

Structural Reorganization and Staff Optimization in the Ministry of Internal Affairs

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A b s t r a c t

After the “Rose Revolution” Georgian Government declared new political strategic priorities, the cornerstone of which was the wish of Georgia to establish effective internal and foreign policy, combat corruption, improve the economy and social conditions and to enter the Euro-Atlantic structures. On this way one of the main priorities was the reform of existing governmental institutions. The crucial components of the reform are: structural reorganization and optimization of the Ministries.

Major changes in field of the reform of the Ministry of Internal Affairs were implemented. The ties between organized crime and law enforcement were destroyed as a result of reforms and corrupt officials of law enforcement structures were replaced. The system is under ongoing reform. Already around 16,000 policemen have been fired, the MoIA has had three different Ministers, each of them bringing different style of work and firing some more people. The rapid change of the leadership had a negative implication on the reform process.

This research project analyzes the problems and existing regulations in one of the most crucial component of Georgian law enforcement, the personnel management system, to make clear the positive and negative changes that were implemented in the Ministry of Internal Affairs. This project also examines and studies the complex structure that came into being after the merger of Ministry of Internal Affairs and Ministry of State Security thus making conclusion on the existence or non-existence of the duplicated functions/structures and recommending the activities aimed at the formation of sustainable structural units. The paper then looks at the personnel policy in the Ministry to inquire about the personnel numbers after the merger of MoIA and MSS and to recommend optimal number deriving from existing reality and work requirements taking into consideration international standards. This shows the disproportion of the personnel allocation after the staff optimization, in particular, to find those structures that have a lack of the personnel and also those structures that have personnel abundance in line with their functions and assignments to be implemented. The project elaborates certain criteria for the recruitment in police that represents a crucial factor of personnel management system. Finally the paper explores the activities of the former policemen after dismissal, in particular, research the complicity of the former policemen in crime.

TraCCC research group met the heads of all relevant departments of Ministry of Internal Affairs in Tbilisi, as well as made field research in all ten regions of the country. The representatives of non-governmental organizations, in particular those who are in close touch with police, such as Georgian Young Lawyers Association (GYLA) and Liberty Institute; journalists; citizens in the street and former policemen were interviewed in the framework of the research.

The research is based on the primary as well as secondary sources. However the lack of the latter has to be mentioned here. TraCCC research group obtained information mainly through the interviews with acting and former police officers, NGO representatives and others as well as relied upon the data that was conveyed by various structures of the Ministry of Internal Affairs. The information of General Prosecutor’s Office and Supreme Court of Georgia is also used in the research.

Since December 2003, the process of structural reorganization and optimization was divided by several steps and still is going on. The merger of appropriate line functions was provided. State Border Defense Department (February 2004), State Material Reserve Department (February 2004) and Security Service (December 2004) was subordinated to the MoIA. The Internal Troops (Number of personnel – 7,941 including conscripts), was transferred to the Ministry of Defense and the National Bureau of Citizens' Registration (Number of personnel 484, November 2004) and Preliminary Detention Isolator were transferred to the Ministry of Justice. The transfer of Fire Department (Number of personnel – 1,378) to local authorities is planned.

In July of 2004 following structures were eliminated: Transport Police (decreased personnel – 2,907), Main Administrative Board of Traffic Police (decreased personnel -2,738), Main Administrative Board of Protection of Public Order (decreased personnel – 2,266), and Main Administrative Board of Ecology Police (decreased personnel – 462). The part of the employees of these divisions went to other police structures, for instance some traffic policemen went to patrol police, another part left police service and stay unemployed now or found employment elsewhere. The departments: Service for Combating Corruption, Service for Combating Drug Addiction and Narcobusiness, Information and Public Relations Office, International Relations Division and Legal Division have merged with Ministry's Headquarters and other departments.

During this reorganization 16,000 MoIA employees were dismissed from the Ministry mostly without any written explanation. There are no clear criteria for the dismissal as well as for the recruitment (except the Patrol Police Department). This significantly contributed to the discontent of the dismissed policemen not able to understand why they were dismissed, based on what criteria. This is particularly true in the case of those policemen who were fired from the structures not eliminated as a result of structural reorganization, for instance (abolishment of: Main Administrative Board of Traffic Police; Main Administrative Board of Ecology Police; Transport Police Department; Main Administrative Board of Protection of Public Order) merger of operative and investigative units. The mass protests as a result of discontent received significant media attention. Protest mass-meetings were held in Tbilisi, Kutaisi, Gori. These protest mass-meetings were used by the opposition political parties to blame the Government in provision of the inappropriate reforms. Two former Police officers committed suicide (one in the building of the Financial Unit of the MoIA), few of them publicly announced to have an intention of committing of suicide and few attempted to commit suicide

Significant changes were undertaken in terms of the unification of the inquiry and preliminary investigation structures. Appropriate amendments were made in Criminal Procedure Legislation of Georgia: the articles concerning inquiry and consequently regulating the inquiry organs and/or inquiry rights and obligations have been removed. The inquiry functions have been transferred to the investigators. Investigative Department of the Ministry of Internal Affairs has been optimized and it only retained the function of gathering statistical data and analysis. The employees of the investigative department and its territorial structures have been reassigned to other structural units of MoIA i.e. the investigators investigating the cases of murder and heavy injuries have moved to the Criminal Police department; the investigators working on the drugs-related crimes, organized crime and other crimes were transferred to the Special Operative Department; the investigators working on the cases subject to the Department of Counter Espionage have moved to this very department and etc. The same changes were implemented in the territorial units of the MoIA.

The implementation of the aforementioned changes was recommended by almost all foreign experts and international organizations. The presence of the old system implying separate structures of inquiry and preliminary investigation was creating significant obstacles in the process of arriving to objective conclusions; parallelism, competitions and failing of the cases was frequent. The merger of inquiry and preliminary investigation functions is definitely the step forward in the process of MoIA reform.

Staff optimization of the MoIA is mostly implemented proportionally in the departments without comprehensive assessment of the situation. The cases are frequent when the departments and divisions are optimized that in case of assessment may be deemed to eliminate; at the same time those divisions (mostly operative) are optimized that experience personnel shortage and need additional staff to perform successfully. The example of this can be the National Central Bureau (NCB) of Interpol and the division seeking wanted persons within criminal police. The reorganization did not touch NCB of Interpol at all, the staff of which numbers 47 employees (for comparison the NCBs of Interpol in London and Budapest number only 5-7 employees); At the same time the staff of the division seeking wanted persons was cut and according to the employees of this unit – even the personnel before optimization was not enough. The same is the case with the Main Administrative Board of Extreme Situations and Civil Defense that was abolished in July of 2004 and re-established in December of the same year as well as the problem created as a result of unification of inquiry and preliminary investigation structures.

Head of Main Administrative Board of Personnel of MoIA gave approximate figures on the personnel dismissed. According to him after the reorganization 70 percent of the staff left the Ministry and new people came. The approximate number is 32 thousand people as of now. Approximately 400 people were fired from the Ministry of State Security after it merged with MoIA. Only 15 percent of the staff is the policemen of Shevardnadze's time in Patrol Police, part of which stayed here from older structure of Traffic Police and the other part came here after the reorganization of MoIA from various departments that were liquidated.

Ministry of Internal Affairs of Georgia implements staff policy on the basis of the following laws and normative acts: "Law on Police"; "Law on Public Security Service"; "Law on Military Liability and Military Service"; "Law on Public Service"; "Code of Labor Law"; "Regulations on Service in Ministry of Internal Affairs Structures"; "Discipline Regulation of the employees of the Ministry of Internal Affairs".

Georgian law on police were adopted on July 27, 1993. In 1997-2005 amendments and additions were made to this law. The issues of staff policy is defined and regulated by 19-23 articles of 6th chapter of the law. These articles generally define the rules of recruiting citizens in police and status during the service in police.

19th article of the law mentions that policeman swears on oath when entering police. After the oath he is a state representative who is granted a special status and is allowed to carry arms. 20th article defines that the recruitment of the citizens in police is allowed from the age of 18 and upper age barrier of entering police is 35 years.

21st article defines those obstacles that prevent citizens to start work in police. Basic requirements include that a person must not be sentenced and should not have addiction to drugs, alcohol and the like as well as venereal or other infectious diseases. Also deriving from his/her responsibility the person to be recruited in police needs to meet the criteria of good physical condition and health. The same article restricts policemen to participate in protest demonstrations and strikes at the same time to retain any other position of recourse to public funds or other organization besides scientific and pedagogical activity.

22nd article sets out the rules of policemen's dismissal. The bases of firing policeman, according to the Georgian legislation, are the circumstances such as deteriorating of the health of policeman, not fulfilling the responsibility, court negative decision in relation to a policeman as well as election or appointment in any other public service institution.

23rd article deals with the preparation of police personnel and education. The citizens in the age from 17 to 30 may be recruited in Higher and Medium MoIA Educational Institutions who meet certain criteria.

Georgian law on "Public Security Service" was adopted on February 18, 1998. Third chapter of the aforementioned law - personnel and means of public security service (articles 7-17) defines the rules and basis of recruitment and dismissal of the employees in public security services (former State Security).

Georgian law on the status of military serviceman (adopted June 25, 1998) and Georgian law on military liability and military service (adopted September 17, 1997) define the rules and basis of recruitment, dismissal and service in military service of the militarized bodies in the Ministry of Internal Affairs – State Department of Border Guards and Special Operations Center and their territorial units.

“Regulations on Service in Ministry of Internal Affairs Structures” (approved by Presidential decree N 139, March 17, 1997) define and regulate the rules of service and the rights and responsibilities of the employees of Ministry of Internal Affairs (ranks and officers). The articles regulating staff policy are included in 2nd chapter “Recruitment and transfer of the employees in the MoIA” (articles 8-16) and 6th chapter “Termination of the service in MoIA” (articles 59-78). Aforementioned chapters address the conditions and rules of recruitment/dismissal of the citizens in MoIA in detail.

According to the 21^d article of the Regulation of the Ministry of Internal Affairs of Georgia approved by Presidential decree N 614, December 27, 2004, the Department of Personnel and Organizational Maintenance is responsible for the staffing of territorial organs’ units and structural subunits of the Ministry with high qualified staff. The competence of the same department includes organizing of studying process, qualification raising, employing, physical training for employees.

The personnel management of the MoIA is provided by the Main Administrative Board of Personnel. The department organizes interview with the candidate for the appointment in the organs of MoIA, checks the biographical data/family conditions, attitude to the military service, data on nearest relatives and other information. The candidate is directed to pass the military-medical commission, as well as pass the tests of narcological, tuberculosis control and in Psycho-neurological institutions in order to find out that the person is not on the registry of the aforementioned institutions.

The candidate is requested to submit the following documents to the main administrative board of personnel: Written statement; Identity Card; Curriculum Vitae; Diploma and its copy; Labor-book; Certificate of medical-narcological test; The copies of private and near relatives’ birth certificates; Certificate of Marriage; Certificate from the place of residence; Military Card; Photos.

After January of 2005 the staff policy became decentralized. The right of personnel management (including the function of hiring/firing) was delegated to the heads of respective departments. For instance, the human resources department of Tbilisi issues a decree on the appointment and head of the city police approves it. On central as well as regional level staff recruitment is implemented in similar ways: the director of the department / head of regional police appoint the officers of lower rings, middle and high ranking officers are appointed with the consent of the Minister. The people are first appointed for three month probationary period.

The high ranking officers of MoIA do not refuse that “staff policy needs fundamental refinement”. The process of staff optimization as well as new recruitment in the Ministry was accompanied by drawbacks.

The new recruitment in the Ministry went without any open competition or any elaborate criteria besides patrol police. Political party lobbying, nepotism and cronyism remained to be the main mechanism for staff selection. The majority of new employees in the Ministry have no idea on operative activities and even are not lawyers. According to former policeman the older employees were certainly corrupted though selection of the honest people from the circles of medium level officers was possible. Now only 30-40 percent of these skilled policemen stayed in the structure.

The MoIA officials mention that personnel policy aims at hiring and promoting younger people. One can find many newly recruited policemen in the department. However youngsters with no work experience in police frequently cannot perform well, as many interviewees in Tbilisi as well as in the regions are reporting.

Before hiring, prospective employees have to pass the test that mainly concentrates on the norms of the Georgian law and checks the knowledge of police activities in general. The training center of the Ministry also has elaborated Psychological tests for new recruits.

On the question if there are any criteria for dismissal/recruitment TraCCC research group did not receive a clear reply. The general impression is that appropriate criteria do not exist at all. There are also no job descriptions, no staff tables and comprehensive and transparent recruitment system.

According to former police officer, there is no comprehensive staff policy in the Ministry of Internal Affairs and appointments on the positions after the Rose Revolution was implemented according to twofold criteria a) belonging to the ruling political party, i.e. National Movement or United Democrats and b) closeness with the acting Minister and/or other high ranking officials.

After the merger of MoIA and Ministry of State Security the practice of transferring the employees in reserve of the Main Administrative Board for Work with Personnel and Staff after dismissal was abolished and the employees are now fired without being transferred in reserve. The old practice implied to transfer the employees in reserve for four months in the case of staff optimization or the elimination of particular structure. The employees were given salary during two months. During four months the Main Administrative Board for Work with Personnel and Staff should find the place for the employees of this category in the way that this people could maintain the length of service without cease and there was no need to re-nominate them. If the vacancy was not open the employee in reserve was dismissed.

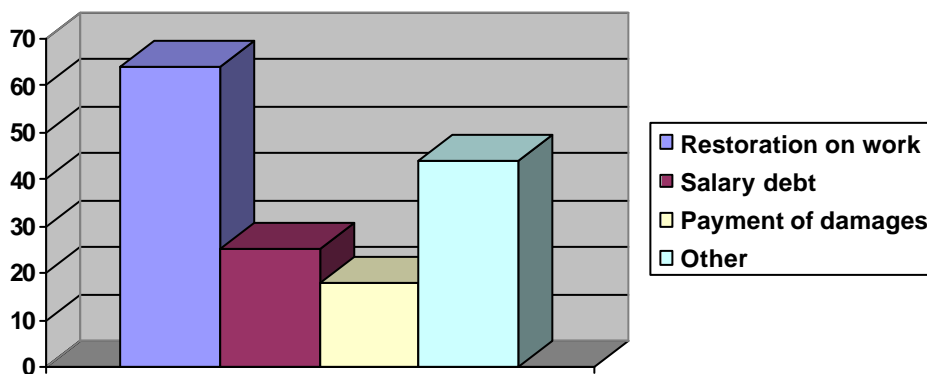
The high-ranking officials of the Ministry of Internal Affairs admit that there were some drawbacks in the process of optimization and some really qualified people were fired. Former policeman thinks that staff optimization was necessary though it should not be done in the way it was. First it was not fair, the staff has to be decreased but new selection had to be based on open competition. That was only arranged in the case of Patrol Police. And second, the criteria for selection had to be based on professionalism and not loyalty. Concerning new employees, maybe they are educated though they have no appropriate experience to work in the Ministry of Internal Affairs.

Thus, some qualified personnel were fired from the MoIA while low-qualified new recruits came to the structure and policemen with suspicious past were kept and even promoted.

The process of the reformation was followed by numerous protests through the whole country and court discussions – former policemen were demanding to be reinstated on the work.

The Judiciary Administration of Ministry of Internal Affairs had in total 151 cases in the period of January 1, 2005 to May 16, 2005. 64 cases were related with dismissed policemen i.e. the department was trying to defend the position of the Ministry in the court against the fired staff who request to get their jobs back.

Chart 1. The caseload of Judiciary Division of MoIA



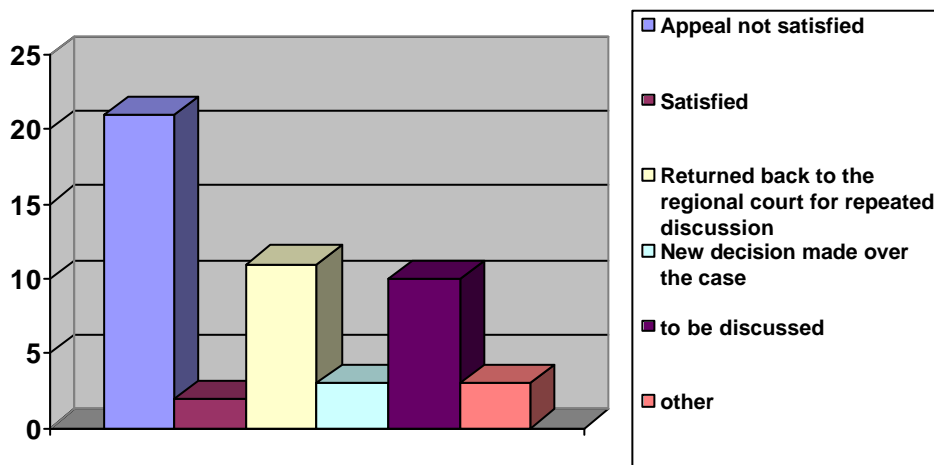
From these 64 cases court discussion were finalized on 3 cases – the decision were made in favor of the Ministry of Internal Affairs.

The officers of the Personnel Department reported about the reason of recent dismissal of the head of Judiciary Administration in the Ministry. There was an assumption that he was artificially making circumstances when dismissed policemen appealing to court for the unfair dismissal managed to win the court cases against the Ministry of Internal Affairs. The mechanism was the following –numerous fired personnel of the Ministry addressed to the court during the optimization. The Judiciary Administration with its limited human resources was obliged to be present on 5-6 court discussions per day. The fired officers, who had ties with the head of Judiciary Administration, were arranging a deal with him and the latter was not informing the lawyers of the Ministry on the dates and time of the court discussions that means court automatically making the decision in favor of dismissed policemen. There were also the cases when the court was on the side of Ministry of Internal Affairs, but legislative department was not accepting this position due to the corrupt reasons.

The data of the Supreme Court of Georgia shows several trends. In total 66 former policemen addressed to the court appealing the Ministry’s decision to dismiss them and requested to be reinstated on their former positions. The policemen addressing to the court represent only 0.4 percent of the dismissed personnel. Thirty eight court discussions involved the headquarters of MoIA and MSS while fourteen cases touched regional structures of MoIA what means that former policemen were more active on central level rather than in the regions. Only two cases involved Ministry of State Security while the remaining fifty cases touched Ministry of Internal Affairs that gives ground to argue that policeman resorted to the means of appeal in the court more than the employees of the Ministry of State Security. The appellars were citizens in thirty one cases and Ministry of Internal Affairs in remaining twenty one cases i.e. MoIA was trying to annul the decision of the lower-instance court made in favor of former policemen in the latter cases.

The decisions of the Supreme Court were positive only in two cases, one in favor of MoIA and another in favor of former policeman.

Chart 2. The decision of the Supreme Court on the cases related with the restoration on work of dismissed policemen



Another 10 dismissed policemen appealed to General Inspection of MoIA seeking for justice.

The rallies of former policemen occurred in Tbilisi as well as in the regions. Unfortunately opposition political parties, in particular Labour Party, tried to manipulate with protest movements of dismissed policemen for political purposes.

About 300 employees of Tbilisi underground were dismissed on November 3, 2004 and this fact was only made known to them on November 8. Dismissed policemen demand

compensation and restoration to the working places. On November 9 Ministry of Internal Affairs replaced the underground policemen with patrol police. On November 11, dismissed underground policemen held a protest action in front of Avlabari Metro Station. Members of “Labour Party” also supported policemen. The former policemen have appealed the decision of Ministry of Internal Affairs regarding their dismissal. Lawyer of Labour Party defends the interests of former underground policemen at the trial.

The protest actions also took place in major cities of Georgia Kutaisi, Imereti; Zugdidi, Samegrelo; Batumi, Adjara; Gori, Shida Kartli. However mainly these protests were disorganized, chaotic and irregular and protesters were mostly dispersing soon. The rallies in Kutaisi were also greatly influenced by opposition Labour Party.

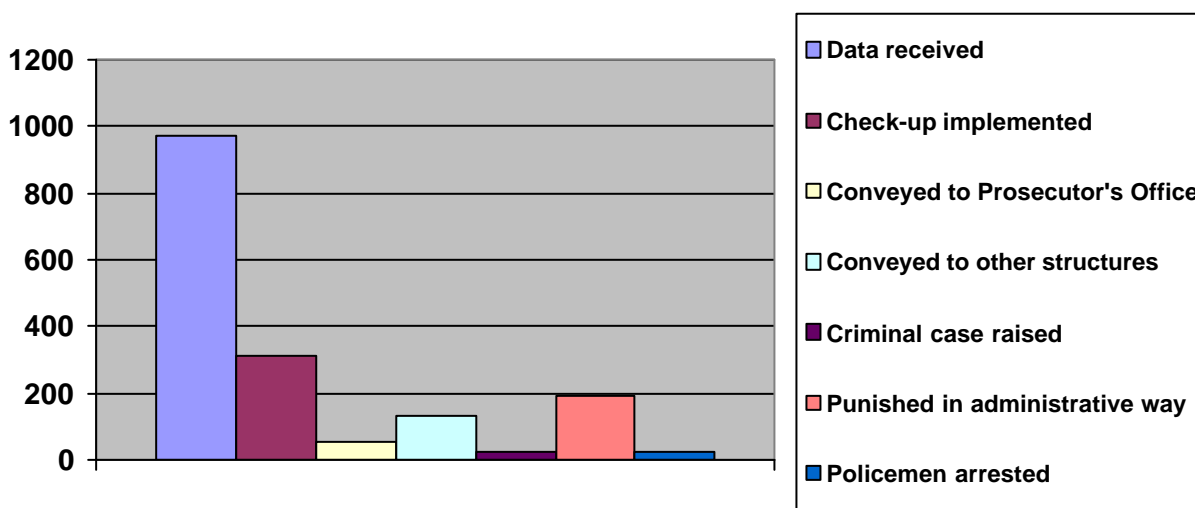
As already mentioned structural and staff optimization in MoIA resulted in the dismissal of 16 thousand policemen what gave birth to different kind of problems: Where these policemen have gone and what are they doing? What is the possibility of their becoming a destructive force given that there is a high probability of their being angry at the new government because of their dismissal and lost of revenue? Provided by the past cooperation of law enforcements with organized crime groups, are they involved in any kind of criminal activity? Head of the Department of Constitutional Security of MoIA confirms that former policemen really represent a danger as they are “skilled” and are aware of all tricks that may be used for committing crime and disguising trace.

The involvement of former policemen in crime was observable during Shevardnadze’s times as well. The former policemen were found to be guilty in assassinations, robberies, armed assaults and etc.

Initially the assumption is made that policemen might continue to be involved in the same criminal activity after dismissal. The patterns of crimes committed by former and acting policemen are compared in order to test this assumption.

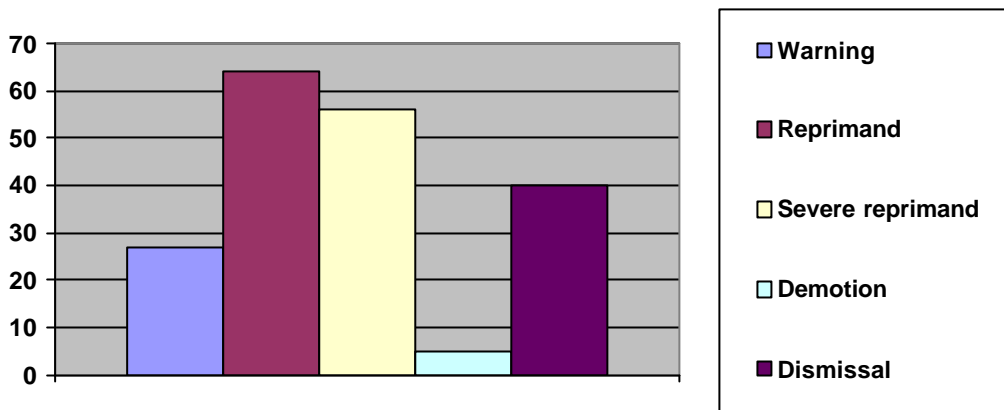
General Inspection is the only one structure in MoIA that implements check-up on the crimes of the policemen. If General Inspection discovers the features of crime the data is conveyed to General Prosecutor’s Office for conducting investigation and take a case to the court, or the cases is terminated if there are no signs of crime.

Chart 3. Activities of General Inspection of MoIA (in the period of January 1 – May 25, 2005)



In total 25 policemen was arrested and 192 policemen punished in administrative way.

Chart 4. Administrative Punishment of Policemen



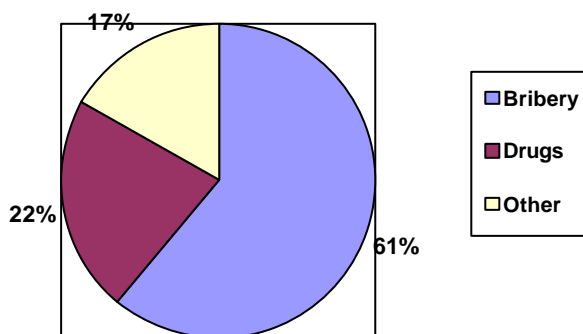
The majority of the criminal cases raised against policemen are related with bribery, while trade in drugs comes on second place. Thus despite of all anti-corruption efforts the most widespread crime among policemen is still bribery. Bribery was also rampant in the period before Rose Revolution though very small number of the policemen was prosecuted because of this offence. The data of the general inspection shows that policemen, in particular patrol policemen are accepting small briber (for instance a case of patrol policeman taking 10 GEL is reported). Consequently despite the improved work conditions the policemen accepting even small amount of bribes are still found in police what points to the drawbacks in the personnel policy and selection of the policemen.

However it is notable that there are other law violations from the side of the police that is caused by inexperience and lack of knowledge, however as far as emphasis was made on the corruption in the period after Rose Revolution, the activities of General Inspection more concentrated on the detection of the corruption in police that is also depicted by the official statistics.

The involvement of the policemen in drugs-related crime is also widespread. It is notable that the police ranks were cleaned from the policemen who used drugs that was a result of several check-ups implemented. This kind of checks was not done in the last period that promoted minor increase of the drug addicts in police.

In total, 4 policeman, one of them former policeman, were arrested because of drugs trade. The traded drugs involve “subutex” and heroin. The former policeman, formerly Lieutenant of Protection Police were arrested because of illegal drug trade.

Chart 5. The dynamics of crimes committed by acting policemen



It seems that the pattern of drugs-related crime keeps its first place in current activities of former policemen. Head of Criminal Police of MoIA confirms that the former policemen are mainly involved in drug abuse, trade and smuggling. The clean-up in the MoIA touched drug addicts first and they do not drop their past activities and continue to be involved in drugs

business. The certain parts of younger dismissed policemen are drug addicts and those who were allied to criminals might be involved in crime. Former policeman thinks that their main criminal activity is racketeering apart from narco-business.

The officers of General Inspection mentioned that 10 of 16 thousand dismissed people did not return their Police IDs of MoIA. One of them was recently arrested on one of the central avenues in Tbilisi. He used to work in regional police department of Kakheti and was stopped on his car by patrol police. He menaced patrol police officers and told them that he is a policeman. He had the gun “Stechkin” with him. Police officers arrested the former MoIA employee. Besides 3 other cases are reported in Tbilisi when former policemen use their old Police IDs. Head of Constitutional Security department also confirmed that the majority of former policemen have retained their Police IDs. Furthermore the IDs of MoIA is very easy to falsify, as it has no defense mechanism. He assumes that 90 percent of the former policemen also have illegal arms. However it is very difficult to check the illegal keeping of arms of all former policemen if there is no operative information on particular people. TraCCC research group found only two cases of former policemen illegally keeping arms: one, from the data of Supreme Court of a former policeman arrested for illicit carrying of arms in 2004 and the other cases was reported in Borjomi district of non-registered arms kept by former policeman. Head of district police called this person and managed to persuade to convey a gun to police. Furthermore almost all police officers confirm that there is a high probability of dismissed policemen keeping arms but due to the absence of the operative information they can not be arrested.

Thus some fifty percent of dismissed policemen may have kept their police ID cards and larger part may also have illegal arms. This assumption is very dangerous as fired policemen may use their Police IDs for committing various crimes and escaping detainment.

Special Operative department (SOD) of the Ministry of Internal Affairs reports several cases of the involvement of former policemen in crime:

1. On the basis of operative information SOD has established contact with the citizen in Western Georgia who is a former policeman, senior lieutenant of investigative department. The head of local division of Ministry of Internal Affairs asks this person to pay 500-1000 US dollars in exchange of restoration on work;
2. Division fighting against Drug addiction and Narco-business arrested two former policemen in 2005 for drugs-related crimes: in March, 2005 former employee of MoIA was arrested who was found 0.0035 grams of “subutex”; in the same period another former policeman was arrested in Gardabani district of Southern Georgia on the fact of realization of big quantity of “heroin”. SOD officers found 100 grams of heroin in his car.
3. On May 22, 2005 Adjara division of SOD arrested former policeman who was under the influence of drugs in the moment of arrest and had delivered 1.1 grams of heroin to a resident of Batumi for further realization. Former policeman was found 0.25 grams of heroin with him.

Furthermore the data of the Supreme Court shows that in 2004 former policeman was sentenced according to 260 article of the criminal code: “illicit purchase and keeping of narcotics in especially big quantities”. He had 21 tablets of subutex.

Thus the majority of the dismissed policemen arrested and prosecuted by police structure in Tbilisi were involved in drugs business. Therefore it is clear that former policemen are mainly involved in drugs-related crime like the acting policemen while there is no opportunity for them to be involved in corruption after dismissal that ranks crime number first committed by acting policemen. The further anecdotal information from the regions will support this statement.

The department of Constitutional Security of MoIA is trying to detain a group composed of 20-25 individuals the majority of them being former policemen. This is the organized group that is planning to commit a serious crime. Head of Criminal Police reports that in autumn of 2004

the organized crime groups comprising two former and one acting policemen attacked the post office and took the money that was to be distributed as pensions.

In late June of 2005 three Georgian wrestlers were arrested on the allegation of extortion. The police claim that three men were arrested while attempting to extort USD 8,000 from Greek businessman in Tbilisi. The perpetrators strongly denied these charges. Their friends and relatives destroyed the court hall after the judge announced decision and shortly moved to block the central Rustaveli avenue in Tbilisi. The protest action was supported by several hundreds of citizens and police dispersed the rally later in the evening.

The wrestlers arrested are a part of organized crime group that is chaired by influential thieves in law: Taniel Oniani, one of the most powerful Georgian thief in law, head of Kutaisi grouping, residing and operating in Spain, Vakho Chachanidze, residing and operating in Greece, Sulokhan Tvalchrelidze and Ramaz Jincharadze. The main actor of the group is Davit Qarseladze, a.k.a. "Kalatoza". Kalatoza was arrested after Rose Revolution, in April, 2004 for illegal carrying of arms and is in jail now. According to the law enforcements Kalatoza's and his group's other criminal activities include several money extortion cases, furthermore in December of 2004 this group has attacked Post Bank's Branch in Nadzaladevi, Tbilisi district, killed collector and took 144 thousand GEL.

Georgian former policemen are also related with Georgian organized crime groups in Belgium and Germany that are involved in the trafficking of stolen cars and drugs. A well-organized crime network composed of Georgians and Lithuanians (as well as other nationalities from the former Soviet Union) operates in Belgium. According to Belgian police representatives, the network has matured to become a serious problem for the state's law enforcements. Georgian organized crime groups in Belgium are allied with similar groups in France and Germany whose main activity is also stolen car-trafficking.

The former policemen are mainly recruited for transportation of the stolen cars from Europe to Georgia. For this service they receive 200 EUR. The letter from Belgian police officers dated July 7, 2005 says: two policemen were arrested together in Germany on April 3rd 2004, each driving a stolen car, bound for Austria and destined for Georgia. Further on there was also a Georgian security guard arrested on December 12th, 2003 also on board of a stolen car, bound for Austria and so further on to Georgia. According to another letter, Antwerp police headquarters, who had a big case concerning stolen cars, inform that there was one former Georgian policeman involved in the organized crime group engaged in stolen cars trafficking in Antwerp. Thus Georgian policemen or former policemen are not only used by organized crime groups as couriers of stolen cars but are also found in these groups. The source from the Ministry of Internal Affairs reports that the seven arrested expatriates stole 240 Mercedes in Antwerp alone. 171 of the cars appear to be in Georgia; the rest were probably shipped through Georgia to Azerbaijan or Armenia.

According to the high-ranking police officers, the majority of the fired people moved to the Protection Police department that is a commercial structure in MoIA and patrol police.

Dismissed high ranking policemen mainly moved to big business, the officers, from medium level moved to private sector, to private guard services and part of them left Georgia, from the lower level – only small part stayed in Patrol Police. Generally the biggest part of the dismissed policemen is unemployed.

The former policemen engaged in large and medium businesses do not want to return to police structure even if proposed high-ranking positions. They prefer to live calmly and maintain stable social-economic situation.

The heads of regional police departments frequently state that former policemen are employed in agricultural sector. As far as Georgia is an agricultural country the majority of the population in the regions is engaged in cattle-breeding, land tenure and other branched of agriculture. Though the majority is doing this in order to feed their families and only small part

take the crop to the market and earn good money. Thus the self-employment of former policemen in agricultural sector does not mean that their activity is profitable enough.

The regional specifics have a significant implication on the legal and illegal activities of former policemen. This issue will be discussed at length below.

The certain part of the dismissed policemen has migrated abroad seeking for the jobs. In general many Georgian citizens are trying to solve their problem of employment by leaving for various countries and dismissed policemen are not an exception. They mainly moved to the countries of central and western Europe and less to United States. The biggest part of the dismissed policemen went to Russian Federation.

This is caused by several factors: first, they still maintain relative and friendly contacts in post-communist period with the residents of Russia what facilitates easier finding of employment. However the most important factor is the absence of language barrier as far as ninety percent of the dismissed policemen know Russian language what also makes simple their communication and locating a job. Additionally, Russian consular service grants visa to them easier while other countries frequently reject to let them in.

At the end of the paper the TraCCC research group elaborated the following recommendations:

- There is a real need to differentiate between police, security and civil functions in the system of MoIA and to form the following structure: Ministry of Internal Affairs that will have civil-administrative and organizational-analytical function comprising two departments independent from each other: Police Department (Patrol Police, Criminal Police and Border Police) and Security Department (Counter intelligence, Constitutional Security and Anti-terrorist Departments).

- The job descriptions, transparent recruitment system and comprehensive criteria for selection/recruitment/dismissal have to be introduced.

- Certain part operative units personnel has to be transferred to investigative units as the latter has a shortage in human resources and needs personnel for effective work with caseload, especially after the amendments in criminal procedure code.

- The written attestation process has to be introduced by MoIA that that will be divided in: intellectual testing, psychological testing and testing in the legislation regulating police activity. The methods of Ministry of Education in conducting United National Exams may be used here.

- The staff optimization has to be continued aimed at reaching European standards.

- There is a need to change the existing system of special ranks and to form the system of unified ranks.

- The unification of police educational and training institutes is suggested and the formation of unified educational institute is recommended (not necessarily in the same building) that will manage the process of education and training of the needed numbers of personnel together with Main Board of Personnel of MoIA.

- The in-service training programs have to be introduced in Police Academy that will train the officers of operative and investigative units, particularly from the regions in order to raise their qualification.

- It is expedient to study internal threats and problems in Georgia and to consider these threats and the resources needed to address them when defining the optimal personnel numbers of particular operative or other structures of MoIA.

- Immediate steps have to be made in order to introduce social welfare system and to ensure the social security of the dismissed policemen. The program "Reintegration through the Information, Counseling & Referral Service (ICRS) and the Reintegration Fund (RF)" has to be launched urgently.