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1. Foreword from the Minister

Identification of the needs in any field, determination of the objectives and elaboration of the optimal means for effectively achieving the results, are the best preconditions for success. Unfortunately, up to the present, the activities of the Ministry of Internal Affairs were implemented without strategic planning. Respectively, it was negatively reflected on rational use of the resources and the final results.

Since the October transition, having acknowledged the importance and necessity to institutionalize strategic planning, we have made the first step in this direction and established the Reforms and Development Agency. The main function of the Agency is the elaboration of the Ministry's short- and long-term development strategies. In the elaboration process of this particular document, along with the active participation of the structural units of the MoIA, the involvement of the society, the partner states and international organizations was very decisive. On behalf of the Ministry, I would like to extend my sincere gratitude to each of them for the support provided.

The present strategy is the clear acknowledgement of where within the system we have weaknesses, and what concrete steps need to be made to eradicate those shortcomings. The institutional change takes time and evolves with the needs of the society. This strategy is the first step in the long and endless process of pursuing excellence. The main purpose of the document is to develop such a plan of reforming the Ministry, the implementation whereof will ensure safer living environment and protection of the rights for the citizens in conformity with the standards of democratic and constitutional state.

2. Mission of the Ministry of Internal Affairs

The mission of the Ministry of Internal Affairs (MoIA) is to provide the population with security-related quality service that ensures improved sense of safety and maximum conditions of protecting the dignity and fundamental rights of each individual.

3. Principles of the Activity of the Ministry of Internal Affairs

3.1. Legality

Rule of law is a fundamental principle of the constitutional state. Whilst operating, each police officer has to incorporate the principle of legality in the first place. One of the major priorities of the Ministry is to conduct the activity of the law enforcement structures only within the frames of the Constitution, Laws and the subordinate legislation. No individual or agency should stand above the Law. Any police officer or official will be responsible before the court in case of violation of the rules established by the legislation.

3.2. Humanity

The major principle of the present law enforcement bodies is the principle of humanity. The Ministry of Internal Affairs will direct its efforts specifically to prevention of the vicious practice of torture, inhuman or degrading treatment. Police will be able to gain trust and respect of the civil society only through the human and ethic treatment.

3.3. Justice

In the fulfillment of the law enforcement duties, a police officer has to treat any individual impartially and objectively. For ensuring the public order he/she is obliged to select the measures that minimally restrict the human rights and thus follow the principle of proportionality. Use of force is only authorized as an exceptional measure, within reasonable limits, and only when achieving the legitimate goal is otherwise impossible.

3.4. Transparency

Police activity should be public and transparent. Any individual should be given the opportunity to execute the right provided by the law – to become aware of the public information kept at the Ministry of Internal Affairs. Closed system creates the perception of violence and illegality among the public; Accordingly, the MoIA will take active steps for increasing the public awareness, engagement in ongoing process and cooperation.

4. Priorities of the Ministry of Internal Affairs in 2013

4.1. Reforming the System of the Ministry of Internal Affairs

4.1.1. Depoliticizing the Ministry

Over the last years, the Ministry of Internal Affairs underwent the significant reforms. Respectively, police gained certain trust from the society. Despite this, the issue of politicization of police and security service remained to be the major problem. Law enforcement structures represented one-man rule regime. The government could use them at any time with the purpose to extend its being in the power, to exert pressure upon the citizens and the judicial branch, as well as to persecute political opponents.

The main objective of the new leadership is to depoliticize the Ministry. It represents the main foundation of the democratic system and envisages establishing independent and impartial law enforcement structures instead of the politicized ones. Respectively, the MoIA will become the organization oriented at the society with the major goal to protect the rights and ensure security of the citizens. The police will fulfill its duties by observing the law, democratic standards and the ethical norms. All that can only be achieved through depoliticization.

4.1.2. Restructuring the Ministry

Since November 2012, for achieving depoliticization and better performance of the Ministry of Internal Affairs, significant restructurings have taken place. The Constitutional Security Department (CSD) and the Special Operational Department (SOD) were abolished.

Constitutional Security Department (CSD) was the major mean of oppression and persecution of the political opponents by the ruling team. The police and security functions were mixed within it. It had no legal mechanisms of regulating its activities (had no statute) and was thus totally uncontrolled structure. After the abolishment of the CSD, the Anti-corruption and the State Security agencies were established.

The Anti-corruption Agency carries out revelation of conflicts of interest in the public service and the fight against corruption and malfeasance by officials.

The State Security Agency forecasts the threats to the country, identifies and responds to crimes against the state, and ensures protection of the constitutional order from forcible substitution with non-constitutional one.

The Special Operative Department (SOD) duplicated the Criminal Police functions. After the abolishment of the SOD, the newly established Central Criminal Police Department will carry out those functions. The latter, is also entitled to implement operative-searching and investigative activities determined by the Georgian legislation.

4.1.3. Establishing the Reforms and Development Agency

The main purpose of establishing the Reforms and Development Agency is the institutionalization of policy and planning process as well as coordination of the reforms' implementation and monitoring.

The Agency, in coordination with respective structures, will elaborate strategic documents, development policies and plans of the Ministry. It will plan the reform processes and coordinate the monitoring thereof. It will work out mechanisms for co-participation of police and society for ensuring the transparency and accountability of the system. The Reforms and Development Agency will also closely cooperate with the law enforcement agencies of foreign states and international organizations for sharing knowledge on their best practices. In 2013, the Agency will elaborate the Long Term Strategy of the Ministry of Internal Affairs of Georgia.

4.1.4. Elaborating the Long-Term Strategy

Until recently, the development of various directions of the Ministry of Internal Affairs of Georgia was mostly grounded on spontaneous and hasty decisions by certain individuals. Over the years, no development strategy existed at all; no assessment and analysis of capabilities were conducted, that would enable the Ministry to reveal deficiencies, needs and to rationally allocate the resources.

Reforms and Development Agency, based on existing capability analysis, will elaborate the long term development strategy of MoIA. The document will define the principles, goals, objectives and priorities of the Ministry for the coming years.

4.1.5. Establishing Community-oriented Police

The major priority of the reform of the Ministry of Internal Affairs is the establishment of the community-oriented police. For ensuring public order and safety, the police shall carry out its activities in partnership with the community. While the police is in charge of preventing and reducing the crime, the community has also to acknowledge its own responsibilities in this field. Modern police, first and foremost, shall be focused on the community and its needs. The policing shall be deemed as provision of public service, based on the principles of accountability and respect of human rights. Precisely, the relationship of this kind between the police and the community enables tackling the problems of the latter.

Despite some changes in MoIA system, over the years the police was marginalized from the community. One of the main objectives of the reform is to reduce this distance and deepen cooperation between them. This new form of relationship should be based on mutual respect and trust. It is necessary that the activity of each policeman is oriented at the community, so that police itself becomes the provider of quality service. To this end, the police must maintain permanent contacts with the community. This in turn will enable determination of the latter's urgent problems and needs, identification of priorities and taking reasonable measures for their resolution.

The community itself has also to be actively involved in the police activities to decrease the number of offences, prevent the crime and increase the index of crime exposure. The partnership attitude of this kind will ensure provision of the high quality service to the community by the police. Only through the cooperation of this kind will the police gain trust among the citizens.

4.1.6. Introducing Accountability and Transparency; Ensuring Involvement of the Civil Society

One of the priorities of the reform is the introduction of transparency and accountability within MoIA system. Despite construction of many transparent buildings, the Ministry was perceived as one of the most closed public agencies. Involvement of the civil society in its activities was quite minimal, while the public awareness thereof was unsatisfactory. Respectively, no mechanisms of public control over MoIA existed.

The vision of the current leadership of the Ministry is to establish the community oriented law enforcement system that will serve the public for ensuring the public order and security. With this in view, the society has the right to exercise permanent control over the activities of the Ministry and their compliance with the public interests. Bearing that in mind, the Reforms and Development Agency actively works on elaboration of new mechanisms for cooperation between the Ministry and the civil society. The reform envisages to improve the degree of accessibility to Ministry reports by the public, and to engage the civil society at various stages of the MoIA activity. Meetings between the civil society representatives and the Ministry leadership will be held on the regular basis. This in turn will promote transparency of the agency, will increase the degree of confidence therein and strengthen public control over it.

4.1.7. Institutionalizing Policies and Procedures

Institutionalization of the policies and procedures is vitally important for effective and proper functioning of the MoIA. These policies and procedures provide guidelines for uniformity and standardization of the employee practices. The Ministry has not devoted significant attention to addressing this issue before. On one hand the policies and procedures themselves were imperfect, while on the other – they were not applied in practice. It resulted in the lack of standardization of actions by police officers in resolving identical situations. It also indicated at the ineffectiveness of the instruction system, which in turn was negatively reflected on the outcomes.

Police activity contains risks. To protect others' and own life, a police officer shall be able to make independent, prompt and reasonable decisions. Hence, each police officer, without exception, has to be aware of relevant policies and procedures. It is equally important to monitor the fulfillment thereof.

The reform of the MoIA system envisages renovation/development and institutionalization of the policies and procedures, as is the practice in the developed countries. Special attention will be devoted to elaborating the mechanisms for communicating policies and procedure to each police officer and controlling their implementation. Initially, it is important to renew/develop policies and procedures in areas such as employee conduct, search and seizure, arrest, use of force and firearms, operation and use of police vehicles, etc.

These measures will improve the quality of the police service to the community and ensure perfection of management and internal control system.

4.1.8. Improving Human Resources Management

Despite positive steps towards improving the HR, the absence of the modern human resources management system still represents a significant challenge. Within the reform the MoIA will elaborate the human resources management policy. This process embraces the improvement and institutionalization of such issues as personnel recruitment, assessment, promotion, accountability and professional ethics and other standard operational procedures. The Ministry will determine the scale and role of the civilian participation within the system, and will elaborate the new Police Code of Ethics.

Particular attention will be devoted to improving the skills and competences of the specialists engaged in human resources management. In this regard, with the participation of local and international experts and with the support of donor organizations, special trainings, courses and workshops will be regularly held.

4.1.9. Anti-discrimination Policy of the Ministry

4.1.9.1. Engaging the representatives of ethnic minorities

Georgian population has always been characterized by ethnic and religious diversity. MoIA acknowledges that the establishment of the community-oriented system is impossible without active involvement of the minority representatives. Respectively, recruiting them is one of the main priorities. The Ministry attaches special importance to engaging minority representatives in the law enforcement activities in their respective regions. They know local traditions and needs well and therefore represent the great value for the Ministry. As a result of this approach, the number of minority representatives at the ministry has been growing. The number of Azeri policemen in 2007 was 152, whereas in 2012 it reached 300. Within the same period the number of Armenian minority representatives increased from 323 to approximately 500. These are the figures provided by the minority representatives.

For the fast adaptation within the MoIA System national minority representatives are learning Georgian language at the MoIA Academy.

4.1.9.2. Gender equality at the ministry

Ensuring the gender equality is one of the main directions of MoIA policy. The Ministry acknowledges that the formation of flexible and effective system can only be achieved in observation of the principle of gender equality. Males and Females are equally capable of fulfilling their obligations. Moreover, in some cases, such as diffusion of conflict situations, prevention and revelation of domestic violence, the participation of female police officers is far more effective.

The MoIA pays great attention to the recommendations of international organizations on gender equality. It should be noted, that with the support of the UN, Regional Police Women Association uniting approximately 90 female officers was established in one of the regions of Georgia. The Ministry is also involved in the implementation of the “2012-2015 National Action Plan of the UN Security Council Resolutions (1325, 1820, 1888, 1889, 1960)” determined by the resolution of the Parliament of Georgia.

Still, there is insufficient knowledge of the gender equality issues within the MoIA. In addition, the representation of female employees at the high- and lower-level positions is disproportionate. Females make approximately 12.5% of total MoIA staff. Among them, 35 are holding senior level positions, 126 occupy mid-level posts and the rest are represented at the lower levels.

It is necessary to increase the awareness of gender equality issues throughout the MoIA. With the aim to conduct respective trainings and workshops the Ministry will intensify cooperation with international and non-governmental organizations. It is non-less important to increase the role and representation of women in general. It will develop the reliable relationship between police and the society. Respectively, the Ministry will ensure equal employment opportunities for both gender representatives.

4.1.10. Protecting Human Rights

4.1.10.1. Policing and human rights

The Ministry of Internal Affairs guarantees the safety of the society, ensures the public order, crime prevention and suppression. For ensuring the security of the citizens, the police is authorized to resort to enforcement measures, including detention. However, it does not mean that an offender may become a bare object for combating crime. Any individual, including an offender, possesses the fundamental rights duly guaranteed by the Constitution. And the police, respectively, at all stages of its activities must respect the personality and dignity of the offender.

The goal of the Ministry of Internal Affairs is to maximally protect human rights in the process of implementing its duties. In particular, any police measure should be grounded on the principles of legality, respect for personality, honor and dignity of an individual, as well as on humanity and publicity. The key point is the existence of a citizen with duly respected dignity.

The special attention in the police activity will be devoted to enforcing the principle of proportionality. For ensuring the public order the police is entitled with many powers, among them - the use of force. However, it does not mean that the latter is at all times permitted. A police officer shall select such a measure that minimally restricts human rights and public interests. Stricter measures shall only be resorted to when the achievement of the legitimate objective is otherwise impossible. It shall be noted, that the police may use force only in case of necessity, but still within the reasonable limits. However, previously there were number of cases with excessive use of force by police resulting in the loss of human lives. Frequently, the applied force was disproportionate with the crime gravity and offender's capabilities. Thus, special attention will be devoted to enforcing the principle of proportionality by the police.

4.1.10.2. Protecting human rights in temporary detention isolators (TDI)

Protecting human rights gains special importance in the temporary detention isolators. From the very moment of detention, the Government undertakes responsibility for physical and mental health of a detainee. In this regard, MoIA conducted the needs assessment of TDI system and the detainees as well, commenced the installation of video surveillance systems, took into account the existing practice and the recommendations of local and international organizations such as: European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (CPT), Working Group on Arbitrary Detention (UN), Public Defender of Georgia, Human Rights Watch, Georgian Young Lawyers Association (GYLA) etc. Consequent changes are planned in various fields, including human resources, infrastructure and legal framework. The reform is aimed at establishing international standards of protecting human rights, suppressing inhuman or degrading treatment and ensuring maximally safe environment for the detainees.

For improving the quality of protecting human rights and security, in the framework of the reforms the following changes will be implemented in the Main Division of Human Rights and Monitoring:

4.1.10.2.1. Monitoring enhancement

- **Structural enhancement.** To safeguard elimination of ill-treatment and ensure the proper conditions for detainees, the capabilities of the Monitoring Division have been enhanced, including increase in the number of employees and their functional capacities.
- **Video Surveillance.** To ensure protection of detainees' rights and safety, the installation of video surveillance systems will continue in all TDIs.
- **Electronic Software.** In order to make the video recordings and live webcasting from all TDIs available to the monitoring division, new electronic software will be introduced.

4.1.10.2.2. Infrastructure rehabilitation

Renovation works in the TDIs will take place country-wide coupled with the improvements of heating systems and sanitary conditions where necessary. Detainees will be provided with new beds.

4.1.10.2.3. Human resources

- Increasing the number of employees, including female contingent. With the purpose of protecting the rights and ensuring the safety of detainees, the number of TDI staff will be increased. To achieve gender balance and guarantee that TDI regulations (concerning external examination) are duly followed with regard to female detainees, women officers will be recruited.
- Training – To avoid any type of mistreatment against the detainees, the relevant trainings, including training in international human rights standards for the TDI personnel, will be organized periodically.
- Improving medical service – medical personnel will be retrained and medical services will be improved.

4.1.10.2.4. Improvement of legal framework

Amendments to the legal framework will be made to harmonize it with the international standards. Regulations concerning video control and monitoring are being elaborated in compatibility with international legislation. Also, the recommendations concerning reduction of the administrative detention sentence are being discussed.

4.1.10.2.5. Strengthening the cooperation

MoIA is planning to strengthen cooperation with the human rights institutions, and with the purpose to make the TDI system transparent to the extent possible, encourage their participation in the monitoring process.

4.1.11. Implementing Legislative Amendments

The main legal instrument regulating police activity in the country is the “Law on Police” adopted in 1993 - a remnant of the “Law on Militia” of the Soviet time. Considering the existing reality, MoIA is working on the new law that will replace the existing one.

4.2.Ensuring Public Order and Safety of the Citizens

The main objectives of the Ministry of Internal Affairs are to ensure public order and citizens' safety, to reduce the number of crimes and offences. These are the preconditions for guaranteeing citizens' freedom, development and social welfare. A strong and effective law enforcement system is needed to ensure constant readiness against criminal actions, to take adequate measures thereto and, if necessary, to respond in due manner to the community needs. There are a number of challenges, which can be managed only by the joint efforts of the public and the police.

4.2.1. Challenges

4.2.1.1. Juvenile involvement in criminal activity

The cases of juvenile involvement in crimes such as hooliganism, theft, robbery, burglary, murder, etc. are frequent. In this regard, the Ministry should focus on reducing the crime committed by juveniles, who are in conflict with the law. In order to prevent juvenile crime and avoid its recurrence, their re-socialization and reintegration into the society are necessary. Crime prevention and school involvement programs will help, in turn, to solve the above-mentioned problem.

4.2.1.2. Low percentage rate of the solved crime cases against property

Crime against property is the most common type of economic crime, resulting material property damage. Theft amounts to one of the most vivid examples of this type of crime in Georgia. It has a high percentage rate of unsolved cases.

4.2.1.3. Domestic violence, including violence committed against women and juveniles

Domestic violence occurrence in Georgia is mainly a result of poor social conditions and other relevant factors. It is mostly expressed in different types of abusive behavior, committed against women and juveniles. This crime frequently occurs in private, confined spaces, where its identification and subsequent reaction thereto is generally impossible without a victim report. In this regard, co-operation based on mutual trust between the police and the society is needed.

4.2.1.4. Drug-related crime

Involvement in this crime is motivated either by gaining material profit, as well as by personal consumption and other factors. A drug addicted person is a potential criminal, since, in case of lack of money for purchasing narcotic drugs, the risk of committing a crime by a drug addict for the purposes of obtaining money is relatively high. The situation is even more complicated as drug addicts often try to involve others in drug consumption. This action is motivated either by gaining material profit or by getting narcotic drugs from them. Fight against this crime needs a complex approach. (see chapter 4.7.)

4.2.1.5. Lack of public awareness

Effective crime prevention and its eradication are only achievable through joint efforts of the law enforcement agencies and the society. This process is largely hampered by the low level of public awareness and of legal accountability in the society. Public is often indifferent to the facts of crime. It is necessary to ensure public involvement in the fight against crime. It can be achieved by increasing the level of its self-awareness.

4.2.1.6. Necessity for improving MoIA personnel qualification

In some cases insufficient qualification of law enforcement personnel is an obstacle for crime prevention and its eradication. The fight against various crimes requires having relevant skills, as well as having regular retraining for mastering new methods of combating crime.

4.2.1.7. Necessity for updating material-technical means of MoIA

In order to conduct effective crime prevention, operative-search and investigation activities, it is necessary to improve material-technical capacities of the Ministry, including the introduction of the modern security electronic resources. Moreover, the lack of innovative equipment of forensic-criminalistics units hinders solving certain types of crime and consequently, impedes their eradication.

4.2.2. Priorities for 2013

In the fight against crime, The Ministry of Internal Affairs of Georgia pays huge attention to crime prevention. The Ministry recognizes that the concentration on risk factors of crime is more effective, than the standard methods of responding thereto. It is important to focus on ensuring long-term peace, security and order, instead of being oriented on short-term effects. For crime prevention purposes, it is necessary to work intensively with the society, including with educational institutions, in order to explain negative aspects of crime to the whole society.

From the prevention and response to crime standpoint, there is the necessity for further developing the law enforcement agencies' capacities by improvement of personnel qualification, as well as by modernization of technical equipment.

The priorities are:

4.2.2.1. Preventing the juvenile crime

Special attention will be devoted to conducting interactive discussions and seminars at schools and other educational institutions on the causes of crime, threats and consequences thereof. In order to avoid juvenile crime recurrence and consequent adult criminal career, relevant measures will be taken for their re-socialization and reintegration into the society.

4.2.2.2. Increasing public awareness in the fight against crime

Preventing and fighting against crime is effective only when the society is involved in this process together with the law enforcement agencies. In this regard, huge attention is devoted to individual responsibility of citizens. The Ministry of Internal Affairs will carry out information campaigns to raise awareness and achieve citizens' involvement in the fight against crime.

4.2.2.3. Elaborating mechanisms for intensive contacts with the society

Significant attention will be devoted to elaborating the mechanism for intensive contacts with the society. In order to conduct effective community-oriented policing, district police officers shall have regular contact with the population living on the territory of their jurisdiction. This will help identify the existing needs and problems, in order to achieve their further solution.

4.2.2.4. Increasing the visibility of patrol police in the society

It is essential to increase the number of "front-line" police officers in order to prevent and effectively respond to the crime.

4.2.2.5. Integrating the principles of human rights protection and humanity in the police activities

More attention will be devoted to the protection of the rights of the victim as well as of the defendant, while conducting official duties. Police officers will be trained regarding the issues of proper treatment of victims and defendants. In this regards, co-operation with donor organizations and the non-governmental sector will be enhanced.

4.2.2.6. Fight against domestic violence

One of the main tasks of the police will be prevention and instant response to the violence and crime committed on the basis of domestic conflicts. Huge attention will be devoted to establishing trust-based co-operation with the victims. This will enable law enforcement officers to obtain information on unreported crimes and on the cases intimidating the victim. In this regard, to prevent domestic violence and conduct effective response thereto, increasing the women representation within the police is important. In order to raise public awareness, meetings and interviews will be held with the society. With the support of the non-governmental sector and donor organizations, the MoIA will conduct relevant information campaigns.

4.2.2.7. Improving the Ministry of Internal Affairs personnel qualification

Effectiveness of the fight against crime largely depends on the qualification and skills of the law enforcement agencies' personnel. Fight against specific crime requires having relevant competence. The MoIA will devote significant attention to improving professional skills of the Ministry personnel. They will undergo systematic trainings in relevant fields.

4.2.2.8. Modernizing material-technical base of police structural units

The MoIA structural units will be equipped, where possible, with modern equipment in order to effectively conduct crime prevention, operational-search and investigation activities. In order to strengthen the security, it is important to increase the number of means of electronic surveillance. Overall, these measures will contribute to solving crime on hot pursuit and conducting adequate response thereto.

4.3. Ensuring Road Safety

Road Safety is an important component ensuring public order and security. Over the last years positive steps have been made towards enhancing the road safety. Soviet-type corrupted road police was replaced by Patrol Police that have soon won the trust among the public and played significant role in preventing road accidents and responding to the breaches of the law.

Partial modernization of the roads in the country conditioned the need to improve the road safety. The number of accidents caused by excess speed, drunkenness, negligence of traffic safety rules and other factors is quite high. Respectively, it is reflected on death toll, severe bodily injuries and material loss.

4.3.1. Challenges

4.3.1.1. Negligence of the traffic safety rules

High death toll and injuries on road sections are to a large extent caused by excess speed, drunkenness, fatigue, negligence and other related factors.

4.3.1.2. Insufficient safety measures on high risk road sections

The high risk road sections are not sufficiently equipped with modern safety facilities. This in turn impedes the prevention of road accidents.

4.3.1.3. Lack of Patrol Police crews and modern equipment

Lack of police crews leads to poor visibility and insufficient covering of highways and populated areas. It is negatively reflected on prevention of road accidents and timely response thereto. Besides, shortage in modern equipment hinders collection of the road accidents data, namely, determination of their exact location and the causing factors. Respectively it results in improper statistics and makes identification of high risk road sections hardly possible.

4.3.1.4. Lack of automated road traffic control systems

Lack of automated traffic control systems, along with other factors, causes traffic congestion. Currently, only few among active traffic lights, are integrated into united automated road traffic control system. With this in view, renovation process of traffic control system should be accelerated.

4.3.2. Priorities for 2013

The main objective of MoIA is to reduce the number of crashes and the severity thereof. For this purpose the priorities for 2013 are:

4.3.2.1. Increasing public awareness on road safety issues

With the aim to reduce the number of road accidents, MoIA will launch respective information campaigns for complying with road safety regulations and informing the audience about the outcomes caused by the breaches thereof. Special attention will be paid to increasing pedestrians' awareness.

4.3.2.2. Introducing/modernizing the traffic safety systems

The MoIA, within its competence, will take part in marking and providing road sections with appropriate regulatory signs, in developing automated road traffic control systems. Modern electronic road safety systems will be installed based on the availability of the resources. Special attention will be paid to increasing safety measures at high risk road sections, including school adjacent areas, public transport stops, public gathering places and railroad crossings.

4.3.2.3. Improving capabilities of Patrol Police

The vehicle fleet will be renewed and number of qualified personnel will increase. It will increase the coverage areas and respectively the visibility of the police. This will contribute to accident prevention as well as timely response. Along with an increase in the number of crews, the acquisition of modern technologies will ensure collection of the detailed information on exact accident places and causing factors.

4.3.2.4. Conducting statistics of road accidents

Patrol police, for statistical purposes, will pay significant attention to state-wide collection and analysis of road accidents data. It will enable identification of high risk road sections and taking appropriate safety measures.

4.4. Ensuring Border Security

Prevention, detection and suppression of illegal activities at the state border, within the border line, the border zone and the maritime space of Georgia are one of the major objectives of MoIA. Border security is carried out according to the principles of Integrated Border Management (IBM). These principles were introduced following the approval of the National Integrated Border Management Strategy (NIBMS) in 2008. NIBMS Action Plan was also elaborated. It emphasizes the importance of intra-, inter-agency, and international cooperation. Utilizing of IBM approach is of vital importance for Georgia not only on inter-agency, but also on intra-agency level. Based on the specific nature of the system three structural units of two Ministries are represented at the state border. These are: Ministry of Finance Revenue Service and two structural units of MoIA – Patrol Police and Border Police.

In order to ensure border security, MoIA with the support of international donors, is implementing the project “Capacity building of Border Crossing Point Bavra-Ninotsminda”. The objectives of this project are: improving infrastructure and enhancing technical capabilities; providing trainings for the staff; elaborating the standard operating procedures for improving the interagency coordination; organizing coordination meeting between donors and state agencies on the IBM.

Georgian border-crossing points (BCP) are adapted and modernized to the best international practices. There is standard design model applied to all Georgian BCPs which stipulates safe and organized movement of passengers and cargoes. All BCPs are fully equipped with radiation detectors, thus minimizing the possibility of smuggling of radioactive substances. The Personal Information and Registration System (PIRS) is installed at all BCPs. Also, there is the software at every BCP that links the border-crossing database with other MoIA databases and enables verification of persons entering or leaving the Georgian territory in real time mode. Since 2011, the second line “labs” at all BCPs have been introduced. They enable detection of fraudulent documents on the border without requiring additional expertise.

Over the past years, the main attention was devoted to and the resources were allocated for the development and modernization of the BCPs. Respectively, the defense and control capabilities of the land border ("green border") were relatively less developed. In the sphere of “Green border” management, standard operating procedures and risk assessment system are in place and operational. The management of regional subdivisions is decentralized. The Border Police regional offices and infrastructure have been fully modernized.

One of the most successful reforms at the MoIA has been the Coast Guard reform. At the end of 2008, to optimize the spending of state resources, as well as considering international recommendations, the Georgian Navy and the Border Police (BP) Coast Guard were merged. This turned the Coast Guard into a sole maritime force of the country. Its primary objective is to implement the law-enforcement activities in Georgian territorial waters and exclusive maritime zone. It is also responsible for conducting search and rescue operations on the sea, and in times of war - acting as the Navy.

Despite significant damage inflicted during the Russian–Georgian war in 2008, the Coast Guard infrastructure was fully rehabilitated. The Coast Guard vessels were modernized and commissioned. Modern radar stations covering the entire coastline, territorial waters and exclusive economic zone are operational.

4.4.1. Challenges

4.4.1.1. Undemarcated borders

Undefined borders with neighboring countries such as Russia, Armenia and Azerbaijan are the main challenge to the border security and the impediment in the daily routine of the Border Police.

4.4.1.2. Underdeveloped infrastructure of the border sectors

Well-developed infrastructure plays a crucial role in ensuring proper working environment for the Border Police personnel. This will contribute to the qualitative improvement of the border defense and control.

4.4.1.3. Border control technical infrastructure

Relevant engineering arrangements should be implemented in order to improve the quality of the border perimeter control. Improvement of road infrastructure, installment of border surveillance towers and border fences are extremely important.

4.4.1.4. Militarization of the occupied territories

There is a potential threat of using occupied territories for the purpose of plotting and undertaking terrorist attacks in Georgia as well as smuggling of WMD components.

4.4.1.5. Seat of conflicts in the neighboring countries

Georgia still faces potential threat of the conflict spillover from the neighboring states, the flow of refugees and the danger of infiltrating the country by illegal armed formations.

4.4.1.6. Threats in the Georgian maritime space

International community should pay greater attention to illegal activities taking place in the territorial waters adjacent to Abkhazia, Georgia such as: terrorism, smuggling of weapons, radioactive substances and other dangerous materials, piracy, illegal fishing, pollution, etc.

4.4.1.7. Risk of drugs and weapons smuggling

Risk of drug trafficking, illegal transit of dual use technologies, weapons of mass destruction and trafficking in human beings still remains as one of the main concerns.

4.4.1.8. Terrain of the state border sections

Due to the mountainous terrain, certain sections of the state border are hardly accessible for the law enforcement authorities. This complicates the rotation and logistical resupply of personnel.

4.4.1.9. Natural and man-made disasters

Dealing with natural and man-made disasters on the border line and within the border zone requires special actions. In this regard, it is necessary to coordinate preventive measures with the neighboring countries.

4.4.1.10. Increasing flow of passengers and cargos

Over the last years, along with the development of road infrastructure, a transit flow has increased. Visa facilitation with various countries resulted in growing number of visitors. As a result, the workload for the BCP personnel and infrastructure has increased.

4.4.2. Priorities for 2013

4.4.2.1. Improving the functioning of the BCPs

The function of the BCPs is to ensure smooth movement of passengers, cargos and transport through the border. In order to further refine the level of service at the border crossing points, it is essential to improve standard operating procedures and install electronic border control systems.

4.4.2.2. Updating standard operating procedures

Standard operating procedures at the BCPs determine the work regulations for Border-Migration Control Unit of the Patrol Police Department. Each BCP has individual SOP. It describes in detail the procedure and rules at the border crossing points. Nowadays, only three ("Red Bridge", "Sadakhlo" and "Tbilisi Airport") of sixteen international and three inter-state border crossing points have relevant SOPs. These procedures need to be updated. It is planned to elaborate and introduce similar procedures for the rest of BCPs.

4.4.2.3. Introducing electronic control system

Considering increased passenger flows, it is important to simplify the border crossing procedures. One of the ways to achieve the latter is installing electronic gates (e-gates). Issuance of biometric travel documents complements the efficiency of e-gates. Electronic passport control system reduces the workload on police officers on one hand and minimizes the waiting time for foreign citizens on the other.

4.4.2.4. Enhancing “Green Border” security

For the effective land border management, delimitation and demarcation process is essential. The infrastructure of the most border units (sectors, border posts) needs rehabilitation. Border monitoring, electronic surveillance and communication systems must be improved.

Due to difficult terrain of the state border, the border aviation is of special importance. It is necessary to use it for personnel rotation and logistical resupply of hardly accessible border posts in areas with difficult terrains. Besides, the aviation is vital for conducting search and rescue operations and air patrolling.

4.4.2.5. Actively participating in delimitation-demarcation process

It is necessary to intensify the work of the State Commissions on Delimitation-Demarcation on Georgia-Armenia, Georgia-Azerbaijan state borders (commission level).

4.4.2.6. Improving the sector infrastructure

In order to monitor state-controlled border areas, to detect and eliminate illegal activities, it is planned to build new administrative buildings and surveillance towers, as well as renew the existing ones. It will also improve working conditions in several border police subdivisions. In the framework of “EU Eastern Partnership”, an integrated border management pilot project is planned to be implemented at the Georgia-Azerbaijan land border section. Within the project, 3 border sectors will be built and equipped accordingly on the Georgian as well on the Azeri side of the border. Border police personnel of those sectors will undergo relevant trainings. The project activities will commence in 2013.

4.4.2.7. Modernizing the radio communication system

The priority is given to modernize communication system and cover the full perimeter of the state border with compatible radio communication means. It is highly important to develop the basic high-speed communication networks and achieve real time information and data-exchange between border sectors.

4.4.2.8. Further capacity building of the Coast Guard

Considering the achieved progress, it is necessary to further develop the Coast Guard capabilities. New, modern, efficient vessels should be commissioned and continuous training/retraining of the personnel provided.

4.4.2.9. Commencing the activities for the establishment of the Joint Maritime Operations Center

With the support of the partner states, it is planned to establish Joint Maritime Operations Center. As a substantial mechanism of inter- and intra-agency cooperation, the Center will facilitate effective response to threats in the Georgian maritime space.

The main objective of the center is to prevent, detect, and suppress illegal actions, maritime incidents, and serious violations of maritime legal regime that threaten Georgia's and the regional security. The Center, as the coordinating body of the joint maritime operations, will be established on the base of Border Police Coast Guard. It will be equipped with the joint command and control, communications, maritime surveillance technologies and infrastructure.

4.4.2.10. Developing the maintenance capabilities

With the support of donor countries it is planned to acquire modern equipment for the Poti repair shipyard of the Coast Guard. After installing the equipment and training the personnel, the Coast Guard on its own will be able to carry out minor and current repair of the vessels. The improvement of the maritime infrastructure, technical support and operational capacity will also become possible.

4.4.2.11. Training/retraining of personnel

Coast Guard personnel training/retraining is a continuous process. The personnel is trained in Batumi and Poti English language labs with the emphasis on maritime navigation specifics. Further training of staff in cooperation with the MoIA Academy and the Batumi Maritime Academy is also important.

4.5. Prevention and Effective Management of Emergencies

4.5.1. Prevention and effective management of natural and man-made emergencies

Georgia continues its efforts to build efficient emergency management system in accordance with the best international standards. The National Disaster Response Plan (NRP) is a vital tool in terms of coordinating efforts of all stakeholders. It determines the distribution of roles and responsibilities in the process of identifying, assessing, preventing and dealing with natural and man-made emergencies.

Within the MoIA, the coordination of preventive and response measures, civil defense activities and ministry's mobilization in times of war are the responsibilities of the Emergency Management Department (EMD). It is also responsible for initiation and overall coordination of the activities under the NRP.

EMD maintains responder's unit capable of conducting various types of more specialized operations, such as: CBRN response, forest fire, mountain, urban and underwater SAR, paramedics and canine. The response teams are equipped with necessary standardized equipment.

The EMD together with the MoIA Academy provides higher level, enhanced, emergency management training and retraining courses for the responders as well as local government officials. The disaster response system on the regional and municipal level was significantly enhanced through decentralization.

The MoIA actively cooperates with international organizations on the emergency management issues. Since August 2012 a new EU TWINNING project has been launched. The project envisages enhancing EMD prevention mechanisms as well as raising public awareness on risks, prevention and mitigation.

4.5.1.1. Challenges

4.5.1.1.1. Deterioration of the environmental conditions

Natural and man-made disasters pose a threat to the Georgian ecosystem, its biodiversity and well-being of the population. Georgia's geographical position and also its location in seismically active area is directly linked to the occurrence of disasters, such as: earthquakes, floods, avalanches, landslides, mudslides, forest fires, hailstorms, erosion etc.

4.5.1.1.2. Threat of man-made disasters

Along with the technological developments in the country the risk of man-made disasters becomes more eminent. With this in view, ensuring proper functioning and safety of critical infrastructure such as

industrial plants, energy and communication lines, is of vital importance. Chemical leaks, hydrodynamic accidents and accidents on energy pipelines pose particular threat.

4.5.1.1.3. Underdevelopment of response capabilities on the local level and low public awareness

In conjunction with the development of first response capabilities on the local level, particularly in the high risk regions, it is important to raise public awareness regarding the existing threats in order to minimize the effects of the emergencies.

4.5.1.1.4. Necessity to improve material and technical capabilities

Development of appropriate technical capabilities is the key factor in providing quality response. Employment of modern technical means significantly decreases the workload on responders as well as response time, resulting in more saved lives.

4.5.1.1.5. Necessity to update the legislation

It is necessary to align the existing emergency management legislation to the current realities, thus contributing to better utilizing of preparedness, prevention and response mechanisms.

4.5.1.2. 2013 Priorities

4.5.1.2.1. Enhancing the risk mapping

Creation of the risk maps, considering the density of the population, available recourses and response capabilities is an ongoing process. EMD plans to further enhance existing risk maps, utilizing the Geographic Information System (GIS) technologies.

4.5.1.2.2. Improving prevention and response capabilities

Basic fire-rescue training is a significant part of comprehensive response process. Apart from basic training provided for regional and municipal fire-rescue teams, the development of advanced training/retraining capabilities is a priority for the MoIA. Considering the above mentioned it is imperative to further develop the existing training capacities at the MoIA Academy. Constant training/retraining of regional emergency managers and municipal fire-rescue chiefs is of particular importance.

EMD will continue assisting municipalities in developing emergency response plans, through special training courses for appropriate officials. In order to test the contingency plans it is important to conduct table-top exercises on the regular basis.

For further strengthening and developing the emergency management capacities, it is desirable to continue training/retraining of appropriate officials at responsible ministries and agencies.

4.5.1.2.3. Raising public awareness on existing risks, prevention and response

Building on successful creation of regional and municipal emergency response teams, more emphasis should be placed on creating a pool of skilled volunteers, which could provide the first response in affected areas, as well as assist the professional rescuers in case of need.

With the purpose of raising awareness on safety measures during emergencies, MoIA in close cooperation with international and non-governmental organizations plans to organize and support specialized programs for educational institutions as well as respective target groups. Developing the training materials, providing recommendations for local authorities and supporting the implementation thereof, is of crucial importance for raising public awareness.

4.5.1.2.4. Improving civil defense and emergency management legislation

As a result of re-distribution of competences among various state institutions as well as to strengthen preparedness and prevention it is necessary to adequately update the existing emergency management legislation. This requires enhancing prevention and preparedness components under the NRP as well as optimizing the response functions. It is important that these updates ascertain oversight and control mechanisms of emergency management bodies.

4.5.2. Elaboration of Chemical, Biological, Radiological and Nuclear (CBRN) Security Policy

The “Threat Assessment Document for 2010-2013” quotes the following on natural and man-made disaster threats facing Georgia: “Besides the natural risks, there are risks related to the nation’s industrial development. Technically sound and safe functioning of plants, factories, energy pipelines and lines of communication is particularly important for minimizing these risks. Leaks of chemical substances, hydro-dynamic disasters and disasters on the major pipelines are among the risks related to industrial disasters in Georgia.”

Georgia and the South Caucasus region are quite vulnerable to CBRN threats. It is noteworthy that there are number of high risk sites, located in the region which may pose certain threats to the country in case of large scale accidents.

An early detection and prevention of radioactive substance trafficking attempts is of particular significance for the MoIA. Several attempts of radioactive substance smuggling were revealed in Georgia based on operative information and by detectors installed at the border crossing points.

Biosafety is one of the top priorities for Georgia. A central biosafety referral laboratory – “Richard G. Lugar Center for Public Health Research”, was established in the country with the support of the US Department of Defense. This lab has the capacity to serve the entire region and represents a substantial resource for scientific research.

US, NATO and EU dedicate significant attention to CBRN issues. The importance of whereof has been reiterated in the framework of various cooperation formats. During the NATO led International Disaster Response Exercise held in Georgia in 2012, large part of practical and theoretical exercises was dedicated to the response to chemical and radiological incidents.

4.5.2.1. Challenges

4.5.2.1.1. Hazardous sites in the region

Outdated technologies at nuclear power plant in Armenia coupled with location in seismically active area represent a threat to Georgia. Also, deserted and loosely controlled sites in the region may contain radioactive or chemical substances.

4.5.2.1.2. Illicit transit of radioactive materials

Deriving from Georgia's strategic location the risk of illicit transit of radioactive substances is quite high. The key factor in prevention of such cases is early detection and conduct of operative activities.

4.5.2.1.3. Bio-safety

In terms of bio-safety, the Caucasus region represents an endemic area for a certain types of dangerous pathogens such as anthrax, rabies etc. Hence, special emphasis should be made on bio-safety in the country as well as the region.

4.5.2.1.4. Lack of common approach on CBRN issues

Due to various factors there is no common approach to CBRN issues – no strategy is in place. It is vitally important to develop a common approach in order to consolidate state's efforts against relevant threats and/or challenges.

4.5.2.2. Priorities for 2013

4.5.2.2.1. Establishment of the interagency working group

It is necessary to establish an interagency working group responsible for assessment of CBRN national capabilities based on experts' recommendations and the best international practices. On the basis of this assessment the unified national strategy will be elaborated.

4.5.2.2.2. CBRN strategy elaboration

Institutionalized approach to CBRN threats will support creation of stable capabilities and common standards in policy, programs, equipment and training standards related to the field. The MoIA in 2013, with the support of foreign partners, will lead the process of CBRN national strategy elaboration.

4.5.2.2.3. Establishment of CBRN Center of Excellence

Within the EU initiative on “CBRN Centers of Excellence” (COE) a CBRN Secretariat will be established in Georgia. The latter will cover the South Caucasus and the South-East Europe. The CBRN related projects will be submitted to the Secretariat, reviewed and forwarded to the EU for funding. The project is initiated and funded by the European Commission, whereas the implementation is carried out jointly by the United Nations Interregional Crime and Justice Research Institute (UNICRI) and the European Commission Joint Research Center (EC JRC).

The COE will also organize various courses and seminars on CBRN issues. This will be an excellent opportunity for the governmental and non-governmental entities, involved in CBRN risks mitigation, prevention response, to extend their knowledge in the field.

4.5.2.2.4. Developing cooperation mechanisms with relevant agencies

Besides existing legislation, there is a National Response Plan (NRP) on natural and man-made disasters determining the functions of relevant agencies during various types of emergencies. Based on comprehensive analysis, it is vital to define functions and delegate CBRN response coordination responsibilities to the most appropriate and competent agency.

4.5.2.2.5. Improving legislation

In order to streamline national legislative framework related to CBRN issues and bring it in line with best international standards, interagency working group should analyze and identify legislative deficiencies and provide recommendations considering local specifics.

4.6. Effective Management of Migration

Country's economic development increases the need to effectively manage migration flows. Controlled migration processes contribute to the state security as well as social and economic progress. Establishment of State Commission on Migration, responsible for elaborating the national migration strategy and its action plan can be viewed as a step towards improving migration management in Georgia. Strategy sets the migration policy in the country and is based on respect of the rule of law, human rights and fundamental freedoms.

MoIA is one of the lead agencies under the State Commission on Migration and is very active within the appropriate working groups. Patrol Police as well as Border Police are responsible for migration management under the structure of the ministry. Patrol Police is represented at the border crossing points and is responsible for border-migration control, issuance of visas as well as enforcing the border regime. It also acts as a competent authority on the implementation of readmission agreements and is in charge of procedural and organizational issues.

Border Police is responsible for "green" and "blue" border control, which includes physical and technical defense of the border and patrolling the border lines.

Since 2006, the Government of Georgia has implemented several legislative amendments. Today Georgia's migration related legislation is comprised of international agreements and national normative acts.

With the support of EU and individual member states, several projects are ongoing at the MoIA:

1. "Building Training and Analytical Capacity on migration in Georgia and Moldova" (GOVAC);
2. "Support to the Georgian Institutions in Implementing the Readmission Agreement with the EU".

4.6.1. Challenges

Georgia has been exercising liberal migration policy for number of years; Georgia has visa-free regime with many countries, at the same time visa procedures have been simplified to the maximum for those individuals who require it. Such policy derives from the economic development needs, although in the long run it might pose a threat for state security as well as affect the visa liberalization process with the EU. Some of the existing challenges with regards to the migration are:

4.6.1.1. Low level of public awareness

Frequently, due to lack or absence of information, the citizens of Georgia or foreign nationals, get involved in illegal activities related to irregular migration and/or are victims of such activities.

4.6.1.2. Non-existence of the unified interagency system for monitoring migration flows

Fragmented nature of migration related information is a significant challenge for the MoIA. At the current stage unified interagency system for monitoring migration flows is non-existent. Despite the fact that agencies involved in migration management, within own competences monitor migration trends, no shared comprehensive database is in place.

4.6.1.3. Non-existence of mechanisms for detention and deportation of illegal migrants

With regards to fighting irregular migration, Ministry of Internal Affairs faces difficulties due to the lack of effective mechanisms for detention and expulsion of illegal migrants from the country.

4.6.1.4. Non-existence of shelters for the readmitted persons

This issue creates significant difficulties for MoIA acting as competent authority for the implementation of the readmission agreement.

4.6.2. Priorities for 2013

Fight against illegal migration is an important priority of the country's migration policy and one of the directions for the MoIA in 2013. Deriving from the abovementioned challenges, responsible MoIA agencies within their competences, will undertake activities in order to prevent and fight illegal migration.

4.6.2.1. Prevention of illegal migration

MoIA, with the support of donors will undertake following measures to prevent illegal migration:

4.6.2.1.1. Increasing the public awareness

Elaboration of informative brochures on threats of illegal migration including trafficking in human beings and human smuggling as well as subsequent distribution at the border crossing is vitally important.

4.6.2.1.2. Training and analytical capacity building of the MoIA employees in the sphere of migration management

Particular attention will be devoted to the capacity building of the MoIA employees. In order to deepen cooperation between state agencies and educational institutions, series of migration related trainings will be organized.

4.6.2.2. Fighting illegal migration

MoIA will undertake following activities in the fight against illegal migration:

4.6.2.2.1. Participating in determining the entity responsible for the identification and return of illegal migrants

At this stage there is no mechanism for regulating identification and expulsion of persons illegally staying on the territory of the country. In addition, the facility for temporary accommodation does not exist. The issue needs to be addressed in a timely manner.

4.6.2.2.2. Participation in creating the unified database

The issue effects maintaining migration statistics and decision making process. For the purpose of creating unified database, MoIA within its competence will participate in identifying appropriate information. This information will facilitate the renewal of the state policy on migration according to the need.

4.6.2.2.3. Strengthening fight against trafficking in human beings and human smuggling

MoIA within its competence will further advance integrated border management mechanisms and enhance technical capabilities.

4.6.2.2.4. Concluding readmission agreements and their implementing protocols

In order to ensure dignified return of readmitted persons, MoIA continues to conclude readmission implementing protocols to the readmission agreement with EU and readmission agreements with other states.

4.7. Fight Against Illegal Drug Trafficking and Addiction

Illicit drug use, drug dependence and its consequences are the main problems negatively affecting society. As a result of strict anti-drug policy over the last years, the situation in drug addiction has positively changed to a certain extent. Illegal opioid drug circulation on the black market (such as opium, heroin, subutex) has also significantly decreased. However, there is an increase in the consumption of such narcotics and psychotropic substances, the availability whereof does not depend on the drug traffic (marijuana, codeine containing preparations, amphetamine and methamphetamine containing medication, psychoactive substances). 2012 data demonstrates the highest drug consumption under the age of 25-44.

MoIA policy against drug abuse and illicit drug circulation shall be based on the following main principles: Promotion of harmonious development, ensuring human safety, respect for human rights and dignity, protection of children's rights.

4.7.1. Challenges

Despite anti-drug policy over the last years, the challenges are:

4.7.1.1. Lack of public awareness

Lack of public awareness on the risks and threats associated with drug abuse and its consequences, fosters illegal drug consumption among adults, teenagers and the population in general.

4.7.1.2. Sustaining control mechanisms against drug smuggling

Reduction of control at the border crossing points may facilitate the traffic, spread and transit of drugs through the territory of Georgia.

4.7.1.3. Incomplete database on persons involved in illegal drug circulation

Incomplete database on persons involved in illegal drug trafficking impedes collection and analysis of information on drug-related crimes.

4.7.2. Priorities for 2013

Considering the current situation, the MoIA priority for 2013 against drug smuggling and abuse is implementation of preventive and response measures. Preventive measures consider the avoidance of illegal drug use and harm caused thereby. The targets of preventive measures are: minors/teens, youth and adults not involved in drug consumption. For this purpose educational programs acquire particular importance.

MoIA priorities against illegal drug circulation are:

4.7.2.1. Enhancing public awareness

Active anti-drug public awareness campaigns will be launched. Their objective is to prevent illegal drug consumption and its consequences, as well as reduce the number of potential drug addicts. Special attention shall be devoted to the risk groups such as juveniles and children, who by the influence of social, psychological and other factors are prone to drug addiction.

4.7.2.2. Improving a database of persons involved in illegal drug circulation

Improved electronic database of individuals involved in illegal drug circulation will enable to better collect and analyze the information on drug-related crimes.

4.7.2.3. Effective detection of and response to drug-related crime

In order to increase effectiveness of the fight against drug-related crime, it is necessary to strengthen MoIA anti-drug capabilities, including constant training of its staff.

4.7.2.4. Reducing illegal drug circulation

It is indispensable to reinforce the control on potential drug smuggling routes: airports, ports, railways. Proper control mechanisms on export and import will prevent and reduce illegal drug circulation in the country.

The canine service at the border crossing points will improve control over transit cargoes and transport.

4.7.2.5. Effective coordination and cooperation among the government agencies

Effective coordination is vital for multifaceted approach and represents one of the preconditions for productive fight against drugs. It is equally important to deepen cooperation with the civil society and get them involved in this process.

4.7.2.6. Continuing and deepening international cooperation

MoIA will continue cooperation with relevant agencies of the European Union and international organizations including the United Nations and the Council of Europe. For experience-sharing, the Ministry will further cooperate within bi- and multilateral formats with respective agencies of partners and neighbor states. It is necessary to deepen cooperation on the regional level and establish the unified mechanism for monitoring illegal drug circulation.

4.7.2.7. Participating in international projects

MoIA will continue its participation in respective projects. One of them is Afghan Opiate Trade Project that aims to collect analytical data on illegal opiate circulation, to determine threats and risks and to increase international response by GUAM member-states.

4.8. Fight Against Human Trafficking

Human Trafficking is considered to be a modern, modified form of slavery. It is one of the biggest challenges in the world. Various countries are intensely cooperating in bilateral and multilateral formats in order to counter this crime.

Georgia has made numerous steps in terms of effective fighting against human trafficking. As a result, the State Fund for the Protection and Assistance of (Statutory) Victims of Human Trafficking has been established. It provides the victims of human trafficking with the protection and assistance. The Fund also provides the rehabilitation services to the victims of domestic violence. There is an Inter-agency Coordination Council, which effectively cooperates with various state agencies and organizations of Georgia in the issues related to human trafficking. Within the frames of implementation of the Action Plan and with the aim of improving the national referral mechanism, the Council has approved the Strategy for Rehabilitation and Reintegration in Society of Victims of Trafficking in Human Beings.

Georgia still lacks the unified strategy for effective fight against human trafficking. However, in order to effectively tackle human trafficking, there is the National Action Plan for 2011-2012 approved by the decree of the president of Georgia.

Significant steps have been taken in order to improve the legal framework in this field. Georgia has ratified conventions of the United Nations and the Council of Europe on the fight against human trafficking. There is a service institution (shelter) for the victims of human trafficking and Unified Information Database. The latter facilitates the identification of the human traffickers and systematizes the existing information on them held in various agencies.

It is noteworthy to mention, that Georgia has concluded bilateral international agreements with 20 countries on police cooperation and on cooperation in the fight against crime, which also include cooperation in the field of combating human trafficking. A relevant protocol, regulating the measures related namely to human trafficking, is signed only with the Republic of Turkey.

According to the 2011-2012 Action Plan on the fight against human trafficking, MoIA: Prepares and distributes printed materials in order to prevent crime and to raise public awareness; Organizes trainings and study visits for raising qualification of MoIA personnel in the fight against human trafficking; Conducts general analyses of human trafficking cases and of the data on victims; Prepares quarterly reports on the MoIA activities in this regard; Cooperates with other countries, international organizations and non-governmental organizations.

4.8.1. Challenges

4.8.1.1. Insufficient mechanisms for identifying whereabouts of the victims of human trafficking

The lack of anti-trafficking agreements/protocols with all neighboring countries makes it difficult to timely establish the whereabouts of the victims of human trafficking.

4.8.1.2. Necessity of awareness for the human trafficking victims

Victims are not properly informed during the process of crime investigation. It negatively affects the prevention of recurrence of similar crimes. Accordingly, it is important, that an investigator provides victims of human trafficking with the relevant information about the danger and potential consequences of human trafficking for the purposes of its prevention.

4.8.1.3. Necessity of refining the mechanism for human trafficking investigation

To facilitate the investigation of human trafficking, it is necessary to improve investigation and criminal prosecution mechanisms. Moreover, in order to effectively conduct the investigation process, it is important to provide victims with appropriate conditions for cooperation.

4.8.1.4. Lack of public awareness

Society is not sufficiently informed on human trafficking, which is a problematic issue, hindering the effective fight against human trafficking and its prevention.

4.8.2. Priorities For 2013

4.8.2.1. Improving preventive measures

In order to improve preventive measures of human trafficking, MoIA is planning to take following steps: Preparation of informational materials related to the illegal migration issues, including human trafficking and illegal smuggling of migrants, and their distribution at the border crossing points. In addition, it is important to conduct print and broadcast media information campaigns to raise public awareness. It is also necessary to raise awareness of victims of human trafficking about their rights and freedoms, as well as to provide them with detailed information on the availability of service institutions and shelters.

4.8.2.2. Increasing MoIA personnel qualification

It is essential to raise MoIA personnel qualification and conduct appropriate trainings on human trafficking issues. Study visits are of high importance as well.

4.8.2.3. Improving crime investigation mechanism to tackle contemporary crime trends

It is necessary to improve crime investigation and criminal prosecution mechanisms under the conditions of victim`s confidentiality. In this regard, the Human Trafficking and Illegal Migration Division was established within the Central Criminal Police Department, which is responsible for increasing the effectiveness of the investigation of this type of crime.

4.8.2.4. Enhancing cooperation with partner states on issues related to human trafficking

It is essential to enhance operative cooperation and to start negotiations with partner states, particularly with the neighboring countries. In this regard, it is noteworthy to mention the project of the

International Organization for Migration (IOM), which serves for the enhancement of operative cooperation between the law enforcement agencies of Georgia and the Republic of Turkey.

4.9. Fight Against Corruption

Corruption is manifested in various forms and it adversely impacts the development of the country, hinders effective investment possibilities, makes it difficult to fight poverty and unemployment, and also causes disappointment of society and the loss of trust toward public institutions. Reforms recently implemented in the public sector significantly improved the situation in the low management level. However, the public service still remains high-risk area for corruption and so called “elite corruption” is still regarded as an important challenge for the state.

The first national anti-corruption strategy of Georgia was adopted in 2005, which was renewed in 2010. Interagency Coordination Council on Combating Corruption is functioning since 2008 with the supervision of the Ministry of Justice, involving the Ministry of Internal Affairs. The Council includes: the representatives of executive, as well as of legislative and judicial authorities and also the experts of non-governmental and international organizations. The council is responsible for the elaboration of the national anti-corruption strategy of Georgia and its implementing action plan, for making amendments to it and for monitoring its implementation.

In order to improve the fight against corruption, the Anti-Corruption Agency was established within the Ministry of Internal Affairs. The function of the agency is the fight against malfeasance and corruption. The agency is also tasked to conduct preventive and suppressive measures necessary for the fight against corruption.

It is noteworthy to mention, that a joint project of the Ministry of Internal Affairs and the Council of Europe “Eastern Partnership – Effective Governance and Fighting Against Corruption” is being realized. The aim of the project is to increase governance efficiency, to strengthen public administration and criminal justice sectors in Georgia and in Eastern Partnership member-states in accordance with the European and international standards for the fight against corruption and its prevention.

4.9.1. Challenges

4.9.1.1. “Elite corruption”

The risk of being involved in so called “elite corruption” is very high among public sector officials. Involvement of high officials in corruption leads to the establishment of shadow economy and harms the development of the state.

The causes of “elite corruption” are: Non-transparency of the state procurement system, unregulated privatization process and monopolized private sector.

4.9.1.2. Lack of qualified human resources management in the public service

Inefficiency and lack of transparency in the public sector promotes the growth of possible corruption. Human Resource Management, as well as the public sector policy in overall has to be improved in order

to select staff in a fair and transparent manner in public service and to reduce the risks of corruption and cronyism to a minimum level.

4.9.2. Priorities for 2013

The Ministry of Internal Affairs has a special role in fighting the corruption and conflict of interests in the public service. Effective fight against corruption requires an intense coordination and cooperation with the Prosecutor's Office, Ministry of Justice and Interagency Coordination Council on Combating Corruption.

The MoIA priorities in the fight against corruption are:

4.9.2.1. Involvement in improving the legislation

Improvement of the legislation on corruption and conflict of interests in the public service will enhance the anti-corruption process. Special emphasis will be made on the application of the relevant international practice and recommendations of specialized institutions, such as: OECD ACN (The Anti-Corruption Network for Eastern Europe and Central Asia) and GRECO (The Council of Europe's Group of States against Corruption, which includes 48 European countries).

4.9.2.2. Participation in the improvement of the human resources management system in the public service

In order to reduce and prevent elite corruption in the system, it is necessary for the MoIA to be involved, within its competence, in the elaboration and introduction of the adequate selection procedures for those public service positions, which have high risk of corruption.

4.9.2.3. Improvement of the MoIA personnel qualifications in the fight against corruption

In order to train/retrain relevant structural units of the MoIA, training courses for the personnel will be held. This will increase their skills in the investigation of and fight against corruption-related crimes.

4.9.2.4. Experience sharing with the partner countries and international organizations

The MoIA will continue to apply the recommendations of the specialized international institutions and the best international practices in the process of combating corruption.

4.9.2.5. Transparency of MoIA anti-corruption activities

In order to ensure transparency of MoIA anti-corruption activities, the society will have an unlimited access to public information through print media, television and electronic means of media.

4.10. Fight Against Terrorism

The problem of terrorism represents one of the main challenges globally. 9/11 attacks changed the world's attitude towards terrorism and made the fight against terror one of the top priorities.

Georgia is an active member of a global anti-terrorist coalition and participates in international anti-terrorist, peacekeeping, search and rescue and humanitarian operations.

MoIA participates in the Interagency Commission (established in 2011) on issues regarding fight against terror. The Commission is responsible for implementing UN Security Council resolutions (paying special attention to #1267 and #1373 resolutions) and works in three main directions: freezing financial assets for individual and legal entities determined by UN Security Council Sanctions Committee; travel ban for individuals and arms embargo.

MoIA Counter-Terrorism Center is responsible for identifying threats, preventing acts of terror and conducting other counter-terrorist activities.

In the field of combating terrorism, Georgia is member of 13 UN conventions as well as relevant Council of Europe conventions and ensures harmonization of the domestic legislation with their requirements. In the near future, the discussions on the possibility of entering other UN antiterrorist conventions are planned. The country also closely cooperates with respective institutions and partner states on bi-lateral, regional and international level. In addition, "European Neighborhood Policy" and "Eastern Partnership" are considered to be important instruments promoting fight against the terror.

Georgia maintains close cooperation with the United States. The two countries signed the following bilateral agreements: "Intentional Memorandum between Georgia and the United States of America on support in strengthening efforts and enhancing cooperation in the fight against terrorism"; "Agreement between the Government of Georgia and the Government of the United States of America on ensuring program for terrorism suspension" and "Implementing agreement between the Ministry of Internal Affairs of Georgia and the Energy Department of the United States of America on cooperation in prevention of smuggling of nuclear and other radioactive substances".

4.10.1. Challenges

4.10.1.1. Occupied territories

Existence of occupied territories in Georgia creates fertile environment for terrorism. Namely, serious threat comes from Abkhazia and so called South Ossetia. There is also a risk of penetration of various terrorist groups from Northern Caucasus.

4.10.1.2. Threat of illegal arms proliferation

There is a high risk of arms smuggling and transit with the aim to destabilize Georgia and its neighboring states. In addition, there is a threat of using Georgian territory for proliferation of weapons of mass destruction.

4.10.2. Priorities for 2013

The objective of Georgia's counter-terrorism policy is to ensure security of the state and its citizens and to conduct fight against international terrorism. Based on the above mentioned, MoIA priorities for 2013 are:

4.10.2.1. Strengthening border security

It is important to take all the necessary measures aimed at strengthening border security, in order to prevent the use of the Georgian territory by terrorists for transit purposes.

4.10.2.2. Enhancing MoIA counter-terrorism capabilities

MoIA will permanently conduct training courses for its personnel. Also, counter-terrorism capabilities will be strengthened statewide. The objective of these actions is to improve detection, preventive and response mechanisms to expected and/or planned acts of terror. In this direction support of partner states is noteworthy. Special attention will also be paid to renovation of material-technical base.

4.10.2.3. Deepening cooperation on regional, bilateral and international level

In the fight against terror Georgia will continue the fulfillment of the obligations derived from domestic legislation and international agreements. It will actively cooperate with respective agencies of the EU and United States, international organizations and neighbor states. It is important to deepen cooperation with partner countries, share experience and ensure constant and timely data exchange.

4.10.2.4. Cooperation with International Atomic Energy Agency

MoIA will continue its cooperation with International Atomic Energy Agency to further avoid the use of its territory for the creation and spread of nuclear and radioactive materials.

4.11.Fight Against Cybercrime

Cyber security is a serious challenge in the 21st century and considering its scale, it requires specific approach. The latter includes active cooperation between governmental, non-governmental and private sectors. It is important to implement adequate state policy on cyber security, that will significantly decrease economic, political and social threats caused by cybercrime and will contribute to creating more secure environment for state and society.

Russian cyber-attacks on Georgia's informational networks, in 2008, clearly demonstrated how harmful cyber-attacks could be. This, in turn, emphasized the necessity to ensure the cyber security, as a major component of the country's national security.

Since 2008, concrete steps have been made towards enhancing country's cyber security. Georgian Cyber Security Strategy was elaborated, that represents the major document determining the state policy in this field. Amendments were made to Criminal Code of Georgia in line with norms designated by the Council of Europe (CoE) "Convention on Cybercrime." In 2010, LEPL Data Exchange Agency of the Ministry of Justice was created, with main function to coordinate e-governance in Georgia. Computer Emergency Response Team (CERT) became operational, which in the Georgian cyberspace monitors the activities directed against information security. In 2012 "Georgian Information Security Act" was adopted. Georgia has also ratified the Council of Europe "Convention on Cybercrime." MoIA actively cooperates with Estonian agencies on cyber security issues. The purpose of this cooperation is developing the capabilities of the Ministry's personnel in the fight against cybercrime. Within MoIA structure fight against cybercrime is the competence of Central Criminal Police Department, which closely cooperates with Operative Technical Department that provides relevant technical support.

4.11.1. Challenges

The objective of MoIA is to develop the information security system, capable of minimizing the consequences of cyber-attacks and restoring normal operation of the systems in the shortest time possible. Despite implemented policies, elaboration of the united approach by state agencies remains problematic. Increase of professional qualification of experts working in the field is a challenge. Also it is important to harmonize national legislation with international legal norms.

4.11.1.1. Lack of public awareness

Cyber criminals not only damage critical information systems, but also use cyberspace to conduct various crimes. For effective fight against cybercrime, it is important to inform the public about cyber threats and damages caused therefrom.

4.11.1.2. Vulnerability of information systems

Georgia's potential adversaries possess significant capabilities of waging war in the cyberspace. Besides, Georgia still faces the risk of large-scale cyber-attacks. Increasing dependence on information systems by government and private sectors magnifies the risk of cyber terrorism. Cyber-attacks thereon may pose significant threat to Georgia's security.

4.11.1.3. Cooperation between government and private sectors

Ensuring cyber security largely depends on further deepening cooperation between government and private sectors, it will contribute to cybercrime prevention, as well as timely response thereto.

4.11.2. Priorities for 2013

4.11.2.1. Improving coordination in the field of cyber security

For ensuring cyber security it is crucial to define the functions of government agencies in this field. Effective united government approach requires creation of interagency coordination mechanisms and deepening of cooperation between state and private sectors. For this purpose it is vital to further develop capabilities of the cybercrime unit within Central Criminal Police Department. This division includes international contact point 24/7, determined by 2001 CoE "Convention on Cybercrime."

4.11.2.2. Improving qualification of the MoIA personnel

Improving professional skills of the MoIA cyber security personnel is one of the main directions of Georgia's cyber security policy. For this end, to acquire expertise on international standards of cyber security the MoIA will train/retrain the staff responsible for detection of and responding to the cybercrime. Special trainings in acquiring forensic evidence are also important.

4.11.2.3. Establishing the digital evidence research unit

The unit will directly participate in obtaining the digital evidence of cybercrime and will conduct research of the latter.

4.11.2.4. Deepening international cooperation

The MoIA will continue to actively participate in international initiatives on cyber security. For the purpose of improving the capabilities of the MoIA staff, strengthening international cooperation on cyber security with respective structures is important.

Respectively, investigation of cyber-attacks and fight against cybercrime will be conducted based on the best international practices. It is noteworthy that with the support of the Estonian partners the MoIA participates in the project "Enhancing the fight against cybercrime in the Ministry of Internal Affairs of Georgia." Other activities with the support of the partner states are also planned.

4.11.2.5. Improving legislation

Within its competence, MoIA will participate in the improvement of the existing legislation on cybercrime and preparing legal framework for 24/7 international contact point. On the basis of “Georgian Information Security Act” and respective legal base, the MoIA will elaborate information security policy. This policy will determine organizational and technical measures the implementation whereof is necessary to increase the protection of information systems and ensure their further development.

4.12. Providing Quality Service

4.12.1. Ministry of Internal Affairs LEPL - Service Agency

Service Agency was established within MoIA to improve public service quality. Agency combined all services under one space by developing modern infrastructure and introducing new technologies.

Main functions of the agency are: conduction of custom services, registration of vehicles, issuance of driving licenses, as well as conduction of other activities determined by Georgian legislation.

Agency has introduced electronic system of document flow and case management. Unified electronic database has been developed, which enables effective cooperation for all agency services through online mode. There is no territorial principle for providing agency service. Citizen can apply to any territorial unit of the agency despite his/her place of residence or registration. At the same time, electronic document flow system is installed in all those state institutions, whose information may somehow affect provision of service. Namely, information is exchanged through electronic servers with different units of the ministries of Internal Affairs, Justice, Finance, as well as with other state institutions.

4.12.1.1. Challenge: Improvement of service quality

Considering increased requirement for improved service, it is necessary to constantly improve existing quality standards. Further weakening of bureaucratic barriers and development of modern infrastructure should be continued. In order to ensure effective response of the agency to public requirements, it is important to conduct assessment of existing capabilities, on the basis of which agency service quality will be improved. It is necessary to improve existing technological capabilities, which will facilitate further development of agency service and improvement of quality.

4.12.1.2. Priorities for 2013

4.12.1.2.1. Improving the service quality

Diversification and improvement of services, as well as development of existing technological and material capabilities remain to be a priority for meeting public requirements.

4.12.1.2.2. Increasing the interoperability of the national driving license with international standards

In order to strengthen the process of recognition of national driving license at the international level and to increase its compliance with international standards, active cooperation is being conducted with Western countries at bi- and multilateral level.

4.12.1.2.3. Increasing the interoperability of the national registration license with international standards

In 2013, it is planned to change the sample of vehicle registration license. License will have a new design and will be in compliance with international standards. New sample was developed on the basis of foreign expertise and practical experience obtained at the national level.

4.12.1.2.4. Service of disabled persons

In order to secure rights of disabled persons and increase road safety, improvement of legal procedures for acquiring driving licenses by disabled and their harmonization with European legislation is planned in 2013.

4.12.2. Ministry of Internal Affairs LEPL – „112“

LEPL “112” of Ministry of Internal Affairs of Georgia is operating throughout the country since 2011 and one of its main functions is to respond to emergency calls throughout the country. “112” combined three different emergency numbers (rescue, police and medical assistance). System was created on the basis of EU experience and was aimed to develop high quality and easily accessible emergency assistance system.

Significant organizational activities were conducted before introduction of the system enabling transfer of emergency calls into unified system. Therefore, “112” is a countrywide emergency number for receiving emergency calls for provision of patrol police, rescue and medical assistance services.

4.12.2.1. Challenges

Due to the fact that it is a newly established system, there are several challenges within “112”, which should be eliminated in order to increase efficiency.

4.12.2.1.1. Need for sustainable emergency response reserve system

In order to ensure full security of the system, in the long term perspective it is important to establish regional reserve office. On one hand it will provide service for the specific part of the country. On the other, it will ensure uninterrupted service for the whole country in case of the main system failure.

4.12.2.1.2. Inability to identify the location of the call initiator

Capability to identify the call location is of vital importance in cases when call initiator is unaware of his/her location, or because of other circumstances, there is no possibility to obtain such information from him/her.

4.12.2.1.3. Adaptation of system for disabled persons

Existing system doesn't provide possibility for disabled persons (Deaf and Mute persons) to use emergency number without any hindrance.

4.12.2.1.4. Insufficient awareness of the emergency number “112”

There is low awareness on the unified emergency number “112” within the public.

4.12.2.1.5. Increasing number of non-emergency calls

There is a big number of inappropriate uses of the emergency number “112” by the population. Non-emergency call poses considerable threat to effective functioning of services involved in the emergency assistance system.

4.12.2.1.6. Sustainability of qualified personnel

Existence of qualified personnel is an essential component of effective emergency response system. It is important to create such environment, which will enable permanent development of employee qualification, as well as sustainability of personnel.

4.12.2.2. Priorities for 2013

In order to effectively respond emergency and urgent necessity cases, with the consideration of existing threats and challenges, the following priorities were defined for MoIA LEPL “112”:

4.12.2.2.1. Improving the sustainability of the system and developing information technologies

Development of reserve emergency response plan and assurance of network security is important to ensure permanent functioning of “112” during crisis situations.

In order to diversify “112” information system and to increase its capacity, it is important to introduce modern information technologies in notifications process. This will also ease connection from different mobile systems to “112” service.

Adaptation of notifications system is important to enable disabled persons to use “112” services.

It is important to start development of call location identification system.

4.12.2.2.2. Increasing public awareness and decreasing the number of nonemergency calls

It is important to raise public awareness on unified emergency number “112”. Social media and advertising campaigns should be used to raise awareness of children on emergency system. Abovementioned activities will decrease number of nonemergency calls and therefore, will improve communication quality and scope.

It is important to raise awareness of school-age children on unified emergency system in cooperation with Ministry of Education and Science. International cooperation with emergency centers will be enhanced.

4.12.2.2.3. Improving the quality of service

It is important to develop such a system that will ensure effective and equal environment for improving personnel qualification. Permanent control of service quality and development of control system is important to improve service quality control system. This also ensures working standards and procedures to be based on analytical and statistical data.

4.12.3. Security Police

Security Police Department is a structural unit of MoIA. Its main function is to ensure security of citizens and organizations in their everyday life. Abovementioned is realized by gradual introduction and continuous development of high service standards and modern information technologies.

MoIA periodically conducts monitoring of statistical data on objects under protection. Future priorities are developed on the basis of existing capability analysis.

4.12.3.1. Challenges

4.12.3.1.1. Increased need for service

During recent years number of protected facilities has increased, that underlines the necessity of improvement and simplification of security police services.

4.12.3.1.2. Improvement of capabilities

In order to support increased demand for service, development of special Security Police capabilities is necessary. Introduction of modern information technologies, increasing of personnel qualification and continuous development of existing capabilities is significant challenge.

4.12.3.2. Priorities for 2013

4.12.3.2.1. Conducting research for identifying public needs

In order to ensure security of society by improving service and developing modern information technologies, capability analysis will be conducted in 2013. This will identify existing weaknesses of Security Police and existing situation on security service market, as well as public needs. Based on results of the research, different projects will be developed in several priority directions.

4.12.3.2.2. Diversifying the service and improving the quality

Modernization of existing technical equipment is planned. Joint projects will be realized together with insurance companies and existing services will be diversified, which means realization of project on gas detectors, development of GPS system and elaboration of project on surveillance cameras. At the same time, unified CRM base will be developed and existing electronic base will be substituted by a new improved electronic base. Procedures for contract signature will be simplified.

4.12.3.2.3. Increasing personnel qualification

Development of special training programs is planned in order to raise qualification and technical skills of all technical personnel. Also trainings are planned for public relations and marketing personnel in several directions – effective communication, sales and “service+”, PR communications, Project Management, Language courses.

4.12.3.2.4. Increasing awareness of Security Police

Several activities are planned in order to raise public awareness on security police:

- Development of new Logo and Corporate Style;
- Rebranding of Security Police offices and vehicles in accordance with new corporate style;
- Development of new Web-page.

4.13 Improving Capabilities of the MoIA Academy

The Academy of the Ministry of Internal Affairs of Georgia ensures educational process within the agency. It organizes and conducts specialized courses for different units and on regular basis implements intra-agency studies for police officers.

The basic courses in the Academy curriculum are:

- Special professional educational program of training patrol-inspectors;
- Special professional educational program of training district-inspectors;
- Special professional educational program of training detective-investigators and inspector-investigators;
- Special professional educational program of training firemen-rescuers.

The Academy has also developed the following special courses:

- Special course on the rules of using and keeping firearms;
- Special course to instate the first rank of the Police Junior Lieutenant;
- Special basic training course for the contract-based land border guards of the MoIA Border Police of Georgia;
- Special training courses for conscripts;
- Special professional educational program for the promotion of the officers of the Central Criminal Police Department, MoIA territorial branches and the Patrol Police Department;
- Retraining course for the officers of the LEPL Security Police Department of the MoIA and etc.

The Academy also organizes and implements the following training courses for different state agencies/institutions on the contract basis:

- Basic training course for interns of the customs-check points of the Revenue Service;
- Retraining course for the Resource Officers (“Mandaturis”) of the educational institutions of the Ministry of Education and Science of Georgia;
- Special retraining course for the employees of the National Bureau of Enforcement of the Ministry of Justice of Georgia and etc.

As a result of reforms in the Academy, its material-technical base was significantly upgraded. With the assistance of the international donor organizations, the existing infrastructure was modernized and modern, interactive learning methodology was introduced. The Academy actively cooperates with international organizations and professional educational institutions of foreign countries. With the aim of perfecting the learning process, the refresher trainings for the academy staff are conducted on the regular basis. Currently, in the field of professional education, the Academy is developing the study directions, plans and curricula as well.

4.13.1. Challenges

4.13.1.1. Compatibility and duration of professional programs

The professional programs are not result-oriented. Identification of the final results is also impossible. There are no mechanisms for determining the program compliance with the existing requirements. This in turn, hampers identification of shortcomings and weaknesses, and respectively the consideration thereof in the learning process. Besides, special professional educational programs are short term and oriented towards prompt training and retraining of the personnel, negatively affecting the development of theoretical and practical skills.

4.13.1.2. Limited training capabilities of the Academy

The scale of the material-technical base of the Academy is insufficient for training/retraining of large contingent of the MoIA. Taking all that into account, it is necessary to conduct on-site training/retraining of the personnel of the regional units.

4.13.1.3. Inadequacy of the existing evaluation system

The existing system does not allow successive and objective evaluation of the knowledge. Also, within the on-job practice evaluation, their skills and the quality of work implemented on their workplace cannot be revealed.

4.13.1.4. Imperfect unified database

The unified database of students does not provide complete information on the Academy graduates. Data filtration capacities do not exist either.

4.13.1.5. Human resources issues

The absolute majority of the academic staff have only a lecturing experience. Besides, the relevant positions are not considered for the firemen-rescuers special professional education program.

4.13.1.6. Improvement of the material-technical base

The practical part of the training is not sufficiently supported with the relevant hardware. Some buildings on the territory of the Academy need renovation.

4.13.2. Priorities for 2013

4.13.2.1. Re-elaborating the special professional educational programs

Duration of the programs will be extended by increasing the volume and the practical components of the courses. The mechanisms of assessing the effectiveness of the programs will be introduced. It will enable to identify weaknesses and introduce respective changes in the learning process.

4.13.2.2. Elaborating the unified evaluation system

The unified evaluation system will be based on the objective criteria of evaluating theoretical and practical knowledge and skills. Application of the different evaluation criteria shall be allowed only in determined cases deriving from the specificity of the program.

4.13.2.3. Developing the unified electronic database of student registration

The database will be designed for numerous users (lecturers and students). The existence of complete database will improve the planning of learning and student evaluation processes.

4.13.2.4. Increasing professional qualification of the academic staff

In order to deepen practical experience of the academic staff members, target trainings and gradual on-site trips are planned. Also, the project on their rotational substitution will be elaborated.

4.13.2.5. Forming the mobile training teams

The mobile training teams will be established within the Academy. These teams, based on the needs, will conduct on-site professional skills development trainings for the MoIA regional sub-units' personnel.

4.13.2.6. Attracting the firemen-rescuer specialists

With the purpose of ensuring proper running of the special professional educational program of training firemen-rescuers, the academy plans to invite the staff with relevant qualification.

4.13.2.7. Upgrading the material-technical base

For material-technical support of the programs, the Academy intends to acquire new hardware, including police equipment necessary for tactical training. Also, forensic laboratory will be renovated and relevantly equipped. The number of books at the library will be increased and the work on the development of the electronic library will commence.

4.13.2.8. Developing the model police station

In the framework of the reform, with the aim to further perfect and improve the policing services the model police station will be developed. The objective of this endeavor is that the station will become proving ground for new policies and procedures in real situations. Besides, the project will also serve strengthening theoretical knowledge acquired at the Academy by practical experience.

4.14 Deepening International Cooperation

One of the most important issues for the Ministry of Internal Affairs is International Cooperation. It is directly linked to the support of reform processes and capacity building of structural units of the ministry.

The ministry's international cooperation is carried out in two directions: Operative and Non-operative. The Operative Cooperation includes: exchange of operative-search information, conducting joint operations and other relevant issues through Police Attaché cooperation, bilateral agreements, principle of reciprocity and support of international and regional organizations in accordance with international agreements and national legislation.

Non-operative Cooperation includes issues like: cooperation with Euro-Atlantic structures, conclusion of international agreements, joint projects, events, exchange of experience, donor coordination, trainings, implementation of joint Action Plans, submission of report of activities etc.

The following strategic partner/donor countries are actively supporting the Ministry of Internal Affairs in the implementation of obligations undertaken by international and national legal instruments as well as in the process of reform and capacity building of structural units: United States of America, European Union, EU Member States and Republic of Turkey.

The Ministry cooperates with the USA on the basis of bilateral agreements existing in law enforcement sphere and projects based on these agreements, as well as in the framework of Georgia-US Strategic Partnership Charter.

The Ministry of Internal Affairs of Georgia (MoIA), within its competence actively cooperates with the European Union through existing cooperation instruments. Framework agreement regulating cooperation between EU and Georgia is "the Partnership and Cooperation Agreement" (PCA) will be replaced by Association Agreement upon its entry into force. Correspondingly, MoIA is actively implementing undertaken obligations within the frameworks of European Neighborhood Policy Action Plan, Eastern Partnership work programs, "Mobility Partnership" and Readmission Agreement.

It is important to mention, that in the direction of North-Atlantic Integration, MoIA is engaged in the implementation of Annual National Plan (ANP), which is a practical instrument for the NATO integration process and defines development directions for the stakeholders. Ministry is also involved in the Planning and Review Process (PARP) that is an instrument for improving interoperability with NATO and evaluating capacities for the reform of armed forces. Correspondingly, in the Planning and Review Process, MoIA is involved with Coast Guard issues.

Furthermore, international legal cooperation is crucial. In this field, ministry is conducting activities related to the conclusion of bilateral and multilateral treaties. Monitoring the implementation thereof is also within its competence. Georgia is the member of the regional organizations like Black Sea Economic Cooperation (BSEC) and the GUAM Organization for Democracy and Economic

Development. Georgia is cooperating with South-East European Law Enforcement Center (SELEC) and has observer status therein. In addition, there is a certain level of cooperation with European specialized agency - Europol. MoIA international legal cooperation is developed through bilateral relations as well, by the means of exchanging information with foreign countries based on international commitments and the principle of reciprocity, collaboration with police attachés, participating in working group meetings and monitoring of their work.

4.14.1 Priorities for 2013

Considering Georgia's national interests, Ministry of Internal Affairs is devoting a significant attention to the result-oriented collaboration with European Union and NATO.

4.14.1.1 Deepening cooperation with EU

Cooperation process with EU and subsequent integration is one of the defining factors of Georgia's peaceful development. In order to speed up the process, effective implementation of existing obligations and developing new mechanisms of cooperation are main priorities for the MoIA, as for the agency ensuring public order and security of its citizens.

In this regard following activities are planned:

4.14.1.1.1 Fulfilling the obligations under MoIA competence, within the framework of European Neighborhood Policy

MoIA will continue to actively implement obligations, which will promote and deepen cooperation with relevant agencies.

4.14.1.1.2 Undertaking activities within the framework of Association Agreement

MoIA will continue participating in negotiations on Association Agreement and other agreements within its competence. MoIA will also coordinate the work of the working group II "Justice, Freedom, Security". The elaboration of the "Association Agenda" is scheduled for 2013 and it will replace European Neighborhood Policy Action Plan. It will define the priorities for the cooperation with the EU and future action plan for the country.

4.14.1.1.3 Coordinating the issues, under MoIA competence, within the framework of Visa Dialogue

In the framework of cooperation with EU, particular attention will be paid to implementing and monitoring obligations in the area of migration and border management. Successful implementation of the Readmission Agreement will continue; implementing protocols and Readmission Agreements with third countries will be concluded. MoIA will continue to participate in the Integrated Border Management Flagship Initiative.

4.14.1.1.4 Fulfilling the obligations undertaken within the framework of Eastern Partnership “Roadmaps”

The obligations under the bilateral and multilateral “Roadmaps” will be fulfilled, that will further strengthen relations between MoIA and European agencies.

4.14.1.1.5 Deepening cooperation with the EU specialized agencies

For 2013 MoIA priority is to develop cooperation with EUROPOL, and deepen existing cooperation with CEPOL and FRONTEX.

4.12.1.2 Deepening cooperation with NATO

MoIA will continue to fulfill its obligations imposed under the Annual National Program (ANP) and Planning and Review Process (PARP). These obligations can be summarized as follows: 1) active cooperation in combating terrorism, participation in various special programs, sharing information and assignment of liaison officer; 2) within the framework of civil emergency management direction, improving and updating National Response Plan and Sectoral Response Plans, implementing risk management and disaster prevention mechanism; 3) enhancing capacities of Georgian Border Police Coast Guard; 4) enhancing cooperation with civil society representatives.

4.14.1.3 Deepening cooperation with the USA respective agencies

USA, as a strategic partner of Georgia, significantly contributed to the reforms of Georgian Law Enforcement Agencies. Accordingly, active cooperation with the US, (on operational and non-operational levels) represents one of the main priorities for MoIA with the aim to ensure the country’s national security and strengthen the rule of law. Current cooperation is based on existing agreements in law enforcement sphere and projects derived thereby. In that regard, in 2013 the following activities are of great importance:

4.14.1.3.1. Implementation of agreements in law enforcement sphere with the USA

In the framework of US-Georgia Charter on Strategic Partnership, MoIA - within its competence - will continue organizing meetings and participating in working groups. At the same time, annual implementation of the “Letter on Agreement on Narcotics Control and Law Enforcement between the Government of the United States of America and the Government of Georgia” and its amendments shall be specially emphasized.

4.14.1.3.2. Continuing cooperation in the framework of various projects in law enforcement sphere

Ministry of Internal Affairs attaches special importance to the assistance provided within the framework of American projects for its capacity building. With the support provided under these projects, CBRN national strategy will be elaborated, activities for the establishment of the Joint Maritime Operations Center will commence, human resources management system will be improved and the policies and procedures will be institutionalized.

4.14.1.4. Deepening international legal cooperation

International legal cooperation of the Ministry of Internal Affairs is conducted in three main directions: 1) development of international legal base; 2) regional cooperation; 3) bilateral cooperation. International cooperation conducted on multilateral/bilateral basis has an utmost importance in spheres such as: fight against organized crime, implementation of EU-Georgia readmission agreement, signing its implementing protocols, and conclusion of readmission agreements with other countries.

4.14.1.4.1. Developing the international legal base

With the aim of establishing and developing international relations, the process of conclusion of bilateral/multilateral international agreements with partner countries will be continued in priority fields such as: cooperation in the fight against crime/police cooperation, cooperation in exchange and protection of classified information, cooperation in the field of civil emergencies, mutual recognition of driving licenses, conclusion of EU-Georgia readmission agreement's implementing protocols with EU member states. Moreover, one of the priority issues is the implementation of UN Security Council resolutions and the harmonization of national legislation with international standards in the field of law enforcement.

With the aim of implementing provisions on cooperation provided by Georgia's multilateral and bilateral international agreements, as well as in order to develop international police cooperation, a relevant national legal act is being elaborated. This act will regulate the rules and procedures of international law enforcement cooperation at the national level. A step forward in this direction will create a firm legal basis for the realization of international cooperation and will ensure due fulfillment of obligations arising from international treaties.

4.14.1.4.2. Deepening regional cooperation

Regional cooperation will be further deepened with the purpose to combat organized crime, in particular, transnational organized crime, as well as for sharing the experience in this regard. Accordingly, application of the existing formats (GUAM, BSEC, SELEC and Europol), their further development and deepening is the issue of great importance. It shall be emphasized that Georgia is designated as GUAM Chair Country for 2013. One of the major vectors of the activity of this Organization is the cooperation in the spheres of law enforcement, security, emergency situations management and combating transnational crime, providing the MoIA with more and effective leverage in terms of regional cooperation. Annual joint operations for combating illegal drugs and human trafficking will be continued within the scopes of GUAM.

4.14.1.4.3. Deepening bilateral cooperation

One of the main directions of international cooperation is the establishment, development and deepening of bilateral cooperation. This cooperation will be carried out with the consideration of existing practice through: preparation and implementation of cooperation programs on the basis of bilateral agreements falling within the Ministry's competence, initiation and signing of new agreements falling within the scope of the Ministry, organizing working groups within the bilateral framework, and implementation of action plans prepared by these working groups.

4.14.1.5. Experience sharing

Georgian Police Reform and the success achieved in the fight against organized crime motivated other countries to update their relevant systems. Based on this, the MoIA has the possibility to share its successful experience of implementing the Police Reform. For this purpose, in 2013 it is planned to carry out the study visits, expert missions, seminars and meetings with interested countries on bilateral level and/or with support of donor/international organizations.

4.14.1.6 Further coordination with donor countries and organizations

In the framework of international cooperation, MoIA will contribute to better implementation of their professional activities by its structural units, which will be achieved through donor coordination. For this purpose, MoIA will continue:

- Submission of needs assessment on the annual donor conference, for the purpose of further developing the cooperation;
- Preparation of project proposals;
- Making use of EU projects /programs (TAIEX, TWINNING, SIGMA) ;
- Maintenance of database on the implemented projects and personnel having undergone trainings in the framework of projects.

5. Final Provisions

Since November 2012, with the aim to depoliticize the system of the MoIA, the significant restructuring was implemented at the Ministry. The Constitutional Security Department (CSD) and the Special Operative Department (SOD), considered to be the basis of the “police state”, were abolished. Police and state security functions were mixed up in the CSD. There were no legal regulatory mechanisms of its activities. Instead of the CSD, the Anticorruption and State Security agencies were established. The SOD was duplicating the functions of the Criminal Police. As a result of the reorganization, these functions will be carried out by the Central Criminal Police Department.

With the purpose of implementing reforms within the Ministry, Reforms and Development Agency was established. One of the priorities of the reform is the establishment of the community-oriented police. It is the new vision of the cooperation between police and society, and considers sharing of responsibilities and close cooperation in the fight against crime. The system of the MoIA will become more transparent and the level of society engagement in its activities will be increased. Within the reform, the institutionalization of policies and procedures is also considered. Significant attention will be devoted to improving the human resources management system. It will refine recruitment, promotion and other procedures. The Ministry will provide equal conditions of employment irrespective of gender, ethnic origin and religious beliefs.

The aim of the Ministry of Internal Affairs is to protect human rights to the maximum extent while implementing its activities. Any police measure should be based on the principles of legality, respect for personality, honor and dignity of an individual, as well as humanity and publicity. The Ministry will also ensure the maximum secure environment in the temporary detention isolators (TDI).

One of the main objectives of the Ministry is ensuring public order and citizens’ safety. Despite the achieved progress, the juvenile involvement in criminal activities remains to be a challenge. The facts of domestic violence, drug-related crime, as well as the crime against property such as theft are also frequent. In fight against crime the MoIA emphasizes the priority of prevention. The decisive factor in successfully implementing preventive measures is the joint efforts by the police and society. For ensuring public order and safety of the citizens the Ministry will devote significant attention to the following priorities: increase public consciousness and strengthen relations therewith, prevent juvenile crime and the fight against domestic violence, enhance police visibility, etc.

Road Safety is an important component of public order and the citizens’ safety. The number of accidents in the country caused by excess speed, alcohol influence, negligence of traffic safety rules and other factors is quite high. As a result, it is reflected on the rate of mortality, injuries and property damage. The goal of the Ministry is to reduce the number of road accidents and the severity of their consequences. Respectively, it will devote special attention to running information campaigns in order to enhance public awareness. For the prevention of road accidents, introducing/modernizing the road security systems and improving the capabilities of Patrol Police are very important.

Among the MoIA responsibilities of great importance is ensuring the border security of the country. The challenges the Ministry faces in this field are the outdated border infrastructure and necessity of technical/engineering upgrade. Increasing migration flows at the border crossing points should also be taken into account. Modernization of the vessels and permanent training/retraining of the personnel is of great importance in the maritime direction. With the purpose of improving the state border security, the Ministry of Internal Affairs of Georgia in 2013 intends to upgrade radio communication systems and improve the infrastructure of the border sectors. For improving the management of increased migration flows and the services provided to the citizens, so-called “E-Gates” (Electronic Gates) will be installed at the border-crossing points.

The MoIA pays significant attention to the avoidance of possible negative consequences caused by natural or man-made disasters. The low level of the public awareness in terms of existing risks, preventive and response measures is one of the main challenges. Besides, for minimizing the consequences of emergencies, the necessity to improve relevant regulations has also emerged. Addressing this issue will improve the components of disaster preparedness and prevention. In this regard, the Ministry plans to develop and improve the risk maps, as well as to implement relevant amendments to the existing regulations. For improving the disaster response quality, the organization of respective training courses is also one of the main priorities. In this regard, the support of the international and non-governmental organizations is very important. The absence of the joint approach concerning chemical, biological, radiation and nuclear (hereinafter CBRN) threats is one of the challenges that the country faces. Respectively, one of the most important priorities for the MoIA is an active participation in the elaboration of the CBRN security policy. For the purposes of elaborating the joint approach, the working group comprised of representatives from various government institutions and some international partners will be formed. The CBRN Center of Excellence will also be established. The interaction mechanisms with relevant stakeholders will be improved.

Managing migration processes represents one of the important priorities for the state. The lack of control mechanisms over these processes negatively affects its prosperity and security. Within its competence the MoIA promotes legal and counters illegal migration, including fight against human trafficking. The Ministry is responsible for the fulfillment of the obligations under readmission agreements. The absence of the mechanisms of detaining and deporting illegal migrants from the country hampers effective management of the migration processes. Neither is the population sufficiently informed about the risks of illegal migration. There is no common system for monitoring the migration flows and no center for accommodating the individuals subject to readmission. With the aim to improve the migration management, the MoIA will actively work on increasing the public awareness. The priorities will also be enhancing professional qualification of the MoIA personnel occupied in this field and strengthening fight against illegal transfer of migrants at the border.

Illegal drug-trade and drug addiction inflicts significant damage on the society. It is in direct connection with increasing criminal activities. Alarming is the fact that drug-addicts frequently try to involve others in drug consumption. Fight against this type of crime requires comprehensive approach. For prevention purposes it is decisive to increase public awareness. Measures to be implemented for

this purpose include relevant information campaigns. More attention will be devoted to effective coordination among the government agencies as well as to deepening cooperation with international organizations. This will contribute to the prevention of drug addiction and avoidance of the damage inflicted thereby. Besides, in order to improve data collection and analysis on drug-related crime, the unified electronic database will be refined.

Human trafficking represents one of the gravest offences. Considering the seriousness of the crime, the law enforcement agencies of different states closely cooperate with each other. Incomplete mechanisms of identifying the location of the trafficking victims represent a challenge in Georgia. Also, the low level of public awareness significantly hampers the prevention of trafficking. In order to improve the preventive measures, running the relevant information campaigns is planned. For enhancing the effectiveness of the fight against trafficking, the interrogation mechanisms should also be refined. In addition, strengthening of the operative cooperation with the partner states (especially with the neighbors) is of great importance.

As a result of implemented reforms, the corruption at lower levels of public sector decreased significantly. Nevertheless, the so-called “Elite Corruption” still remains to be a problem. The priorities for the Ministry of Internal Affairs of Georgia in the fight against corruption are: participation in improving the legislation; within its competence, involvement in the improvement of human resources management in the public service; sharing partner countries` and international organizations` experience in the field; enhancing qualification of the MoIA personnel in charge. With the aim to fight against corruption the Anticorruption Agency was established. It works on revealing and suppressing the corruption-related crime by public servants.

Combating terrorism is one of the main components ensuring the security of the state. To Georgia, threats of terrorism are associated with and linked to the existence of the occupied territories. The developments therein, are beyond the control of the Georgian law enforcement agencies. Due to the geographic location of the country, the risk of transportation/transit of the explosive and radioactive substances is also high. Strengthening the border security is an important factor in the fight against terror. Counterterrorist policy also includes a close cooperation with the partner countries and international organizations.

Development of modern technologies gave rise to new types of security threats. Under the growing dependence on information systems, the sphere of and the damage by cybercrime also increases. Cybercriminals not only disturb the information systems but also use the cyberspace for committing different crimes. The objects of attacks can be offices and homes. Cyber threats originate from certain individuals, destructive groups and/or states. The series of the Russian cyber-attacks in 2008, against Georgia’s information infrastructure, clearly demonstrated the necessity of developing the state policy in this field. The MoIA aims to contribute to creating such a system of information security, that will enable to minimize the damage inflicted by cyber-attacks. In order to improve fight against cybercrime, it is necessary to improve qualification of MoIA personnel, establish the unit for the research of digital evidences, and enhance the interagency coordination.

One of the major objectives of the Ministry of Internal Affairs is to provide the society with the quality service. The improvement of service quality will be one of the top priorities for 2013. The Service Agency, based on the requirements of the society, will continue to develop infrastructure, simplify the service procedures and introduce the latest technologies. The priorities of this year also include the increasing the compliance of the national driving and registration licenses with the international standards. Regulations for use of vehicles by the disabled individuals will also be refined.

In ensuring security and providing quality service, prompt and effective response to the urgent needs of the society is of vital importance. The obstacles in this field are the non-existence of emergency response reserve system, the inability to identify call locations, and insufficient public awareness of the unified emergency number 112. With the purpose to improve the adequate response to the public needs, increasing the sustainability of the systems and further advancement of the information technologies are the priority. Special attention will also be devoted to the increase the public awareness and further development of the personnel's skills.

Protecting the individual and the property is the priority and one of the services provided by the Ministry. This function is carried out by the Security Police Department. In terms of higher demands for service, the service diversification and quality improvement are key elements to achieve success. Equally important are the improved awareness on the Security Police among the population and further development of professional skills of its staff.

Ensuring public order and the safety of citizens is directly related to the professional staff. Training and retraining of the personnel of the MoIA is carried out by the Academy of the Ministry of Internal Affairs. Respectively, constant improvement of education quality is very important. Nowadays, the Academy faces several challenges. There are no mechanisms for determining the program compliance with the existing requirements. Duration of the courses is too short, which negatively influences the skills development of the attendees. Material-technical capacity of the Academy should also be improved. Besides, the unified student database as well as successive and objective evaluation system should be developed. To address the existing challenges, the academy intends to extend the duration of professional programs. The volume of the practical component will increase in the curriculum compared to the theoretical part. Introduction of the new unified evaluation system will ensure objective evaluation of theoretical and practical knowledge. Besides, special attention will be devoted to upgrading the material-technical base and improving the professional qualification of the faculty members.

International cooperation is one of the most important directions of the Ministry of Internal Affairs. Within the competence, on the international level, the Ministry carries out operative and non-operative cooperation. It includes the exchange of operative-search information, conduct of joint operations, cooperation with the Euro-Atlantic structures and ensuring the achievement of compatibility. With the purpose of sharing experience and implementing the action plans, the Ministry devotes significant attention to the joint projects.

According to the Euro-Atlantic aspirations of Georgia, deepening cooperation with the EU and the NATO remains the top priority. Of great importance is active participation in cooperation formats such as: “Eastern Partnership”, “Partnership for Mobility”, the NATO-Georgia Commission, Planning and Review Process (PARP), etc.

The USA is the most principal donor in and contributor to the reform process of the MoIA. For Georgia, it is important to deepen the existing cooperation and fulfill the major undertaken commitments, such as: fight against drugs and terrorism, as well as chemical, biological, radiation and nuclear security, etc.

MoIA priorities also include further deepening bilateral relations and regional cooperation. It highly important to intensify the utilization of international formats, such as: GUAM, BSEC, SELEC and Europol. Equally significant is to continue the conclusion of the agreements in the law enforcement and security spheres between the Ministry of Internal Affairs and the partner states.