Clinics among informed ethnic minority respondents (21.7%) exceed the same indicator for IDPs (17.1%); although, ultimately, if we consider the entire selection, 13.2% of IDPs and 5.6% of ethnic minorities used the services of the Legal Clinics.

Women from IDP and ethnic minority communities are satisfied with the services provided by the Legal Clinic as well as with the services of the State Legal Aid Agency. In addition, women from both groups reacted positively to the fact that free legal advice is rendered at the premises of regional branches of the Ministry of IDPs, or at the Kvemo Kartli Office of the Ombudsman; therefore, citizens do not have to go to other institutions.

The focus-group survey demonstrated key success indicators of UN Women's Legal Clinics:

- Financial and geographical accessibility
- Delivery of information
- Mediation with state bodies
- Performing the function of “monitor” of local authorities
- Trust obtained due to professionalism

The Study detected obstacles to receiving free legal

assistance by both target groups:

- Lack of information on legal service as well as personal legal rights
- Language barriers
- Lack of economic independence
- Cultural factors (isolation from public spaces, especially among ethnic minorities)
- Lack of a confidential relationship with Legal Clinic Staff

### Privatization of Immovable Property and Other Issues

The study showed that approximately 40% of IDP women are owners or co-owners of private property. This data indicates a better situation compared with 2013 when only 21% (one fourth) of IDP women owned an apartment and 3% co-owned one.

With regard to property ownership (where a woman is not owner/co-owner) of the property, the Study shows a gender imbalance in society (as in 2013): in most cases (63%) of property owners are men (husbands).

In 2013, as with 2015, an absolute majority of IDP women agreed with such a distribution (91.4%) and only 3.8% disagreed with such a distribution of property rights. The same number of women responded positively to the question if the decision about property division was coordinated with family members, and only 3.5% stated that they disagreed with such a distribution.

One fourth – 24.5% - of ethnic minorities indicated a lack of access to Georgian legislation in their native language. A majority indicated the unavailability of legislation, or stated that they know nothing about it. That resulted in a lack of awareness/information: 41.5% of the group stated that it cannot/does not receive information on legal issues; and 45% said they had difficulty in answering that question. The situation is better among IDP women: only approximately a fifth of the women interviewed do not receive useful information on legal issues. In addition, three sources for receiving useful legal information were identified among the target groups: a) friends/relatives/acquaintances (41.2%); b) UN Women's Legal Clinics/Advisory centres (25%); c) NGOs (19.2%).



# 1. STUDY METHODOLOGY

## 1.1. Goals and Objectives of the Study

The goal of the Study was to assess the accessibility to justice for IDP and ethnic minority women.

The main focus was on studying the impact of UN Women's Legal Clinics' work on the use of legal rights by IDP and ethnic minority women; however, the Study also examined other legal aid alternatives. The Study assessed the availability of the legal services of Legal Clinics and alternative legal aid for IDP and ethnic minority women and their family members in the target regions of Kvemo Kartli, Shida Kartli, Imereti and Samegrelo. These were defined and supported by the UN Women Project "Women for equality, peace and development" funded by the Norwegian government.

It should be noted that within the framework of the Project "Women for Equality, Peace and Development" (WEPD), the Institute for Social Study and Analysis (ISSA) has conducted a Study on the access to justice for IDP and Ethnic Minority Women in 2013. The results of the 2015 Study were compared to those of 2013. This comparison allowed for a dynamic assessment of change from the project start up until the present, among target groups in terms of legal accessibility to legal protection.

The target groups of the Study are:

- IDP girls and women (≥18) residing in collective centers, cottages and private homes in Samegrelo, Shida Kartli and Imereti;
- Girls and women representing ethnic minorities (≥18) in the Kvemo Kartli Region.

Qualitative and quantitative sociological surveys were performed in order to achieve the goal of the study. Surveys were held in regions where UN Women Legal Clinics operate – Kvemo Kartli, Shida Kartli, Imereti and Samegrelo.

## 1.2. Description of the qualitative Study methodology

The Qualitative Study was through the use of in-depth interviews, focus groups and a desk review. The goal of the Qualitative Study was to identify empirical indicators for the Quantitative Study, and to use qualitative data (expert opinion and attitudes of Legal Clinics' beneficiaries) in the Study analysis.

Firstly, in-depth interviews were conducted. A total of 11 in-depth interviews were conducted.

Respondents were:

- Representatives of the Ministry of IDPs from the Occupied Territories, Accommodation and Refugees of Georgia (interviews were held in Gori, Rustavi, Zugdidi, Kutaisi and Tbilisi); a total of 5 interviews).
- Representatives of the Tbilisi and Marneuli offices of the Public Defender (total of 2 interviews).
- Legal Aid Service – 1 interview
- Prosecutor's Office – 1 interview
- Court – 1 interview
- Young Lawyers' Association (NGO) – 1 interview

At the initial stage, the in-depth interview guidelines were created; each interview lasted for about an hour. During the interviews, success stories from the practice and cases of Legal Clinics were discussed among other issues.

All in-depth interviews were recorded. Transcripts of audio recordings were made. After that, data was analyzed – formal text analysis, structural analysis of facts and analysis of the assessment parts. Distribution of the in-depth interviews: see in Table N1

**Table N1.1**

Composition of Respondents		City
1.	Representative of the Ministry for IDPs, Accommodation and Refugees	Tbilisi
2.	Ombudsman's Office of Georgia	Tbilisi
3.	Representative of the Ministry for IDPs, Accommodation and Refugees	Kutaisi
4.	Representative of the Ministry for IDPs, Accommodation and Refugees	Zugdidi
5.	Representative of the Ministry for IDPs, Accommodation and Refugees	Rustavi
6.	Representative of the Ministry for IDPs, Accommodation and Refugees	Gori
7.	Ombudsman's Office of Georgia	Marneuli
8.	GYLA	
9.	LEPL State Legal Aid Service	
10.	Prosecutor's Office	
11.	Courts	

As for the focus groups: 5 focus groups were conducted within the Study framework. Four of them were held with IDP women in Gori, Rustavi, Kutaisi and Zugdidi and with ethnic minority women in Marneuli.

At the initial stage, the focus group guidelines were developed; containing 15-20 questions. Women and girls were recruited among those who utilized legal clinics in Gori, Rustavi, Zugdidi, Kutaisi and Marneuli. Age and education were taken into consideration.

Each focus group comprised of 6-8 participants. Each discussion lasted approximately 1-1.5 hrs. Audio and video recordings of discussions were made. Recordings of discussions were turned into transcripts, which were analyzed by various analytical methods (grouping, categorization, knowledge analysis, constructing theoretical models).

**Success stories** and cases from the practice of Legal Clinics collected during focus group were analyzed. Focus group distribution is given in Table N2.

**Table N1.2**

Composition of focus groups		City
1.	IDP women and girls who addressed Legal Clinics	Gori
2.	IDP women and girls who addressed Legal Clinics	Rustavi
3.	IDP women and girls who addressed Legal Clinics	Kutaisi
4.	IDP women and girls who addressed Legal Clinics	Zugdidi
5.	Women and girls from ethnic minorities groups who addressed Legal Clinics	Marneuli

In addition to listed methods qualitative Study was performed by means of desk review method to analyze relevant documents and Study; first of all the 2013 Study “Access to Justice of IDP and ethnic minority women”.

### 1.3. Description of the Quantitative Study Method

At the initial stage, the focus group guidelines were developed; containing 15-20 questions. Women and girls were recruited among those who utilized legal clinics in Gori, Rustavi, Zugdidi, Kutaisi and Marneuli. Age and education were taken into consideration. Each focus group comprised of 6-8 participants. Each discussion lasted approximately 1-1.5 hrs. Audio and video recordings of discussions were made. Recordings of discussions were turned into transcripts, which were analyzed by various analytical methods

(grouping, categorization, knowledge analysis, constructing theoretical models).

IDP women (age 18 and above) were interviewed at collective centres and cottages as well as private homes in Kvemo Kartli, Shida Kartli, Imereti and Samegrelo, namely in: Rustavi, Gori, Kutaisi and Zugdidi. Ethnic minority women (aged 18 and above) were interviewed in Marneuli and in municipalities that are mainly populated with ethnic Azeris and Armenians.

The selection error is 4.2% in the case of IDPs and 6.8% for ethnic minorities (with 95% reliability). The error for the entire selection equals 3.6%. The number of interviews by regions and groups are given below (Table N3):

**Table N1.3**

City/Municipality	IDP women	Women from Ethnic Minorities	Selection error (with 95% reliability)
Kutaisi	120	-	8.9%
Zugdidi	140	-	8.3%
Rustavi	120	-	8.9%
Gori	120	-	8.9%
Marneuli municipality	-	195	6.8%
Total	495	195	-
Error	4.2%	6.8%	3.6%

Those women who had already received legal assistance at clinics were interviewed as well. Such women represent 27.8% of the total number of respondents (195 out of 700). This number is more or less

representative of the total number of beneficiaries – the error amounts to 7% with 95% reliability (See Table N4)

**Table N1.4**

Received/did not receive Legal Clinic service	IDP women	Ethnic Minority women	Selection (sample) error (95% reliability)
Received Legal Clinic services	160	35	-
Total	195		≈7%
Did not receive Legal Clinic services	335	170	-
Total	505		5.2%

The Quantitative Study covered gender issues and touched upon problems such as property disputes, alimonies, etc. In addition, the survey touched upon the importance of informal institutions for the resolution of legal problems (for instance, elders or other influences).

**Selection design:** in Gori, Rustavi, Kutaisi and Zugdidi, a total of 500 IDP women were surveyed in collective (compact) IDP settlements, cottages and private homes and about 200 women (ethnic minorities) were surveyed in Marneuli and other municipalities that are mainly populated by Azeris and Armenians. A total of 700 respondents were interviewed. The Study will be representative for target groups as well as beneficiaries of the Legal Clinic (190 respondents among them received legal assistance, and 510 of them did not receive such assistance).

The database of the Ministry for IDPs from Occupied Territories, Accommodation and Refugees was used as a basis for selecting IDP women, and the 2002 Census data for selecting ethnic minority women. Multi-tier stratified (cluster) selection was applied.

Such a design ensures protection from accidental selection and ensures representation.

The Primary Selection Unit (PSU) was municipalities. Women and villages were selected within municipalities. In the case of IDPs, each town and village settlement type was defined – collective settlements, cottages and private homes. The number of respondents was proportionately distributed by type of settlements. As for the representatives of ethnic minorities, the number of respondents was proportionately distributed between villages populated by Azeris and Armenians. This process was followed by the selection of families, and the Final Selection Unit (FSU) was IDP and ethnic minority women and girls (aged 18 and above). It should be noted that 350 respondents were interviewed within the framework of the Study, who did not use the services of the Legal Clinic. Such respondents were selected through the use of demographic data on all adult family members and the level of awareness of legal problems. As for respondents who received legal services at Legal Clinics (350 women), they were selected by random selection from lists requested from Legal Clinics.

One selection feature must be noted here: about 390 respondents were interviewed based on a random selection among IDPs and some 180 respondents among ethnic minorities. It was necessary to use the random selection method to select families to allow for the generalization of data to target groups.

However, in order to receive representative data on defined questions (variables) for a sub-selection of those using the legal services of the UN Women Legal Clinics, it was necessary to find families who were beneficiaries of such services.

**Pre-field work:** Simultaneously, within the selection model design, Study instruments – questionnaires – were designed as well. For that purpose, as per the Study methodology, key Study questions were defined, operationalized and defined as measurable indicators. For receiving objective information, the Questionnaire contained various questions: formalized, semi-formalized and open. In addition, alternative and assessment questions were used.

**Pilot Study:** 10 pilot questionnaires were filled out where the language of the questions and content were tested. Flaws detected during piloting were corrected in the final version of the questionnaire.

**Field Work:** 4 supervisors were engaged in the Study. They were responsible for the comprehensiveness of the field work. Face-to-face interviews were conducted by 17 interviewers (each of them conducted 40 interviews). Supervisors and field managers monitored the field work.

**Data processing and analysis:** Initially, questionnaires filled out during the field work, were encrypted and formalized. The data was then entered into the computer. After “cleaning” the file, data was processed by SPSS software. For data processing and universal analysis, bi-variation and multi-variation analysis methods such as (frequency (single dimensional) distribution, central trends indicators, correlation analysis, regression and others were used.

## 2. SOCIO-DEMOGRAPHIC DATA

### 2.1. Place of residence and age groups

700 respondents participated in the Study, of which approximately 200 are representatives of national minorities (mainly, Azeri and Armenian) from Mar-

neuli municipality, and about 500 are IDPs. The respondents reside in the towns of: Kutaisi, Zugdidi, Rustavi, Gori, Tskaltubo. The age of all respondents is 18 and above.

**Table N2.1**

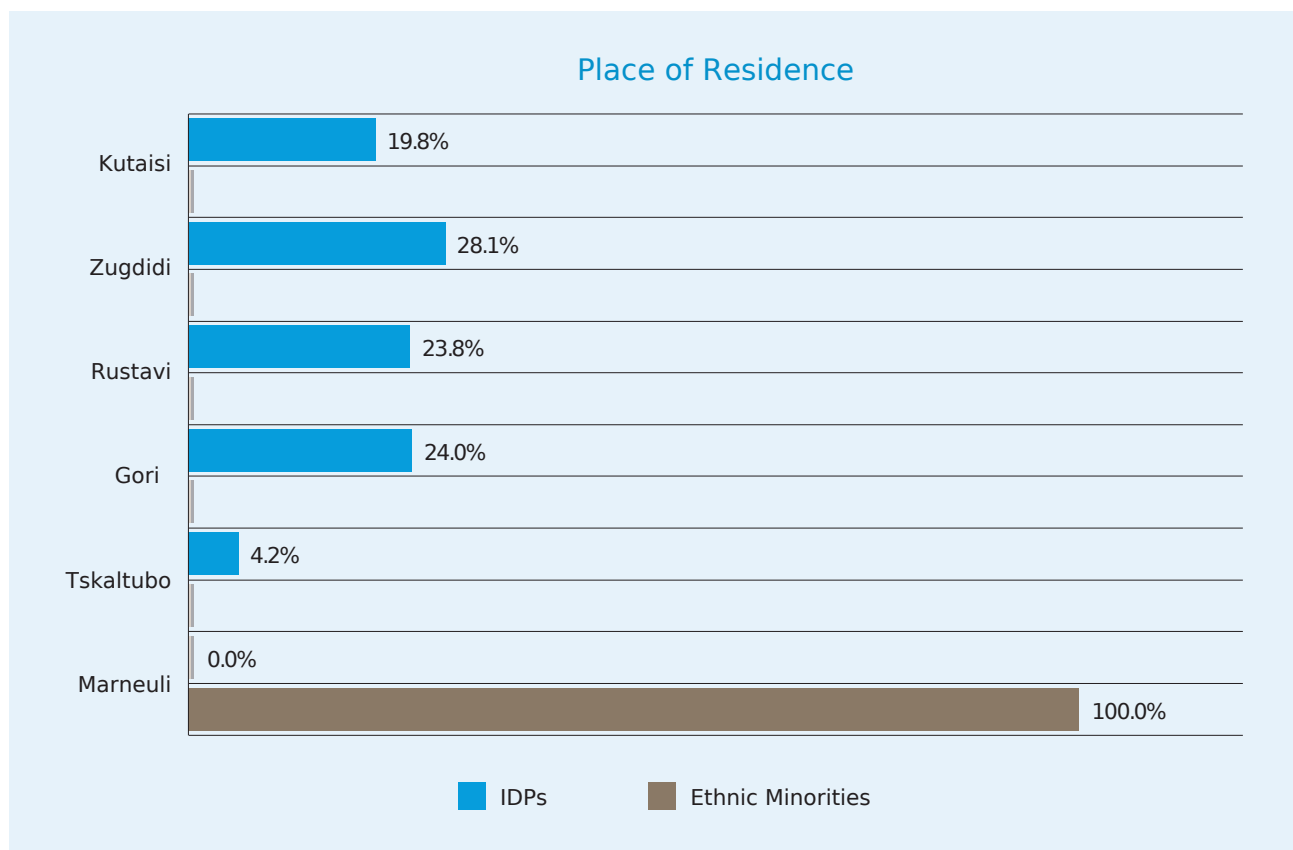
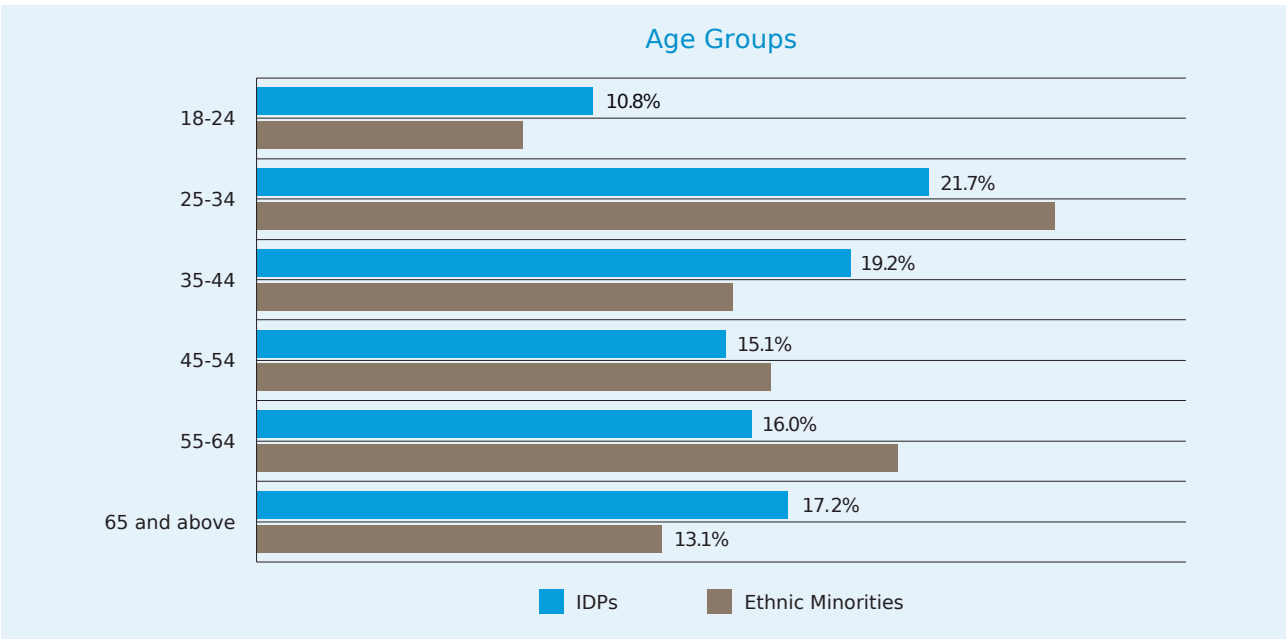


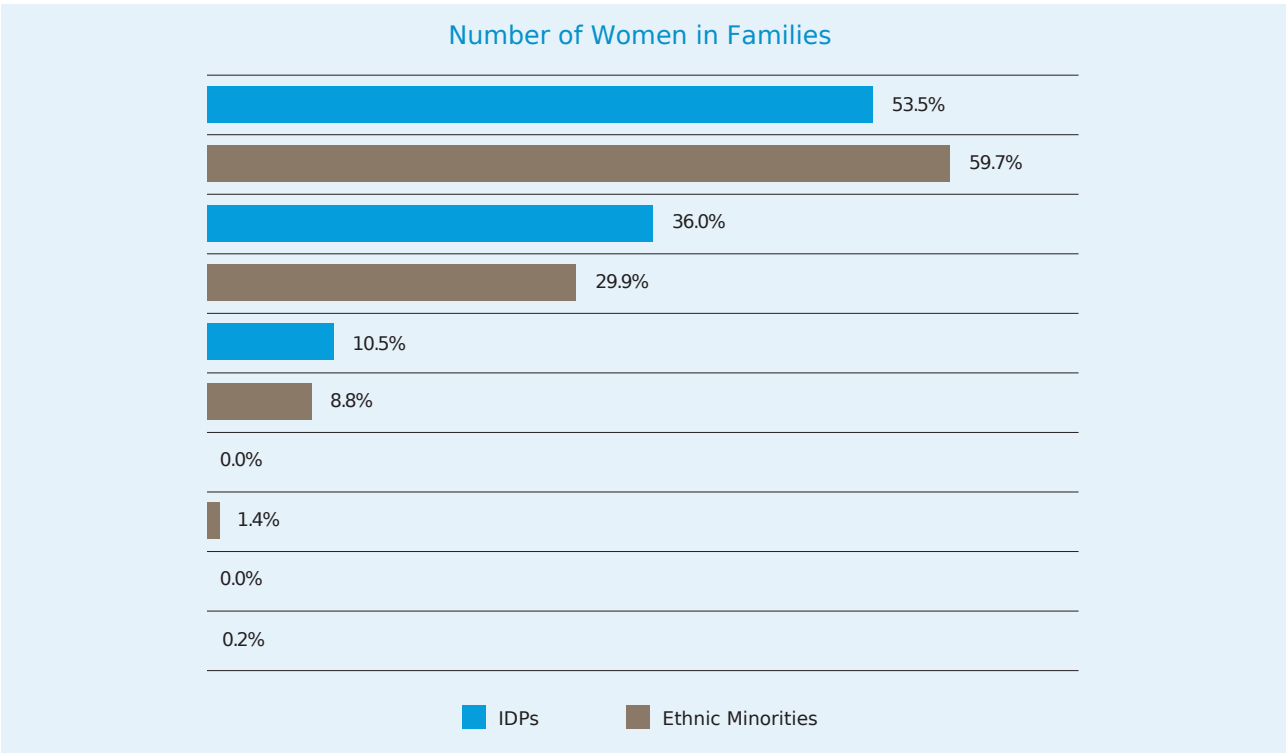
Table N2.2



The Study aimed at obtaining information about respondents and female family members; which allowed for the **collection of demographic data from about 1073 women, of which 759 were IDPs, and 314 are ethnic minorities.** In the majority of

families, from both target groups, at least 1 woman is an adult, in approximately 1/3rd there were 2 adult women, and in approximately 10% there were 3 adult women, etc.

Table N2.3

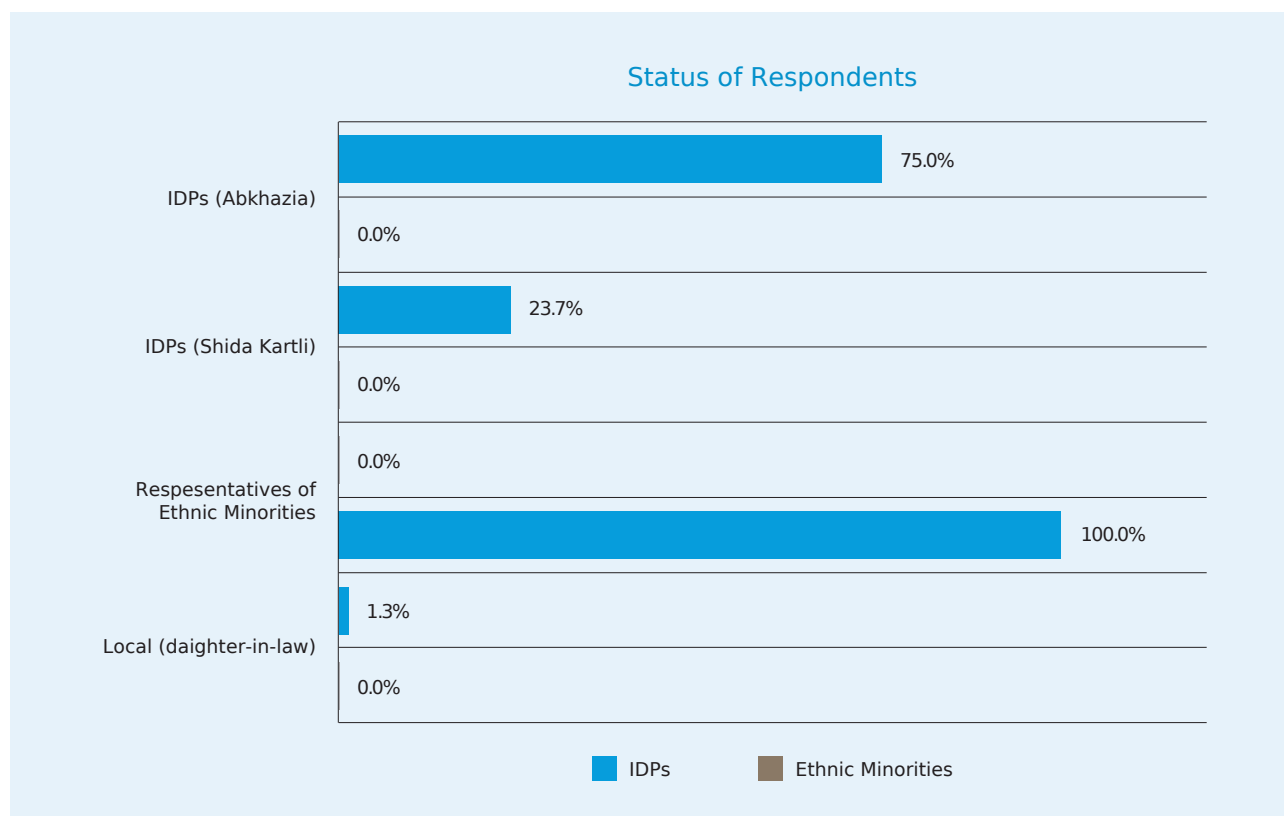


## 2.2. Status

The majority of IDP respondents (participants of the Study) and their female family members (75%) are IDPs from Abkhazia, nearly a quarter (23.7%) are from Shida Kartli and a very small portion (1.3%) are

local daughters-in-law (therefore not Azeri or Armenian). Ethnic minority respondents (participants of the Study) and an absolute majority of their family members are Azeri; a small number are Armenian nationals.

**Table N2.4**

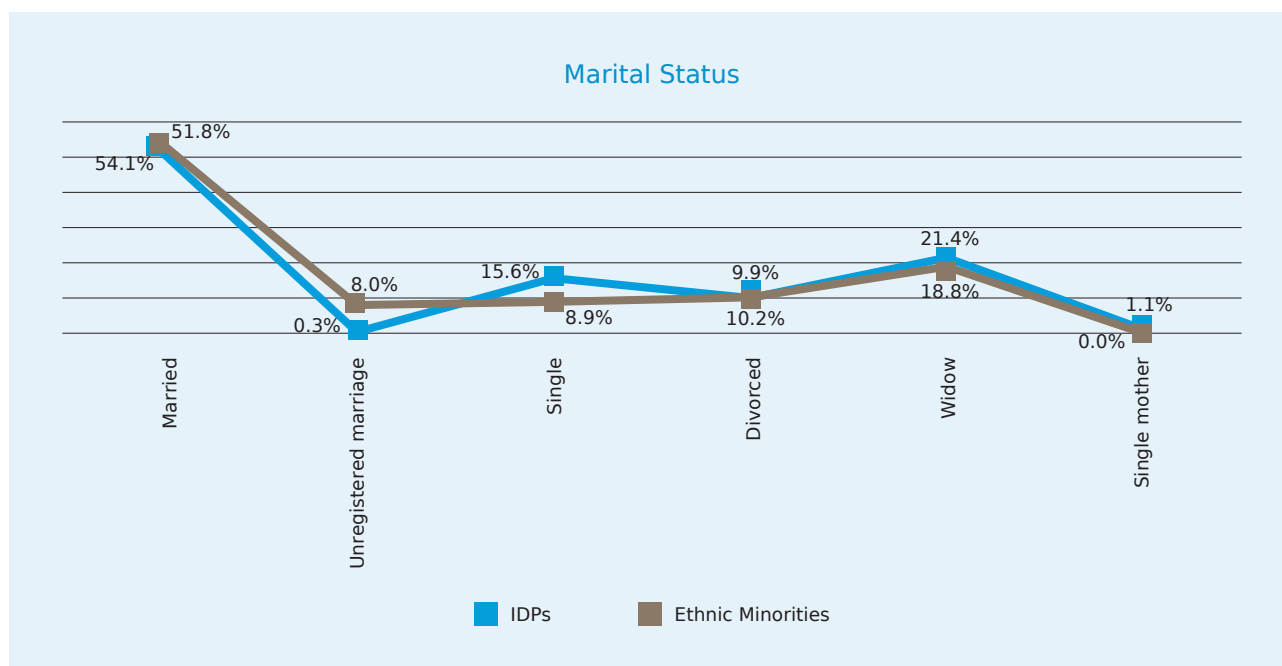


## 2.3. Marital Status

The majority of women interviewed (51.8% of IDPs and 54.1% of ethnic minorities) are married; approximately one fifth of them are widows. There are relatively small numbers of single women (15.6% of IDPs

and 8.9% of ethnic minorities), divorced or single mothers. There is a smaller number of unregistered marriages in the case of IDPs (0.3%) than in the case of ethnic minorities (8%).

**Table N2.5**



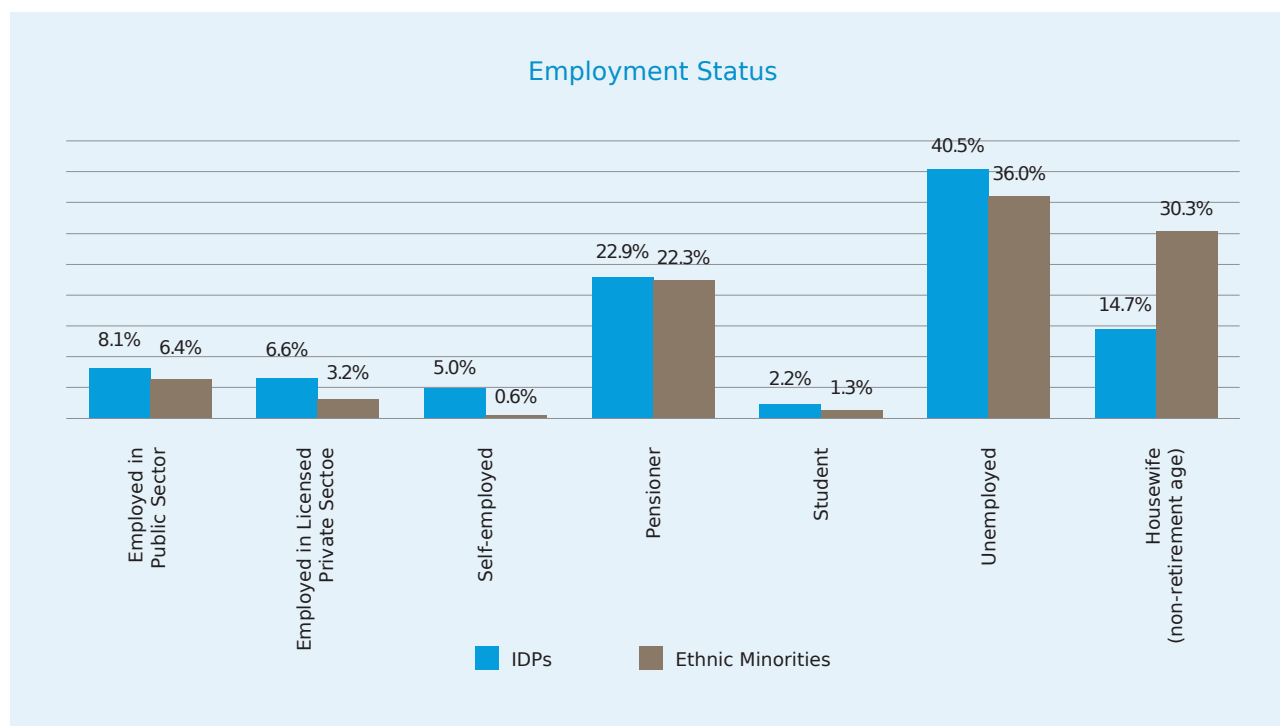
## 2.4. Employment Status

A large number of interviewed women and their family members, both among IDPs (40.5%) and ethnic minorities (36%) are unemployed. The proportion of non-retirement age housewives is larger among ethnic minorities (30.3%) vs. 14.8% of IDPs. In addition, in both groups, the proportion of pensioner women is quite high (approximately 22% in both groups).

The ratio of women employed in the state or private sectors is small among IDPs (8.1% and 6.6% accordingly) as well as among ethnic minorities (6.4% and 3.2% accordingly). A small number of women deem themselves self-employed; however, the number of self-employed women among IDPs is higher (5%) than among ethnic minorities (0.6%). The number of students is also quite low: 2.2% for IDPs and 1.3% for ethnic minorities.



Table N2.6

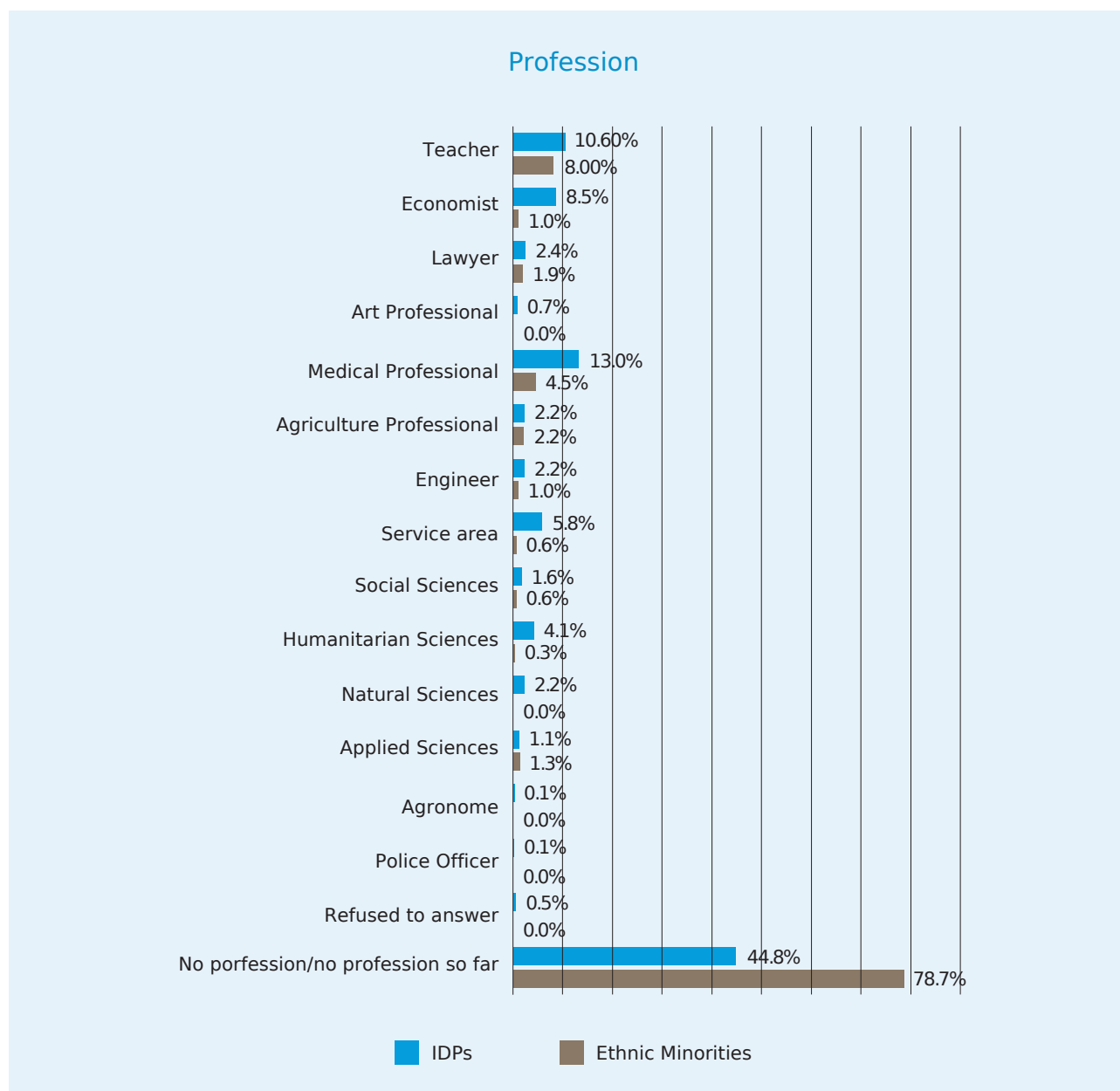


## 2.5. Profession

A large proportion of women, who are representatives of ethnic minority families, do not have a profession (78.5%) (or do not YET have a profession); among IDPs, the share of such women is significantly less, but the number is still very high at 44.9%. Many

IDP representatives are either medical professionals (13.0% - 99 women), or teachers (10.6% - 81 women) or economists (8.5% - 65 women). The number of women with other professions is relatively low. As for ethnic minorities: they are mainly teachers (8%) and medical professionals (4.5%).

Table N2.7

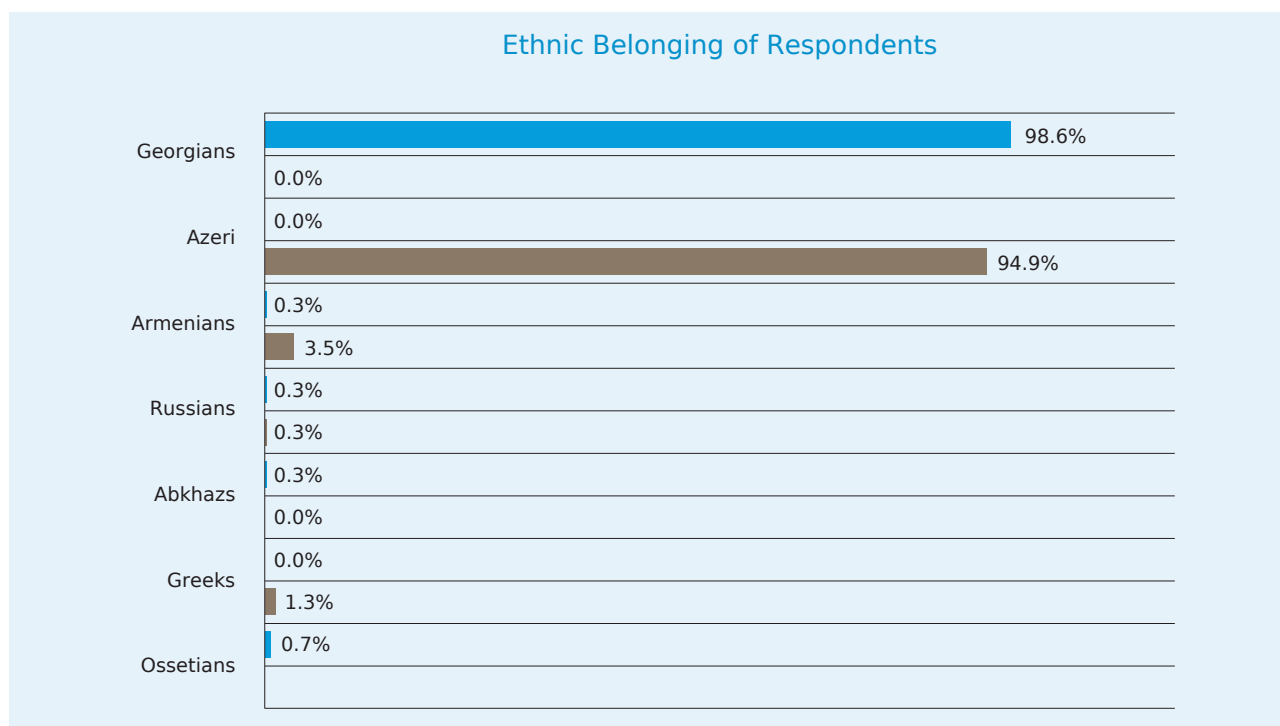


## 2.6. Ethnic identity

An absolute majority of IDPs are Georgian nationals (98.6%). A fraction are Armenians (0.3% – 2 women), Russians (0.3% – 2 women), Abkhaz (0.3% – 2 women)

or Ossetian (0.7%). An absolute majority of the ethnic minorities (94.9%) are Azeri nationals. In addition to Azeri nationals, there are Armenians (3.5%), Greeks (1.3%) and Russians (0.3% – 1 woman).

**Table N2.8**

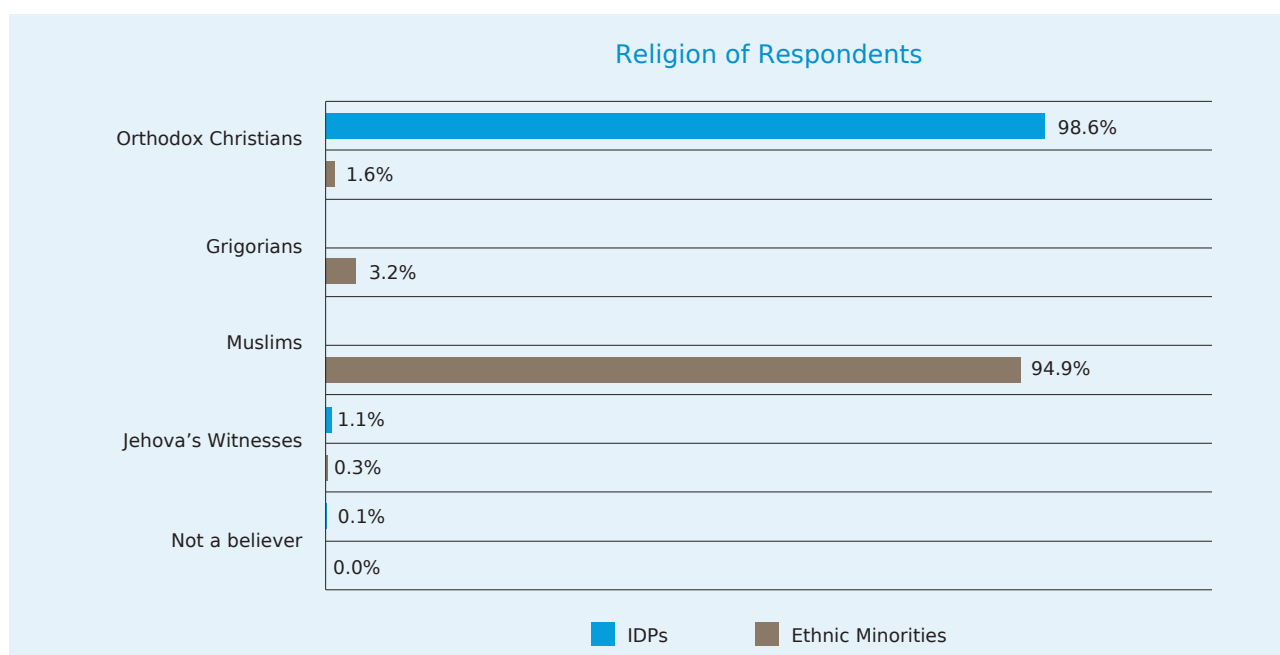


## 2.7. Religion

An absolute majority of the IDPs (98.8%) perceive of themselves as Orthodox Christians; a small number of them Jehovah's witnesses (1.1% – 8 women). Only 1 woman said she was not religious.

An absolute majority of ethnic minority representatives (94.9%) are Muslims; a small number of them are Orthodox Christians (1.6% – 5 women), Gregorian (3.2% – 7 women) or Jehovah's Witnesses (0.3% – 1 women).

**Table N2.9**

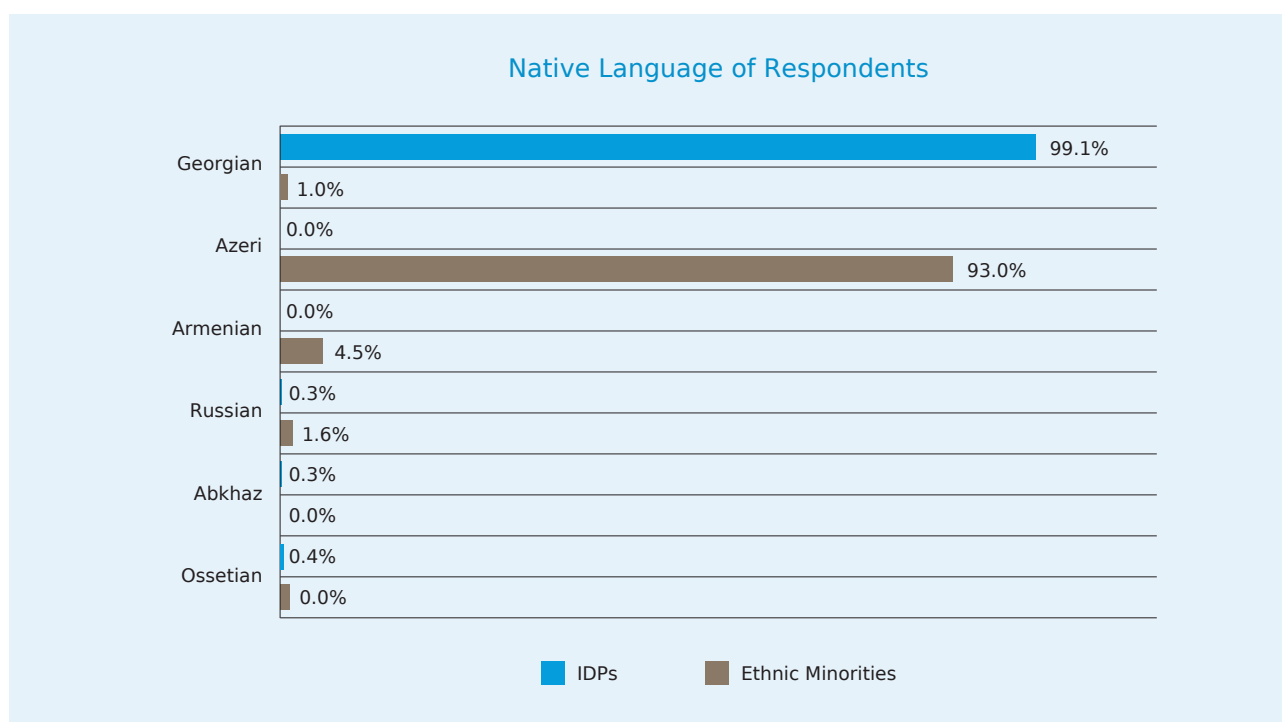


## 2.8. Native Language

For an absolute majority of IDPs (99.1%), Georgian is their native language, and for a small number their native language is Russian (0.3% – 2 women), Abkhaz for 0.3% – 2 women, and Ossetian for 0.4% – 3 women.

For a majority of ethnic minority representatives (93%) Azeri is their native tongue; a relatively small percentage speak Armenian (4.5% – 14 women), Russian (1.6% – 5 women) or Georgian (1% – 3 women from one family).

**Table N2.10**



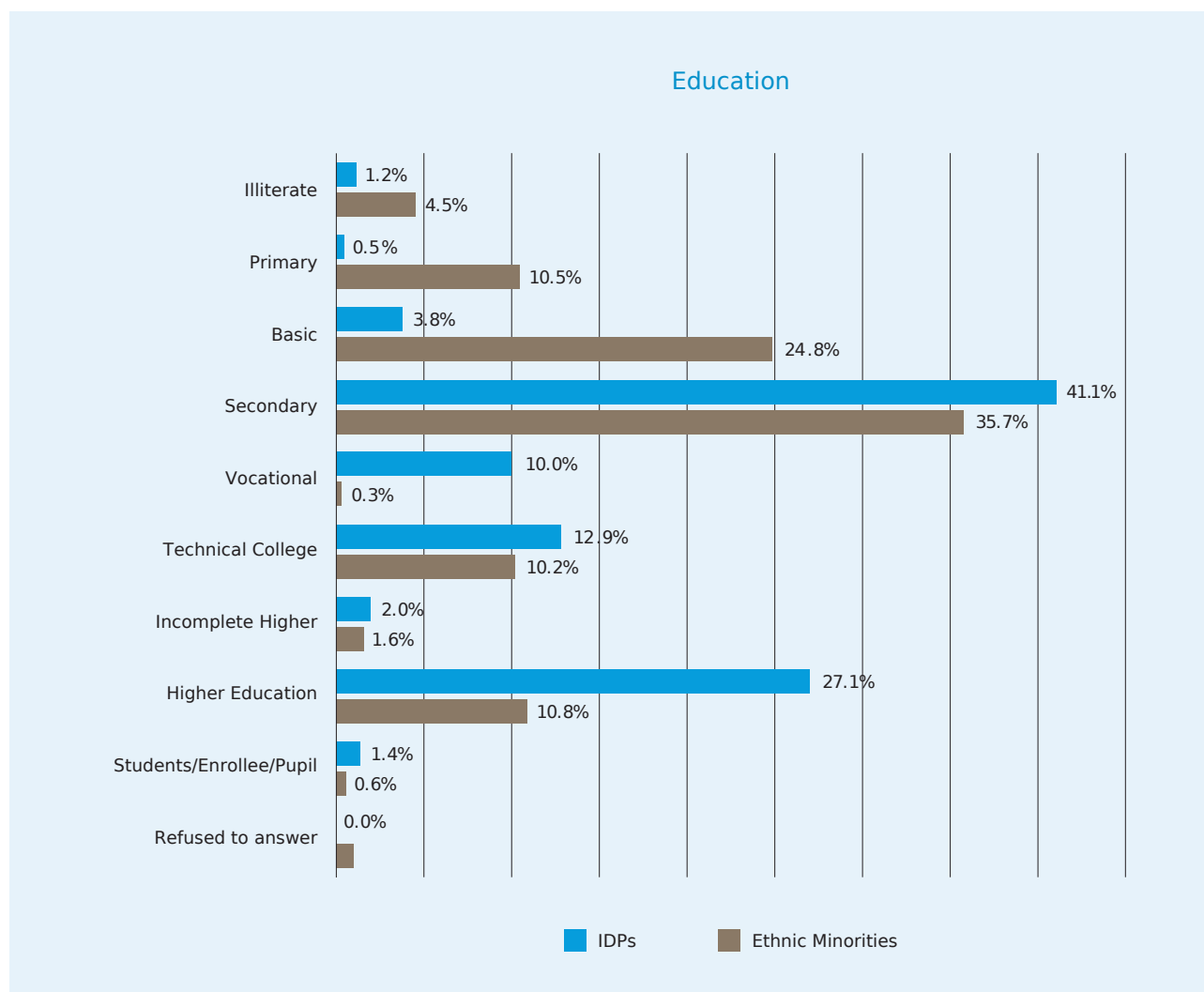
## 2.9. Education

The most common level of education for a majority of women in both target groups is secondary education (41.1% among IDPs and 35.7% among ethnic minorities); in addition, a large number of IDPs (27.1%) possesses higher education, and a fourth of ethnic minorities – have a basic education.

With respect to level of education, the following differences between IDPs and ethnic minorities should be noted:

- There is a bigger share of illiterate women among ethnic minorities (4.5%) than among IDPs (1.2%);
- Primary education among women is more prevalent among ethnic minorities, with 10.5% (33 women) vs. 0.5% (4 women) among IDPs;
- As for basic education, it too is more prevalent among representatives of ethnic minorities with 24.8% (69 women) vs. 3.8% (33 women) among IDPs
- Women with vocational education among IDPs: 10% and among ethnic minorities – 0.3%
- As for higher education: the figure is higher among IDPs with 27.1% vs. 10.8% for ethnic minorities

**Table N2.11**



## 2.10. Obstacles to Secondary Education

Women (or female members of families) who did not finish school education, name following obstacles to completing school education:

**Table N2.1**

	IDPs	Ethnic Minorities
No secondary school in the village/settlement	1.8%	5.9%
School was far and no transport was available	1.8%	5.9%
No clothes or school items	10.7%	10.4%
Poor conditions at school	8.9%	4.4%
Had to work, thus no time for studying	10.7%	10.4%
Got married and couldn't continue studying	33.9%	40.7%
Health conditions	3.6%	5.9%
War	–	2.2%
Did not want to study	5.4%	–
No documents	3.6%	–
Studies/is a student	3.6%	–
Refused to answer	1.8%	2.2%
Hard to answer	14.3%	11.9%

The most frequently named reason for the discontinuation of school was getting married by both IDPs (33.9%) and ethnic minorities (40%). Compared with IDPs, representatives of ethnic minorities more often name factors like the inexistence of a school in the area and transportation problems. Conversely, IDPs more often named poor conditions at school.

## 2.11. Obstacles to Higher Education

In defining obstacles to higher education two key reasons were identified: marriage (33.4%) and the lack of financial resources (30.2%). As for ethnic minorities, the following factors were named: lack of knowledge of the Georgian language, marriage, unwillingness to receive higher education and lack of funds.

It shall be noted that one fifth of ethnic minorities (21.6%) failed to name a reason why she or another female family member did not receive higher education.

**Table N2.2**

	IDPs	Ethnic minorities
Tried but failed	3.3%	–
Insufficient knowledge of Georgian	–	20.3%
Lack of funds	30.2%	12.4%
Lack of time	5.4%	7.8%
Lack of willingness	13.4%	7.2%
Thinks that higher education is unnecessary	4.8%	13.1%
Wanted to learn arts	1.5%	
Got married and couldn't continue education	33.4%	17.6%
Family conditions	0.2%	–
War	1.1%	–
Is a student	1.1%	–
Refused to answer	0.2%	–
Hard to answer	5.4%	21.6%

## 2.12. Medical Service Related Problems

According to the Study results, a large proportion of women in target families – among both IDPs and ethnic minorities – did not face medical service related problems (93.4% and 84.7% accordingly). Only in a

small number of cases (0.1%-3.5%) a problem was indicated, among which a long queuing system for medical services was named (3.5% of cases) by ethnic minorities' representatives.

**Table N2.3**

	IDPs	Ethnic minorities
Low qualification of medical staff	2.2%	0.6%
Poor medical conditions	0.1%	1.3%
Unjustified refusal to benefit from free state medical programmes	0.4%	–
Mistakes in delivering medical services	1.1%	1.3%
Unjustified refusal to render medical services	0.3%	–
Long queue to receive medical services	1.3%	3.5%
Policlinics do not issue referral (only in exceptional cases)	0.1%	–
Financial problems	0.1%	–
Refused of answer	0.7%	–
No problems faced	93.4%	84.7%
Hard to answer	0.3%	8.6%

## 2.13. Health Insurance Types

A majority of both target groups (64.7% of IDPs and 68.9% of ethnic minorities) have universal health in-

surance. Only IDP families (29.3%) have insurance for so-called “vulnerable” populations, below the poverty line.

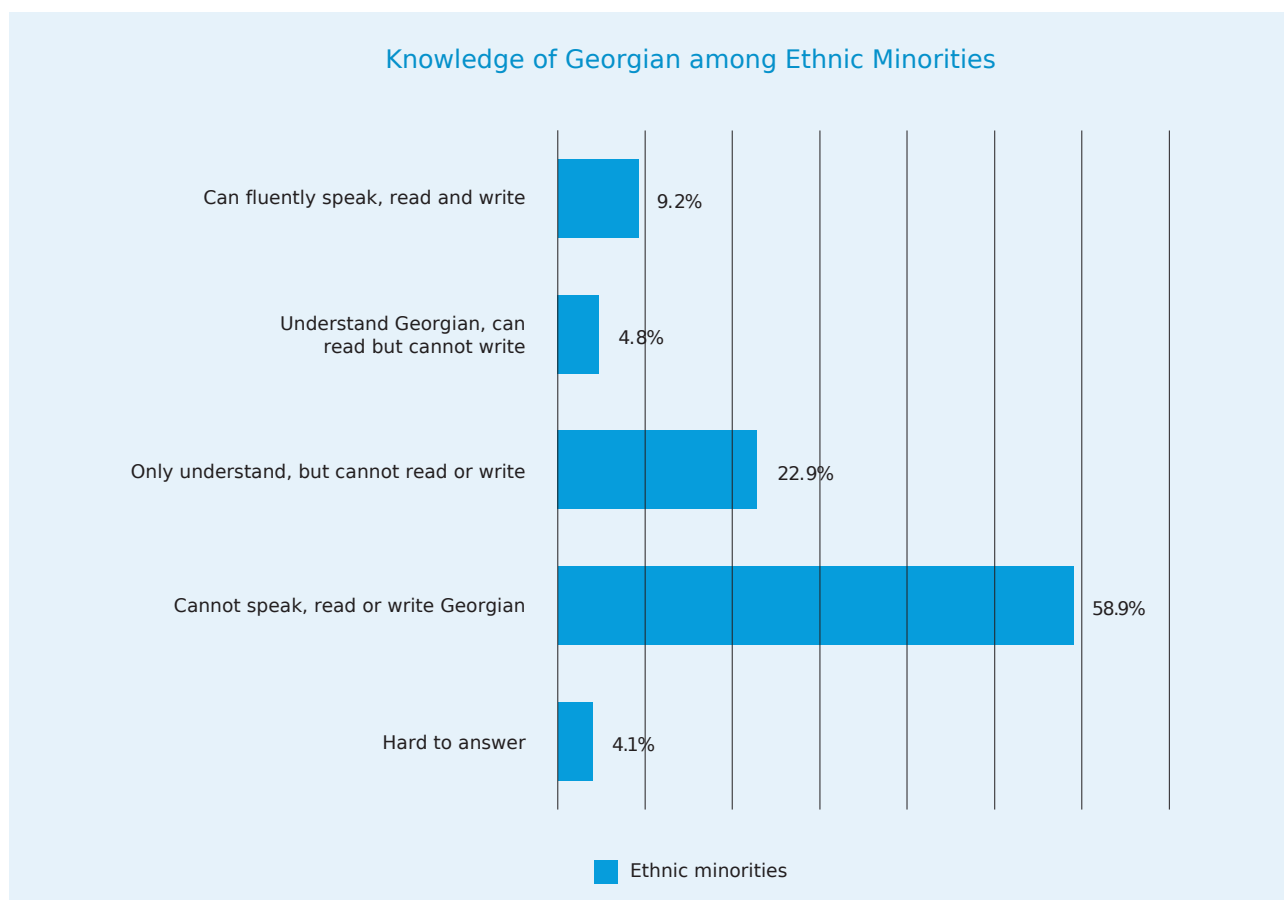
**Table N2.4**

	IDPs	Ethnic minorities
Universal health insurance	64.7%	68.8%
Insurance of population below poverty line (vulnerable)	29.3%	–
Insurance of IDPs residing in compact settlements	0.9%	–
Insurance funded by local authorities	0.1%	–
Health insurance of public school teachers	0.5%	–
Private corporate insurance, or insurance from work	2.1%	0.3%
No insurance	2.2%	29.6%
Hard to answer	0.1%	1.3%

## 2.14. Knowledge of Georgian

A majority of the ethnic minority representatives (about 60%) cannot speak, write, ask or understand Georgian at all. Almost one fourth (22.9%) only understands Georgian, but is unable to read or write.

Almost one tenth (9.6% - 29 women) are able to fluently speak, read or write. Only a very small percentage (4.8% - 15 women) understand and read Georgian well, but cannot write.

**Table N2.12**

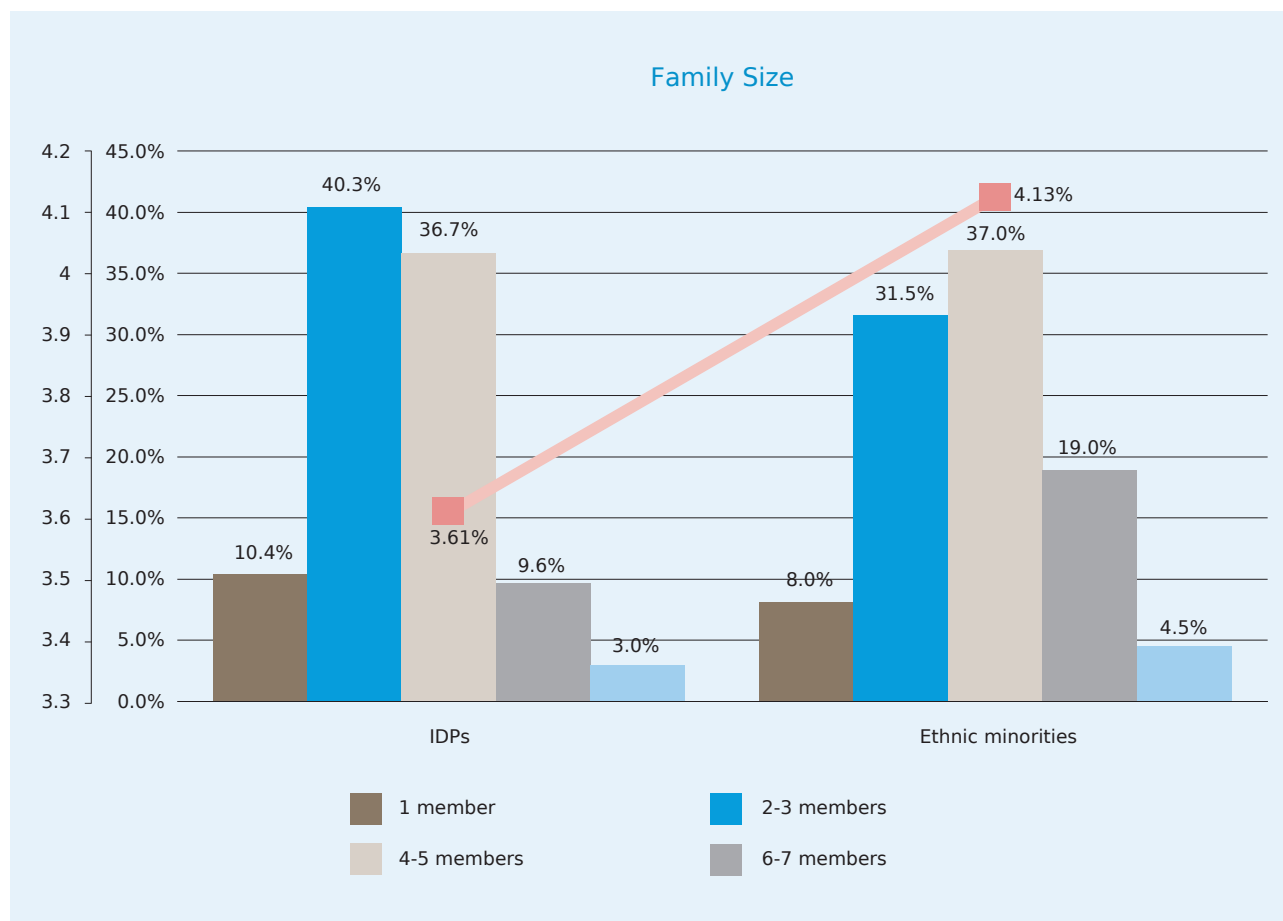


## 2.15. Size of the Family

In a majority of families interviewed in both target groups (IDPs – 77%, ethnic minorities – around 69%) the family size is 2-5 people. In almost a fifth of eth-

nic minority families, the number of family members amounts to 6 or 7 (among IDPs only 10% of families are of this size). Thus, in ethnic minorities the most common number of family members is 5 and in IDPs – 4.

Table N2.13



## 2.16. Children under 18

The number of families that do not have children under the age of 18 is as follows: IDPs – 46.6%, ethnic minorities – 34.5%. A majority of families in both

target groups have children between 0-14 years old (66.4% of IDP families and 83 % of ethnic minority families).

**Table N2.6**

		IDPs	Ethnic minorities
<b>Do you have children under the age of 4 in the family</b>	<b>Average</b>	<b>1.25</b>	<b>1.31</b>
	Do not have	67.6%	60.5%
	Only 1	25.1%	29.8%
	2 children	6.7%	8.8%
	3 or more	0.6%	0.9%
<b>Do you have children at the age of 5-13 in the family</b>	<b>Average</b>	<b>1.51</b>	<b>1.57</b>
	Do not have	65.9%	56.5%
	Only 1	21.0%	23.0%
	2 children	9.6%	16.5%
	3 or more	3.4%	4.0%
<b>Do you have children at the age of 14-18 in the family</b>	<b>Average</b>	<b>1.25</b>	<b>1.34</b>
	Do not have	82.4%	75.0%
	Only 1	13.8%	16.5%
	2 children	3.4%	8.5%
	3 or more	0.4%	0.0%

### **Summary of Chapter II**

Socio-demographic data was collected on 1073 women, of which 759 are internally displaced persons and 314 represent ethnic minorities.

A majority of the women in the families interviewed (51.8% of IDPs and 54.1% of ethnic minorities) are married, and approximately a fifth of them are widows. The number of single, divorced or single mothers is relatively small.

A big proportion of the women interviewed in both groups (40.5% of IDPs and 36% of ethnic minorities) are unemployed. The proportion of non-retirement age housewives is higher among representatives of ethnic minorities (30.3%) vs. IDPs (14.8%). In addition, the proportion of female pensioners in both groups is rather high; with approximately 22% in both groups.

The proportion of women employed in the public or private sectors is rather small among both IDPs and ethnic minority groups; with 8.1% and 6.6% accordingly. A small number of women perceive themselves as self-employed; the proportion of students is insignificant - 2.2% of IDPs and 1.35 of ethnic minorities.

78.5% of female members of ethnic minority families do not have a profession; this figure is lower for IDPs, although, it is still the highest segment – 44/9%. The most common professions in both target groups are teachers and medical staff.

The most common level of completed education among both IDPs and ethnic minorities is secondary education; with 41.1% of IDPs and 35.7% of ethnic minorities having done so. A large proportion of IDPs (27.1%) have a higher education and a fourth of ethnic minorities have a basic education. The proportion of illiterate women is higher among ethnic minorities (4.5% vs. 1.2% of IDPs).

Approximately 60% of ethnic minorities cannot speak, write, read or understand Georgian. Almost one fourth (22.9%) only understand Georgian, although they are unable to read or write. Only a tenth of them (9.6%) can fluently speak, read and write Georgian.

The most common number of family members among ethnic minorities is 5, and among IDPs, 4 family members.

### 3. LEGAL PROBLEMS<sup>1</sup>

Women representing IDP and ethnic minority communities indicated the following legal problems encountered by female family members (aged 18 and above).

The survey shows that:

50.3% of female family members among **Internally Displaced Persons (IDPs)** encountered at least one legal problem;

22.2% of female family members of **Marneuli municipality ethnic minorities** encountered at least one legal problem.

Legal problems are related to following topics/issues:

- Real estate
- Unfair treatment by public officials
- Sexual inequality
- Job related problems
- Replacement/issuance of official papers
- Divorce
- Migration
- Crime
- Discrimination
- Violence

What is the distribution of those matters between IDPs and ethnic minority women?

Details are given below in Table N 3.1

**Table N3.1**

Topics/Areas		IDP families	Ethnic Minorities (%)
1	Real Estate related problems	25.1	5.0
2	Unfair treatment by public officials	2.8	-
3	Sexual inequality related problems	0.6	0.6
4	Job related problems	2.1	0.6
5	Official papers replacement/issuance related problems	13.3	10.5
6	Divorce related problems	4.7	4.4
7	Migration related problems	3.9	0.6
8	Crime related problems	1.0	-
9	Discrimination related problems	0.6	-
10	Divorce related problems	1.8	-
11	Other	6.2	3.3

<sup>1</sup> Data on legal problems are calculated for IDP and ethnic minority families, which were selected by means of random selection (in total 386 respondents were interviewed by means of random selection and 180 respondents from ethnic minorities). Thus, these data

may be generalized onto unity. Considering the number of families, which were additionally selected by quotas (like beneficiaries of Legal Clinics) the share of problems will increase, naturally; however, in that case we cannot speak about representative data.

As the data shows, **IDP family women** mostly encountered:

- Real estate related problems
- Official papers replacement/issuance related problems

As for **women from ethnic minority families**, they mostly encountered:

- Official papers replacement/issuance related problems

It should be noted that:

- **240 cases** of specific legal problems were identified among IDPs; and
- **66 cases** in ethnic minority families

It is interesting to see **specifically what kinds of problem were encountered by IDP and ethnic minority women within the limits of each topic/area.**

The survey shows that:

- a. **Internally Displaced Women** mainly encountered:
  - **Immovable property related problems:** living space registration;
  - **Problems related with official documents:** in the process of receiving passport (ID) and problems with registration at a residential address
- b. **Ethnic minority women** mainly encountered:
  - **Official papers related problems:** in the process of receiving passport (ID) and problems with registration at a residential address

Conditions significantly changed vs. 2013: in the previous Study almost every second respondent ethnic minority family (49%) indicated they had legal problems; and among IDPs, the proportion of such families was 35%.

The situation has changed in terms of the number of cases: among ethnic minorities in 2013, 202 cases were registered, and among IDPs – 234 cases.

As with 2015, in 2013 the legal problems of IDPs

were mainly related to immovable property; namely, apartment registration. As for ethnic minorities, in 2013, a major problem was unfair treatment by public officials; namely, incorrect assessments of utility payments. The 2015 Study showed that this problem no longer exists.

In the case of ethnic minorities, the 2013 and 2015 Studies have similarities in terms of official papers replacement/issuance related problems, especially, problems in the processing of passport/ID issuance.

Details of 2015 Study are given in the Table N3.2:

Table N3.2

	Topics/Areas	IDP families	Ethnic minorities (% of cases)
<b>1</b>	<b>Real estate related problems</b>		
1.1	Property sale/acquisition related problems (for instance, rent/lease problems, confusion about the property)	1.8%	0.6%
1.2	Re-registration of the house/apartment after remanding on bail	0.5%	
1.3	Problems related to mortgaged immovable property (debt)	1.0%	0.6%
1.4	Illegal appropriation of property		1.7%
1.5	Illegal seizure of property	0.5%	
1.6	Land (property) boundaries related disputes; access road or communications (electricity, water, gas, etc.) related problems	0.5%	1.1%
1.7	Refusal to register at the residence address	1.0%	
1.8	Apartment registration related problems	16.5%	1.1%
1.9	Receipt of own apartment	3.1%	
<b>2</b>	<b>Unfair treatment by public officials related problems</b>		
2.1	Concealing public information by public officials	0.5%	-
2.2	Breaching official deadlines for rendering public services	0.5%	-
2.4	Groundless/unjust visa issuance refusal	0.3%	-
2.6	Incorrect assessment of utility payments	1.6%	-
<b>3</b>	<b>Sexual inequality related problems</b>		
3.1	Spouse refuses to divide things in common ownership	0.3%	0.6%
3.2	Heritage related problems: bigger share went to a male heir, and a smaller part to a female one;	0.3%	-
<b>4</b>	<b>Job related problems</b>		
4.1	Groundless terminations	1.0%	0.6%
	Groundless terminations	1.0%	0.6%
4.2	Non or partial payment of salary	0.5%	-
4.3	Worsening of conditions under a written or oral agreement	0.3%	-
4.4	Abuse at work place (verbal, psychological, physical)	0.3%	-
<b>5</b>	<b>Official papers replacement/issuance related problems</b>		
5.1	Problems in the process of passport (ID) issuance	3.1%	5.0%
5.2	Problems registering at a residence address	2.3%	5.0%
5.3	Change/identification of a residence address related problems	1.3%	0.6%
5.4	Problems in establishing the length of work experience	2.1%	-
5.5	Problems related to military service/participation in wars (military pension, etc.)	1.3%	-
5.6	Problems in the process of obtaining new birth certificate due to change of the family name	0.8%	-
5.6	Problems in the process of obtaining new birth certificate due to change of the family name	0.8%	-
5.7	Other problems	2.6%	-

	Topics/Areas	IDP families	Ethnic minorities (% of cases)
<b>6</b>	<b>Divorce related problems</b>		
6.1	Spouse does not pay alimonies as per the Court decision	1.6%	2.7%
6.2	Incorrect determination of alimony	0.8%	-
6.3	Property disputes in the divorce process	1.3%	1.6%
6.4	Child(ren) guardianship (obtaining a right to a child) related problems	0.5%	-
6.5	Imposition of alimonies	0.5%	-
<b>7</b>	<b>Migration related problems</b>		
7.1	Illegal withdrawal of citizenship or refusal to grant citizenship	0.3%	-
7.2	Groundless/unfair refusal to issue a visa	-	0.6%
7.3	Problems related to obtaining status of an IDP	3.6%	-
<b>8</b>	<b>Crime related problems</b>		
8.1	Theft of money/extortion on streets, on a bus	0.5%	-
8.2	Threat	0.3%	-
8.3	Murder	0.3%	-
<b>9</b>	<b>Discrimination related problems</b>		
9.1	Discrimination due to the IDP status	0.3%	-
9.2	Bullying/jeering	0.3%	-
<b>10</b>	<b>Divorce related problems</b>		
10.1	Physical violence by a spouse	1.8%	-
<b>11</b>	<b>Other problems</b>		
11.1	Problems related to parent's status	0.3%	2.2%
11.2	Getting into a project on small renovations		0.6%
11.3	Participation in long-term apartment projects		0.6%
11.4	Division of the family; giving a separate room to parents-in-law	0.3%	
11.5	Participation in an apartment rent programme	0.3%	
11.6	Potable water supply problem	0.5%	
11.8	Help requested due to child illness	0.3%	
11.9	Purchase of the residence	2.1%	
11.10	Inadequate number of social points/social matters	0.3%	
11.11	Receiving an apartment	0.3%	
11.13	Bank related problems	1.0%	
11.16	Ministry of Education funded child's education and then withdrew it	0.5%	
11.18	Restoring papers	0.3%	

### **Summary of Chapter Three**

Half of the women from IDP families faced at least one legal problem; among ethnic minority families, 22.2% of women faced at least one legal problem.

The difference between target groups is also distinct due to the fact that some 367 cases involving legal problems were encountered by IDP families, and the same figure for ethnic minority families is 66.

IDP women mainly encountered the following problems: a) immovable property (namely, apartment registration) and b) official papers replacement/issuance (namely, problems in the process of obtaining passports or IDs and registration at a residence address).

Ethnic minority women mainly faced problems related to the issuance or replacement of official papers; those occurred during the process of obtaining passports/IDs or registering at a residence address.

In terms of legal problems, the situation has drastically changed in relation to 2013:

- Legal problems among ethnic minorities has reduced, but those among IDPs have increased: in 2013 almost one in every two ethnic minority respondent (49%) indicated an existing legal problem, and among the IDP community the percentage of such families was 35%.
- In 2013, 202 legal problems were registered in cases with ethnic minorities and 234 in cases with IDPs

Similar to the data obtained in 2015, the legal problems cited in 2013 were related to immovable property, i.e. registration of property (apartment). In 2013, ethnic minority women mainly faced the problem of incorrectly assessed utility payments, which is non-existent in the 2015 Study (it seems, this contributed to the reduction of legal problems among ethnic minorities).

As for ethnic minorities, in both the 2013 and 2015 Studies, the problem of replacement/issuance of official papers still remains, i.e. problems in the process of obtaining passports or IDs.

## 4. RESPONSE TO LEGAL PROBLEMS AND USE OF LEGAL SERVICES<sup>2</sup>

Respondents were asked questions regarding actions taken to resolve legal problems.

The Study shows that IDPs as well as ethnic minority families most commonly use **lawyers (legal services)** to resolve problems (28% of IDPs, and 25.9% of ethnic minorities). Another alternative for IDP families is using **government structures** (18.3%).

It shall be noted that informal methods (influential persons, religious authorities, relations, friends, etc.) are rarely used for the resolution of legal problems. In addition, almost **one in every three families, be it IDP or ethnic minority, do not take any measures to resolve legal problems.**

Details are given in the Table N4.1:

**Table N4.1**

	IDPs	Ethnic minorities
<b>What is done to resolve the problem?</b>		
Attempt to resolve with a 2nd party	6.3%	13.0%
Addressed law enforcement agency (Police, Prosecutor's Office, Court)	6.3%	7.4%
Addressed Public Defender's Office	1.5%	–
Addressed a lawyer (legal aid office)	28.0%	25.9%
Addressed another government structure	18.3%	–
Addressed informal influential persons (including religious authorities)	–	1.9%
Addressed NGO representatives	1.5%	7.4%
Addressed representatives of labour union	0.7%	1.9%
Addressed relatives, friends or neighbours	2.6%	3.7%
Intends to address	–	5.6%
IDPs Ministry	0.7%	–
Did nothing/addressed no one	34.0%	33.3%

2 Data on use of legal services and responding to legal problems for IDP and ethnic minority families, that were selected by means of random selection. Thus, this data may be generalized. Considering the number of families

that were additionally selected by quotas (like the beneficiaries of Legal Clinics) the proportion of problems will increase, naturally; however, in such cases we cannot speak about representative data.

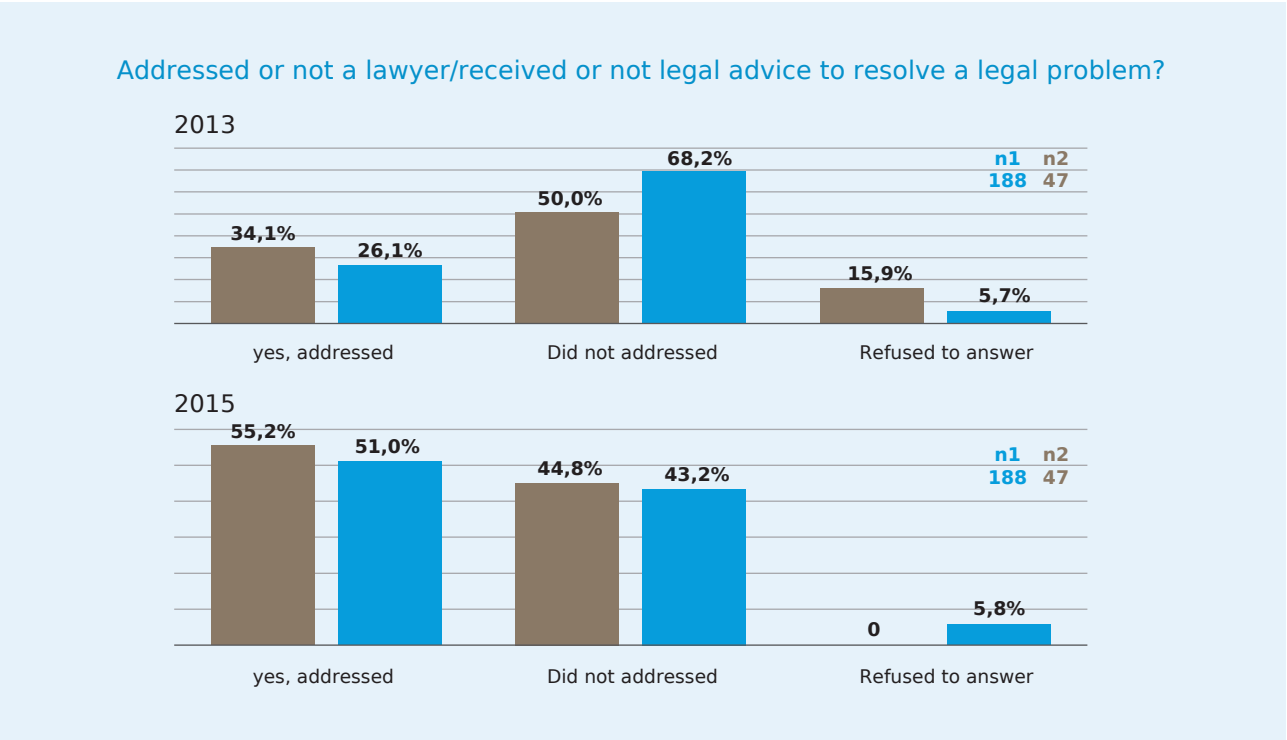


Other verified Study data once again proved that **legal services/advice is the most common approach for resolving legal problems**. Government structures and NGOs, used by target groups, provided legal consultations as assistance. Therefore, according to the Study, a majority of families with legal problems (which acted to resolve problems) (IDPs – 55.2%, and ethnic minorities – 51%) stated that they

have used a lawyer or received legal advice to resolve legal problems.

In this regard, the situation had **significantly changed compared to 2013**: in the Study in 2013, approximately 1/3 of IDP and ¼ of ethnic minority respondents confirmed utilizing the services of attorneys to resolve legal problems (See Table N4.1)

**Table N4.1**

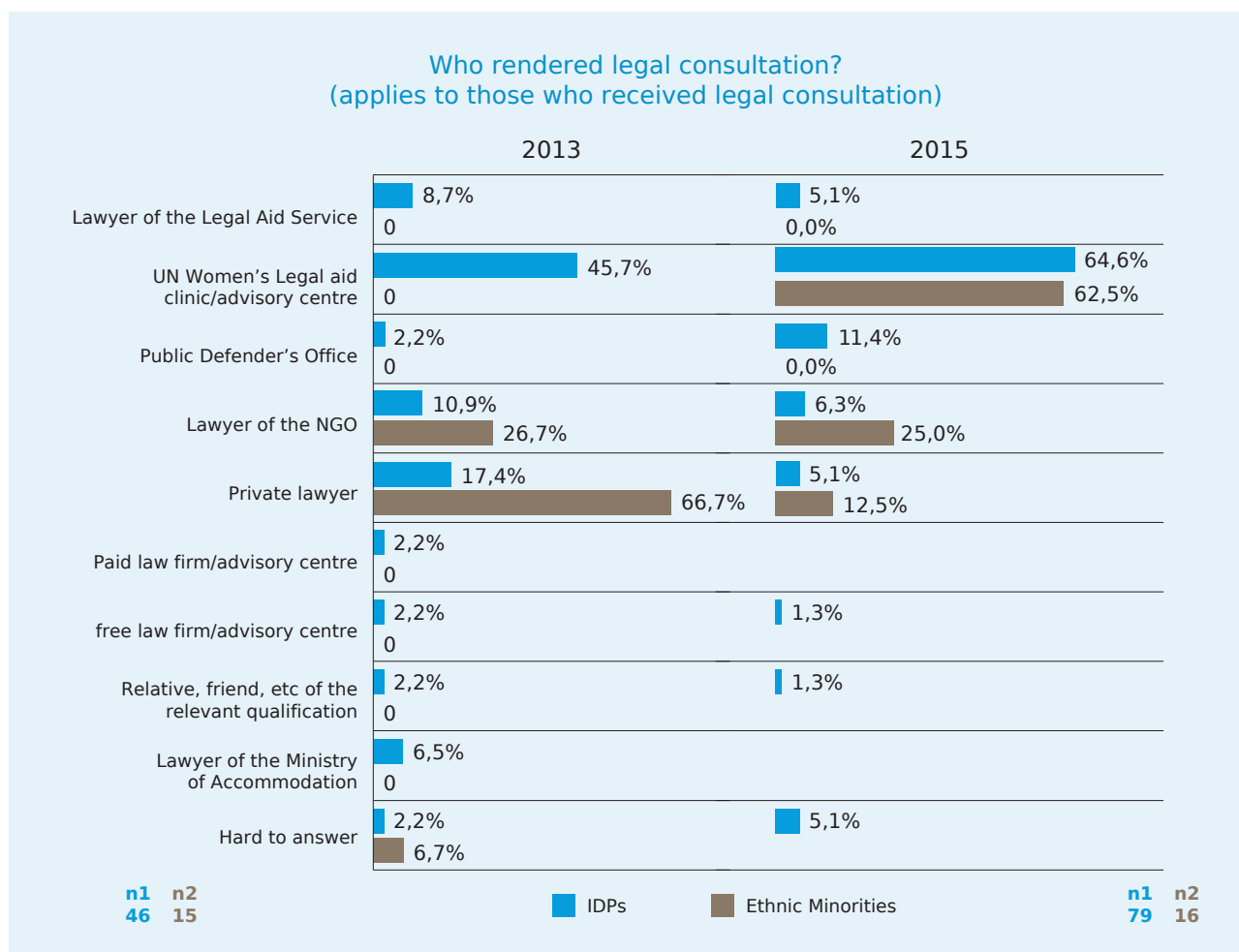


The Study shows that out of those who received a legal consultation to resolve a particular legal problem, a significant majority (more than 60%) used **UN Women’s Legal Clinics/Advisory Centre’s services**. It transpires that that this institution does not have a competitor in the form of other institutions/structures; however, representatives of both target groups, in separate cases, use NGOs, the Public Defender’s Office and private lawyer’s assistance; a small proportion of IDPs with legal problems who

used legal services (5.1%) used the State Legal Aid Service.

In this case also, the difference between results of the 2013 and 2015 Studies is evident: in 2013 among IDPs, who used legal services, 20% less people confirmed the use of UN Women’s Legal Clinic services, and no representatives of ethnic minorities used such services. (See Table N4.2)

Table N4.2



Therefore, a link between the scale of the resolution of legal problems of the target groups and the use of the UN Women's Legal Clinics is as follows:

**50.3% of IDP and 22.2% of ethnic minority families faced some sort of legal problem; approximately 2/3 used a particular method of resolution; priority is given to legal consultations, and in the majority of cases they would address the Legal Clinics of UN Women.**

What is the reason for picking **a particular organization** for legal advice? As the Study shows, the main motivator for both target groups is **financial affordability/whether the consultation is free** (42.5% of IDPs and 41.2% of ethnic minorities state this); it should be noted that, in the case of ethnic minorities other reasons were identified as well, like the possibility of a legal consultation close to home.

**Table N4.2**

What is a reason for selecting a particular person or organization for legal advice/services?		IDPs	Ethnic minorities
1	Extensive experience of a person/specialist/organization working on that particular matter	7.5%	2.9%
2	Good reputation (well-known) of a person/specialist/organization	3.7%	2.9%
3	The only available choice for me (my family)	17.9%	2.9%
4	Was advised to use a person/specialist/organization	19.4%	14.7%
5	Legal consultation affordable or free	42.5%	41.2%
6	It was possible to receive consultation close to my home	3.0%	23.5%
7	Hard to answer	6.0%	11.8%

A large number of beneficiaries - IDPs and ethnic minorities – 84.8% and 73.7% accordingly, certified receiving the **full service** required, by means of a legal consultation/service. In addition, 82.3% of IDP and 63.2% of ethnic minority beneficiaries stated that the assistance they received was timely and fast. None of them said that they paid anything for the services.

As to whether **the legal problem was resolved by means of the legal consultation**: the situation is better among IDPs than among ethnic minorities. Namely, a majority of IDP beneficiaries (56.1%) stat-

ed that the legal problems in question were fully resolved, and another 6% indicated that the problem was only partially resolved. Basically every fifth IDP beneficiary stated that a legal problem was not resolved and their circumstances did not change. Approximately a third of ethnic minority beneficiaries (34.5%) state that legal problems were fully resolved, and another 14% indicated that problems were partially resolved. A large proportion of beneficiaries from ethnic minorities (around 38%) stated that the problem was not resolved, and another 10.3% said that the situation became worse.

## ***Summary of Chapter Four***

Almost one in every three families (in both target groups) do not take any actions to resolve their legal problems. In addition, attempts to informally resolve issues (through influential persons, religious authorities, relatives, friends, etc.) are rather rare.

The most commonly used method is legal services/advice (55.2% of IDPs and 51% of ethnic minorities state this).

As it seems, Legal Clinics/Advisory Centers of UN Women are most frequently used by target groups (of those who received legal advice, more than 60% uses exactly these institutions). In separate cases, target groups rely on non-governmental organizations, the Public Defender's Office and private lawyers for legal advice. A small percentage of those IDPs (5.1%) who take advantage of legal services to resolve their legal problems rely in the State Legal Aid Service too.

The results of the 2015 Study significantly differ from those of 2013: only a third (34.1%) of IDP beneficiaries and a fourth of ethnic minority beneficiaries stated that they have used legal consultations/services; in addition, 20% less IDPs used legal services based on the results of the 2013 Study, and ethnic minorities did not use those services at all.

Financial affordability is one of key reasons for deciding on a particular form of legal consultation/service (true for both target groups); i.e. free legal services are offered. Another reason is the proximity of such a consultation to the home. It should be noted that no respondent (who used legal services) paid anything.

A majority of IDP and ethnic minority beneficiaries of legal services (85% and 74% accordingly) stated that the services rendered were complete, timely and fast.

Legal advice turned out to be more productive for IDPs (56.1% - fully resolved, 6% - partially resolved), than for ethnic minorities (34.5% - fully resolved, 14% - partially resolved).

# 5. AWARENESS OF LEGAL AID CLINICS AND ASSESSMENT OF LEGAL SERVICES

## 5.1. Awareness of Legal Clinics<sup>3</sup>

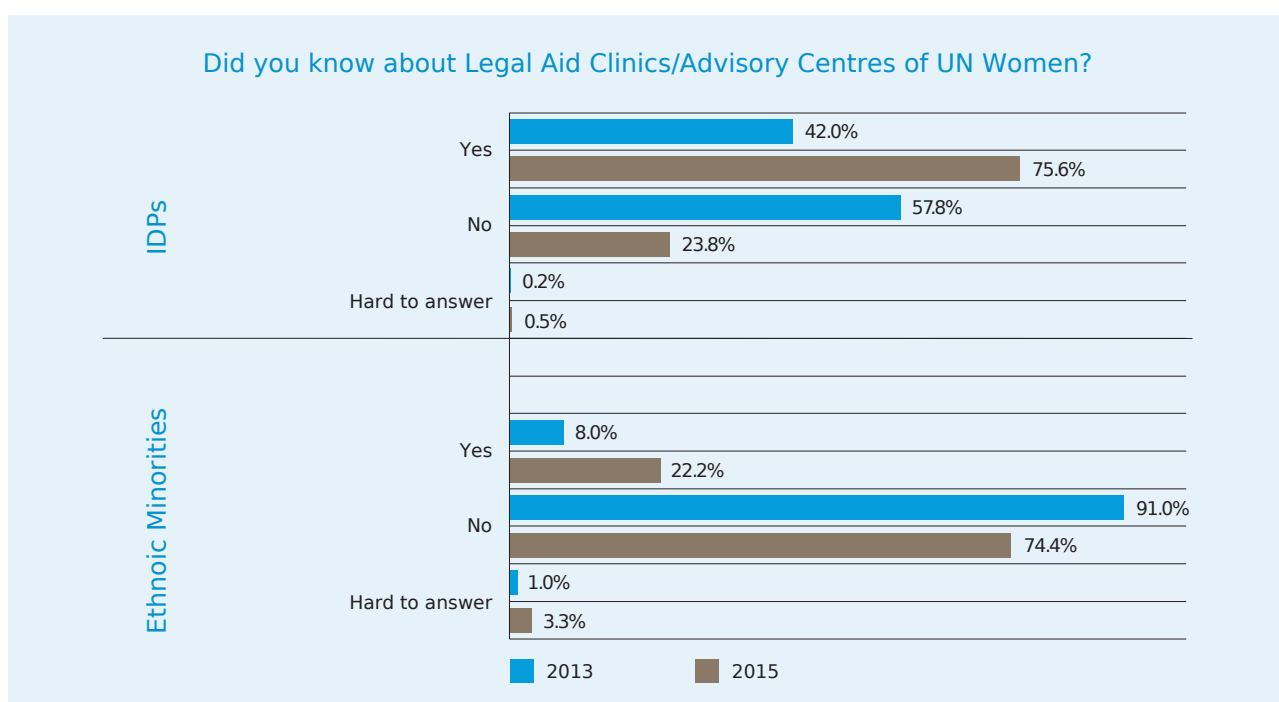
Did target groups know about UN Women's Legal Clinics/Advisory Centres rendering free advice to IDPs and ethnic minority women and their family members?

In terms of knowing about the Clinics/Centres: there is a difference between IDP and ethnic minority representatives: the proportion of informed women in

the IDP community is 75.6%, and 22.2% in ethnic minority communities.

If we compare the level of awareness about Legal Clinics with the results of the 2013 Study, we see that currently more people are informed about them: in 2013, 42% of IDPs and 8% of ethnic minorities were informed about the Legal Clinics (See Table N5.1)

**Table N5.1**



<sup>3</sup> As for awareness about Legal Clinics, data is calculated for IDP and ethnic minority families who were randomly

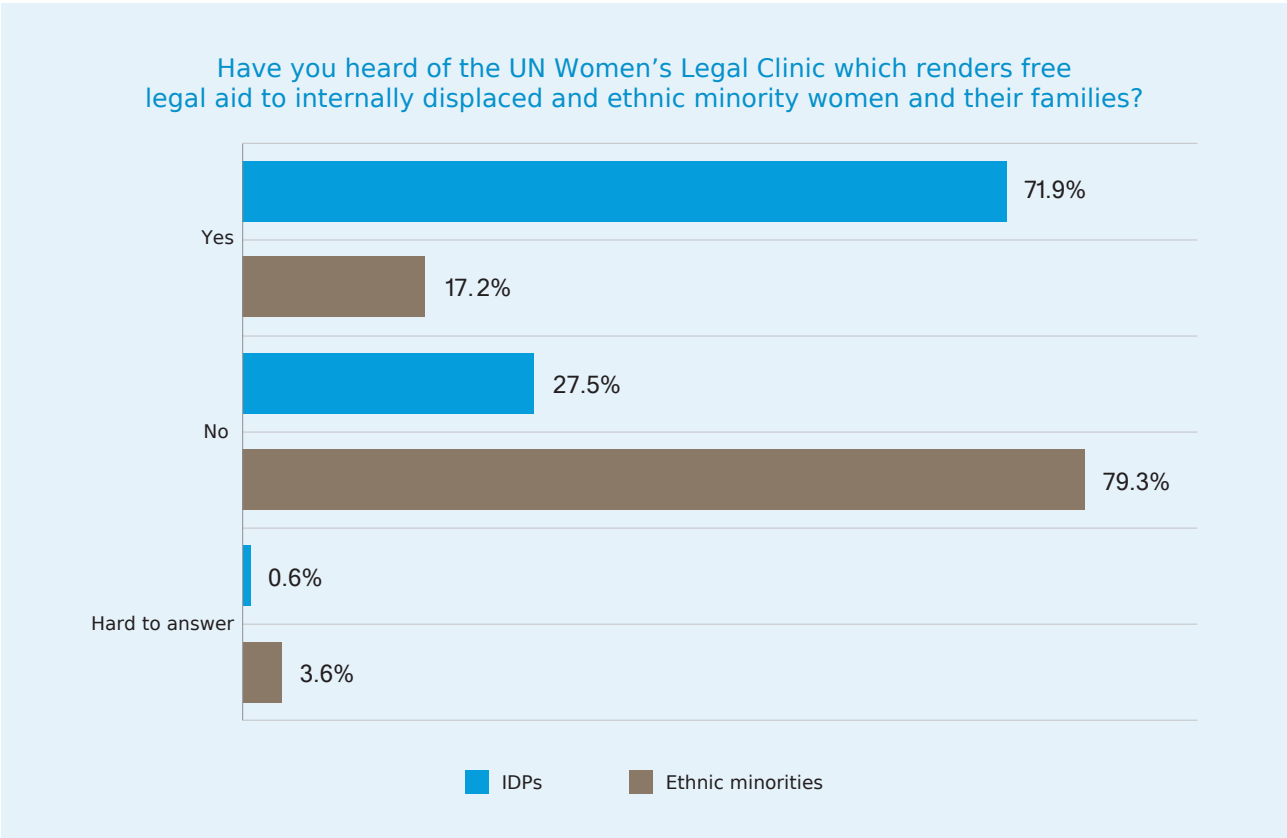
selected. Therefore, it is possible to generalize the data to the broader populations (aggregate).

It is interesting to discover whether respondents, who never used Legal Clinics services had ever heard about them.

In this case an imbalance between IDP and ethnic mi-

nority communities is evident: 71% of IDPs (of those who never used legal services of this kind) had heard about the Legal Clinics; the corresponding figure for ethnic minorities is 17.2% (See Table N5.2)

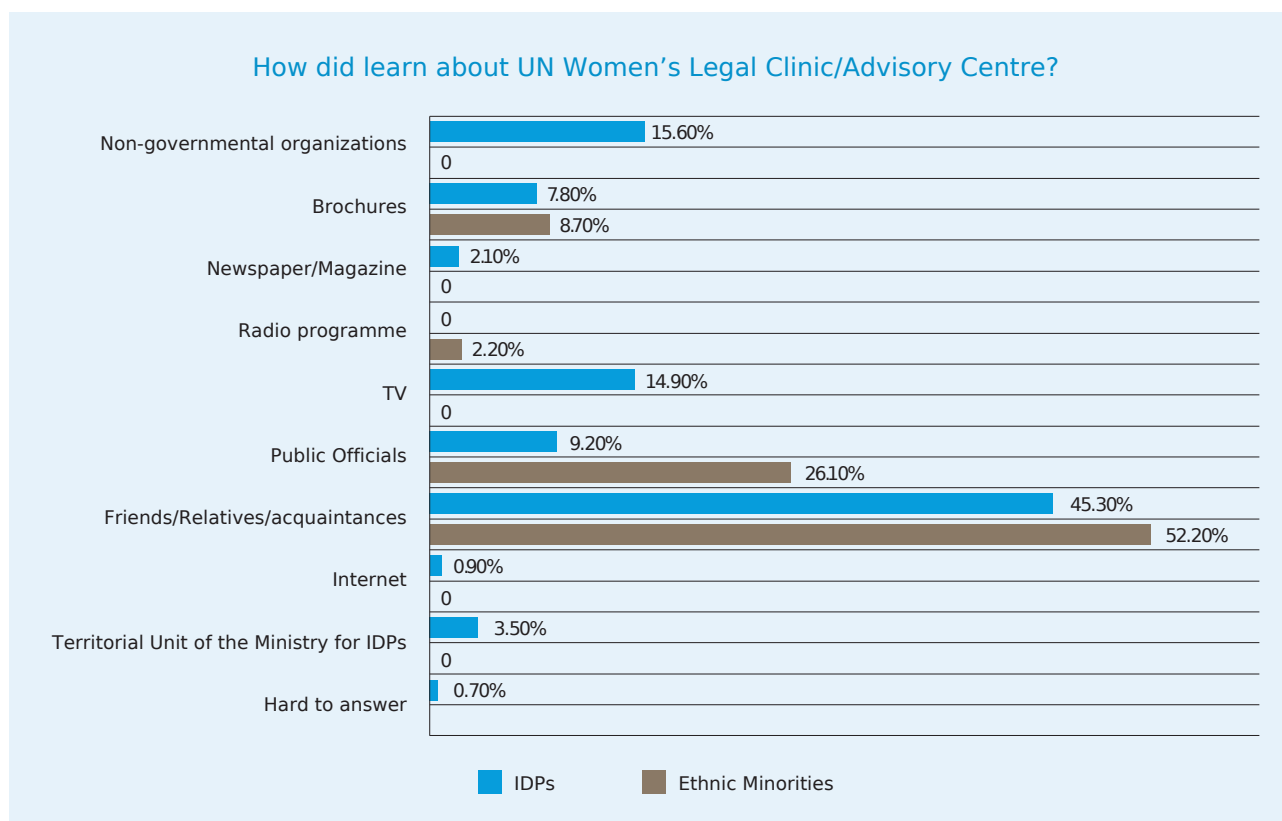
Table N5.2



Awareness about Legal Clinics among IDPs, among other reasons, can be explained by the fact that as a rule **they live in compact settlements and that facilitates the exchange and dissemination of information.**

In both target groups the sources of information about the Legal Clinics of UN Women are friends/relatives/acquaintances (45.3% among IDPs and 52.2% among ethnic minorities). In the case of IDPs, other sources of information are NGOs and TV, and among ethnic minorities – public officials.

**Table N5.3**



## 5.2. Use of Legal Services<sup>4</sup>

The Study shows the frequency of using the services of the Legal Clinics/Advisory Centres and that of the State Legal Aid Service by both target groups (the data is calculated among the respondents who knew about such services).

Results show that 17.1% of those IDP women, who knew about such services, made use of the UN Women's Legal Clinic/Advisory Centre service, and 3.1% addressed the State Legal Aid Service. In addition,

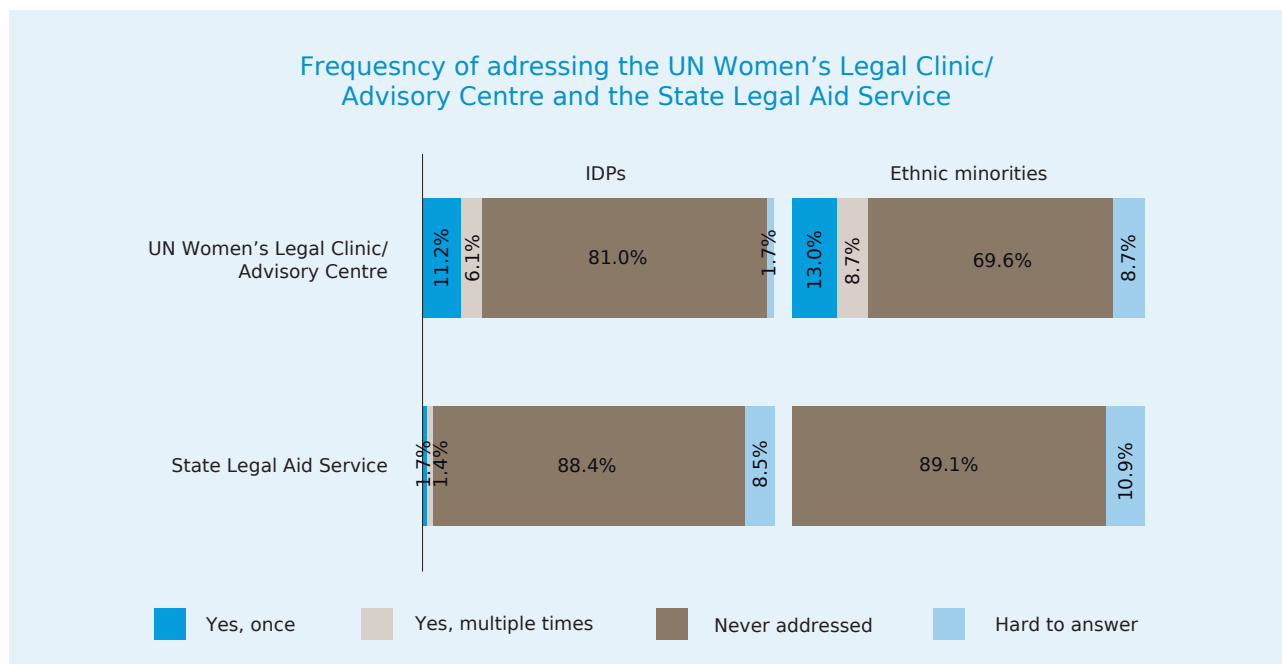
the proportion of those who utilized the services of the Clinic only once is 11.2%, and those who used it multiple times is 6.1%

As for those ethnic minority women who knew about the availability of such services, 21.7% used the services of the UN Women's Legal Clinic, and none used the services of the State Legal Aid Service. In addition, the proportion of those who used the services of the Clinic only once was 13% and those who utilized it multiple times was 8.7% (See Table # 5.3)

<sup>4</sup> As to use of legal services, data is calculated for IDP and ethnic minority families who were randomly selected.

Therefore, it is possible to generalize those data onto general totality (aggregate).

**Table N5.3**



It's true that While among the informed respondents, the number of ethnic minorities taking advantage of the services provided by the Women's Legal Clinic exceeds that of IDPs, data from the entire sample provides contrary results: namely that 13.2% of IDs and 5.6% of ethnic minorities have used the services of the Legal Clinic.

In the 2013 Study, the same data for IDPs was 4.2%, and for ethnic minorities no such families were identified. Thus, a certain level of progress in this direction is evident.

## 5.2. Evaluation of Legal Services<sup>5</sup>

The Study data shows that the respondents (IDPs as well as ethnic minority women) are satisfied with the services rendered by both UN Women's Legal Clinic/

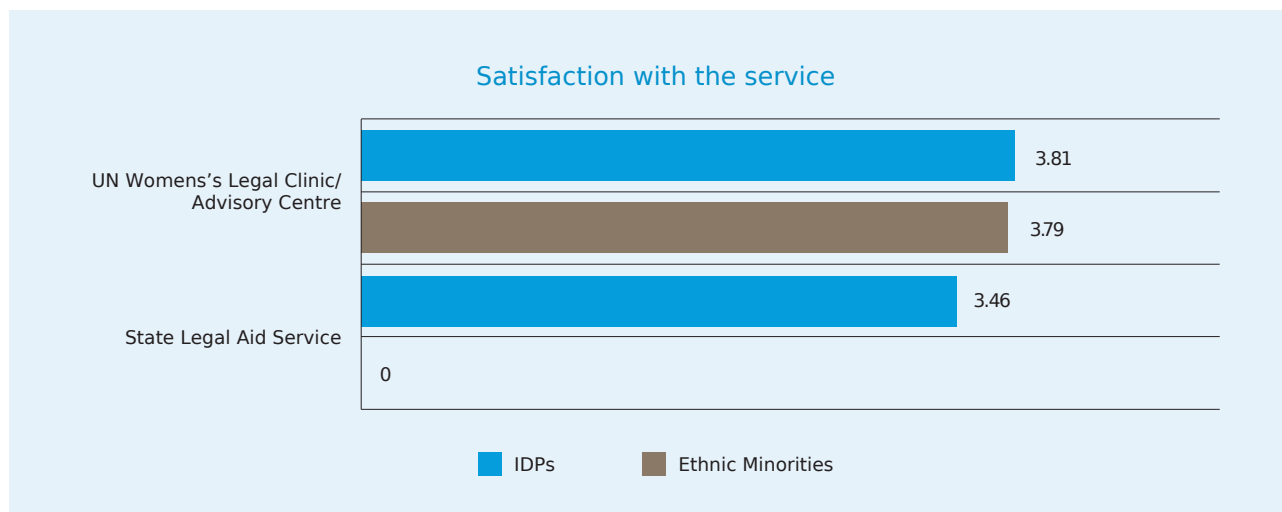
Advisory Centre and the State Legal Aid Service. The mean is in the positive area of assessment and is close to extremely positive points on the scale (mean varies between 3.4 – 3.8). (See Table # 5.4)

<sup>5</sup> Legal service assessment indicators are calculated including respondents who were purposefully selected as

beneficiaries of Legal Clinics.



**Table N5.4**



**Note:** Data is estimated based on a 4-point scale, where “1” means “very unhappy”, and a “4” means “very happy”. The neutral point of the scale is 2.5 Data exceeding 2.5 will be considered as positive and those below – as negative.

Both internally displaced women and ethnic minority women approve of the fact that the free legal assistance of the UN Women’s Legal Clinic is given to them on the premises of the Ministry for Persons Displaced from Occupied Territories, Accommodation and Refugees and the regional office of the Public Defender;

citizens do not have to go to other institutions. In this case, too, the mean is in the positive area (field) of assessment and is very close to the extremely positive point (the mean varies between 3.8-3.9). (See Table N5.1)

**Table N5.1**

	IDPs	Ethnic minorities
Is it acceptable for you that legal services of the UN Women’s Legal Clinic are rendered at the Ministry for Persons Displaced from Occupied Territories, Accommodation and Refugees and the Kvemo Kartli Regional Office of the Public Defender and that citizens do not have to go to other institutions?	Mean	Mean
	3.96	3.86

**Note:** Data is estimated based on a 4-point scale, where “1” means “very unhappy”, and a “4” means “very happy”. The neutral point of the scale is 2.5 Data exceeding 2.5 will be considered as positive and those below – as negative.

### **Summary of Chapter Five**

As for awareness about UN Women's Legal Clinics, there is a significant difference between IDP and ethnic minority women: the proportion of informed women among IDPs is 75.6%, and among ethnic minorities – 22.2%. However awareness about this institution has increased from 2013 (increased among IDPs by 35% and almost 15% among ethnic minorities).

The main sources of information are friends/relatives and acquaintances (45.3% among IDPs, and 52.2% among ethnic minorities). Other sources of information for IDPs are NGOs and TV; and for ethnic minorities - public officials.

Indicators for the use of the services of UN Women's Legal Clinic among informed respondents of ethnic minorities exceeds that of IDPs (21.7% and 17.1% accordingly); however, ultimately, if we consider the entire indicator, 13.2% of IDPs and 5.6% of ethnic minorities used the services of Legal Clinics.

IDP and ethnic minority women are happy with the services of Legal Clinics as well as that of the State Legal Aid Service. In addition, both target groups approve of the fact that the free legal services of the UN Women's Legal Clinic are rendered on the premises of the Ministry of Internally Displaced Persons from Occupied Territories, Accommodation and Refugees and the Regional Offices of the Public Defender; meaning citizens do not have to visit other institutions.

## 6. PRIVATIZATION OF IMMOVABLE PROPERTY AND OTHER ISSUES

Privatization issues were examined solely for IDP women and not for ethnic minority women. The Questionnaire covered gender distribution in the areas of privatization and ownership. One of the questions asked was whether the respondent was registered as an owner or co-owner during privatization.

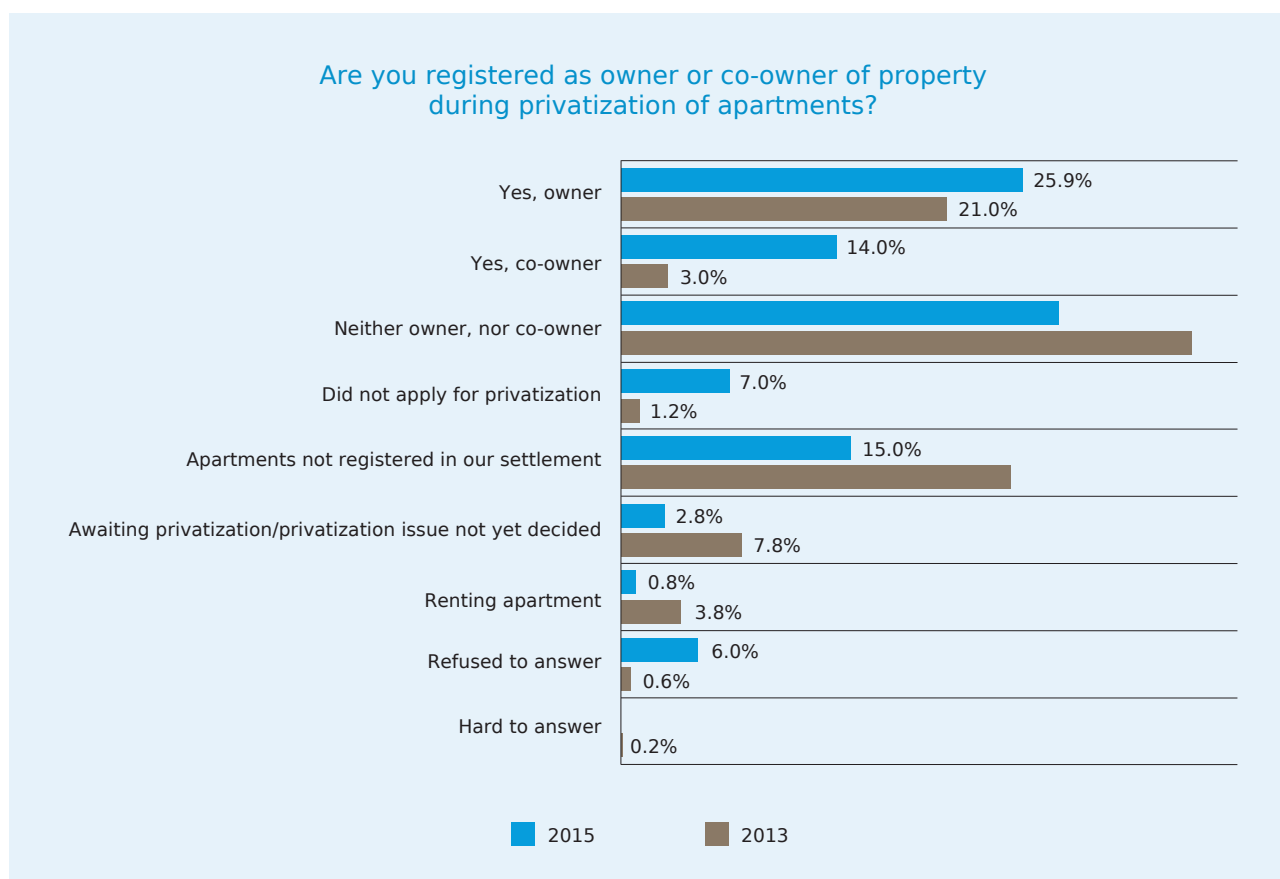
Approximately 40% of IDP women are owners or co-owner of property (25.9% are owners), and 28.5% state that they are neither the owner, nor the co-owners. In addition, 15% say that no apartments are

registered in their settlements.

Comparison with data from 2013 shows that the share of owner/co-owner women increased by 16%, and the share of women who are neither owner nor co-owner was reduced by 10%.

Data from the 2015 Study showed that the share of women who stated that no apartments are registered in their settlements has reduced by 10% (15% - 2015, 25.4% - 2013). (See Table N6.1)

დიაგრამა №6.1



As for the women who said that they were neither the owner nor co-owner, the questionnaire contained information about who actually possesses the property; the answers provided for this question show a

gender inequality. In most cases (63%), men own/possess property (husbands). Similar trends were demonstrated by the 2013 Study. (See Table N6.2)

**Table N6.1 (2015)**

Which family member is the property owner?		IDPs	
		amount	%
1	Spouse (male)	83	62.9%
2	Father	7	5.3%
3	Mother	9	6.8%
4	Son	12	9.1%
5	Daughter	6	4.5%
6	Siblings (male)	4	3.0%
7	Siblings (female)	1	0.8%
8	Grandchild (male)	1	0.8%
9	Father-in-law	4	3.0%
10	Aunt	1	0.8%
11	Brother-in-law	1	0.8%
12	Grandfather	1	0.8%
13	Uncle	1	0.8%
14	Hard to answer	1	0.8%

IDP women, who are co-owners of property, share ownership with children (39.2%), a spouse (38.3%),

parents (14.2%), grand-children (5.9%) or siblings (1.7%). Similar trends existed in 2013 (See Table N 6.2)

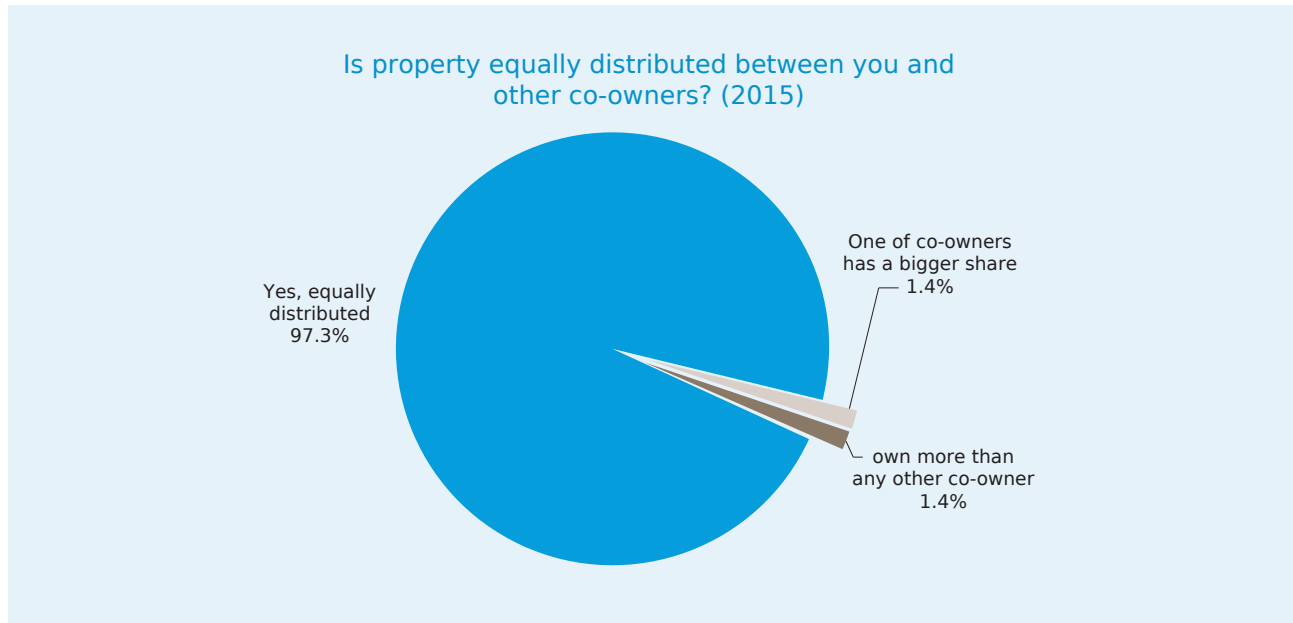
**Table N6.2 (2015)**

Which family member is co-owner of property? (Total male/female)		Total (IDPs)	
		amount	%
1	Spouse	46	38.3%
2	Father	8	6.7%
3	Mother	9	7.5%
4	Son	24	20.0%
5	Daughter	23	19.2%
6	Siblings (female)	2	1.7%
7	Grandchild (male)	2	1.7%
8	Grandchild (female)	5	4.2%
9	Daughter-in-law	1	0.8%

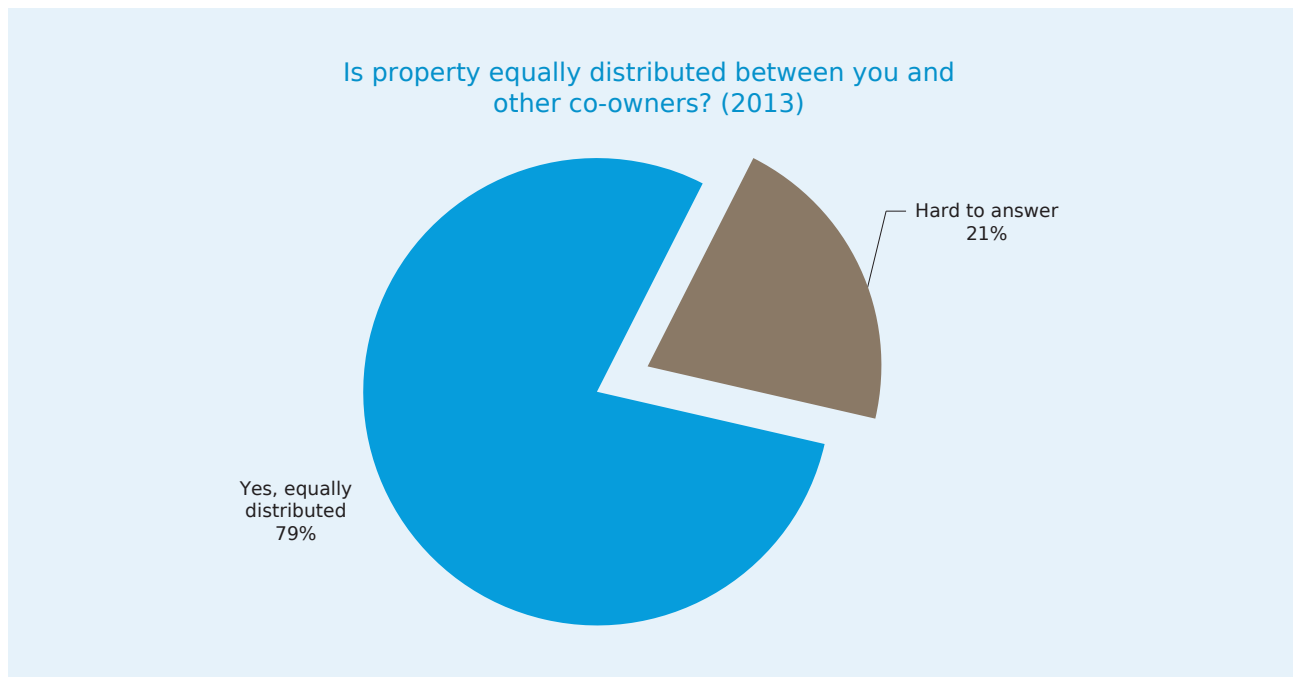
An absolute majority of women who are co-owners of property (97.3%) indicated that family property is equally shared between women and other co-owners. According to the 2013 Study data, more than two

thirds of respondents had the same answer to the question (78.9%) and the share of women who had difficulty in answering the question was slightly over a fifth. (See Tables NN6.2.a and 6.2.b).

**Table N6.2a (2015)**



**Table N6.2b (2013)**



Another question that was asked of the women was: whether they agree with this type of property distribution. 94.1% said they agree, 3.8% (13 respondents) were unhappy about such a distribution and 2.1% had difficulty answering the question.

The questionnaire also contained a question regarding the level of consent among the family members

about the type of distribution and 94.1% of women's answered this question positively. Only 3.5% (12 respondents) said that family members disagreed with this kind of division.

Similar results were registered in 2013 as well (See Table N6.3)

**Table N6.3**

Did you agree to such property distribution?		Total (IDPs) 2015		Total (IDPs) 2013	
		amount	%	amount	%
1	Yes, I did	321	94.1%	321	94.1%
2	No, I did not	13	3.8%	12	3.5%
3	Refused to answer			1	0.3%
4	Hard to answer	7	2.1%	7	2.1%

\* \* \*

Ethnic minority women were asked to answer a question about the **availability of Georgian legislation in their native language**. As the Study shows, almost a fourth of ethnic minority respondents stat-

ed that Georgian legislation was available in their language – 24.5%. Legislation was not available for 40.5%. A significant proportion of ethnic minority women (35%) had difficulty answering this question (See Table N6.3)

**Table N6.3**



Almost a fifth of the female IDP respondents claimed that they did not receive useful information regarding legal issues. In addition, in this target group three main sources of useful information were identified:

- Friends/relatives/acquaintances – 41.2%
- UN Women's Legal Clinic – 25%
- Non-governmental organizations - 19.2%

As for ethnic minority women, a lack of awareness is obvious:

- 41.5% of ethnic minority women do not/cannot receive legal information
- 45% had difficulty answering this question

Only 6.5% of ethnic minority women named public officials as a source of information and 4% named friends/relatives/acquaintances (See Table N6.4)

**Table N6.4**

What source do you use for receiving useful information on legal matters?		IDPs	Ethnic minorities
1	Non-governmental organizations	19.2%	0.5%
2	Brochures	7.8%	0.5%
3	Radio programmes	1.0%	0.5%
4	Newspapers/magazines	7.6%	–
5	Public gatherings	7.6%	–
6	Public officials	6.0%	6.5%
7	Older generation	2.0%	1.0%
8	Friends/relatives/acquaintances	41.2%	4.0%
9	Legal literature	4.8%	
10	UN Women's Legal Clinic	25.0%	–
11	TV	5.4%	0.5%
12	Internet	1.0%	
13	Do not/cannot receive legal information	17.8%	41.5%
14	Hard to answer	2.6%	45.0%

## ***Summary of Chapter Six***

The Study showed that approximately 40% of IDP women are owners or co-owners of privatized property. This data indicates an improvement from 2013 when only a fourth of IDP respondent women were owners (21%) and 3% co-owners.

As for property ownership (in cases where women are not owners/co-owners of property), the Study indicates a gender inequality in society (similar to 2013): in most cases (63%) property owners are men (husbands).

Similar to 2013, in 2015 an absolute majority of respondents (94.1%) agreed with such a division of property, and only 3.8% were unhappy about such a distribution. The same number of women also gave positive answers to questions regarding mutual con-

sent between family members on this kind of property division; and only 3.5% were unhappy and disagreed with this kind of property distribution.

As to the availability of Georgian legislation in their native language: 24.5% of ethnic minority respondents indicated that it was available. The majority stated that such legislation is not available, and knew nothing about it. As a result, the majority of ethnic minority women are uninformed about the subject: 41.5% of the group stated that they do not or cannot receive legal information, and 45% had difficulty answering this question. The situation is better among IDP women: only about a fifth of IDP respondents do not receive useful legal information. In addition, the three main sources of information were identified within that group: a) friends/relatives/acquaintances (41.2%); b) UN Women's Legal Clinic (25%); c) non-governmental organizations (19.2%).



# 7. EXPERT SURVEY RESULTS

## 7.1. General Situation in terms of Legal Service

Generally speaking, legal services in Georgia are quite active and intensive. Experts name several agencies and organizations which work on legal matters (a hot line for legal advice under the Ministry for Internally Displaced Persons from Occupied Territories, Accommodation and Refugees, State Legal Aid Service, GYLA). However, one of the respondents stated that being active does not mean that the services are of a high quality.

*"In reality, services that citizens really need are not offered. We think that it does not meet a standard required for defending the rights of certain people" (a Judge).*

According to the respondents, in comparison with previous years, the legal conditions for women have improved. Such an improvement is related to new projects (the State Legal Aid Service), as well as that of improved communication channels, which allow for the effective delivery of information to all, including women. The Legal Aid Service plays a very important role in improving the legal conditions.

*"The budget of the State Legal Aid Service increases every year, which increases coverage and allows for the opening of territorial units throughout the country" (Legal Aid).*

The role of non-governmental organizations in rendering legal services is evident. Their legal consultations play a significant role and contribute to an improved environment; however, there are obstacles preventing further improvement as legal advice is only given to certain social groups.

## 7.2. Legal Problems of IDP and Ethnic Minority Women and Access to Legal Services

Experts state that the Law provides for equal access to legal services for both men and women, but experts who have hands on experience in rendering legal services mention several factors that hinder women's access to such services. These factors include: a lack of information – in some cases women do not have information about what state legal ser-

vices are available or who to go to for legal advice and assistance, or how to apply for it. In addition, there is another type of information lacking; according to experts, a big proportion of women do not know their rights or how to protect/defend themselves legally; they know nothing about law enforcement, etc.

Together with the lack of information, a lack of economic independence plays a very important role too: this is related to a low level of awareness, since on the one hand, a large proportion of women do not have the personal material resources to pay for legal services, and, on the other hand, they do not have the information they would need about free services. Law suits, a divorce processes and other legal issues require funds. A large number of women are unable to pay the state taxes, since all funds are usually managed by the men in the family. Men have status as "Head of the Family" and that creates lots of difficulties for IDP women.

The state plays a passive role in this. It may be said that in order to save resources (to avoid contacting and signing contracts with each family member) the State legitimized the status of men as "Head of the Family" by registering properties in their name. According to the Ministry of IDPs and Accommodation, in previous years the State would register the space given to IDPs in the men's names. Although in most circumstances men are responsible for sharing the property (mainly a residential space) with all family members, such situation does not eliminate women's factual and legal dependence on men who are the formal property owners.

The lack of information is even more severe among ethnic minority women, who due to language barriers are mostly in an information vacuum and do not possess knowledge about their rights or status of affairs.

*"Such an information vacuum is more evident in the high mountainous regions, or places mostly populated by ethnic minorities, where they face difficulties in interpreting information. In fact, the problem of a lack of information is pertinent for the entire country, especially regarding rights and freedoms; but this problem is more evident in those places mentioned" (Public Defender's Office)".*

Overall, experts view the case of ethnic minorities as different from other social groups. Two positions may be considered in this regard:

- a. Those who do not have experience of working or dealing with ethnic minorities, say that everyone is equal before the law and, therefore, the law provides equal access to legal services (*"ethnic minorities may face legal problems just like locals"* – Judge); however, in the case of ethnic minorities, cultural factors play an important role too: groups are closed, secluded, they do not pay much attention to education, neither are they willing to receive a lot of information: *"ethnic minorities have different culture and traditions and for that many women get married at a young age; they do not complete secondary, vocational or higher education"* (Prosecutor);
- b. The other position involves cultural differences; however, the problem lies not in culture, but rather in language barriers and the lack of communication between the State and the civil sector, which should be corrected: *"On the one hand, the language barrier is an obstacle, on the other hand, both State and civil society are not proactive in integrating ethnic minorities into society, therefore, they are deprived of the opportunity to protect their rights"* (GYLA)

Property disputes are the most common legal problem faced by women due to the unequal distribution of jointly obtained property:

*"Jointly obtained property is usually registered in a man's name; by that the woman is neglected and it puts them in a predicament, although legally, yes, they are co-owners, but in order to defend those rights, some additional procedures are required; they do not know that they have those rights and, in addition, they cannot exercise the right because of lack of money"* (GYLA).

Property disputes belong to the group of family disputes, which also include divorce and alimony matters. In addition, a big proportion of legal problems are related to domestic violence, where victims usually are women. The level of domestic violence is rather high among IDP families. One expert explains that such a high level of domestic violence among IDPs might be the result of psychological problems brought about by the stress and trauma they have experienced in their lives. In addition, granting IDP status or its restoration as well as residential space registration are problems pertinent to IDPs only (however, these issues equally apply to women and men).

Cases of early marriages among ethnic minorities are a specific problem: *"[representatives of ethnic minorities] do not know about the legal consequences of early marriage; they do not perceive it as a crime and cannot consider the legal consequences if a 14-year old girl gets married"* (Public Defender's Office).

### 7.3. Response to Breach of Law

It is important to define the level of response women have to the above mentioned legal problems. Experts say that low-levels of reporting of domestic violence cases has cultural reasons: women have difficulty perceiving that violence against them is an offence: *"Women fail to realize that it is a problem, an offence, because they grow up in an environment where such behavior is accepted"* (Public Defender's Office). Women have a duty of patience, unless a conflict heats up to its extreme: *"There is no timely response to cases of domestic violence; a response takes place only if patience has been fully exhausted; if all other means of conflict resolution are tried; only then we see a response to DV"* (Judge).

In addition to cultural factors, another important reason for resorting to tolerating violence is financial dependence: *"there are different forms of domestic violence, one of them being financial violence and they [women] are financially dependent on their husbands. Therefore, they would imagine that they have a duty of tolerating/ of patience and that it is a normal thing"* (State Legal Aid Service)

In the case of IDP women, all of this is complemented by a specific set of living conditions, which mean that in densely populated condominiums it is impossible to live in isolation from neighbors. In such conditions, according to experts, IDP women try to hide domestic violence cases even more.

*"I recall a case in a compact settlement of IDPs; it was a small and a closed circle and a woman did not want her neighbours to know anything. Neighbours heard sounds, but they did want to let neighbours know that Police had visited, etc. In places like that women do not want to call the Police; therefore, this problem is even more hidden there. Everybody knows everything, hears and sees all, but prefers silence; as a woman believes it's a shame to use the Police against her own family member. (Public Defender's Office)"*

## 7.4. Role of the State and Challenges

In the experts' opinion, the State responds only by means of providing free legal assistance to various social groups, including IDP and ethnic minority women. 8-9% of beneficiaries are IDP women.

*"9% is general for each year, it fluctuates between 8-9%, as of 2012 we have this statistic according to which 8-9% of all beneficiaries are IDP women" (State Legal Aid Service)*

In addition, in the case of IDP women the State provides them with a Hotline, which functions at the Ministry of Internally Displaced Persons from Occupied Territories, Accommodation and Refugees. However, legal problems are not eliminated only by the existence of such services, as some causes of the problem go beyond their competence. Experts agree that one such problem is lack of knowledge and communication: information does not reach people who really need legal services. In addition, cultural and social norms should be overcome; they hinder decision-making on legal services:

*"State and non-governmental organizations shall work more intensely locally; they need the on-site services, accessible and free... they should not be afraid of being jeered, they shouldn't be afraid of going to Police" (Public Defender's Office)*

The experts' survey results identify four main directions for the State, which should improve women's conditions in Georgia:

1. **Increased access to legal services:** despite the existence of certain state services and non-governmental organizations, which render free legal services to specific groups, for many citizens such assistance is inaccessible. Experts see one of the solutions in expanding population coverage with such services. In addition, free court representation is no less important than free legal advice.
2. **Facilitating/supporting the financial and economic independence of women:** as mentioned above, a lack of finances limits women in resolving problems using legal means. This difficulty is not legal or institutional in nature, but is a material obstacle and that is why offering women various educational or vocational training will indirectly contribute to the resolution of the problem.
3. **Elimination of legislative defects:** although some experts note that the law is proper in terms

of protecting women, other experts say that still a lot should be done in this regard: *"many legislative amendments are required, legislation needs to be refined despite the fact that lately the DV law was amended and it is complemented by provisions regarding violence against women in general. In addition, important explanations were made on definitions of a woman and a girl: now these definitions have been brought in compliance with the Istanbul Convention. Despite all that, I believe that many more amendments are required and then institutional changes should be performed. (GYLA)*

4. **Increasing awareness about rights:** in some cases, and for different reasons (lack of information, traditional upbringing), women do not realize that their rights have been violated. Therefore, the State, together with non-governmental organizations, shall act to increase the level of awareness on the part of women based on a certain strategy; it will serve the purpose of effectively supplying IDP and ethnic minority women with information about their rights.

## 7.5. Engagement of Non-governmental Organizations and Legal Clinics

Experts note that in addition to state organizations, "Georgian Young Lawyers' Association", "Article 42 of the Constitution" and UN Women also actively work on women's legal issues. Although overall their work (separately and jointly) is positively assessed, their resources are limited, hence the following problems arise:

First – not all women can get legal services close to their homes as the network of these organizations is rather limited. In the experts' opinion, this is one of the factors hindering women from receiving legal services.

Second – limited resources force such organizations to limit their services to specific vulnerable groups (mostly, a focus is made on women with various status). According to experts, it leaves many women without the possibility of receiving legal services.

Third – these organizations cannot offer beneficiaries anything more than legal advice. Their free consultation does not make a difference in some cases, for women cannot initiate law suits due to financial dependence.

According to experts, the Legal Clinics of UN Women significantly affected women's legal environment. By fully concentrating on beneficiaries they successfully carry out activities. Representatives of public institutions review cooperation between the various agencies and the Legal Clinics, as well as coordination for successful resolution of cases and training delivered by Clinic lawyers. UN Women's Legal Clinics conduct field meetings which increase the accessibility of legal services, and if needed, the Clinic provides for the legal representation of the most vulnerable groups in the courts.

Some experts think that the main achievement of the Legal Clinics is the trust that they gained; it is very difficult to obtain trust in this area. One of the respondents brought an example from the practice of the Marneuli Clinic:

*"In Kvemo Kartli, namely at the Marneuli Clinic, the number of applicants in the beginning was quite low, but then the situation changed and numbers grew.... In the beginning when one starts working it is necessary to build trust, especially in a secluded community like that. It is necessary to fight and work hard to obtain trust (Public Defender's Office).*

As for specific issues, one of the successful advocacy activities of the UN Women Legal Clinic's Lawyers, is lobbying for introducing amendments to legal acts of the Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia. These amendments focus on granting IDP women the status of co-owner of their property; this removes the risk of a discretionary sale of property. Clinics successfully work on the restoration/rehabilitation of papers; which is a serious problem for IDP women. Clinics actively work on cases where after the divorce, men refuse to pay alimonies.

Experts agree that the work of the Legal Clinics matches their goals, although it is necessary to institutionalize the Clinics, which means that the Clinics shall have a solid ground for functioning – both material and human resources. It will increase the sustainability and effectiveness of the Clinics and nobody will have to fear the project's completion.

*"It is necessary to institutionalize Clinics so that they are retained... Clinics showed specific and real results and it is necessary to expand them".*

## 8. RESULTS OF FOCUS GROUPS

### 8.1. General Assessment of the Legal Environment

In each focus group, when respondents were asked to name their legal problems, they would discuss their own personal problems as opposed to those affecting the community. The discussion would always indicate one trend – group members had difficulty in identifying and formulating legal problems that which exist among neighbors/surrounding community, IDPs or ethnic minorities. They managed to identify those legal issues that concerned either themselves or their neighbors. Such issues are usually related to property rights and registration. Based on Study results, two reasons are identified:

First – **less sensitivity to the legal problems of others.** It can be said that neither IDPs nor ethnic minorities possess information about legal problems that exist in their communities. They divide problems into two categories: public issues (which you can share with others) and private issues of the person/family whom it concerns. Registration of residential space, gasification, water meters and others belong to the category of public issues, and, therefore, may concern all residents and for resolution of which joint effort is required. All other matters are considered as issues that shall be resolved without external interference.

Second – generally, low perception of legal problems. IDP as well as ethnic minority women have a difficulty in viewing their problems from a legal standpoint. In addition, it is difficult for them to speak about problems that can or cannot be resolved legally. Sometimes they would perceive hardships and unemployment as legal problems. The difficulty of distinguishing between legal and non-legal matters was demonstrated when Study participants often addressed lawyers with non-legal issues.

The Qualitative Study among IDPs identified three key problems (similar to the Quantitative):

**Problems of residential space** – The time allocated for discussions was mostly spent on discussing matters related to residential space. These problems concerned legitimizing property as well as its regis-

tration, purchase, capital improvement, etc. In the opinion of the respondents, problems are created by public agencies. A problem of legitimizing residential space is more common in cases concerning IDPs, since their residential space is not yet legitimized or they are expecting the initiation of the process by the State.

Registration of legitimized property – in this case a problem arises after the death of one of family members, the official owner of property. These difficulties mainly concern IDPs in compact settlements in Shida Kartli, so-called cottages. Respondents remembered several cases where after the death of the owner, other family members failed to register the property in their names.

**Divorce and follow-up problems:** issues of divorce are interesting for both – IDP and ethnic minority women. The issue of alimonies is a serious problem – after divorce, former husbands try to avoid paying alimony. Such action on the part of the husbands is facilitated by the fact that some employers do not obligate their employees to sign contracts, therefore such employees are able to hide their incomes.

Also, ex-husbands very often refuse to sign documents requiring the consent/signature of both parents.

**Problem of papers:** paper document related problems are pertinent mainly to IDPs, who very often need to restore lost papers, or collect various papers for IDP /socially vulnerable status.

### 8.2. Legal Status of Women

IDP women think that men and women have equal access to the legal systems; however, women are more active in resolving problems: *“Men sit at home and women resolve problems” (IDP from Rustavi)*. Respondents agree that women are fighters by nature and are more enthusiastic about various issues: *“Women can fight more than men, men usually give up easily, but women fight as much as they can” (IDP from Zugdidi)*. Despite this, some IDP women still recognize the privileged social role of men: *“A man is different (smarter); his words have more weight” (IDP from Zug-*



didi). *"I personally, had a problem at the time of promotion as I was told that if I was a man, I would not have problems"* (IDP from Kutaisi).

As for specific problems, which IDPs are concerned about, Study participants had a difficulty allocating problems from a gender standpoint, as the majority of problems are common for both men and women. However, some participants assign post-divorce problems to the category of gender issues.

Problems, to which women basically do not respond, are related to domestic violence. As respondents note, women refrain from disclosing this matter, therefore, they do not address relevant bodies for help. IDP women address the police only in extreme cases, when their life is at risk. In many cases neighbors also contact law enforcement agencies. IDP women note that domestic violence against them does not differ from general trends or that it is more frequent than elsewhere.

Ethnic minority women refrain from speaking about domestic violence. Though it seems as if exploitation of women is a normal part of family life, silent/hidden protest is notable too, which is directed to social norms defining the traditional role of women in families. As for responding to offences, similar to IDPs, ethnic minority women address the police only in extreme circumstances.

### 8.3. State Response to Problems

IDP, as well as ethnic minority, women think that the government response to their legal problems is ineffective: *"public officials should do everything to help people. It is not right that they sit there doing nothing. It is their duty to act."* (IDP, Rustavi). Some Study participants believe that negligence is quite common, and it manifests itself in not providing sufficient information to IDPs. In addition, they delay the resolution of various problems. Mistakes made by public bodies are not corrected either.

The problems of ineffective responses or admitting to mistakes are even bigger for ethnic minority women. Language barriers play an important role, as it is a precondition of effective communication. For instance, one respondent says that her statement to the Police was incorrectly translated from Azeri into Georgian and she learnt about it later; she wanted to change it but her request was rejected.

Another law-enforcement related problem is that decisions are not enforced in a timely manner.

### 8.4. Legal Clinics – Success Stories

It can be said that satisfaction with the services of UN Women's Legal Clinics is demonstrated by recommendations about the Clinic made by beneficiaries to other people. As many Study participants note, when they learn about legal problems of acquaintances, they would immediately recommend the Legal Clinic: *"I was so happy that I would recommend the Legal Clinic to every friend or relative with legal problems; I always recommend Tea [Gori Legal Clinic lawyer]"* (IDP from Gori).

It is very important for beneficiaries that Clinics are accessible and affordable for them: *"It often happened that I wouldn't know what to do and would go to Tbilisi. Today this problem is solved. I need 1 Lari only to reach the Clinic and to return home."* (IDP from Rustavi)

**Overcoming a lack of awareness and uncertainty among representative of target groups with legal problems** may be considered as one of the biggest achievements of the Legal Clinics. Although the Study shows that both IDP and ethnic minority women lack information about laws and rights, at the same time, it shows that when they use the Legal Clinics' consultations, they manage to easily resolve their own problems as well as those of others: *"this happened several years ago. One person was drafted into the army, he was 20 then, and studied at school. We went to Irma (Legal Clinic lawyer). She explained, showed provisions which said that such a person should have not been drafted to serve in the Army."* (IDP from Kutaisi). In addition, Legal Clinics help beneficiaries when they need to draft an application, or send a letter; they help in resolving problems.

Focus groups show that beneficiaries perceive the staff of the Legal Clinics as people who are open to help with immediate and other legal problems, as people who are interested in their problems and actively help: *"I was happy with Inga (lawyer of the Rustavi Legal Clinic) because she would personally come to our homes and get interested in our problems. They themselves ask about our problems."* (IDP from Rustavi).

Resolving alimony problems was named as a success during discussions. As mentioned above, former husbands use various means to avoid payment of alimo-

nies; however, focus group members brought examples, when such people were forced to regularly pay the amounts:

*"My neighbour's former husband did not pay alimonies for years. My daughter works at the NGO and she advised her to address Tsismari and Muradkhan [lawyers of the Legal Clinic]. They helped write a claim and Muradkhan accompanied her to the Court in Rustavi and represented her interests. Now her child is 10 years old and the father was forced to compensate for all years; initially they sent 2-3 warning letters, and now he pays systematically." (ethnic minority representative from Marneuli).*

*As a rule, Legal Clinics easily deal with cases on the restoration/collection of papers and I was granted status last year". (IDP from Gori).*

*"I was not in a registered marriage with my husband and that created problems for receiving status and then they helped me with collecting documents and last year the status was granted". (IDP from Gori).*

*"Teachers, who left Akhlagori and had nothing to prove their service and experience, got tired from going to local agencies; their cases were reviewed, but no solution found... I referred them to Tea [lawyer of Gori Legal Clinic] and she helped immensely – she made everybody "get on their feet", so ultimately lost papers were restored".*

*"My friend's papers burnt earlier and she restored them. I met Eka [lawyer of Zugdidi Legal Clinic] at that girl's, and since then I trust her blindly. In case of changes, I first of all call Eka, because I know she would somehow help me – she has a deep knowledge of the subject (IDP from Zugdidi).*

*"My child had meningitis and Inga [lawyer of Rustavi legal Clinic] prepared papers and the Ministry of Health allocated/paid GEL 200." (IDP from Rustavi).*

*"My child was ill, and he/she could not go to school. I owed quite a lot and wanted to transfer a child to a public school; the lawyer helped me in drafting applications in the name of the Ministry of Education and the issue was solved." (IDP from Rustavi)*

*"The Legal Clinic helped me in obtaining IDP status for my child". (IDP from Kutaisi).*

*"A girl has seven children and the husband would not*

*let her register the children as IDPs. When asked why, he answered that the Governor (Gamgebeli) said that nothing is going to come out of that, and therefore it does not make sense to try. We called Irma [lawyer of Kutaisi Legal Clinic], explained the situation to her and then Irma applied a lot of effort and did everything, she even brought the mother of the children to Kutaisi; then she went to Zestafoni and brought the children, who obtained IDP status. All of that was done with Irma's help". (IDP from Kutaisi).*

The discussion identified another important role of the Clinics: because IDP and ethnic minority women are mainly unhappy with the response of state agencies, lawyers of the UN Women's Legal Clinic are a very important resource for them, since he or she "activates" the necessary public services. Beneficiaries of Clinics perceive their lawyers as some sort of control mechanism by which it is possible to hold ineffective public servants responsible.

Lawyers of the UN Women's Legal Clinics sit in the premises of the Ministry of Internally Displaced Persons from Occupied Territories, Accommodation and Refugees, and Territorial Offices of the Public Defender. It is very convenient for IDPs as they have regular communication with the Ministry and they do not have to go elsewhere to receive legal advice. However, some beneficiaries said that it is inconvenient that they cannot have face-to-face communication with the lawyer: *"When a lawyer sits in a room with others, it is difficult to have a sincere, open conversation. In addition, a manager may give them a task and due to other business they may not pay attention to us". (IDP from Rustavi).*

*"Then I take them out and whisper because I do not want somebody to hear about my personal problems. The lawyer should have a separate room to have privacy during a conversation. It would be good if it was possible to place them separately". (IDP from Zugdidi).*

Sharing office space with the Ministry employees created another problem – beneficiaries of the Clinic perceive lawyers of the Clinic as Ministry staff. Although some respondents know that lawyers are independent from the Ministry, they do not know exactly which organization they represent. Only a few of the discussion participants knew that the lawyers they named represented UN Women's Legal Clinics. This is quite evident, because beneficiaries usually mention the name of the person giving the legal services as opposed to the organization.



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