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Ministry of Defence of Georgia  
Tbilisi 2002



Georgia stands on an irreversible path of democratic development. The reform of the Georgian Armed Forces is one of the integral parts of vital changes the country is facing today. The transition process of the MOD and the Armed Forces from old soviet model to the modern forces, applicable to the international standards is progressing and that takes major efforts.

The current phase of ongoing reforms in the MOD considers restructuring of the Armed Forces. This means the achievement of a certain level of a combat readiness of the army through the force planning needed for defence. Characterizing processes certain for country in transition and changing environment requires the reconsideration of seemingly comprehensive structures of the MOD and the General Staff.

Unfortunately, the critical condition of economy country has faced during the past decade had direct impact on the reform process, which still requires significant financial support.

The Defence White Paper reflects current conditions of the Georgian Armed Forces and shows where we wish to be in the future.

Lieutenant-General David Tevzadze  
Minister of Defence

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## INTRODUCTION

### **The Security Environment of Georgia**

Since the restoration of independence, Georgia has been facing new challenges and threats in a radically changed security environment.

The Government of Georgia believes that the country's external security issues must be considered in a regional and international context, as events taking place in the region and elsewhere in the world have an impact on Georgia.

Georgia is located in south of the Great Caucasian Ridge, in the western part of the South Caucasus region. The Black Sea adjoins Georgia from the west, with Russia bordering from the north, Azerbaijan from the southeast, Armenia from south and Turkey from the southwest. Georgia occupies a crucial geo-strategic location at the western end of the land bridge between Europe and Asia, and this fact gives her an important transit function and dictates the need for regional co-operation.

During the last decade, however, areas of instability have appeared in South Caucasia, which must be resolved to ensure the further development of the region. To this end, Georgia is concerned and will work to assist the process of enhancing stability and developing good relations with all its neighbours. This is vital not only for Georgia, but for the development of the entire region. It will only be possible to achieve peace, stability and economic wealth in the region through joint efforts to strengthen democracy and implant market economy principles.

### **Modernisation of the Georgian Armed Forces (GAF)**

Following the break-up of the Soviet Union, all countries regaining their independence were forced to consider total restructuring and reform of their security institutions, including the armed forces. In doing so, the opportunity for modernisation had to be taken, based on the best examples of modern, effective forces. This has been a difficult task for all these nations, but particularly so for Georgia, where internal strife delayed the start of the process in the defence field. Moreover, Georgia had to begin the process with an officer corps coming from very different experiences; professionals from the old Soviet Army and those who had come to prominence in internal combat situations. There was no practical knowledge of how to develop and modernise a national force and experienced military advice had been sought from external sources.

As the President of Georgia has set the policy of moving Georgia closer to the Euro-Atlantic community of nations, reforms in all state areas are based on that guideline. As NATO is the major security organisation of the Euro-Atlantic community, modernisation of the Armed Forces is aimed to make them NATO-compatible in due course. Thus external advice and assistance is sought mainly, but not entirely, from the countries of that Alliance.

To meet the requirements of the future, Georgia needs light, well equipped, well trained and well led forces, with modern equipment. To be effective and to take their part in the modern military world these forces will rely more on quality than on mass. In order to meet these requirements the GAF of the future must have the following characteristics:

- Command, control and communications capability.
- Mobility.
- Flexibility.
- Sustainability.
- Interoperability.

### **The Pace of Modernisation**

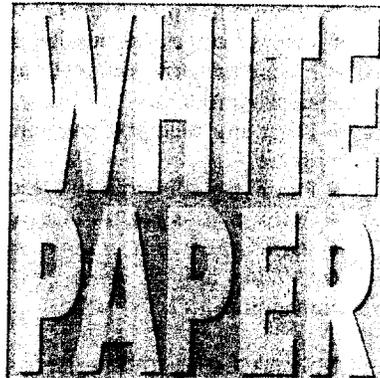
Military reform is a slow process. Experience in new techniques and skills have to be accumulated and passed on. Old procedures have to be modified. Human unwillingness to face change has to be overcome. A new generation of leaders has to be created who will have the knowledge to implement change. The operational capability of the GAF must be retained throughout, for their basic purpose remains constant - to be ready to defend Georgia's territorial integrity, democratic values, and sovereignty. Thus the modernisation programme must be pursued carefully, gradually and incrementally.

There is a further reason why reform cannot be carried out swiftly. The modernisation of the GAF requires additional resources over and above the budget needed for everyday costs of maintaining personnel, equipment and infrastructure at their present state. The state resources are limited and the Ministry of Defence is not the only state institution undergoing transformation. Defence will argue for its share of resources, but the Parliament and the public must understand that the pace of modernisation depends to a large extent on the willingness of the state to fund that process.

The President and the leadership of the GAF have stressed the importance to the country of military reform. The Defence White Paper explains how far this process has reached and points the way to the future. It differs only in detail of translation and layout the version submitted to the National Security Council. The next White Paper, to be published in 2003, will refine these plans and set out more detailed longer-term intentions and implementation time frames.



Chapter 1



Defence Policy

# Defence Policy



A major principle of Georgia's foreign policy is that international disputes should be settled by negotiation, and not by force. Thus, Georgian security policy denies the use of force in settling international disputes. It never aims to use the threat of force, or to use force against other countries, and accordingly does not recognize the rights of the other countries to use force against Georgia. It recognizes the need to participate in international agreements, in global and regional security organisations and in bilateral and multi-lateral negotiations, in order to enhance stability and to create a benign environment.

Within this context, Georgian defence policy is oriented to deter, and if necessary resist, any threat of aggression towards Georgia. Georgia seeks to reinforce its security through defence co-operation with friendly countries and organisations. However, in the event of aggression, the GAF must be able to resist an attack whilst seeking international assistance to resolve the situation.

## **Roles of the GAF**

To support this policy, the GAF have the following roles:

- Identify and assess possible military threats to the security of Georgia.
- Ensure the territorial integrity of the state by defending land, sea and air boundaries against aggression.
- Deter any attempt to overthrow or change the constitution and institutions of the state by force.
- Participate in search and rescue operations, and support disaster relief operations.
- Perform arms control missions.
- Participate in international peacekeeping operations.
- Conduct military co-operation in accordance with international agreements and conventions.

## **Military Co-operation**

As Georgia wishes to align itself with the western community of nations, the experience, material, and technical aid of these states is of the utmost importance to the GAF.

Georgia has benefited greatly from co-operation with its western partners and international advisors by gaining increased understanding of modern approaches to strategy, force development, military education and training, and defence management.

The NATO Partnership for Peace programme has provided especially valuable opportunities for interaction with counterparts in Euro-Atlantic countries. In 2001, Georgia participated in many different events planned under this programme, such as: "COOPERATIVE BEST EFFORT," "COMBINED ENDEAVOUR," "PEACE SHIELD," and "COOPERATIVE NUGGET." Of particular importance was the major multinational training exercise "COOPERATIVE PARTNER 2001" which was carried out in Georgia under the aegis of PFP. The GAF will continue to participate in the Partnership for Peace programme.

Increasing importance is also being given to the development of regional cooperation. In this regard, should be noted Georgia's participation in BLACKSEAFOR, which aims to strengthen co-operation and interoperability among the navies of the region. This gives the Georgian Maritime Defence Force the chance to familiarise itself with the experience of other Black Sea region maritime forces.

The GAF are also contributing to international peacekeeping effort to bring peace and stability to the Balkans. Since 1999, a platoon of the GAF has served in Kosovo as part of Turkish Peacekeeping Forces. This effort shows Georgia's commitment to fostering a more peaceful world and stronger Euro-Atlantic ties.

Priority is also being given to developing and strengthening contacts with partner countries on a bilateral basis. Since 1992, the Georgian Ministry of Defence has established the legal basis of military relations with the relevant Ministries of 17 countries. A significant result of this co-operation is seen in the extent of the material and technical help, which the GAF has received. As an example, in the framework of bilateral and multi-lateral programmes, military equipment has been received, projects in modernising and improving field units and training centres have been conducted and military techniques and skills have been acquired. Foreign military personnel from a number of countries have conducted training of the GAF within Georgia and this cooperation is increasing. Also Georgian military personnel have had the opportunity to raise their professional standards and gain competence in foreign languages by attending other countries military educational establishments.





Chapter 2

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Defence Structures

# Defence Structures

## The Ministry of Defence (MOD)

The MOD is responsible for the conduct of defence business within, and on behalf, of the Government of Georgia. The Minister of Defence is also the senior military individual in Georgia and as such is directly responsible to the President.

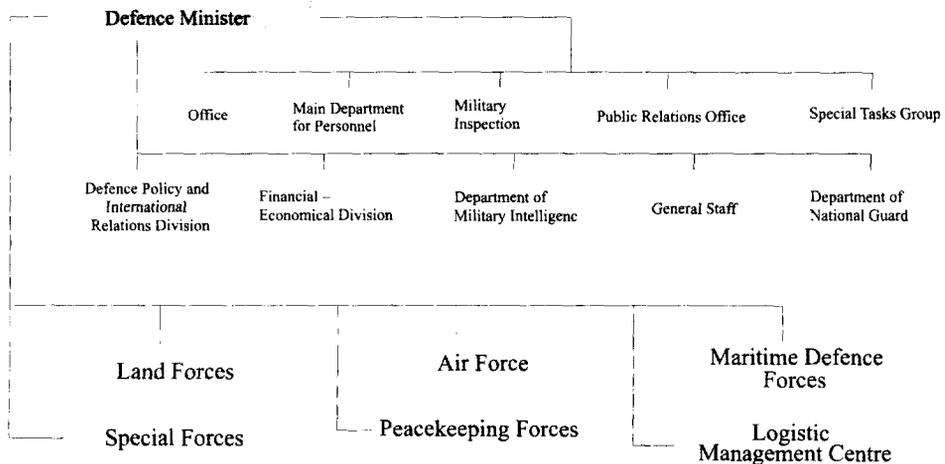
The main tasks and functions of the MOD of Georgia are:

- Formulating defence policy and ensuring its implementation.
- Directing military intelligence in order to be prepared for emerging situations.
- Directing the operational objectives of the GAF during emergency and hostilities.
- Formulating equipment policy and managing procurement.
- Preparing and managing the military budget.
- Determining personnel policy.
- Carrying out military co-operation in accordance with international agreements and conventions.

The MOD is in a process of transition. The structure and manning of the MOD has undergone significant change in past four years. Civilian officials now hold the main leadership positions, with the exception of the Minister, and the process of civilianisation will continue. When the overall reform process reaches a satisfactory stage of development, consideration will in due course be given to the appointment of a civilian Minister. In the meantime, much remains to be achieved.

The present outline organisation of the MOD is shown in Table 1.

Table 1. The structure of the Ministry of Defence



**The General Staff**

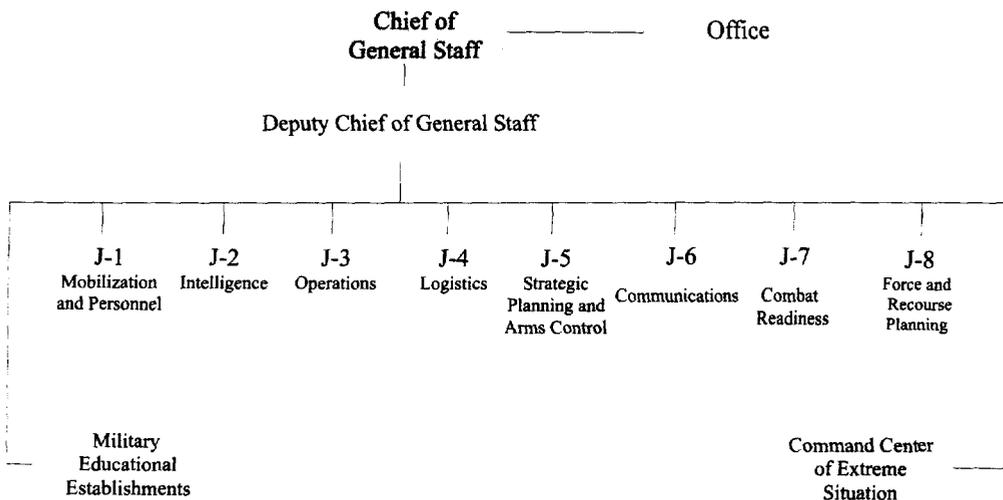
The General Staff (GS) of the GAF is the main military body of the MOD, headed by the Chief of General Staff (CGS). In peacetime the GS implements policy direction of the MOD and conducts strategic and operational planning for the GAF. When ordered by the Minister of Defence in a state of emergency or in case of mobilization, the CGS assumes operational command of the GAF.

The tasks and functions of the General Staff are:

- Assisting the MOD in:
  - Preparation of defence policy, national military strategy, threat evaluation and defence budget preparation.
  - Establishing international contacts, military training, inspections and military negotiations.
  - Forward planning for the development of the GAF.
- Operational planning.
- Development of command, control and communication capabilities.
- Mobilization and deployment planning for the GAF.
- Planning and supervision of military training.
- Planning and control of the strategic reserve.
- Development of military doctrine.
- Personnel management.
- Logistic management.

Like the MOD, the GS is also in a transitional period of development. The current structure was decided in 2000, when the functions of the GS were reviewed and analysed carefully to eliminate overlap and to improve the effectiveness of working procedures. Further evolution to a Joint Staff model is in the process of implementation, and has begun at branch level in the Staff.

*Table 2. The structure of the General Staff of the GAF*



The main functions of the GS branches are as follows:

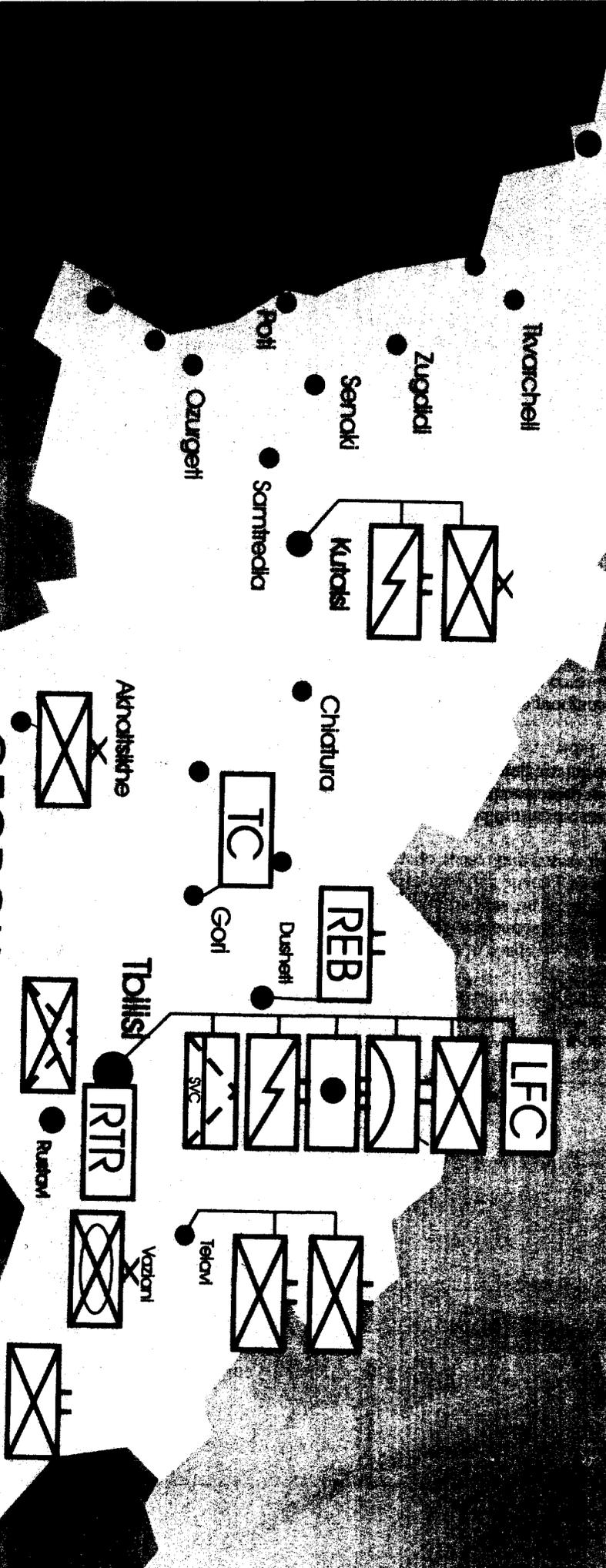
- **J1 - Personnel.** Defining personnel standards, recruiting, conscription, reserves, morale and discipline, and coordinating the activities of personnel in accordance with special regulations.
- **J2 - Intelligence.** Threat assessment and analysis.
- **J3 - Operations.** Operational planning and coordination, planning and supervision of training at operational and tactical level; combat and exercise analysis; PFP and bilateral partnership programmes.
- **J4 - Logistics.** Equipment, transport, medical support and troop deployment. Logistic operational planning. Coordination of the GS input to defence budget planning.
- **J5 - Strategic Planning.** Development of Georgian military strategy, arms control, international military agreements and relations, long-term risk analysis, civil-military affairs.
- **J6 - Communications.** Development, planning of command, control and information systems.
- **J7 - Combat readiness.** Development of combined and separate services doctrine and regulations.
- **J8 -** When fully established J8 will be responsible for long-term force and resource planning.

#### **Ground Forces**

Until 2001 the Ground Forces consisted of the Western Operational Direction (Headquarters-Kutaisi), Eastern Operational Direction (Headquarters-Telavi), 11th brigade, 22nd brigade and 13 separate units, including training centres, engineer, communication, and rapid reaction units. Ground Forces staff coordinated the Ground Forces on behalf of the CGS, and the Operational Directions had the administrative functions.



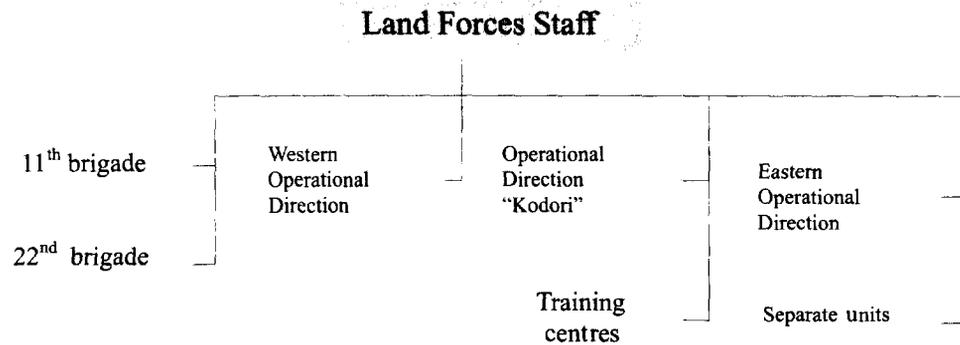
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The main functions and tasks of the Ground Forces are to:

- Defend the territorial integrity of Georgia in co-operation with other services.
- Organise the necessary forces, means and preparation for conducting ground operations.

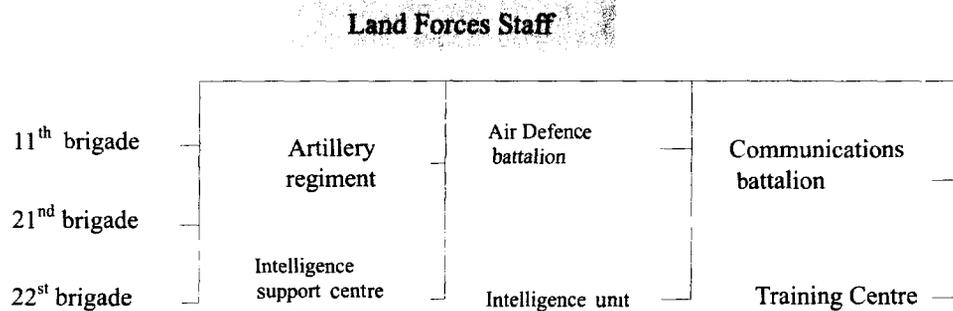
Table 3. The structure of the Ground Forces (until 2002)



The Ground Forces organisation is to be completely restructured during the current year. The Operational Directions are removed. Certain elements are subordinated to the National Guard, and more flexible and effective operational grouping are introduced. The current structure of the Ground Forces is shown in Table 4.

When the reorganisation is complete the Ground Forces Staff will be reorganised as a Land Forces Headquarters, with an operational capability. At that stage consideration will also be given to improving the operational effectiveness of joint operations, combining Land, Air and Maritime Forces.

Table 4. The current structure of the Ground (Land) Forces





### Air Force

The Air Force consists of Military Aviation and Air Defence Forces. The Chief of Air Force is supported by two deputies, the Chief of Aviation and the Chief of Air Defence.

The main functions and tasks of Air Force are to:

- Control the air space of Georgia.
- Conduct air reconnaissance missions.
- Conduct close air support missions in combat.
- Provide air logistic and aero-medical evacuation support for the GAF.
- Conduct search and rescue operations.

Combat, transport aircraft and helicopters are located on Air Force bases. In addition, there are two command, two air space control and training centres and other support bases in Air Force. These are shown in Tables 5 and 6. The organisation of the Air Force is shown at Table 7.

Table 5.

Bases	Fixed wings			Rotary Wings			
	L-29	Su-25	An-2	Mi-2	Mi-24	Mi-8	UH-1H
Kopitnari			3				
Marneuli	9	7	1				
Tbilisi-Aleqseevka				2	3	2	8



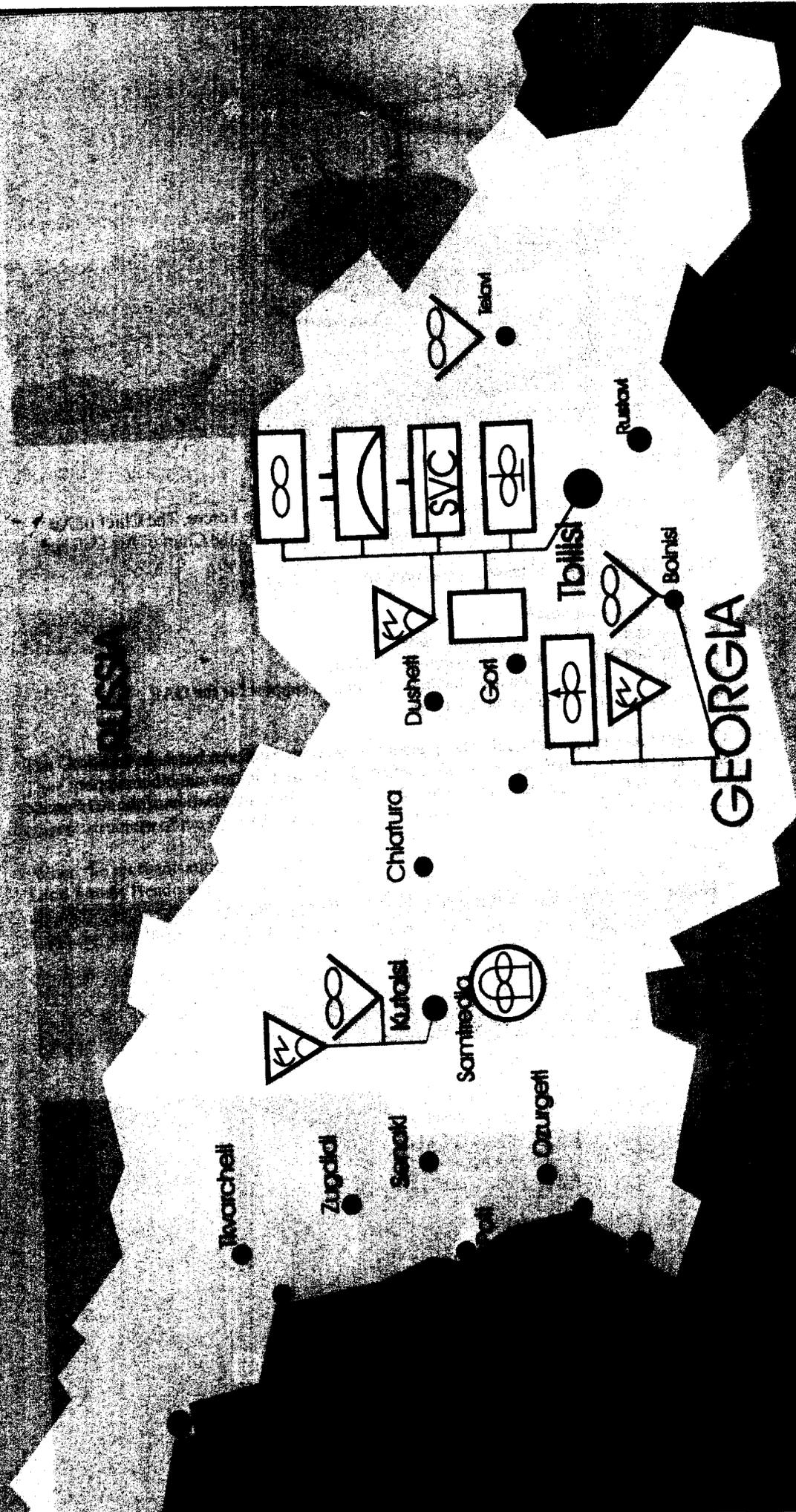
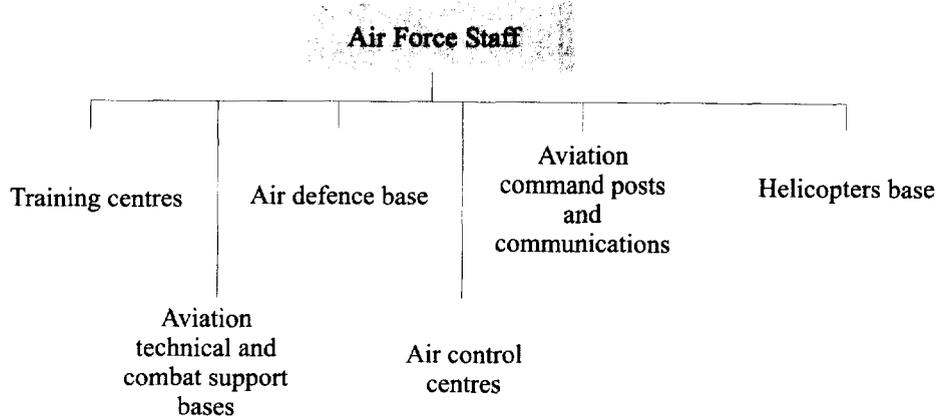
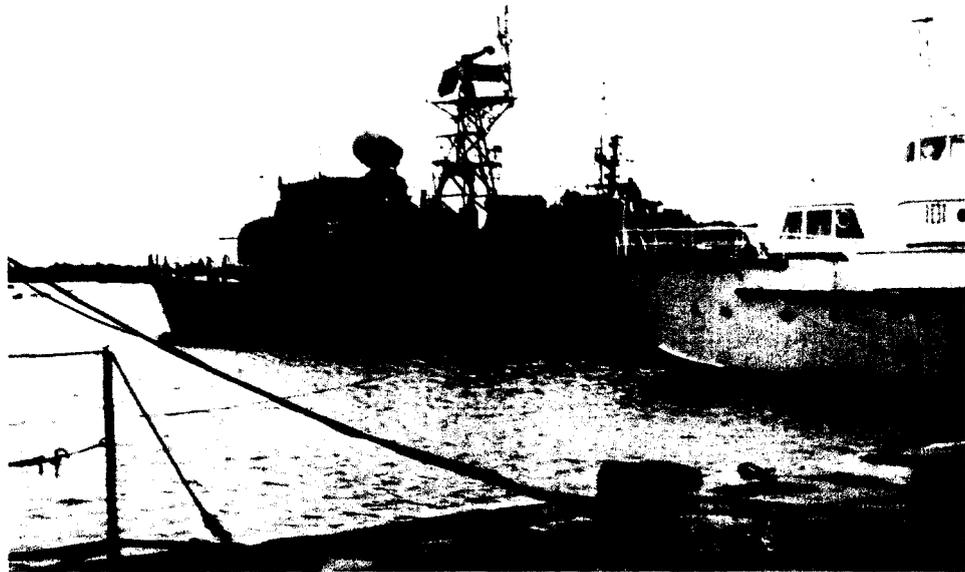


Table 6.

Bases	Radar Sets					Anti-Aircraft sets
	P-18	19J6	P-15	P-12	PRV-16	L-125
Tbilisi (Kvishiani)	1		1		1	1
Tbilisi	1	1				1
Kopitnari	1			1		
Marneuli	1		1	1	1	

Table 7. The structure of Air Force





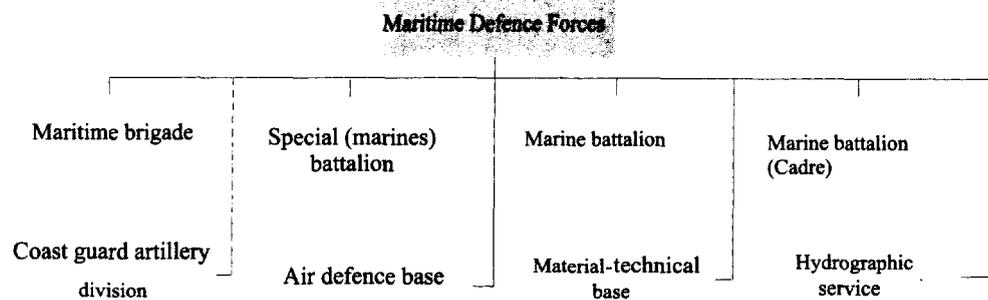
### Maritime Defence Forces

The Maritime Defence Force (MDF) is assigned to defend the territorial waters and coastal strategic facilities, and for maritime support in combined and joint operations.

The main functions and tasks of the Maritime Defence Forces are to:

- Control Georgian territorial waters and maritime boundaries (in conjunction with Border Guards and Customs units).
- Conduct maritime operations at sea and in coastal areas.
- Plan and conduct amphibious operations.
- Provide naval combat and logistic support to the GAF, including sea transport of troops and cargo.
- Conduct counter-mine activities.
- Provide nautical and hydrographic security support within the zone of Georgian responsibility.
- Provide maritime evacuation and disaster relief support.
- Conduct search and rescue operations.

*Table 8. The structure of Maritime Defence Forces*



RUSSIA

ARMENIA

GEORGIA



Tkvarcheli

Zugdidi

Senaki

Poti

Ozurgeti

Kutaisi

Samtredia

Chiatura

Dusheti

Gori

Tbilisi

Telavi

Vaziani

Rustavi

The MDF is based on the Georgian Black Sea coast, with the naval assets shown at Table 9 located at Poti Naval Base.

Table 9. Poti Naval Base

Type	Quantity
Command ship	1
Artillery ship	3
Artillery missile ship	1
Artillery boat	2
Landing ship	2
Landing boat	1
Big patrol boat	1
Frogman's boat	1
Cruising boat	1
River boat	3
Hydrographic boat	3





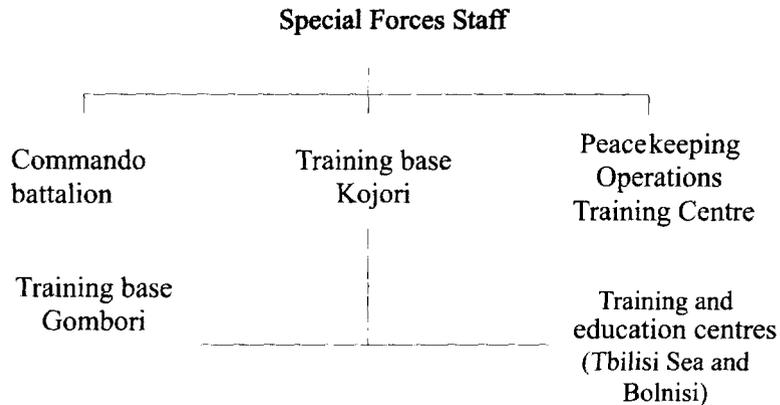
### Special Forces

The Special Forces (SF) are lightly-armed, mobile units, which are ready for rapid reaction in all emergency and critical situations. Special Forces are directly subordinated to the Minister of Defence.

The main tasks and functions of the Special Forces are to:

- Conduct special operations, including counter-terrorist and low intensity conflict operations.
- Participation in humanitarian and search and rescue operations.

*Table 10. The structure of Special Forces*



RUSSIA

GEORGIA

Tkvarcheli

Zugdidi

Senaki

Kutaisi

Chiatura

Iskhirvelli Dusheti

Poti

Samtredia

Ozurgeti

Gori

Tbilisi

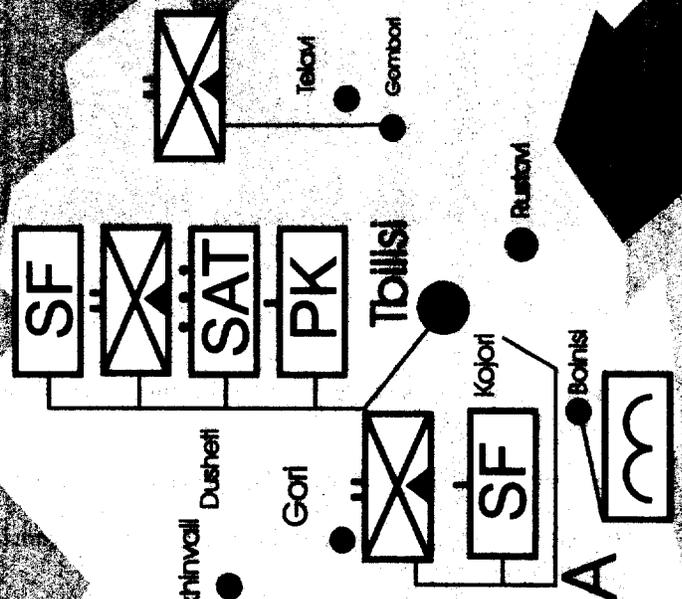
Telavi

Gembori

Rustavi

Kajori

Botnisi



### Peacekeeping Co-ordination Centre

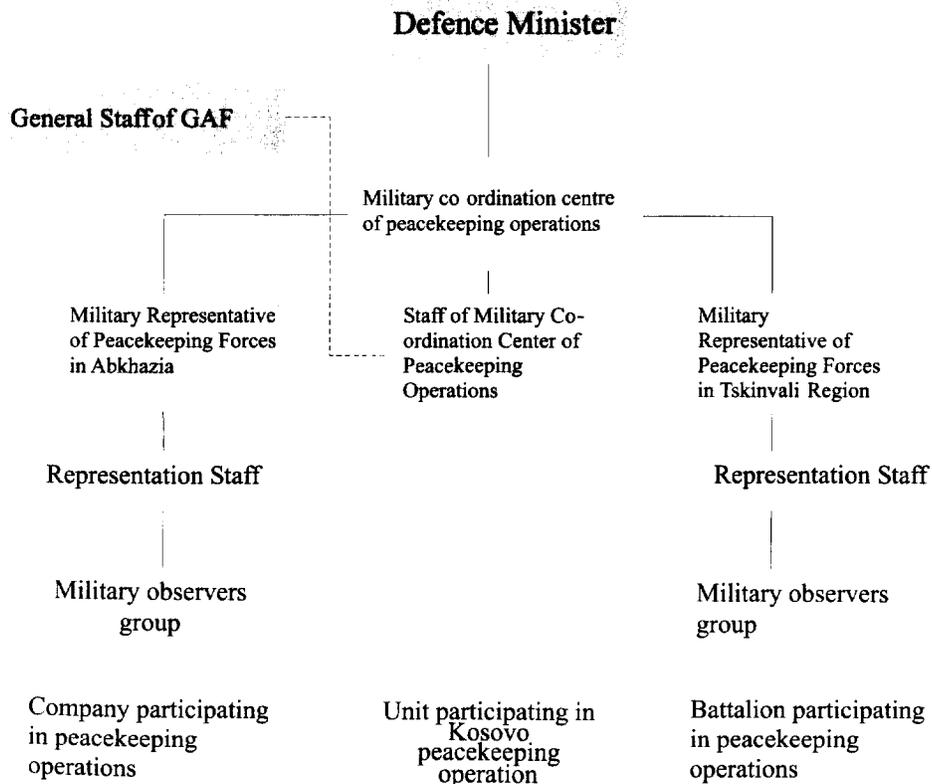
The Peacekeeping Co-ordination Centre is responsible for peacekeeping forces, and is subordinated to the Chief of General Staff.

The main tasks and functions of the Peacekeeping Co-ordination Centre are to:

- Liase and cooperate with international organisations, other national peacekeeping centres and multi-national peacekeeping forces.
- Exercise control of designated areas in respect of violations, illegal movement of personnel, arms, warlike equipment, explosives, and toxic agents.
- Ensure safe transportation of humanitarian cargos.

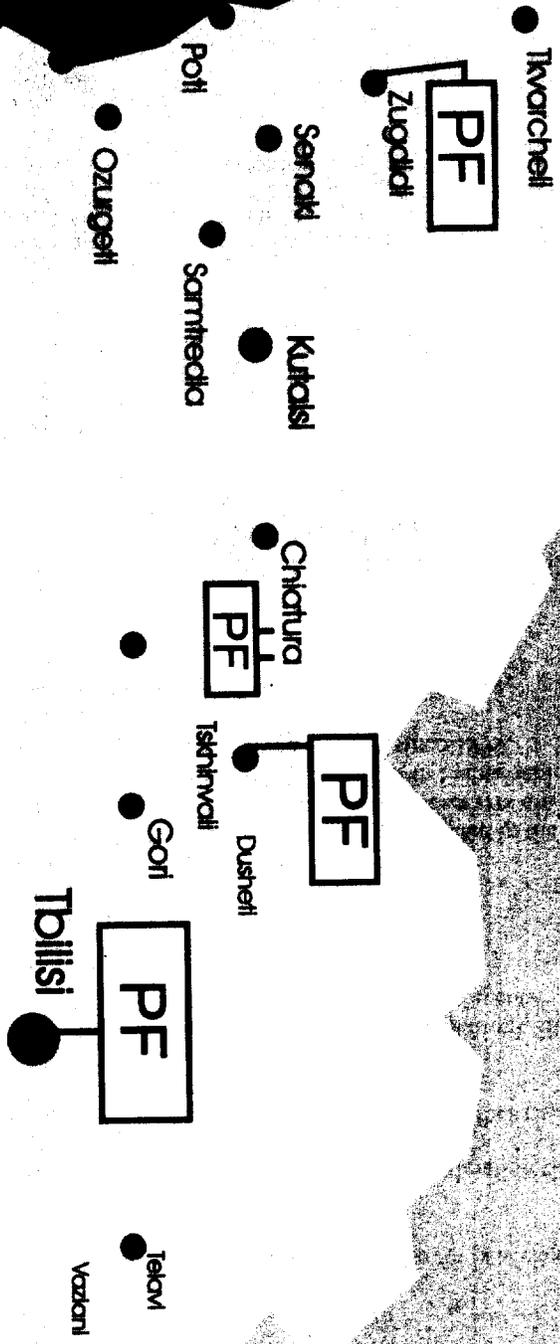
The representative offices of peacekeeping forces are located in the Abkhazian (Zugdidi) and Samachablo regions (Tskhinvali), where military observers are also based. The Georgian peacekeeping battalion is located at Nikozi in Samachablo region. Georgia has sent a platoon to the Kosovo peacekeeping mission since 1999.

Table 11. The structure of Peacekeeping Co-ordination Centre



Structural unit of military co-ordination centre of peacekeeping operations  
Units and personnel sent by (from) troops

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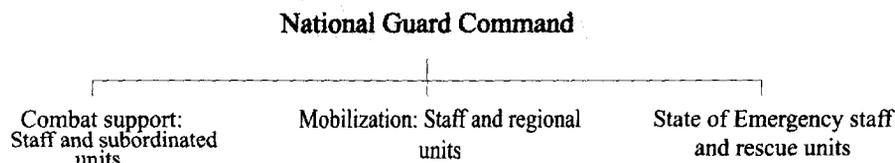
## Georgian National Guard

The Georgian National Guard (GNG) is subordinated to the MOD. National Guard units are based throughout the territory of Georgia. In peacetime the main task of National Guard is to be responsible for the reserve forces. In crisis and war the GNG conducts the mobilization of the reserves, which are the national strategic reserve.

The main functions and tasks of the National Guard are to:

- Organise, train and manage the reserve forces.
- Plan to conduct mobilization.
- Provide military support to the civil authority during disaster relief, civil disturbances, search and rescue operations and the consequences of terrorist acts.
- Support of other services as directed in war.

*Table 12. The structure of the National Guard*

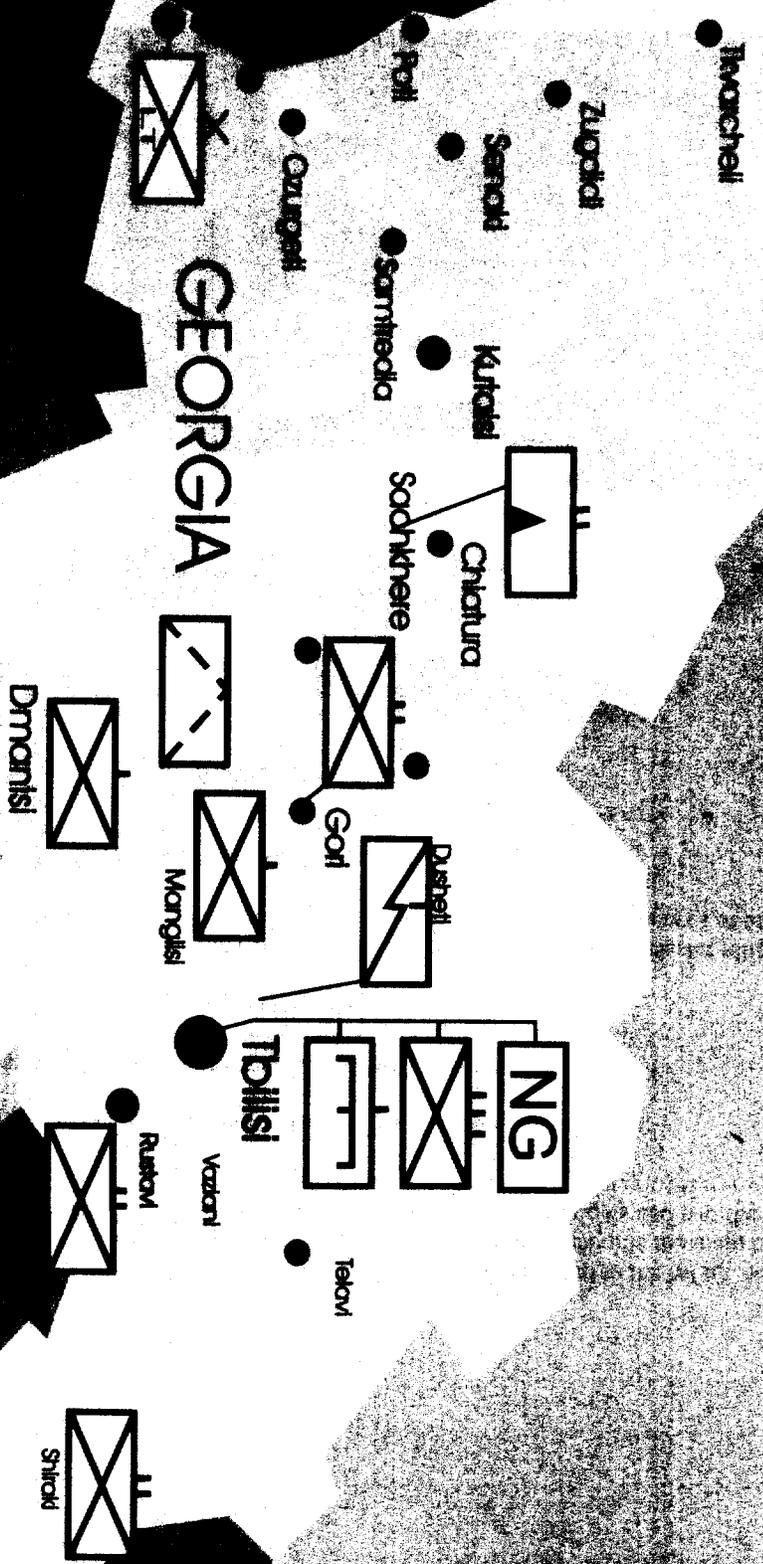


## Interior Ministry Troops and Border Guards

The Interior Ministry Troops and the Border Guards are under the full command of the Minister of the Interior and the Chief of the Border Guards Department respectively. In time of emergency or war they will, as and when commanded by the President, be subordinated to the operational command of the Ministry of Defence.

The future structure and functions of these forces are under consideration as part of the review of overall security sector reform currently in progress within the National Security Council. When this is complete consideration will be given to improving the effectiveness of their co-operation with the GAF.

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Personnel Policy

# Personnel Policy

The Personnel Department of the MOD is responsible for personnel policy for the GAF. The Personnel Department is mainly responsible for:

- Setting the overall strength of the GAF and the balance between conscript and professional personnel.
- Setting the GAF annual recruiting targets for professional and conscripts.
- Personnel selection, education, promotion and career management policy.
- Social and legal arrangements for military personnel and their family members.
- Disciplinary matters.
- Reserve forces establishment and mobilization policy.
- Education and individual training policy.
- Inspecting personnel bodies in Armed Forces units.

At the present time the main priority of the Personnel Department is to reorganize and improve the military educational system for building up the Armed Forces with high professional personnel.

## Terms of Military Service

Military service is divided into compulsory (conscript) and professional (voluntary) components.

The terms of military service and the status of all military personnel are defined by a Georgian "Law on Military Service and Military Compulsory Service" and a "Law on the Status of the Military Personnel."

According to the Constitution of Georgia, all adult male citizens between the ages of 18 and 27 are obliged to give compulsory military service. The duration of compulsory military service is currently 18 months. Conscription takes place twice in a year, with intake targets being set by the MOD. Georgian "Law on Military Compulsory and Military Service" also makes provision for alternative service. Women can serve in a military service voluntarily for the same period as male conscripts.

After completing compulsory service personnel remain on the reserve. If they choose to continue to serve in the GAF, they can take further military training and education to enable them to continue professional service.

A citizen in a military service is a state dependant according to the law. The state guarantees his social and legal rights and ensures his conditions of living, food, uniform, financial compensation, and medical service. Military personnel (except conscripts) have 50% off on public transport and communal maintenance charges.

Violations committed by military personnel are dealt with under administrative, disciplinary, or criminal procedures according to the category of the misdemeanour or crime.

A Military Prosecutor, subordinated to the General Prosecutor, investigates the criminal actions of military servicemen.

Georgian law requires the availability of education for all service men and women. Military education is non-politicised, is carried out in a decentralised manner, and is incrementally ongoing through an individual's service to prepare him or her for further promotion. The military education and individual training is conducted in the Cadet Corps, the Defence Academy and in the NCO Training Centre.

The Cadet Corps is the special military school where pupils are received after the completion of eight years of secondary education. Listeners take the complete medium education and elementary military training here. After finishing school, part of the students on voluntary basis are sent to the military schools for continuing study. The remainder are available for conscription on reaching the age of 18.

The training of NCOs and specialist soldiers is conducted in the NCO Training Centre. Candidates are selected according to their intellectual and physical capabilities. Some conscripts are also trained in the Centre. The centre runs the following courses:

- Specialists preparation courses;
- Squad leaders preparation courses;
- Platoon commanders preparation courses;

The highest form of military education is carried out in the National Defence Academy. Border Guard and Internal Troops personnel may train in the Academy on the following specialties. In addition to the main course for the qualifying of commissioned officers as platoon commanders, the Academy runs specialist for armour, artillery, aviation and naval specialisations. After an experimental year in 2000, the standard platoon commanders course is now of a one year duration.

Foreign language training is one of the important parts of military education system. There are English, French, German, and Turkish courses in National Defence Academy; a Greek language course at the Poti Naval Base; and a further English language courses at the Kojori training centre. There are also language training centres in the Ministry of Defence, where the foreign languages are taught to the employees of the Ministry of Defence. These various centres were created by assistance of France, Germany, Greece, Turkey, the UK and the USA.

Georgian cadets are also trained in foreign countries. The numbers trained abroad in the last 8 years are shown in Tables 13 and 14.



Table 13. Professional training courses

State	1994	1995	1996	1997	1998	1999	2000	2001	Total
Russia						1		1	414
Germany	1	9	2	20	20	14	18	20	104
Ukraine				16	33	48	16	10	123
Greece				3	10	12	10	10	45
Turkey					44	34	22		100
USA		1	3	2	5	23	29	7	70
China								3	3
Great Britain					1		2		3
France							2	2	4
Czech republic								4	4
Italy						1	1		2
Rumania						3	2		5
Total	1	53	70	213	245	136	102	57	877

Table 14. Language Training Courses

State	1994	1995	1996	1997	1998	1999	2000	2001	Total
Germany			1	2	2	1		3	9
France								2	2
Luxemburg							2	1	3
Great Britain						5	5	2	12
Turkey					2	2	1	5	10
USA				2	1		2		5
Hungary						6	6	2	14

#### Future Development of the Military Education System

Some developments are planned in education system. New programmes of NCO training will be introduced to fit the course content and length of course to the military requirement and length of contract service. The new courses for NCOs are shown at Table 15 and those for officers at Table 16.

Table 15

Training courses	Duration	Contracts
Specialists	16 weeks	2 years
Squad leade	8 weeks	1.5 years
Deputy platoon commanders	8 weeks	1,5 years
Platoon NCOs	16 weeks	3 years
Staff courses for NCOs	12 weeks	3 years

Table 16.

Training courses	Duration	Contracts
Highest	68 weeks	No less than 2 years
Platoon commanders	12 weeks	No less than 3 years
Academic (Tactical level)	23 weeks	No less than 3 years
Military-political (1 <sup>st</sup> grade)	4 weeks	
Academic (Strategic level)	24 weeks	
Military-political (2 <sup>nd</sup> grade)	8 weeks	

In addition to post-graduate courses already run at the National Military Academy it is planned in the future to introduce opportunities for doctorate study.

## Reserve Forces

The following citizens are considered as being in the Reserve Forces;

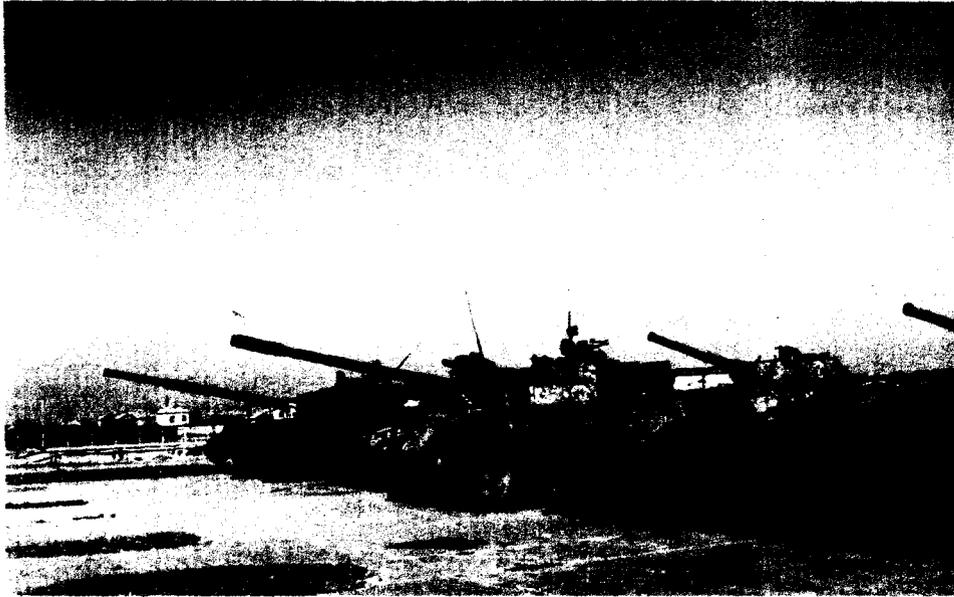
- Persons who have completed their compulsory or professional service in the GAF.
- Persons who have graduated from the military reserve officers training programme in High Schools.
- Persons who have completed alternative service as an alternative to military conscription.
- Persons who were exempt from compulsory military service.

The Reserve Forces are divided into three categories as shown in Table 17.

Table 17.

Reservists	Limiting age for reservists		
	I grade	II grade	III grade
Privates, sailors, NCOs, petty officers	35 years	45 years	50 years
Junior officers	45 years	50 years	55 years
Senior officers (up to colonel) and equal positions	50 years	55 years	60 years
Colonel and General officers	-	-	65 years





The Georgian Military Forces reserve includes the reserve forces of the GAF, the Interior Troops, and Border Guards. Citizens who are in the reserve of the Georgian Military Forces are liable to be recalled for retraining for a total of not more than 12 months during the whole period of being in reserve.

The Parliament of Georgia is reviewing changes in the law, to allow forming the reserve in three categories of readiness as follows:

**Category 1.** Reservists below the age of 30, volunteering to serve in this category and subject to the medical and professional suitability.

**Category 2.** Reservists whose health and skill (qualifications) satisfy the requirements of the second category of reserve.

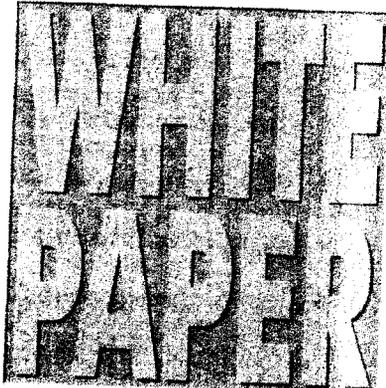
**Category 3.** Long service retired military personnel under same conditions as for category 1.

### **Civilian Personnel**

Civilians were formerly enrolled technical personnel in the GAF. Current reforms, which mean the gradual transition from military to civilian manning in the MOD, have caused significant changes in the functional responsibilities of civilian personnel. Already the Deputy Ministers of Defence and their subordinate structures have been partly civilianised. This process will continue.

Civilian personnel are now divided into officials and support (technical) personnel. The "Law on State Service" defines the status of officials. Georgian labour law defines the rights and duties of support (technical) personnel.

Chapter 4



Logistics

# Logistics

The logistic system of the GAF is in fundamental transition. It will replace the former, obsolete supply system with an efficient, cost-effective modern system. Reforms are being conducted step by step. The following structures have been set up so far to separate the planning and support functions:

- The Logistics Branch (J4), as the main controlling and planning body of the GAF logistics.
- The Logistics Management Centre and Infrastructure Branch for the operational level.

The Logistics Branch (J4) is part of the GS. J4 tasks and functions are to:

- Define the main principles of logistic supply of the Armed Forces.
- Plan for equipment means and capabilities for the GAF in peace, crisis and war. Participate in budget planning.
- Plan investments in equipment, medical, transport and infrastructure according to budgetary allocations.
- Define the military industrial capability required to support the GAF.

A three-stage Logistical Support System (Table 18) has been designed to ensure effective support:

*Table 18. Logistical Support System*

	Planning bodies	Support unit	Support grade	Management level
GAF	J4 XXXX			Strategic
Services	G4 XXX	LMC support battalion and depots	III	Operational
Brigade	G 4 X	Brigade support battalion	II	Tactical
Battalion	S 4 II	Battalion support coy.	I	Tactical

The main tasks and functions of the Logistical Support Units are to:

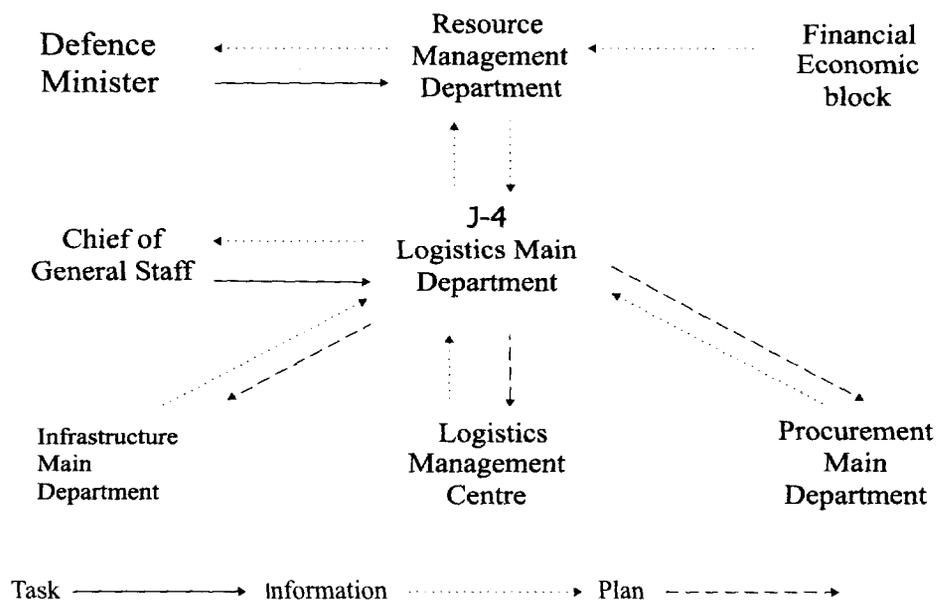
- Store and deliver material resources necessary for combat units' overall support.
- Organize maintenance and repair of armaments and equipment.
- Organize and maintain a medical support system.
- Provide transport support.

The forward reform programme has three components. These are, in order of time priority:

1. Bringing logistics structures into conformity with NATO standards. The target date for this is the end of 2002.

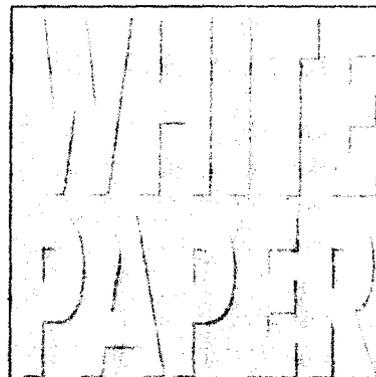
2. Completing an inventory of all equipment, property and material resources currently held. That will allow the situation to be assessed and redistribution of the existing inventory to be carried out. It will then be possible to coordinate the MOD equipment procurement programme and donor assistance.
3. Modernisation and improvement of logistical principles and methods. Development of a common legislative base by creation and putting into practice terms of references, regulations, and standards. This will be an on-going process.

Table 19. The model of logistics coordination





Chapter 5



The Defence Budget

# The Defence Budget

## The Main Aims and Tasks of Defence Planning

The aim of the military budget development is to present to Parliament a detailed bid for the resources needed to allow the MOD and the GAF to carry out the security requirements placed upon it by the Government. The budget has to align the requirements of the MOD with Government forecast of likely available resources. It is also a tool for pointing out the allotted tasks which the MOD will not be able to carry out if it is under-funded.

Defence planning must be based on the long-term state security and defence policy. This implies creating both short and long-term defence programmes. The short-term (1-5 years) planning reflects immediate political aims and connects them with the resources in Defence budget. The long-term programmes (6-10 years) look deeper into the future and predict longer term requirements, particularly in equipment procurement and infrastructure requirements.

## Introduction of a Modern Planning Process

On the creation of the GAF, the financial system of the Army began functioning by the old soviet principles and rules, whereby budget development and expenses were linked to virtually unlimited centralized financing. As market economy principles were introduced into the country, the MOD system needed to be modernised. In November 1998 the MOD decided to introduce a proven planning, programming and budgeting system, based on the Defence Resource Management model, as a long-term programme development means. This model of resource management is a long-term, unit-oriented force and expenses model in which all the resources connected with the defence sphere and force structure are reflected. The model is based on annual ministerial guidance, which gives directions for the further development of programmes. The first one year programme was developed as the budget for the financial year 2002. The MOD is now working on the project of guidance for 2003-2012.

## Difficulties for the Planning Process

The situation of the Georgian economy makes planning and forecasting calculations extremely difficult. It will be seen from Tables 20, 21 and 22 that since 1997, when Georgia stopped the old system of state level decisions on the defence budget allocations, that three tendencies have emerged. First, the MOD bid for resources has never been endorsed by Parliament. Secondly, the actual funds received by the MOD have never reached the lower level set by Parliament. Thirdly, defence has been allotted a steadily decreasing percentage of the national GDP. Accordingly, it is impossible to plan the Defence expenditures accurately for two or more years.

Table 20. Dynamics of GDP and budget incomes.

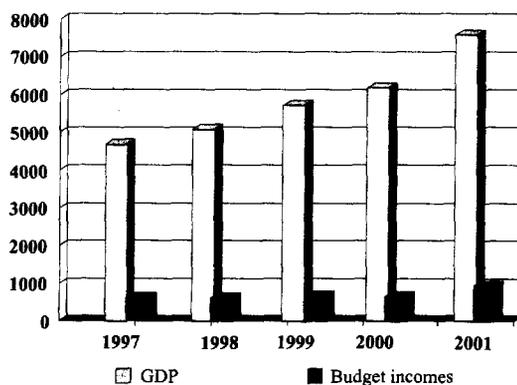


Table 21. Dynamics of budgetary funds for MOD

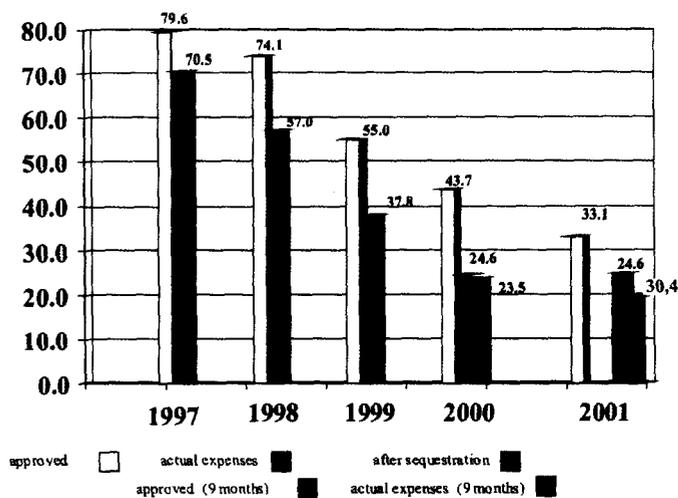


Table 22. Correlation between GDP, budgetary incomes, and MOD budget

Year	Mil. budget (plan) (mln. laris)	Mil. budget (fact) (mln. laris)	GDP (mln laris)	State Budget incomes (mln. lari)	Budget%	GDP %
1997	79.6	70.5	4667	593.2	13.42	1.71
1998	74.1	57	5063	621.8	11.92	1.46
1999	55	37.8	5709	650.2	8.46	0.96
2000	43.7		6186	874.4	5.00	0.71
2001	33.1	30.4	7580	930.9	3.56	0.44

## The 2002 Defence Budget

For 2002, MOD presented the budget proposal as the 8 main programmes for the development of the GAF. These are shown at table 23.

Table 23. Priority-driven events to be financed in MOD (according programmes)

Improvement of Social conditions	The Ministry of Defence (management, financial-economic, and defence policy divisions)	<ul style="list-style-type: none"> <li>-Improvement of the social conditions and infrastructures</li> <li>-Reorganisation and reduction of the armed forces</li> <li>-Improvement of the professional level of personnel</li> </ul>
	* General Staff (J-1-J-7)	<ul style="list-style-type: none"> <li>-Planning and preparation of mobilization reserve.</li> <li>-Ensure the manning of the military units.</li> <li>-Planning the intelligence activities, threats evaluation for the GAF.</li> <li>-Conducting training, improvement the level of readiness of the armed forces.</li> <li>-Establishing the bases of common systems of logistics within the GS. Creating the minimums of combat reserve.</li> <li>-Determining the defence strategy.</li> <li>-Establishment of communication systems.</li> <li>-Working out and updating the field manuals.</li> <li>-Creation of the command centre for crisis situations.</li> </ul>
	Special Forces	Final activities for establishment of Commando battalion
	Ground Forces	<ul style="list-style-type: none"> <li>-Ensuring the manning plans for units.</li> <li>-Activities for the improvement of material-technical bases, ensuring the armaments and techniques maintenance.</li> <li>-Ensuring the training of the personnel and the training kilometres for the equipages of the armoured techniques.</li> <li>-Ensuring the forces deployment.</li> </ul>
	Air Force	<ul style="list-style-type: none"> <li>-Conduct the necessary activities for the improvement of air defence systems maintenance of K-11 air defence systems.</li> <li>-Join the civil and military aviation air traffic control and command systems.</li> <li>-Modernising of flying assets. Making up the bases of their technical maintenance.</li> <li>-Paying for the 7 helicopters in Ukraine and delivering them to Georgia.</li> <li>-Keeping the level of combat readiness. Ensuring the training kilometres for the equipages.</li> </ul>
	Maritime Defence Forces	<ul style="list-style-type: none"> <li>-Technical maintenance of the fighting ships.</li> <li>-Improvement of the Marine Corps.</li> <li>-Improvement of Khulevi military base.</li> </ul>
	National Guard	<ul style="list-style-type: none"> <li>-Improvement of mobilization bases.</li> <li>-Retraining reserve.</li> </ul>
	Logistics	<ul style="list-style-type: none"> <li>-Establishment of three-grade system of the Armed Forces logistical support.</li> <li>-Inventory of existing material means, techniques and armament.</li> </ul>

The new system divides the expenditure for these programmes into 3 categories:

1. Personnel.
2. Capability (combat readiness), including 2 sub-categories for unit support (running costs) and technical, ammunition storage and training expenses.
3. Development (including infrastructure and modernisation).

Table 23 shows the resource allocation proportion between the separate programmes and Table 24 the allocation according to expenditure categories.

Table 24. Allocation of funds between programmes.

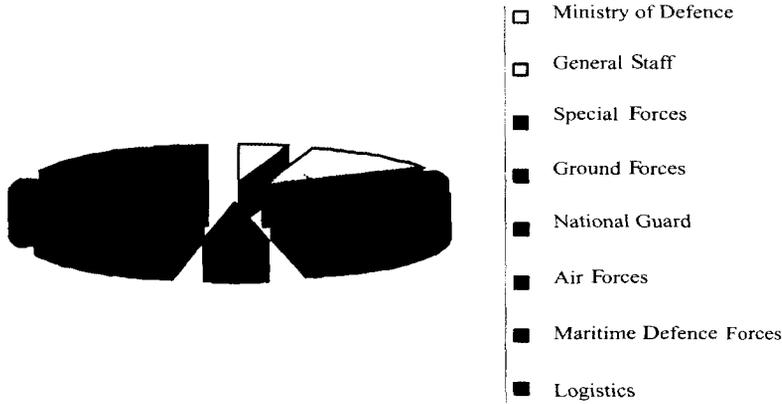


Table 25. Allocation of funds according to expenditures categories

	* Personnel		Capability		Development	
		%		%		%
Ministry of Defence	1 308 504	41.3%	1 862 527	58.7%		0.0%
General Staff	5 607 574	60.3%	3 647 750	39.3%	37 000	0.4%
Special Forces	1 480 109	68.5%	680 907	31.5%		0.0%
Ground Force	13 582 684	73.5%	4 888 264	26.5%		0.0%
National Guard	1 726 254	43.5%	2 242 428	56.4%	4 000	0.1%
Air Forces	2 028 461	16.9%	9 968 285	83.1%		0.0%
Maritime Defence Forces	3 161 947	40.0%	4 735 570	60.0%		0.0%
Logistics	5 105 163	38.1%	1 871 153	14.0%	6 411 059	47.9%
<b>Total</b>	<b>34 000 696</b>	<b>48.3%</b>	<b>29 896 883</b>	<b>42.5%</b>	<b>6 452 059</b>	<b>9.2%</b>

The figures only tell part of the story. Personnel expenditures are of the high importance in budget (48.3%). However, the development and functioning of defence system is only possible if personnel are provided with all the equipment and technical requirements, which are essential for combat readiness. The requirement for this is 42.5% of the budget bid for functioning and training of combat units; force modernisation, including procurement of equipment and ammunition is set at a low 9.2% allocation. So, if the MOD were allocated the 71 million laris (1% of prospective GDP) as planned by the MOD, it would be only just possible to preserve existing conditions, and to do little to improve the GAF.

There are urgent requirements within the development category. Within the infrastructure element there is a great need to improve the housing and barrack accommodation for service personnel. Training infrastructure is a second priority of this category of expenses. A network of training centres and attendant facilities must be developed. The state of existing training facilities must be improved. Conscript training, peacekeeper training, and reservist training centres must be presented as a common system.

The second element of these category is procurement. Funds are necessary to modernize old and procure new. Main priorities are equipment, transport and communication means. Significant expenditure is necessary to create a strategic reserve and to procure medical and other equipment.

If the presented budget requirements for 2002 are not approved, it will be necessary for MOD to seek further guidance on where the capability reductions within the detailed programmes and expenditure categories should be made.



Chapter 6

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The Armed Forces and Society

# **The Armed Forces and Society**

## **Military Legislation**

Parliament regulates the condition of the military primarily by setting the legal framework. The rights and duties of military personnel are defined by special legal norms, which supplement laws common for all citizens. Military law defines the rights and duties of military personnel in peacetime, in wartime and during a state of emergency. The development of a common military code containing all the norms, which will regulate the rights and duties of military personnel, is planned in the future. The code will make easier the system of military law and will avoid the collision of norms.

According to the Constitution: "The defence of Georgia is the duty of every citizen. The defence of the country and fulfilment of military duties is obligatory for every eligible citizen." The form of military compulsory service and the status of military personnel are defined in Georgian "Law on Military Duty and Military Compulsory Service." The "Law on Non-military, Alternative Service" is an achievement of the democratic reform process in Georgia. It defines a non-military alternative service as a wise compromise between the freedoms of mind, conscience, faith and military compulsory service, based on International Declaration of Human Rights.

Military crimes are the responsibility of military prosecutor, which is subordinated to the General Prosecutor of Georgia. Discipline issues within the Armed Forces are regulated by the "Discipline Regulations of the Armed Forces of Georgia" and the "Internal Regulations of the Armed Forces of Georgia."

## **Defence Finance**

Parliament reviews and approves the main parameters of defence structures and development and controls the military through reviewing budget requirements, and allocating resources. Parliamentary discussions go beyond budget scrutiny and consider main programmes and issues. Civil control over the Armed Forces means not only expenditure control, but also supervision of appropriate planning for future expenditure. In order to align the tasks set by the state for the MOD in full accordance with financial provision made by Parliament, the MOD and the Government are required to set priorities carefully and a great responsibility is laid on Parliament to take correct decisions.

The successful realisation of defence reform and creation of a durable and effective national security system requires the society and armed forces, which are part of society, to be familiar with current tasks and strategy of security system reform and to understand the functions of armed forces in democracy. The higher is the education level and the closer are the civil-military relations, the stronger will be the armed forces and the country.

MOD presented current 2002 year budget to the Parliament as a programme budget for the first, providing far more detailed information than had been possible in the past. Experts concluded that the budget has fulfilled the prior task - defence expenditures have become transparent for government and for broad society.

## **The Role of NGOs**

NGOs play an essential role in establishing civil-military relations. They act as a link between society and the armed forces. Establishing and developing new areas of cooperation of Georgian NGOs and the GAF is an important goal to pursue. The following activities have taken place in the past;

**Organising local and international workshops.** Conferences arranged by Georgian NGOs have examined the process and perspectives of developing defence reforms and improving national security. That has to inform society and has encouraged public discussion.

**Researching, publishing, and library activities.** NGOs have prepared publications, which analyse ongoing defence issues. Papers concerning the rights and duties of military personnel have been published. A library has been founded due to efforts of the NGOs. Material considering the experience of Georgia and other countries in developing defence systems and reforms are available there.

**Seminars for military personnel.** NGOs have prepared and performed a number of lectures about defence reform, civil-military, democratic society, and human rights.

**Human rights and defence monitoring.** During earlier period NGOs intensively consulted conscripts and their families. This helped to insure reduction of human rights abuse during the conscription process. NGOs, with the support of the MOD authorities, regularly monitored the conditions of life of conscripts, barracks, and life in military units.

In the future, the role of civil education and the efforts of NGOs will become even more important for building up defence systems and strengthening the outcomes of reform. MOD authorities are positive that cooperation with NGOs must be further developed along the following lines:

- Seminars and conferences, in which representatives of the MOD and other government structures, NGOs with defence issues specialty, mass media, participate together with international experts in defence matters, must become regular events.
- Regular civic education lectures for military personnel should involve the whole range of military ranks. Civic education should be an integral part of the military education system.
- Civil society should be informed about defence reform issues by organising meetings and discussions between military personnel and representatives of civil society.
- Enhancement of efforts toward the resettlement and social integration of military personnel on completion of their service.

