

ეროვნული და დემოგრაფიული უსაფრთხოების ინსტიტუციონალური
ფორმები

დიმიტრი ხუნდაძე

კავკასიის საერთაშორისო უნივერსიტეტის სოციალურ მეცნიერებათა
ფაკულტეტის პოლიტიკის მეცნიერების სადოქტორო პროგრამის დოქტორანტი

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ИНСТИТУЦИОНАЛЬНЫЕ ФОРМЫ НАЦИОНАЛЬНОЙ И ДЕМОГРАФИЧЕСКОЙ БЕЗОПАСНОСТИ

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აბსტრაქტი

დემოგრაფიული პოლიტიკა სახელმწიფოების და აქედან გამომდინარე, მსოფლიო პოლიტიკის უსაფრთხოების ერთ-ერთი მთავარი განმსაზღვრელი ფაქტორია. დემოგრაფიულ პროცესში პოლიტიკურ-სამართლებრივი ურთიერთობები ეროვნული უსაფრთხოების ინსტიტუციონალურ ფორმებად ყალიბდება. საქართველოში უკვე 11 წელია დემოგრაფიული უსაფრთხოების საკითხები თითქმის ყველა უმაღლეს პოლიტიკურ დოკუმენტშია ასახული. სამეცნიერო სტატიაში მიმოხილული იქნება ეს დოკუმენტები. ასევე გვსურს მიმოვიხილოთ მსოფლიო პოლიტიკის უსაფრთხოების საკითხებში დემოგრაფიული პოლიტიკის როლი და მოსალოდნელი პროცესები.

ეროვნული უსაფრთხოების საკითხებში დემოგრაფიული პოლიტიკა ერთ-ერთი გადამწყვეტი საკითხია. სწორედ ამიტომ, 2016 წელს საქართველოს პარლამენტმა მიიღო „დემოგრაფიული უსაფრთხოების პოლიტიკის“ დოკუმენტი. აქედან გამომდინარე, სახელმწიფომ აიღო პასუხისმგებლობა დემოგრაფიული პოლიტიკის გატარებაზე უსაფრთხოების საკითხებში. საქართველო მსოფლიოს ნაწილია და შესაბამისად, მიყვება გაერთიანებული ერების ორგანიზაციის

ხალხთმოსახლეობის ფონდის მიერ შემუშავებულ რეკომენდაციებს ყველა მიმართულებით, მათ შორის ეროვნული უსაფრთხოების კუთხითაც.

Abstract

Demographic policy is one of the main determinants of the security of states and, therefore, world politics. In the demographic process, political-legal relations are formed into institutional forms of national security. It has been 11 years that demographic security issues have been reflected in almost all high-level political documents in Georgia. These documents will be reviewed in this scientific article. We would also like to review the role of demographic policy and the expected processes in security issues of world politics.

Demographic policy is one of the crucial issues in matters of national security. Due to this circumstance, in 2016, the Parliament of Georgia adopted the "Demographic Security Policy" document. Therefore, the state took responsibility for the implementation of demographic policy in security matters. Georgia is part of the world and thus follows the recommendations developed by the United Nations Population Fund in all areas, including national security.

In all the resolutions adopted by the United Nations, it is indicated that demographic policy significantly determines the security of world politics. According to one of the recent researches conducted by the United Nations Population Fund, three negative trends have been identified in terms of demographic policies in world security issues:

1. Distinct difference in birth rates between developed and developing countries. Fertility in industrial and semi-industrial countries differs sharply from each other. Countries that have developed in recent years are characterized by a chronically low birth rate, for example, Spain, Italy, France, and Belgium. There is a difficult demographic situation, especially in Japan. The state program to increase the birth rate implemented in Japan over the last 10 years has failed, because the negative balance of migration is still the main demographic problem in the country. In addition, the dynamics of the ageing of the nation in Japan is increasing very fast. As for the developing countries, they also are divided into two parts: according to the declining birth rate (Brazil) and according to the high birth rates (Africa, Middle East, Latin American countries). As a result, the weight of the global population is shifting from the developed to the developing world. Today, the world has the top four most populous countries: China, India, the United States, and Indonesia. Most likely, Russia and Japan may disappear from the next six of the top ten. Demographic growth and pressure in developing countries are at a historic peak today and will continue until 2025.

2. Urbanization. In terms of demographic policy within the security issues of world politics, the United Nations names the second biggest negative tendency - urbanization. Today, more than half of the world population lives in cities. Urban concentration is becoming disproportionate in many countries. According to the United Nations, the number of

megacities with a population of 10 million or more will increase over time. This threatens the development of the regions and agricultural production of the countries.

3. The third dangerous trend the UN identifies is the increase in the number of refugees (cross-border movement). The dynamics of population movement in the countries of the world is increasing not only from developing countries to developed countries but also among developed countries. The increase in the number of refugees, according to the conclusions of the United Nations, creates the danger of impending conflicts between ethnic and religious groups. There are already examples of this in the form of small ethnic and religious conflicts caused by the migration of the Muslim refugee population to European countries.¹

Thus, these trends suggest three potential changes in the global security environment: a new reality caused by different birth rates between developed and developing states that threatens developed countries; urban imbalance and the increase in the number of megacities at the expense of regional decline; The increase in the flow of refugees and the threat of urban conflict.

The UN developed recommendations addressing all three negative trends and instructed its member states to take the recommendations into account immediately.²

Georgia, as a member state of the United Nations, accepts these recommendations and implements them in all areas of state policy. The government started working on demographic policy development in 2012. Prior to that, there was not a single political document where appropriate decisions on improving the demographic situation would have been made. Over the past 10 years, the state has systematically developed its demographic policy and touched almost all areas:

Several demographic challenges and opportunities are taken into consideration in national state policy documents such as the National Security Concepts of Georgia, the State Policy Concept on the Issues of Ageing Population in Georgia, the Guide to the Mainstreaming of the Issues of Ageing Population, the Socio-economic Development Strategy of Georgia "Georgia 2020", the government program "For strong, democratic, unified Georgia", the 2014-2020 state concept of the Georgian health care system "Universal health care and quality management for the protection of patients' rights", strategic directions of the development of the education and science system, the 2016-2020 Migration Strategy of Georgia and the State Youth Policy Document of Georgia and the Demographic Security Concept of Georgia.

In the National Security Concept of Georgia, one of the main issues on the list of national interests is ensuring demographic security, which means solving demographic problems in the country and saving the country's gene pool. In the risks and challenges facing Georgia,

¹ Laurent Muraviec and David Adamson, Demography and Security Proceedings of a Workshop Paris, France November 2000

² Laurent Muraviec and David Adamson, Demography and Security Proceedings of a Workshop Paris, France November 2000

demographic challenges are indicated as one of the threats. The demographic policy is one of the 18 points of the Security Policy of Georgia.³

The National Security Concept of Georgia is a fundamental document that explains the fundamental national values and national interests, establishes a vision of the safe development of the country, defines the threats, risks and challenges facing it, and establishes the main directions of the security policy.⁴

When demographic policy is indicated as one of the main issues in the national security concept of the state, it means that one of the main determining factors of the national security of the country is the demographic policy. According to this concept, ensuring the demographic security of the country is determined by the national interests of Georgia: "Creating a favourable environment for a healthy lifestyle, increasing life expectancy, encouraging the return of Georgian citizens and other compatriots living abroad and promoting their further reintegration are the most important priorities of the Georgian government. Demographic security is directly related to stable long-term growth of the country's economy."⁵

An important challenge for Georgia is the attempts of the Russian Federation to artificially and illegally change the demographic balance in the occupied territories by settling there the citizens of the Russian Federation and creating special conditions for them. Such an action poses a special threat to the preservation of the identity of Abkhazians.⁶

In the National Security Concept of Georgia, it is emphatically written that "in order to improve the demographic situation, Georgia promotes measures that ensure an increase in the birth rate, a decrease in child mortality, the establishment of a healthy lifestyle and an increase in the life expectancy of the population. Georgia also strives to create favourable conditions for the return of Georgian citizens and other compatriots living abroad. The government of Georgia makes every effort to support the preservation and development of the ethnic and cultural identity of Abkhazians and Ossetians."⁷

It should be noted the fact that the national security concept of Georgia, which is in force today, was developed in 2020 by the current government "Georgian Dream", while the previous version was developed in 2005 with the signature of President Mikheil Saakashvili, where there was no demographic policy in matters of state security. The new edition of the National Security Concept was preceded by amendments to the Constitution of Georgia in 2019, where the demographic development of the country was also recorded: "The state takes care of equal socio-economic and demographic development in the entire territory of the country. The law creates special conditions for the development of mountainous regions".⁸

³ National Security Concept of Georgia, Threats, Risks and Challenges Facing Georgia, p.1;

⁴ National Security Concept of Georgia, The main directions of the security policy of Georgia, p. 2

⁵ National Security Concept of Georgia, National Interests of Georgia, p. 7

⁶ National Security Concept of Georgia, Threats, Risks and Challenges Facing Georgia, p.11;

⁷ National Security Concept of Georgia, pp. 28,29

⁸ Constitutional Law of the Republic of Georgia of 2017 N1324 website, Article 5, Social State;

Recording this entry in the constitutional law of Georgia was caused by the resolution adopted by the Parliament of Georgia in 2016 - "Demographic Security Concept of Georgia", which was prepared by the Health and Social Affairs Committee of the Parliament. The representatives of the Government of Georgia, the United Nations Population Fund in Georgia, the Association of Demographers of Georgia, the Demographic Revival Fund of Georgia and other local and international organizations also took part in the preparation of this document. The Demographic Security Concept of Georgia has been developed according to the Constitution of Georgia, generally recognized principles and norms of international law, including the goals, objectives and principles of the 2030 Agenda for Sustainable Development adopted by the United Nations. This concept defines the goals, objectives, principles and main directions of the demographic policy of Georgia. It is a landmark for the central and local governments of Georgia.

The main goals of the Demographic Security Concept of Georgia are:

1. Stopping the expected reduction of the population (depopulation) in the country;
2. Stabilization of the growth of the population of the country by rationalizing the migration of the population of Georgia;
3. Establishing a unified conceptual approach to overcome the challenges related to the recent and anticipated changes in the population of the country and to use the opportunities, thereby avoiding existing and possible risks in the field of national security;

The Demographic Security Concept has become the basis for various aspects of national policy, including economic, social and cultural development, and is aimed at achieving sustainable development of the society of Georgia.⁹

The Demographic Security Concept of Georgia is a political document that applies to the entire territory of the country, including temporarily occupied territories, Abkhazia and Tskhinvali region. The Demographic Security Concept clearly states that "upon the willingness of the parties to the conflicts the state is ready to implement all demographic initiatives for the citizens living in the occupied territories, as a result of joint research and work."¹⁰

This offer is crucial in terms of restoring trust between the conflicting parties. Alike the rest of Georgia, Abkhazia and Samachablo have a difficult demographic situation. Here the mortality rate is high, the number of abortions is high, the nation is actively ageing, the birth rate has decreased significantly, the situation with drugs is severe and the negative balance of migration is high.

Immediately after the implementation of the universal health care program, the Georgian government implemented a state program of universal health care for citizens living in the occupied territories (regardless of their nationality) who undergo a course of treatment in

⁹ Demographic Security Concept of Georgia, Resolution of the Parliament of Georgia 5586-II, introduction

¹⁰ Demographic Security Concept of Georgia, Resolution of the Parliament of Georgia 5586-II, introduction

Tbilisi or any region of Georgia. This decision brought certain results in terms of restoring trust for conflict resolution.

The Demographic Security Concept of Georgia was being prepared for a year with the involvement of a vast part of society. According to this document, the main principles of the state policy on demographic security of Georgia are:

1. Sustainable development of society;
2. Respect for human rights and dignity;
3. Gender and age equality and justice;
4. Life-long human development;
5. Partnership based on the cooperation of all national and international stakeholders;
6. Ensuring the introduction of demographic education in the general society; Establishing a system of training and education of highly qualified, professional demographers;
7. Promotion of family stability and strengthening of marriage as a social institution;
8. Development of facts and evidence-based demographic policy;
9. Openness and inclusiveness of demographic policy development, implementation and monitoring.¹¹

Birth rate, sexual and reproductive health were defined as the first priority areas of demographic security in Georgia; The birth rate, together with the death rate and migration rate, is one of the main factors that create the population structure and determine the population development in any country. Structure and dynamics of the population determine human resources for long-term socio-economic development. A balanced structure of the population, where the ratio between young, middle-aged and elderly citizens changes without problems, is a prerequisite for long-term socio-economic development. Generations born today are a key resource for development, as they will be active members of tomorrow's society and will make a major contribution to introducing innovations for socio-economic development. Constantly low birth rates at the level of non-production and the negative balance of migration lead to the ageing of the population and the reduction of its number. This poses a serious threat to the security of the country.

Morbidity and mortality, migration, structure of population and ageing of population were also defined as priority areas in the concept.

According to official statistics, the death rate in Georgia is decreasing. In 2014, life expectancy at birth was one of the highest among post-Soviet countries - 72.9 years (77.2 years for women, 68.6 years for men). In 2013, the life expectancy of healthy people of both sexes was 65 years, which is one of the highest rates among post-Soviet countries. Nevertheless, in terms of national health indicators, Georgia significantly differs from economically more developed

¹¹ Demographic Security Concept of Georgia, Resolution of the Parliament of Georgia 5586-II, introduction;

countries. Morbidity and mortality are important barriers in the way of the socio-economic development of the country.¹²

Migration was defined as one of the main priorities in the Demographic Security Concept. The role of migration in Georgia is becoming more and more important in terms of socioeconomic, cultural, political and demographic development of the country. Solving problems of migration and its effective management is one of the prerequisites for ensuring the security and long-term stability of the country. In the concept we read: "Migration is one of the important tools for rapprochement with the European Union and helps to use the potential of migrants for the socio-economic development of the country."¹³

The causes of external and internal migration processes are mainly economic factors of the country. Therefore, the state should implement policies that will help to use the potential of migrants for the socio-economic development of the country and reduce the risks of demographic security. In this regard, it is especially important to strengthen the Georgian diaspora abroad.

External migration poses special risks to the demographic security of Georgia. Because, as it is known, the majority of immigrants are people of working and fertility age. The danger lies in the fact that by going abroad they may postpone getting married and having children, or start families there and stay longer, as a result, their resources are being misused.

Internal migration also has a negative impact on the demographic balance. Internal migration can be either voluntary or forced.

Voluntary migration occurs from rural to urban areas due to socio-economic conditions. And forced migration is carried out during natural disasters and armed conflicts. In both cases, there is an imbalance in the urban development of the country, only big cities develop, while small towns and villages are deprived of population.

To ensure demographic security, the equalization principle of population development is important: Population decline and return migration in the regions. Also, successful integration and settlement of internally displaced persons and eco-migrants in resettlement areas is important. This promotes the improvement of the demographic balance, retaining the workforce and preventing further internal or external migration.

In 2015, the government of Georgia approved the 2016-2020 migration strategy, which is focused on international migration and includes such priority areas as: Promoting legal migration, combating illegal migration, developing the asylum system, migration and development, improving migration management, raising public awareness and deepening international cooperation.¹⁴

¹² Demographic Security Concept of Georgia, Resolution of the Parliament of Georgia 5586-II, Morbidity and Mortality

¹³ Demographic Security Concept of Georgia, Resolution of the Parliament of Georgia 5586-II, Migration.

¹⁴ 4. Migration Strategy of Georgia for 2016-2020, Resolution of the Government of Georgia N 622 1.14.MB

The Demographic Security Concept of Georgia is based on other relevant documents of the state policy on migration to emphasize the importance of migration for ensuring the demographic security of the country. It pays special attention to issues related to emigration and internal migration to enable the development of measures that promote sustainable growth and development, as well as encourage the return of migrants to Georgia and reintegration into the places where they lived before migration.¹⁵

The Law of Georgia "On the Development of High Mountainous Regions", which was adopted by the Parliament of Georgia in 2014, aims to stop internal and to some extent external migration. The demographic situation is the most important criterion among the 3 determining criteria when assigning the status of the High Mountainous Settlement.¹⁶

This law almost completely covers the border villages, which are practically depopulated. It is worth noting the fact that since the implementation of this law, we have had positive changes: the depopulation of villages has stopped, and return migration has started; even though the birth rate is decreasing throughout Georgia, there is a significant increase in the birth rate in all high mountainous regions.¹⁷

For the demographic security of the country, which determines the national security of the state, it is important to implement the correct youth policy. Issues related to population structure and population ageing are of strategic importance for our state policy. In 2014, the Government of Georgia also adopted the State Youth Policy document, which includes four strategic directions: a) participation; b) education, employment and mobility; c) health; d) special support and protection.¹⁸

These strategic directions create a state policy framework for responding to the ongoing demographic changes in Georgian society, considering the perspective of young people. Moreover, they correspond to the tasks of this priority area of the Demographic Security Concept of Georgia.

In 2016, the Parliament of Georgia adopted a resolution on the "State Policy Concept on the Ageing Issue in Georgia". This concept is a major political document prepared by the Health Protection and Social Affairs Committee of the Parliament of Georgia. Based on this concept, in 2017, the Government of Georgia developed the "2017-2018 National Plan of the State Policy Concept on the Ageing in Georgia".

We will discuss these political documents in detail in the third sub-chapter of the second chapter of our work, where we will try to substantiate to what extent the policy of the ageing of the nation determines the economic condition of the state and what is the situation in this regard in Georgia.

¹⁵ Demographic Security Concept of Georgia, Resolution of the Parliament of Georgia 5586-II, Migration

¹⁶ Law on Development of High Mountainous Regions, Legislative Herald of Georgia 010110020.05.001.017881

¹⁷ Tamar Chiburdanidze, Interpressnews, 19.04.2022

¹⁸ State Youth Policy Document of Georgia, Legislative Herald of Georgia, 000000000.00.003.016887

Thus, we reviewed all political documents, legislative and governmental initiatives in Georgia, which were adopted and implemented by the state. Therefore, we can conclude that the demographic policy is, indeed, one of the main guarantors of the national security of the state. Today, the country has taken the right course in all directions of population development, be it through reproductive policy, migration processes, analysing the risks of ageing of the nation and implementing relevant initiatives.

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