

The Structure of Power

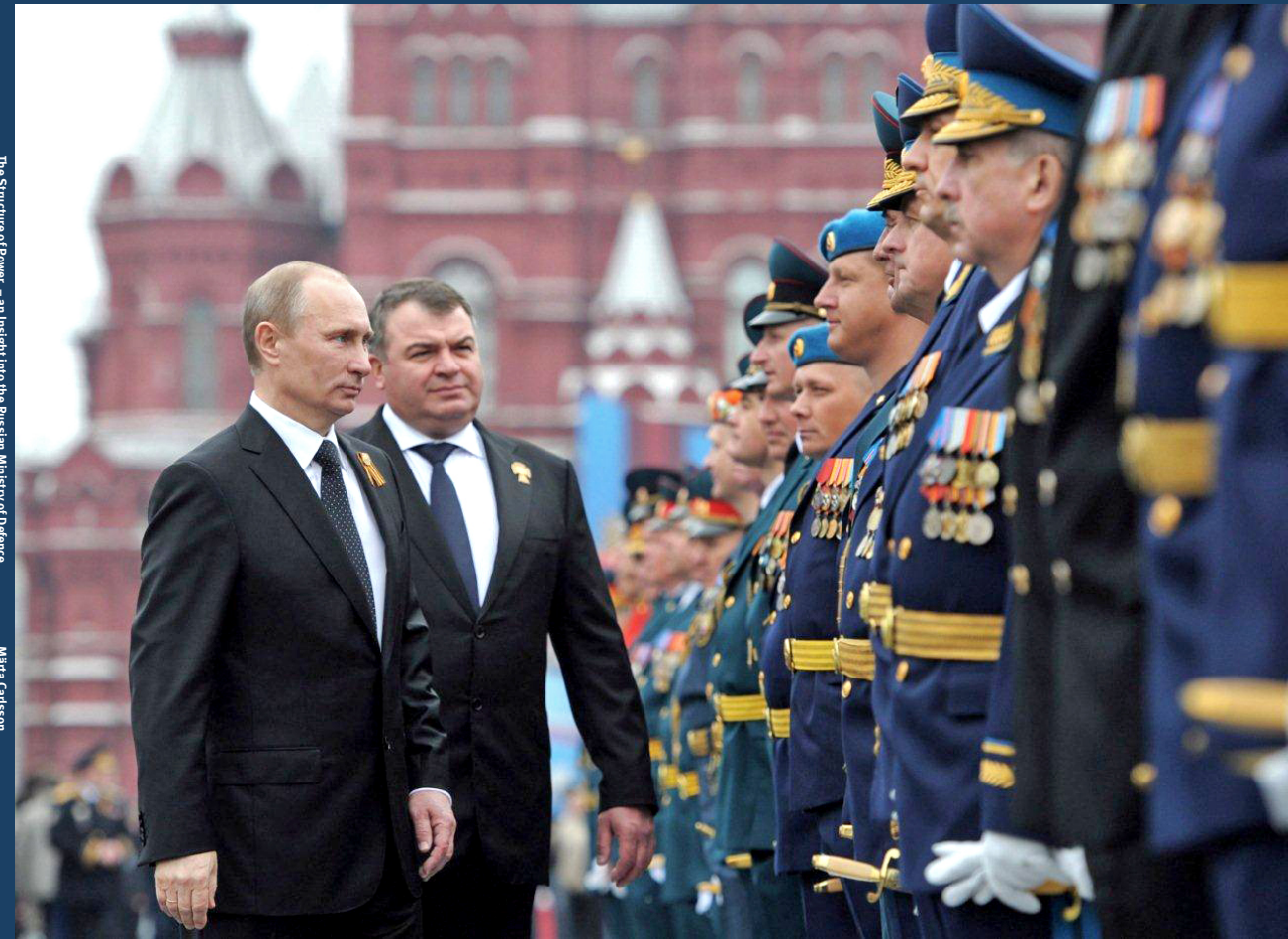
– an Insight into the Russian Ministry of Defence

With Anatolii Serdiukov as its minister (2007–2012) the Russian Ministry of Defence underwent significant changes. They were initiated in order to facilitate the reform and rearmament of the Armed Forces. The ministry lacked control over the allocation of the defence budget and corruption was widespread in the organization. Moreover, there was strong opposition to reform among the senior military leadership. Serdiukov had to address these problems in order to make the transformation of the Armed Forces possible. This is the report on how he attempted to accomplish this. The report also gives a unique insight in the structure of the ministry, its departments and their tasks during his tenure.

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Title	The Structure of Power – an Insight into the Russian Ministry of Defence
Report no	FOI-R--3571--SE
Month	November
Year	2012
Pages	62 p
ISSN	1650-1942
Customer	Ministry of Defence
Project no	A18001
Approved by	Maria Lignell Jakobsson
Department	Department of Defence Analysis

Cover photo: President of the Russian Federation, Vladimir Putin (L), and Minister of Defence, Anatolii Serdiukov (2-L), meet the commanders of the troops taking part in the Victory Day parade on the Red Square, Moscow, 9 May 2012, RIA Novosti /Alexey Druzhinyn. Scanpix.

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Abstract

During his tenure as Russian Minister of Defence (2007–2012) Anatolii Serdiukov initiated reform and rearmament of the Armed Forces. The conditions for his achieving this were however far from ideal: the ministry lacked a sound financial system and corruption was widespread in the organization, including in the vital procurement area. There was, moreover, strong opposition to reform in the General Staff. In order to succeed with his mission Serdiukov had to establish a structure which could control the defence budget and the financial resources tied to the rearmament programme, and an organization which would implement his decisions. Serdiukov attempted to accomplish this in several ways. He changed the personnel policies so that senior officers who opposed reform could be replaced. He put people he trusted in key positions and increased the proportion of civilians in the workforce of the ministry. In order to control the defence budget and the rearmament programme Serdiukov restructured the ministry's financial organs and formed new departments in the procurement area under himself and his deputy outside the General Staff. He tried to reduce corruption by transferring departments and responsibilities from the General Staff and creating new departments in the part of the ministry that was outside the General Staff. As a result, Serdiukov probably improved his control and the functioning of the organization. In the process he strengthened his position at the expense of the General Staff. Corruption, however, continued to be prevalent in the Ministry of Defence.

Besides defining the legacy of Serdiukov as Minister of Defence, this report also gives a unique insight in the structure of the Russian Ministry of Defence, its departments and their tasks.

Keywords:

Russia, Ministry of Defence, General Staff, Serdiukov, Putin, Armed Forces, reform, procurement, corruption

Preface

The Russia Project at FOI specializes in analysing Russian foreign, security and defence policy in a broad perspective with the Swedish Ministry of Defence as its primary client. Every two or three years since 1998, the project has produced an extensive assessment of Russian military capability in a ten-year perspective, the latest having been published in 2012 (Vendil Pallin (ed.) *Russian Military Capability in a Ten-Year Perspective – 2011*, FOI-R-3474, August 2012).

In the interim between these major assessments, the project produces in-depth studies in other areas. This particular study is devoted to the Russian Ministry of Defence. It gives a detailed description of the structure of the ministry and its tasks, a subject not well researched hitherto. Moreover, the report gives an overview of the recent structural changes in the ministry, which are linked to the overall ambition to reform and rearm the Russian Armed Forces. The report is for the most part based on Russian sources, especially on material published on the ministry's website.

The report was scrutinized at a seminar at FOI on 28 September 2012. The opponent was Dr Gudrun Persson from the Swedish National Defence College. Her excellent comments contributed to take the report to a new level. Colleagues from FOI who contributed with insightful comments and support are Dr Lena Molin, Karlis Neretnieks, Dr Carolina Vendil Pallin and Fredrik Westerlund. Sanna Aronsson and Lisa Olausson elegantly improved the organization charts and did the layout.

*Jakob Hedenskog, Project Manager
Stockholm, November 2012*

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1. Introduction

During the last few years the Russian Ministry of Defence has been subject to extensive organizational reform initiated by the minister of defence, Anatolii Serdiukov, with strong backing from the Kremlin. Serdiukov was appointed minister of defence with the mandate to reform the Armed Forces and launch a vast rearmament programme. The ministry, however, lacked a sound financial system; corruption was widespread, among others in the procurement area; and the senior military leadership opposed reform.¹ To be able to meet the objective Serdiukov had to create a structure which could control the defence budget and the financial means tied to the rearmament programme. Moreover he had to curb the internal opposition and control the organization so that it would implement his decisions.

The aim of this report is to describe the structure of the Ministry of Defence, its tasks and the tasks of its departments. A second aim is to describe the reforms of the ministry introduced by Serdiukov. The report attempts to answer the questions: what does the structure of the Ministry of Defence look like? How did Serdiukov reform the Ministry of Defence in order to achieve better control over the organization and the money flows?

The Russian Ministry of Defence inherited from its Soviet predecessor a structure with a strong military component, the General Staff, and a weak minister of defence.² In the 1990s this resulted in power struggles as the political element tried to govern the military component.³ These struggles highlighted the issue of what role the General Staff should have in the Ministry of Defence. The report finally attempts to answer the question how, judging from the new structure of the ministry, Serdiukov saw the role of the General Staff?

The questions are answered by examining the structure of the Ministry of Defence and the policies and the structural reform introduced by Serdiukov. Special attention will be given to the financial and armament departments and departments responsible for policy areas that tend to suffer from corruption. A comparison will be made between the structure of the ministry prior to Serdiukov's taking on his duties and the structure as of September 2012. No description of the ministry in the past that would be equivalent to the one presented in this report exists so the past is mainly defined as a state of absence of the Serdiukov's alterations. The report focuses on formal power in the sense of the structure of the ministry, in contrast to informal power, which is more based on personal ties and tradition. From the time of his appointment, Serdiukov through his reforms stressed the formal structure of the ministry. This indicates that, in order to understand his way of exerting power, one fruitful way is to study the ministry's structure and its development.

The political level has long depended on the General Staff for information and military advice in decision-making and in directing and reforming the Armed Forces. Earlier research has identified the essential directorates in this respect:

the Main Directorate for Operations, the Main Organizational-Mobilization Directorate and the Main Intelligence Directorate (GRU). They deal with military planning and development, organization, operations and intelligence. As Serdiukov attempted to reform the ministry and the Armed Forces, their cooperation was important. The report therefore attempts to see how Serdiukov chose to handle these directorates. The aspects which will be studied are cuts in personnel and the frequency of change of leadership of the directorates, as well as the tendency to weaken their mandates. Studying the GRU can be problematic since the scope of the information to be found in the media is limited. Intelligence organizations tend to be surrounded by secrecy and the authorities have an interest in controlling the kind of information which reaches the public.

The report begins with a brief outline of the Soviet structural legacy and how it influenced the dynamics of the ministry from the early 1990s up to 2004. The outline further covers the initiatives and the organizational reforms introduced by Serdiukov in order to achieve control over the organization and the financial flows. The main part of the report is devoted to describing the structure of the ministry in 2012 and the responsibilities of the departments. Finally I will draw some conclusions regarding Serdiukov's methods of imposing control and reforming the ministry, the structure of the ministry, and the role of the General Staff.

The structure of the Russian Ministry of Defence and the tasks of its departments are not well researched and the number of sources is therefore limited. The main source of this report is the website of the Ministry of Defence. To rely heavily on one source can be problematic. For example, almost none of the departments in the General Staff give an account of developments during recent years, whereas the departments outside of it are generous with that type of information. This gives the impression that all the structural changes have occurred outside the General Staff, which is not necessarily the case. In addition, the chances of finding additional information from other sources are small. It is evident that the descriptions of the departments are written by different authors as they vary in length and amount of detail, which sometimes makes it a little awkward to compare them and draw conclusions.

The Ministry of Defence is subject to constant reorganization and personnel reshuffles, which makes it a difficult object to study. The deputy ministers are fired or get new assignments, and departments appear, disappear and move. During the late spring or early summer of 2012 the design of the ministerial web page changed and valuable information regarding the history of the departments was removed. However, with a record of the information that has been removed it has been possible to show how departments have been moved from the General Staff to the rest of the ministry – a fact which has been an important part of the puzzle.

The remaining sources consist of books and articles published in Russian and international papers and official documents. The authors of the books

are established experts on Russian defence issues. The articles come from well-known Russian papers reporting about defence, such as *Nezavisimaia gazeta*, *Nezavisimaia voennoe obozrenie*, *Kommersant*, *Vzgliad* and *Gazeta.ru*. Presidential decrees constitute an important source as they establish the directions of development in the defence sphere and the regulations of the Ministry of Defence.

Anatolii Serdiukov was dismissed on 6 November 2012, due to a corruption scandal surrounding the state corporation Oboronservis, owned by the Ministry of Defence. The Chief of the General Staff Nikolai Makarov was subsequently replaced, and other changes followed which are not reflected in the report. This report presents an account of the reforms of the ministry and its structure during Serdiukov's tenure, and it reflects the situation as at September 2012.

2. The Soviet Legacy

With the break-up of the Soviet Union the Russian Federation inherited a Ministry of Defence dominated by the General Staff. It had the monopoly of the expertise in military planning and development, operations, organization, intelligence and analysis.⁴ The minister of defence had only a small office at his disposal and was dependent on the General Staff for information.⁵ The structure remained unreformed through the 1990s and the General Staff continued to be the influential part of the ministry.⁶ The minister's position was weakened by the fact that the chief of the General Staff could report directly to the president without informing him, which gave them equal status.⁷

The arrangement created tensions between the minister of defence and the chief of the General Staff. The most prominent example of this is the battle between Igor Sergeev and Anatolii Kvashnin during the period 1998–2000. In short, the conflict was about the future outlook of the Armed Forces. Due to Russia's economic difficulties President Boris Yeltsin had informed the minister of defence, Igor Sergeev, that he had to prioritize between the branches and arms of service. Sergeev wanted to focus on the Strategic Missile Forces, which would result in smaller conventional forces. Kvashnin, the chief of the General Staff, strongly opposed this idea. He did not see a nuclear war as very likely. Since both reported to the president, they were on an equal footing and Kvashnin was able to fight Sergeev.⁸ Kvashnin used the fact that the minister had to go through the General Staff to get his orders to the Armed Forces implemented. He chose to ignore Sergeev's decisions when he disagreed with them and as a result the Armed Forces were not reformed. Sergeev was dismissed in March 2001, very much due to the fact that Kvashnin had made a more accurate analysis of what kind of Armed Forces Russia needed, which became evident with the developments in the North Caucasus and the Balkans.⁹

With the appointment of Sergeev's successor, Sergei Ivanov, the Kremlin strengthened its influence over the ministry. It was a break with the tradition in Russian public administration that the minister came from within the ministry as he had a background from the Foreign Intelligence Service (SVR).¹⁰ There were expectations that Ivanov would reform the Armed Forces, but this became difficult due to the distribution of power between the minister and the chief of the General Staff and the fact that he was an outsider. Ivanov faced great opposition from the General Staff's high-ranking officers, especially from Kvashnin.¹¹ This time events unfolded differently, however, since Ivanov, in contrast to Kvashnin, belonged to President Putin's inner circle.¹²

Kvashnin was dismissed in 2004. In addition, new regulations for the Ministry of Defence and an amendment to the Law on Defence were issued. The chief of the General Staff lost the right to report directly to the president. This meant that the General Staff was now subordinated to the minister.¹³ In the amended law the Armed Forces also became subordinated to the minister. This and the fact that the apparatus of the minister of defence was increased improved his

position within the ministry. He did, however, continue to depend on the core directorates in the General Staff – the Main Directorate for Operations, the Main Organizational-Mobilization Directorate and the GRU – for information and advice.¹⁴

3. A New Sheriff in Town

For much of the 1990s the highest political leadership in Russia lacked interest in military matters, which resulted in the Ministry of Defence and the Armed Forces being very much left to their own devices.¹⁵ Ivanov introduced some aspects of military reform, but the Armed Forces remained largely unreformed.¹⁶ By 2007 President Putin had decided to fundamentally reform and rearm the Armed Forces. There was, however, a lack of control of the defence budget, corruption was widespread in the ministry, especially in the procurement area,¹⁷ and there was strong opposition to all the changes being demanded by the political leadership from a conservative wing among the General Staff.¹⁸ In addition, the responsibilities of the Main Directorate for Operations, the Main Organizational-Mobilization Directorate and the GRU made it easy for them to hinder reforms initiated by the minister.¹⁹ Putin needed a tough person who could push through reform in a hostile environment.

Anatolii Serdiukov was appointed minister of defence in February 2007. He had previously headed the Federal Tax Service where he had increased revenues and was one of the key players in the prosecution of the oil and gas company Yukos on charges of tax evasion.²⁰ In order to reform and rearm the Armed Forces Serdiukov needed the support of the Kremlin, which he had, and a window of opportunity, which the five-day war with Georgia in 2008 and the Armed Forces' questionable performance in that war offered. Moreover he needed to establish a structure which could control the defence budget and the financial resources tied to the rearmament programme, and an organization which implemented his decisions.

3.1 Securing Cooperation

During his first period as minister Serdiukov took several steps to make the ministry more cooperative. He altered the personnel policies so that older generals, who opposed reform, could be replaced with younger officers. As a result many of the senior officers had to leave.²¹ The chief of the General Staff, Yurii Baluevskii, resisted many of Serdiukov's reforms, especially the major reductions in personnel.²² Serdiukov had initiated cutbacks in personnel so that the Ministry of Defence would go from 11 920 to 5 000 personnel and the General Staff would go from 10 523 to 3 500 in 2012 (to what extent this has been implemented is not clear).²³ In June 2008 Baluevskii was dismissed and Serdiukov appointed his own man, Nikolai Makarov, who came from the Siberian Military District, to lead the General Staff.

Changes in the senior leadership have continued over the years. In 2011, 160 generals and colonels were dismissed, according to the Ministry of Defence, due to their refusal to rotate from Moscow to the military districts. This would also be the reason why three senior generals – the chiefs of the Main Directorate for Operations, the Main Army Command and Electronic Warfare – were discharged or resigned at that time. Another motive mentioned in the media was their opposition to reform of the Armed Forces.²⁴ Serdiukov's manner of

reforming the Armed Forces has been harsh and has created strong resentment in the officer corps.

To strengthen his grip over the organization Serdiukov had more than 30 of his former colleagues from the Federal Tax Service placed in high-ranking positions in the part of the ministry outside the General Staff.²⁵ In September 2012 three of the eight deputies were from the Federal Tax Service: Dmitrii Chushkin, Tatiana Shevtsova and Elena Kozlova.²⁶ The directors general of Rosoboronpostavka,²⁷ one of the two vital federal agencies in the defence sector, and of the state corporation Oboronservis²⁸ were also from the Federal Tax Service.²⁹ The head of the second federal agency, Rosoboronzakaz,³⁰ until September 2012 was also from the Federal Tax Service,³¹ when she was replaced by a senior person from the Ministry of Industry and Trade.³² This should be seen in the light of the transfer of the agency from being under the purview of the ministry to that of the government in May 2012.³³

Serdiukov moreover increased the proportion of civilian personnel in the ministry, according to some experts from 16 to 46 per cent.³⁴ (The number can also partly be the result of military positions being turned into civilian positions.) By placing loyal civilians in key positions Serdiukov increased the likelihood that the organization would be more cooperative so that his decisions would be implemented. In September 2012, 53 per cent of the senior leadership were military (including civilians with a military background this figure is 63 per cent), predominantly in the General Staff and the Logistics and Rear Service, for natural reasons, but also among Serdiukov's departments and departments dealing with procurement (see Appendix A for further information).

3.2 Restructuring the Ministry of Defence

During Ivanov's tenure as minister of defence the Russian economy revived and as a result the defence budget was increased in relative terms. The Armed Forces' performance did not, however, improve to the same extent and President Putin therefore wanted to achieve control over the allocation of the defence budget and, in connection with this, to restrain corruption, which was widespread in the ministry and the Armed Forces.³⁵ This was essential not only in its own right but also because of the rearmament of the Armed Forces, which meant that the ministry would have to be able to handle larger money flows. Serdiukov dealt with the situation by establishing new departments or by transferring existing ones from the General Staff to himself or his deputies in the financial and procurement areas or in areas where corruption is prevalent. Two waves of structural change can be discerned: the first from 2007 to 2010, with a peak around the second half of 2009 and 2010, and a second wave from the spring of 2012. Serdiukov did not, however, increase transparency or introduce independent scrutiny to improve control of financial resources and fight corruption, but rather concentrated power in himself.

According to Chief Military Prosecutor Sergei Fridinskii, about 20 per cent of the defence budget is lost to corruption every year. Other sources claim the loss

to be twice as much. Fake invoices, fraud and bribes are common.³⁶ Corruption is especially prevalent in procurement, military research and development, construction, and the management of land and property holdings and enterprises.³⁷ Some experts state that the existence of the Law on the State Secret has been conducive to the growth of corruption in the ministry.³⁸ According to Julian Cooper, the law makes it possible to classify any data referring to the Annual State Defence Order, information on military research and development, and data on expenditures of the federal budget connected to national security, with the exception of indicators in summary terms.³⁹ Experts claim that by referring to the law the Ministry of Defence has been able to create a situation characterized by low levels of transparency and accountability.⁴⁰

To achieve control over the defence budget Serdiukov devoted a good deal of time to restructuring the ministry's financial organs. He elevated the chief of the Finance Service to the level of deputy defence minister of finance to give him additional leverage within the organization. Although the ministry already had departments conducting budgetary oversight, he established a new department, the Financial Inspectorate, to investigate corruption. The inspectorate comes under Elena Kozlova and is staffed primarily with civilians from outside the ministry, most likely from the Federal Tax Service.⁴¹ Moreover, in January 2010 Serdiukov created the Department of Finance Support, which sent for the budgetary funds from the Ministry of Finance.⁴² In late 2011 and during the first six months of 2012 the financial departments were further restructured. Their number was reduced from four to two and the remaining ones took on some of the dissolved departments' responsibilities.⁴³

Serdiukov made attempts to restrain corruption in property management, construction and procurement. He did so by removing tasks from the General Staff and creating new departments outside the General Staff. In the case of property management the branches of service had managed this to a varying degree⁴⁴ until 2009 when the Department for Property Relations was formed and placed directly under Serdiukov.⁴⁵ In August 2010 the Inspectorate of Construction was transferred from the General Staff to come directly under Serdiukov.⁴⁶

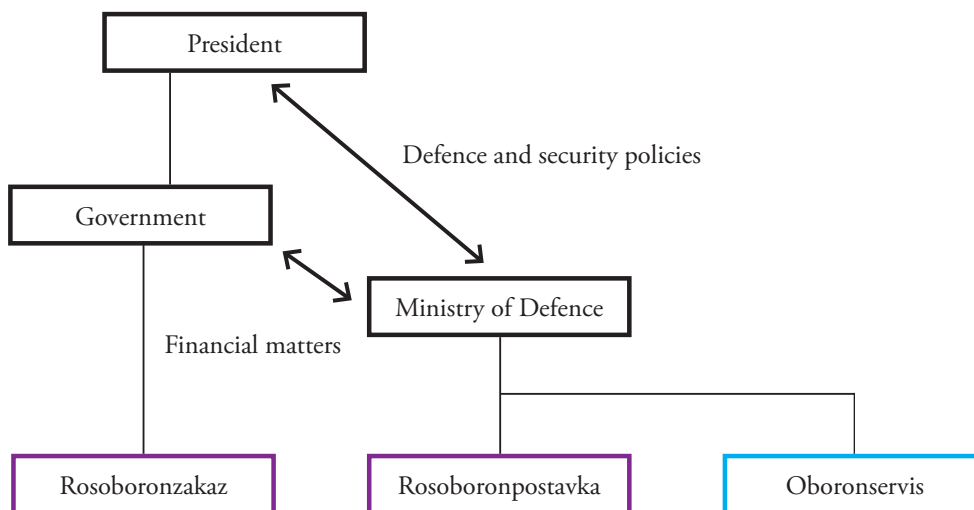
Above all, Serdiukov's efforts were concentrated on reforming the military procurement system. The purpose was to create a structure which could handle the rearmament programme and reduce corruption. Procurement had long been subject to power struggles between the branches of service and the civilian leadership of the ministry, since both parties wanted to control the process.⁴⁷ Through his reforms Serdiukov reduced the influence of the branches of service by creating new departments outside the General Staff.

In Russia the purchase of military equipment is governed by state armaments programmes, which run for a certain period of time. The drafting of the programme for 2011–2020, i.e. the 2020 State Armament Programme, started in 2008. Twenty trillion roubles (circa 670 billion USD) are tied to the programme, which aims to rearm the Armed Forces so that 70 per cent of their

equipment will be modern, i.e. not older than ten years, by 2020. In order to meet the target of the state armament programmes, annual state defence orders are created. They are rarely fulfilled during the year in question. The annual negotiations are protracted and deliveries often delayed due to disagreements between the ministry and the defence industry concerning the price and quality of the armaments. The bureaucracy of the ministry is also partly inefficient and corrupt, which adds to the problem.

The federal agency Rosoboronpostavka, which was supposed to purchase armaments for the Armed Forces and other troops, has had considerable difficulty in carrying out its tasks. In 2010 it controlled only 2 per cent of the total procurement volume, probably because the director general lacked political influence.⁴⁸ It was probably on Serdiukov's initiative that Rosoboronpostavka was transferred from the government to the Ministry of Defence in May 2010.⁴⁹ Nadezhda Sinikova, a colleague of Serdiukov from the Federal Tax Service, became director general of the agency.⁵⁰ A new department for following the development of prices for military goods and services was established in the ministry under Shevtsova to control the financial resources of the 2020 State Armament Programme and support Rosoboronpostavka.⁵¹ Another motive for its creation was to improve knowledge about and transparency regarding

Figure 3.1 Relevant Bodies in the Defence Sector, September 2012



Comment: The Ministry of Defence is one of the power ministries and therefore placed directly under the president. The ministry reports to the president on issues regarding defence and security policies and makes propositions to the government regarding financial issues. Under the purview of the ministry is the federal agency Rosoboronpostavka (in lilac) and the state corporation Oboronservis (in blue). Since May 2012 the federal agency Rosoboronzakaz has been under the purview of the government.

Source: The Constitution of the Russian Federation, articles 87 and 114 and Decrees of the president of the Russian Federation, 16 August 2004, No. 1082 and of 27 June 2007, No. 817, article 10.4-6.

the price of armaments due to the constant disagreements with the defence industry on this matter.⁵² Together with the formation of two departments – the Department for Distributing the Annual State Defence Order, which acquired goods and services, and the Department for Implementing the Annual State Defence Order for the purchase of armaments⁵³ – during the period 2008–2010 Serdiukov improved the structure dealing with procurement. The agency and the latter department overlapped in their areas of responsibility to a certain extent, as they were both assigned to be the purchaser of armaments. They both signed contracts, paid and verified that orders had been fulfilled regarding all types of equipment except for ‘special armaments’.⁵⁴ The reason for this and for establishing the other department was probably that Serdiukov wanted to ensure a strong influence for the ministry in relation to Rosoboronpostavka in the procurement process or to create a structure that actually worked.

After Vladimir Putin was reinstated as president in May 2012 he issued a decree that by the end of 2012 Rosoboronpostavka and Rosoboronzakaz would be transferred to be under the purview of the government.⁵⁵ The ministry would lose its mandate to place defence orders and already by the end of the month Rosoboronzakaz had been transferred to come under the purview of the government.⁵⁶ This development was paralleled inside the ministry by the creation of the Directorate for Analysis of the State Armament Programme and the Annual State Defence Order. It had, among others, the job of monitoring the implementation of the State Armament Programme and the Annual State Defence Order.⁵⁷ Its establishment could have been an attempt to strengthen the ministry’s position vis-à-vis the federal agencies and also vis-à-vis the defence industry. In September 2012, however, it seemed that Serdiukov would manage to keep Rosoboronpostavka under his control as he announced that it would remain subordinated to the Ministry of Defence.⁵⁸

In addition Serdiukov strengthened the oversight function by forming new departments (the Financial Inspectorate and the Inspectorate of Personnel) and transferring departments from the General Staff (the Inspectorate of Construction and the Technical Inspectorate) to the minister. As a result, all the departments which conduct oversight were subordinated to Serdiukov with the exception of the Financial Inspectorate, which was under Elena Kozlova. Moreover, Serdiukov placed a colleague from the Federal Tax Service⁵⁹ at the head of the Department of Inspection, which conducts oversight of the Military Command and implements policies and orders from the political level.⁶⁰ This indicates the importance he assigned to the department and that the General Staff was subject to more control than before.

During the two waves of structural change, 2007–2010 and 2012, the emphasis was on departments dealing with procurement, financial issues and the prices of military goods and services. Sixteen departments were established. In September 2012, 13 of them were run by civilians, five of whom had a background in the Federal Tax Service (for further information see Appendix A). In his reform attempts during 2011 Serdiukov probably evaluated the functioning of the new structure, was unhappy with the result and decided to make some adjustments

Table 3.1 Departments in the Ministry of Defence Formed and Transferred during 2007–2012

Department	Established	Subordinated to
Department for Distributing the Annual State Defence Order	December 2008	Serdiukov
Department for Implementing the Annual State Defence Order	1 August 2010	Sukhorukov
Department for the Development of Prices for Military Goods	2011	Shevtsova
Department for Processing Claims and Court Proceedings	Spring 2012	Shevtsova
Department for Property Relations	2009	Serdiukov
Department of Resources' Provision	31 December 2009	Bulgakov
Department of Finance Support	30 January 2010	Shevtsova
Directorate for Analysis of the State Armament Programme and the Annual State Defence Order	Spring 2012	Sukhorukov
Directorate for Intellectual Property, Military-Technical Cooperation and Expertise on Supply of Equipment	Spring 2012	Sukhorukov
Financial Inspectorate	March/April 2010	Kozlova
Inspectorate of Personnel	2007–2008	Serdiukov
Inspectorate of Turnover of Weapons in the Armed Forces	2012	Serdiukov
Legal Department	2007 (merger of existing departments)	Serdiukov
Main Directorate for Armed Forces' Personnel	1 December 2010	Pankov
Main Directorate of the Military Police	Spring 2012	Serdiukov
Protocol Department	August 2009	Serdiukov
Department	Moved from the General Staff	
Department for Planning and Coordination of Logistical Support	31 December 2009	Bulgakov
Inspectorate of Construction	21 August 2010	Serdiukov
Technical Inspectorate	16 July 2010	Serdiukov

Source: Ministry of Defence, Russian Federation; Bartles (2011) 'Defense Reforms of Russian Defense Minister...', pp. 61 and 66; and Safronov (2012) 'Shtabnye mucheniia'.

Comment: The table shows departments established and transferred from the General Staff during the period 2007–2012. Two waves of structural change can be observed: the first 2007–2010 and the second 2012. The areas subject to alterations are procurement, property holdings, finance, the development of prices for military goods and service, legal matters, oversight and Logistics and Rear Service, due to its formation in 2010 (see page 29 for more information regarding this). Some of the changes have been made in order to improve control of the defence budget and to fight corruption. Oversight has been strengthened partly in financial areas and areas plagued by corruption. The majority of the departments were established under Serdiukov, and some under First Deputy Minister of Defence Aleksandr Sukhorukov and Shevtsova, due to their responsibility for procurement and financial issues, respectively. See Table 4.1 for an overview of the deputy ministers.

No information is available regarding the Armaments Department, Expert Centre of the Office of the Minister of Defence, Department for Development of Information and Telecommunication Technology, Department for Financial Planning, Department for Ordering Construction, Department for Provision of Housing, Department for Transport Support, Department of Education, Directorate for Meteorology, Directorate for Physical Training, Main Directorate for Human Resources, Main Directorate for International Military Cooperation, Press and Communications Directorate and State Expert Group, or for the General Staff with the exception of the Main Organizational-Mobilization Directorate and the Directorate for Troop Service and Safety of Military Service.

in the spring of 2012. There were reasons for Serdiukov to be dissatisfied. In September 2012 the chief military prosecutor, according to Russian media, revealed a sharp increase in corruption surrounding the Annual State Defence Order.⁶¹ It has been argued that Serdiukov managed to establish control over military expenditure,⁶² but corruption continued to be prevalent in the ministry and the Armed Forces.⁶³ According to some experts it might in the long run undermine the 2020 State Armament Programme.⁶⁴

3.3 The Core of the General Staff

Serdiukov's predecessors, as described earlier, depended on three vital directorates in the General Staff – the Main Directorate for Operations, the Main Organizational-Mobilization Directorate and the GRU – for information and advice. Their cooperation was essential to Serdiukov as they could easily impede reform. Serdiukov chose to deal with them through personnel policies, by creating alternative structures and removing assignments. In April 2009 more than 200 senior officers had been made redundant in the Main Directorate for Operations. The number of generals and officers in the directorate was at that time 260, which meant that the cutback made was almost 50 per cent.⁶⁵ Between 2007 (the year of Serdiukov's appointment) and 2011 the head of the directorate was replaced three times.⁶⁶ In addition, it is likely that the Main Directorate for Operations has lost some of its influence in the procurement process. Since Serdiukov came into office there has been a greater involvement of the minister in this area. Additional departments have been formed under him or one of the deputies, Aleksandr Sukhorukov, which indicates an increased mandate for the ministry outside the General Staff.

The Main Organizational-Mobilization Directorate was reorganized in 2009 and cuts were made in personnel (unfortunately it has not been possible to retrieve more information about this).⁶⁷ In 2012 the responsibility for recruiting contract-employed soldiers and non-commissioned officers (NCOs) was transferred to the Main Directorate for Human Resources under Pankov, who already was in charge of staffing the Armed Forces with officers (see Table 4.5). The rank of the person responsible for the area was elevated from colonel to general,⁶⁸ which indicates the importance attached to the field. According to plans the Armed Forces will shift from a manning system with the emphasis on conscription to one where soldiers employed on contract form the mainstay of the organization. The Armed Forces are, however, experiencing difficulty in attracting and keeping enough suitable young men.⁶⁹ The transfer of the responsibility from the General Staff could be an indication that the shift was not progressing as expected and that Serdiukov wanted someone else to handle the issue.

In the GRU the head of the directorate was replaced twice, in 2009 and 2011. According to information in the Russian media, Valentin Korabelnikov chose to leave in 2009 due to his opposition to the reform plan regarding the GRU.⁷⁰ It should however be noted that he had reached retirement age. His successor, Aleksandr Shliakhurov, implemented the plan, which according to available

information entailed a reduction of the number of GRU brigades from eight to five and a handover of their command to the military districts. Cuts of up to 1 000 officers were also made in the command structure.⁷¹ The dismissal of Shliakhatauov in December 2011, according to Russian media, marked the end of the reform. There were discussions on relocating the GRU from the General Staff to the minister. The reason was said to be the tendency of the GRU to twist information regarding potential threats to please the leadership of General Staff.⁷² The transfer did not, however, happen.

The minister of defence is probably still dependent on the three directorates for certain kinds of information and advice since no departments with competing tasks have been formed in the ministry outside the General Staff. To try to make the minister independent of the General Staff for information would in essence mean creating a 'second General Staff', which probably would not contribute to better control – rather the opposite. Instead Serdiukov improved his influence over the directorates by changing personnel policies, relieving some people of their tasks and building alternative structures in the procurement area. Placing Makarov at the head of the General Staff probably also contributed to improve the cooperativeness of the directorates.

4. The Structure of the Ministry of Defence

The Ministry of Defence is one of the power ministries and therefore placed directly under the president. He appoints the minister of defence, who reports to him. The Armed Forces are directly subordinated to the minister. Even though the ministry is subordinated to the president, in certain areas it reports to the government. To simplify, the president approves military issues such as plans for development, force employment and mobilization of the Armed Forces, and the structure of the Armed Forces and number of servicemen. On the other hand the ministry presents propositions to the government regarding financial issues, for example, the budget, and the State Armament Programme.⁷³

4.1 The Tasks of the Ministry of Defence

According to the regulation of the Ministry of Defence from 2004 it implements the Russian policy on defence. It has the Armed Forces under its command and defends the Russian Federation in cooperation with the other power ministries.⁷⁴ The ministry is responsible for military planning and development and the employment, training, mobilization and deployment of the Armed Forces. It ensures that the units are in combat and mobilization readiness. The ministry is tasked with building additional units which can be mobilized during war. It plans the mobilization of the Russian economy and the protection of the railways, which are crucial for transporting men and equipment during war, and civil defence. The regulation stipulates that the ministry should conduct oversight to ensure the implementation of military planning and ensure that the units have a high level of combat and mobilization readiness. It should also have an intelligence service. The ministry should moreover provide the Armed Forces with medical service, the Logistics and Rear Service, and equipment, including nuclear weapons. It should also develop command and communications systems for the Armed Forces.

The ministry drafts the state programmes within the defence sphere, among others the State Armament Programme and the Annual State Defence Order. The former is a plan for the purchase of armaments for the Armed Forces for a number of years and the latter is a breakdown of the programme to set the targets for each year in order for it to be fulfilled at the end of the period. The ministry also makes a proposition regarding the defence budget to the government and conducts oversight of subordinated federal agencies.

The ministry proposes to the president the structure and number of employees of the Armed Forces. It suggests the number of conscripts each year and organizes the draft. It recruits contract-employed soldiers, NCOs and officers to the Armed Forces and organizes military service and higher military education. It has a commitment to current and former servicemen, civilian employees and their families to provide them with social benefits.

Since the Ministry of Defence executes the task of defending Russia in cooperation with the other power ministries, it coordinates the force employment and mobilization plans of the Armed Forces and the State Armament Programme with them. It facilitates the deployment of mobilized resources belonging to other power ministries and is responsible for the development of a common command and control system. Finally, it provides the power ministries with conscripts.⁷⁵

4.2 Anatolii Serdiukov and His Deputies

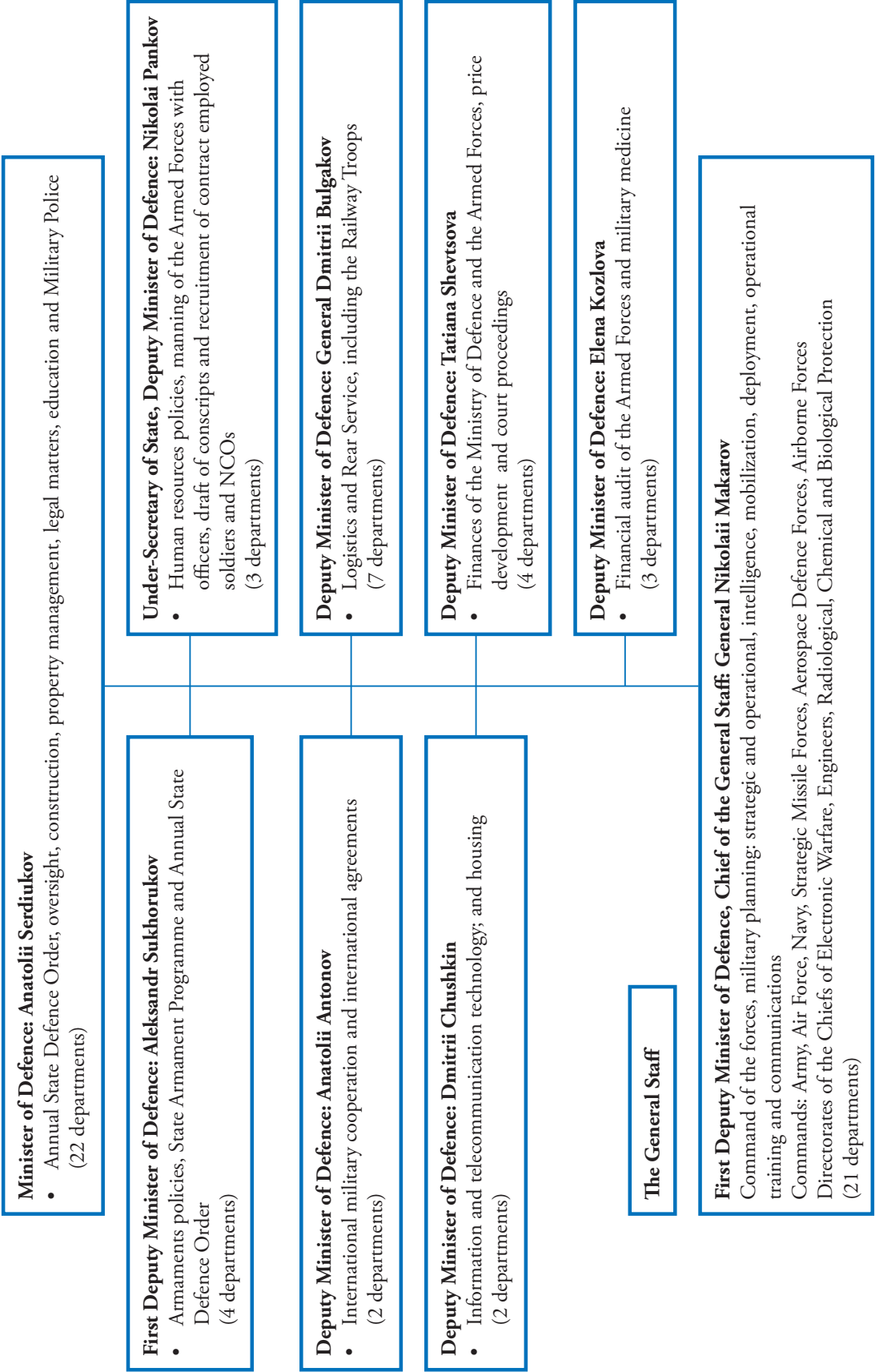
In September 2012 Serdiukov had eight deputy ministers. Table 4.1 shows how the areas of responsibility were divided between them. Three of the eight deputy ministers came from the Federal Tax Service (Chushkin, Shevtsova and Kozlova), two had a military background (Makarov and Bulgakov) and the remaining three had diverging backgrounds (Sukhorukov in Rosoboronzakaz, Pankov in the Ministry of Defence, Antonov in the Ministry for Foreign Affairs).⁷⁶ Even though the chief of the General Staff, Nikolai Makarov, was one of two first deputy ministers of defence he will be presented last in the chapter. The reason for this is that the activities of the General Staff are so different from the work of the rest of the ministry that it makes sense to treat it separately. To make the information accessible the order of the departments, especially those under Serdiukov, Bulgakov and Makarov, has been changed.

Table 4.1 The Deputy Ministers of Defence and Their Areas of Responsibility

Name	Title	Responsibility
General Nikolai Makarov	First deputy minister of defence	Chief of the General Staff
Aleksandr Sukhorukov	First deputy minister of defence	Armament
Nikolai Pankov	Under-secretary of state and deputy minister of defence	Human resources
Anatolii Antonov	Deputy minister of defence	International cooperation and agreements
General Dmitrii Bulgakov	Deputy minister of defence	The Logistics and Rear Service and the Railway Troops
Dmitrii Chushkin	Deputy minister of defence	Information and telecommunication technology; housing
Elena Kozlova	Deputy minister of defence	Financial audit of the Armed Forces and military medicine
Tatiana Shevtsova	Deputy minister of defence	Financial issues, the development of prices for goods and services, and court proceedings

Source: Ministry of Defence, Russian Federation.

Figure 4.1 The Structure of the Ministry of Defence, September 2012



Source: Ministry of Defence, Russian Federation.

4.2.1 Departments Directly under Minister of Defence Anatolii Serdiukov

Under Serdiukov there was first the Office of the Minister of Defence and second a group of different departments. To the Office of the Minister of Defence belonged a small number of departments with quite diverse areas of responsibility. Among them were departments dealing with the media, preparing the minister's trips and meetings, documenting the directions to and analysing the Armed Forces. One department, the State Expert Group, verified the cost of construction. The group most probably consisted of experts not permanently employed by the ministry, which could be the reason why it was placed in the Office of the Minister of Defence (see Table 4.2).



Anatolii Serdiukov
Source: Ministry of Defence, Russian Federation

Table 4.2 The Office of the Minister of Defence

Department	Area of Responsibility
Press and Communications Directorate	Responsible for the ministry's relations with the media. ⁷⁷
Protocol Department	Organized the trips, meetings and negotiations of the minister of defence. ⁷⁸
Administrative Department	Documented the work of the minister of defence and high-ranking officials. Documented the directions given to the Armed Forces. ⁷⁹
Expert Centre of the Office of the Minister of Defence	Prepared analyses of military-technical policies and the structure and development of the Armed Forces. ⁸⁰
State Expert Group	Verified the cost of construction and that the regulations concerning health, the environment, fire and nuclear and radiological safety were followed. ⁸¹

Source: Ministry of Defence, Russian Federation.

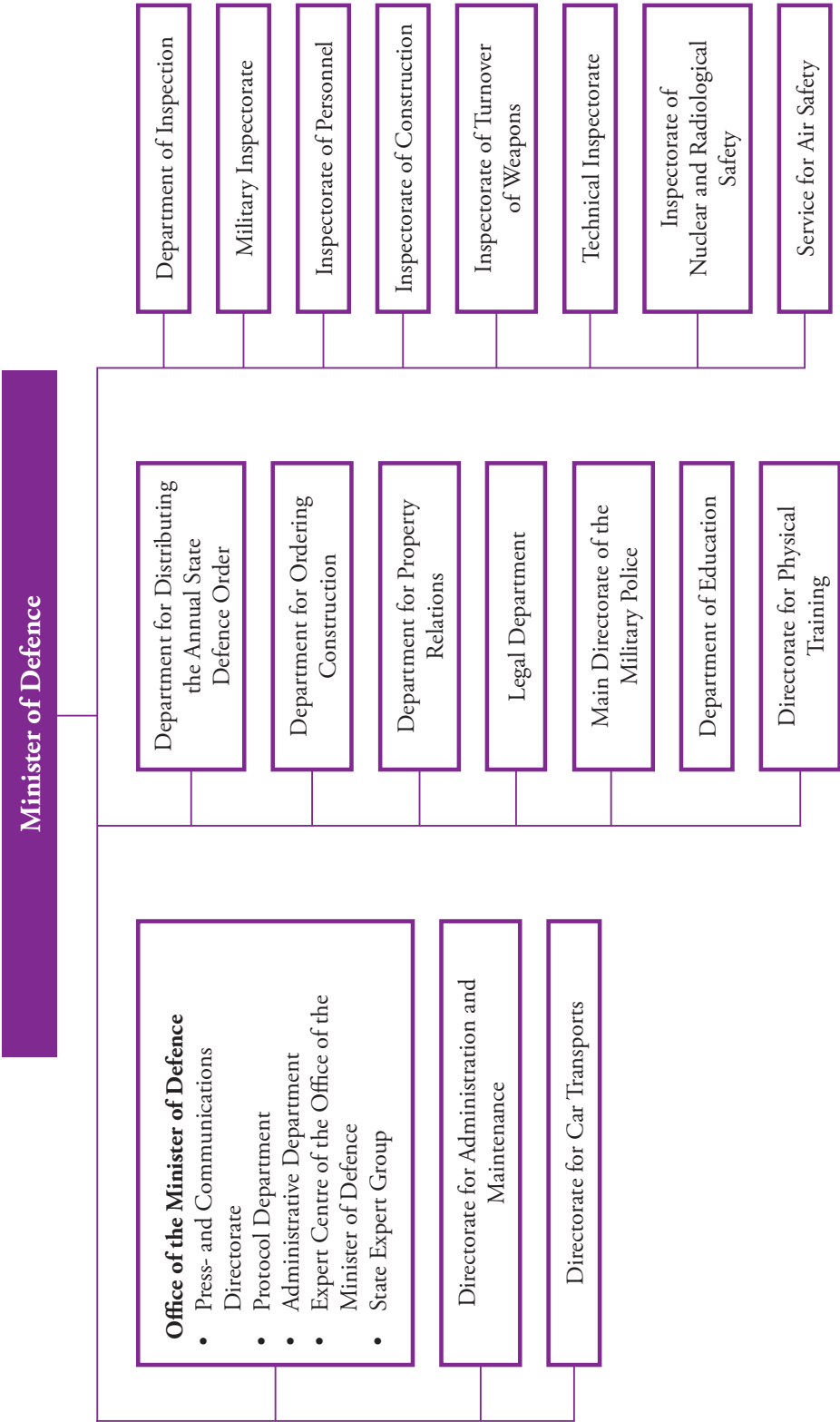
In the second group, many of the areas had been subject to reform during Serdiukov's tenure in order to control the financial flows and stem corruption in the Ministry of Defence. Serdiukov had, as mentioned in chapter 3, formed new departments and transferred existing ones from the General Staff to himself or to his deputies outside the General Staff. As can be seen from Table 4.3, the departments dealing with construction, property management and to a certain extent procurement were subordinated to Serdiukov. In the area of construction there were two departments: one that planned the construction and another one that verified the result, the Inspectorate of Construction, which was transferred from the General Staff in 2010. The department responsible for the verification of costs was, as mentioned above, a part of the Office of the Minister of Defence. A related department, which provided servicemen with housing, was placed under Chushkin. The Department for Property Relations, which among other things managed the property of the Armed Forces, was formed in 2009 during the first wave of restructuring of the ministry. This meant a loss of influence for the General Staff as previously the branches of service had been responsible for this to a varying degree.

Procurement is an area where corruption is prevalent and which has been subject to reform under Serdiukov. The main responsibility for the procurement process belonged to Aleksandr Sukhorukov at the Department for Implementing the Annual State Defence Order; however, Serdiukov had one department placed directly under him, the Department for Distributing the Annual State Defence Order. It implemented the part of the Annual State Defence Order that concerned the acquisition of goods and services and was created in 2008 during the first wave of structural reform. The Department for Implementing the Annual State Defence Order can be found twice on the webpage, both under Serdiukov and under Sukhorukov. The latter made statements regularly in this field and the department has therefore been placed under him.⁸²

Serdiukov did, as mentioned above, strengthen the oversight function by forming new departments or transferring existing ones from the General Staff to the minister. As a result all the departments which conduct oversight were subordinated to Serdiukov except one: the Financial Inspectorate, which had been created in 2010 to investigate corruption in the Armed Forces, was under Elena Kozlova. Together with the Department of Inspection and the Military Inspectorate, it was one of the three most vital departments. The former inspected the Military Command and verified that it was implementing policies and orders from the political level.⁸³ The latter coordinated the oversight of the Joint Strategic Commands⁸⁴ and the units and verified that the ministry's policies on military planning and the development of the Armed Forces were being followed.⁸⁵

In December 2012 the Military Police was to be incorporated into the Armed Forces.⁸⁶ The Main Directorate of the Military Police was subordinated directly to Serdiukov. Its task was to develop and lead the work of the Military Police at the military bases.⁸⁷ The remaining departments under Serdiukov dealt with legal matters, education and physical training.

Figure 4.2 The Departments of the Minister of Defence, September 2012



Source: Ministry of Defence, Russian Federation.

Table 4.3 Additional Departments of the Minister of Defence

Department	Area of Responsibility
Department for Distributing the Annual State Defence Order	Organized and coordinated the distribution of the Annual State Defence Order on suppliers of goods and services. ⁸⁸
Department for Ordering Construction	Planned investments needed in construction in the Armed Forces. Placed orders for construction, refurbishment and acquisition of housing for servicemen. Planned the location of military infrastructure on the territory of the Russian Federation. ⁸⁹
Department for Property Relations	Managed the property of the Armed Forces and companies and governmental institutions under the Ministry of Defence. ⁹⁰
Legal Department	Provided legal services to the ministry. Ensured that the Armed Forces acted on a legal foundation and represented the ministry in legislative work. ⁹¹
Main Directorate of the Military Police	Elaborated and implemented plans regarding the development of the Military Police. Led the regional units of the Military Police and verified their work. Coordinated the actions of the Military Police during states of emergency and war. Responsible for the strengthening of law and order and discipline in the Armed Forces. Responsible for traffic safety and transport of units and certain items. Protected objects belonging to the Ministry of Defence. ⁹²
Department of Education	Responsible for the military educational system and its development. Organized educational programmes at institutes subordinated to the ministry. ⁹³
Directorate for Physical Training	Regulated the physical training in the Armed Forces and provided it with equipment for physical training. ⁹⁴
Department of Inspection	Inspected the Military Command and federal agencies subordinated to the Ministry of Defence and federal target programmes in which the ministry had an implementing role. Monitored the Military Command's implementation of the orders of the minister of defence and that it responded to inquiries of the federal audit agencies. ⁹⁵
Military Inspectorate	Coordinated the Military Command in and conducted oversight of the Joint Strategic Commands, units in the Armed Forces and other troops, for example the Interior Troops. Verified that the government's policies on defence, military planning and development of the Armed Forces were implemented. Verified that the Armed Forces built troops and a structure of military command for war. Verified that the Armed Forces were used according to the existing laws and rules of procedure. ⁹⁶
Inspectorate of Personnel	Verified that the leadership of the Armed Forces followed laws concerning military service and non-combatant service, and the labour legislation. ⁹⁷
Inspectorate of Construction	Inspected construction sites and major refurbishments. Ensured that laws and safety regulations were followed. ⁹⁸
Inspectorate of Turnover of Weapons	Responsible for verifying the turnover of weapons in the Armed Forces. ⁹⁹
Technical Inspectorate	Inspected high-risk production sites belonging to the Ministry of Defence and armaments containing hazardous substances or materials. ¹⁰⁰
Inspectorate of Nuclear and Radiological Safety	Carried out inspections to guarantee safety during the construction, testing, use and storing of nuclear and radiological weapons. ¹⁰¹
Service for Air Safety	Checked that the state aviation followed air safety regulations. Investigated incidents and accidents in which aircraft belonging to the Ministry of Defence, the executive power or their personnel were involved. ¹⁰²
Directorate for Administration and Maintenance	Provided internal service to the Ministry of Defence, for example, office supplies for the departments. Organized the maintenance and refurbishment of buildings and technical systems. ¹⁰³
Directorate for Car Transport	Provided the Military Command with car transport. ¹⁰⁴

Source: Ministry of Defence, Russian Federation.

4.2.2 Departments under First Deputy Minister of Defence Aleksandr Sukhorukov

One of the core functions of the ministry was to determine the Armed Forces' future needs for armaments and obtain them. The departments under Aleksandr Sukhorukov (see Table 4.4) had the main responsibility for this process. It encompassed the preparation of the State Armament Programme and the Annual State Defence Order, and the implementation of the latter regarding the acquisition of equipment (Serdiukov's Department for Distributing the Annual State Defence Order purchased goods and services: see Table 4.3). Finally it included monitoring the implementation of the State Armament Programme and the Annual State Defence Order. Sukhorukov was also responsible for research and development, which like procurement, was associated with corruption. Three of the four departments placed under Sukhorukov were new, formed in 2010 and 2012 (see Table 3.1 and Appendix A). It was the result of Serdiukov's attempt to build an organization which could rearm the Armed Forces through the 2020 State Armament Programme.



Aleksandr Sukhorukov
Source: Ministry of Defence, Russian Federation

Table 4.4 Departments of First Deputy Minister of Defence Aleksandr Sukhorukov

Department	Area of Responsibility
Armaments Department	Developed in cooperation with the General Staff the policies regarding the development of new armament systems. Led the preparation of the State Armament Programmes and the Annual State Defence Order. Planned and coordinated the research and development related to the programmes. Organized oversight of the use of equipment in the Armed Forces. Participated in programmes on the development of the military industrial complex. Planned mobilization in the economic sphere and verified the mobilization capability of the industry in peacetime and in war. ¹⁰⁵
Department for Implementing the Annual State Defence Order	Represented the ministry vis-à-vis the defence industry in distributing the Annual State Defence Order and federal target programmes. Signed contracts, paid and verified that the orders had been fulfilled regarding all types of equipment except for 'special armaments', which are the responsibility of the minister of defence (remark: probably nuclear weapons). Had a coordinating role in arms exports. ¹⁰⁶
Directorate for Analysis of the State Armament Programme and the Annual State Defence Order	Developed and implemented policies regarding prices of goods and services of military importance. Carried out financial analyses before orders were placed. Monitored the implementation of the State Armament Programme and the Annual State Defence Order. ¹⁰⁷
Directorate for Intellectual Property, Military-Technical Cooperation and Expertise on Supply of Equipment	Responsible for patents and licences. Ensured the exclusive right of the Russian Federation to inventions made in connection to the State Armament Programme. Coordinated the Military Command in international technical cooperation. Took part in the ministerial process regarding arms exports. ¹⁰⁸

Source: Ministry of Defence, Russian Federation.



Nikolai Pankov
Source: Ministry of Defence, Russian Federation

4.2.3 Departments under the Under-secretary of State, Deputy Minister of Defence Nikolai Pankov

The departments under Nikolai Pankov (see Table 4.5) were responsible for human resources policies and for staffing the Armed Forces with officers. In 2012 the task of recruiting conscripts, contract-employed soldiers and NCOs was transferred from the Main Organizational-Mobilization Directorate in the General Staff to the Main Directorate for Human Resources.¹⁰⁹ Also subordinated to Pankov were departments which were responsible for values and discipline in the Armed Forces and for military graveyards.

Table 4.5 Departments of Deputy Minister of Defence Nikolai Pankov

Department	Area of Responsibility
Main Directorate for Human Resources	Developed and implemented policies on human resources in the Armed Forces. Planned, organized and verified the manning of the Armed Forces with officers. Organized the draft of conscripts and recruitment of contract-employed soldiers and NCOs. Responsible for the training of officers in the reserve. ¹¹⁰
Main Directorate for Armed Forces' Personnel	Organized the work of upholding morale, discipline and law and order in the Armed Forces. ¹¹¹
Directorate for Immortalizing the Memory of Those Who Perished in Defending the Homeland	Registered military graveyards in Russia and abroad and coordinated search operations. ¹¹²

Source: Ministry of Defence, Russian Federation.



Anatolii Antonov
Source: Ministry of Defence, Russian Federation

4.2.4 Departments under Deputy Minister of Defence Anatolii Antonov

The departments under Anatolii Antonov (see Table 4.6) were responsible for international cooperation and agreements, such as the Strategic Arms Reduction Treaty (START) and the Vienna Document.

Table 4.6 Departments of Deputy Minister of Defence Anatolii Antonov

Department	Area of Responsibility
Directorate for Verifying the Fulfilment of Agreements	Responsible for Russia's fulfilling international agreements regarding decreasing the number of men and types of weaponry (among others, START, Open Skies and the Vienna Document). ¹¹³
Main Directorate for International Military Cooperation	Drafted policy on international military and military-technical cooperation together with interested parties in the Military Command. Coordinated the Military Command in cooperation with foreign ministries of defence and international organizations. Organized negotiations and prepared drafts on international treaties on arms control, confidence-building measures and non-proliferation of weapons of mass destruction. ¹¹⁴

Source: Ministry of Defence, Russian Federation.

4.2.5 Departments under Deputy Minister of Defence General Dmitrii Bulgakov

The departments under Dmitrii Bulgakov (see Table 4.7) constituted the Logistics and Rear Service, which also encompassed the Railway Troops. It was created in 2010 as a part of the reform process of the Armed Forces.¹¹⁵ Some departments were transferred from the General Staff (the Department for Planning and Coordination of Logistical Support and the Department for Resources' Provision)¹¹⁶ and some were already a part of the ministry outside the General Staff.¹¹⁷ The Logistics and Rear Service provided the Armed Forces with logistical support, provisions, clothing, fuel and armaments. Why certain armaments systems were singled out (see Table 4.7) is difficult to determine, but the reason could be the strong traditional role of the Army in the Russian Armed Forces. It should also be noted that the commands of arms of service and directorates of chiefs of certain areas also provided their units with logistics and rear service (see Table 4.11). The Railway Troops are vital in facilitating the mobility of the Armed Forces, especially during war, as they can transport of large quantities of personnel and equipment.¹¹⁸ The Main Directorate of the Commander of the Railway Troops had the same role as the commands in the General Staff: it was responsible for military planning and development and for keeping the units in combat and mobilization readiness and supplying them with special equipment.¹¹⁹



Dmitrii Bulgakov
Source: Ministry of Defence, Russian Federation

Table 4.7 Departments of Deputy Minister of Defence Dmitrii Bulgakov

Department	Area of Responsibility
Main Directorate of the Commander of the Railway Troops	Responsible for the military planning, development and employment of the Railway Troops. Kept them in combat and mobilization readiness and provided them with special equipment. ¹²⁰
Department for Planning and Coordination of Logistical Support	Responsible for logistical support in the Armed Forces. ¹²¹
Main Directorate for Tanks and Armoured Vehicles	Supplied the Armed Forces with tanks and armoured vehicles. Provided the units with weaponry and equipment assigned to the vehicles. ¹²²
Main Directorate for Rockets and Artillery	Provided the Armed Forces with tactical rockets and artillery. ¹²³
Department of Resources' Provision	Provided the Armed Forces with rocket fuel, fuel for vehicles, oil, lubricants, provisions and clothing. ¹²⁴
Department for Transport Support	Planned and organized transport by railway, plane, motor vehicle and ship of the Armed Forces' units and units belonging to other power ministries. In constant readiness. ¹²⁵
Directorate for Meteorology	Provided the units with meteorological information. ¹²⁶

Source: Ministry of Defence, Russian Federation.



Dmitrii Chushkin
Source: Ministry of Defence, Russian Federation

4.2.6 Departments under Deputy Minister of Defence Dmitrii Chushkin

Dmitrii Chushkin had a small and diverse portfolio (see Table 4.8). It consisted of developing an automated command and control system and providing current and former employees and their families with housing. The ministry had difficulty fulfilling the latter task even though the area received extensive funding. During 2008–2011 the ministry received 330 billion roubles (approximately 11 billion USD) to construct and purchase apartments but the waiting list continued to be very long.¹²⁷ There is diverging information on how many persons were in line for housing in 2012. According to some sources it was 167 000 persons,¹²⁸ whereas others claimed it to be around 93 500. Of these, 33 500 would be servicemen who were at the Armed Forces' disposal, i.e. they did not have any assignments, but could not be dismissed since the Ministry of Defence could not provide them with the stipulated apartment.¹²⁹ In May 2012 President Putin gave orders that all servicemen should have an apartment by 2013.¹³⁰ This will be a challenge for the ministry, which in 2012 requested 366 billion roubles to enable it to meet the objective in 2014.¹³¹ There were several reasons why the situation had arisen. Corruption was one cause of the problem but the recent structural changes in the ministry were another. Four departments were involved in the process, but there was no coordinating body.¹³² The regional offices had been discontinued and as a result Moscow had lost track of where housing was needed.¹³³ In the period 2008–2012, 130 000 apartments were built¹³⁴ but not all were necessarily located where they were in demand.¹³⁵

Table 4.8 Departments of Deputy Minister of Defence Dmitrii Chushkin

Department	Area of Responsibility
Department for Development of Information and Telecommunication Technology	Coordinated the development of an automated command and control system. Participated in the elaboration of ministerial target programmes, the State Armament Programme and the Annual State Defence Order. ¹³⁶
Department for Provision of Housing	Provided military personnel, civilian employees in the Armed Forces and former servicemen and their families with housing. Analysed the need for housing and presented the findings to the organs responsible for acquiring apartments. ¹³⁷

Source: Ministry of Defence, Russian Federation.



Elena Kozlova
Source: Ministry of Defence, Russian Federation

4.2.7 Departments under Deputy Defence Minister of Finance Elena Kozlova

Elena Kozlova was appointed deputy defence minister of finance in June 2012.¹³⁸ The position had been vacant since mid-December 2011 when the president dismissed Mikhail Mokretsov, according to Russian media after differences regarding the distribution of funds in the 2020 State Armament Programme.¹³⁹ In the meantime Tatiana Shevtsova had been responsible for the financial area.¹⁴⁰ This could be the reason why the composition of Kozlova's portfolio was a little surprising. It would have been reasonable to expect it to contain all the financial departments; however, two out of the three – the Department for Financial Planning and Department of Finance Support– remained with Shevtsova, and

the only one placed under Kozlova was the Financial Inspectorate which was created in 2010 to fight corruption. The other departments which conducted oversight were, as mentioned above, placed under Serdiukov. The rest of the portfolio consisted of two departments responsible for military medicine and rehabilitation (see Table 4.9).

Table 4.9 Departments of Deputy Defence Minister of Finance Elena Kozlova

Department	Area of Responsibility
Financial Inspectorate	Audited the Armed Forces' financial activities and their efficiency in using budgetary funds. ¹⁴¹
Main Directorate for Military Medicine	Organized the provision of medical service to the Armed Forces. Ensured that the medical service was in constant combat and mobilization readiness. Organized the medical examination of conscripts and contract-employed personnel. ¹⁴²
Department for Provision of Sanatoriums and Health Resorts	Organized rehabilitation of servicemen and the provision of sanatoriums and health resorts for the military and civilian personnel in the Armed Forces, former servicemen and their families. ¹⁴³

Source: Ministry of Defence, Russian Federation.

4.2.8 Departments under Deputy Minister of Defence Tatiana Shevtsova

The departments placed under Tatiana Shevtsova (see Table 4.10) dealt with the finances of the Ministry of Defence and the Armed Forces. The financial bloc had been subject to reform during Serdiukov's tenure since the departments were instrumental in controlling the defence budget and the financial means tied to the 2020 State Armament Programme. The Department of Finance Support had been established in 2010 and, as mentioned in chapter 3.2, was restructured in late 2011–early 2012, together with the Department for Financial Planning. Shevtsova's portfolio also included the Department for the Development of Prices for Military Goods, which followed the development of prices for goods and services and conducted oversight of how the funding of the Annual State Defence Order was allocated. It was not only established to control the financial means allocated under the 2020 State Armament Programme,¹⁴⁴ but also to improve knowledge regarding the prices of armaments due to the constant differences with the defence industry on this issue.¹⁴⁵ The reason for placing the last department under Shevtsova – the Department for Processing Claims and Court Proceedings – could be seen in relation to this, as it dealt with the legal aspects of the purchase of goods and services and represented the ministry in court proceedings.



Tatiana Shevtsova
Source: Ministry of Defence, Russian Federation

Table 4.10 Departments of Deputy Minister of Defence Tatiana Shevtsova

Department	Area of Responsibility
Department for Financial Planning	Prepared a draft budget on behalf of the Ministry of Defence and kept the original version of the budget. Implemented the government's budgetary policies and conducted the financial planning of the provision of resources to the Armed Forces. Evaluated the concepts and plans concerning military planning in and the development of the Armed Forces, of projects in the federal target programmes in which the Ministry of Defence was the client, and of ministerial programmes. Regulated the social benefits of servicemen and civilian personnel in the Armed Forces, and of former servicemen and their families. Responsible for pensions to former servicemen and insurance for employees. ¹⁴⁶
Department of Finance Support	Sent for the funds from the Ministry of Finance and dealt with the financial side of the ministry's purchase of goods and services. Did the accounting of the ministry's spending in relation to the budget and assessed the financial results. ¹⁴⁷
Department for the Development of Prices for Military Goods	Monitored the development of prices of goods and services in those areas where competition existed, and how it affected the budget of the Ministry of Defence. Verified how the financial means tied to the Annual State Defence Order were allocated. ¹⁴⁸
Department for Processing Claims and Court Proceedings	Represented the Ministry of Defence in court proceedings. Responsible for the legal aspects of the purchase of goods and services. ¹⁴⁹

Source: Ministry of Defence, Russian Federation.



Nikolai Makarov
Source: Ministry of Defence, Russian Federation

4.2.9 Directorates under the Chief of the General Staff, First Deputy Minister of Defence General Nikolai Makarov

The General Staff consisted of directorates which can be divided into three categories. The first include those directorates which were identified at the beginning of the report as essential for gathering information, giving military advice and carrying out reform, i.e. the Main Directorate for Operations, the Main Organizational-Mobilization Directorate, and the GRU. A couple of other directorates also belonged to the first category: the Central Command Post, the Directorate for Operational Training and the Main Directorate for Communications.

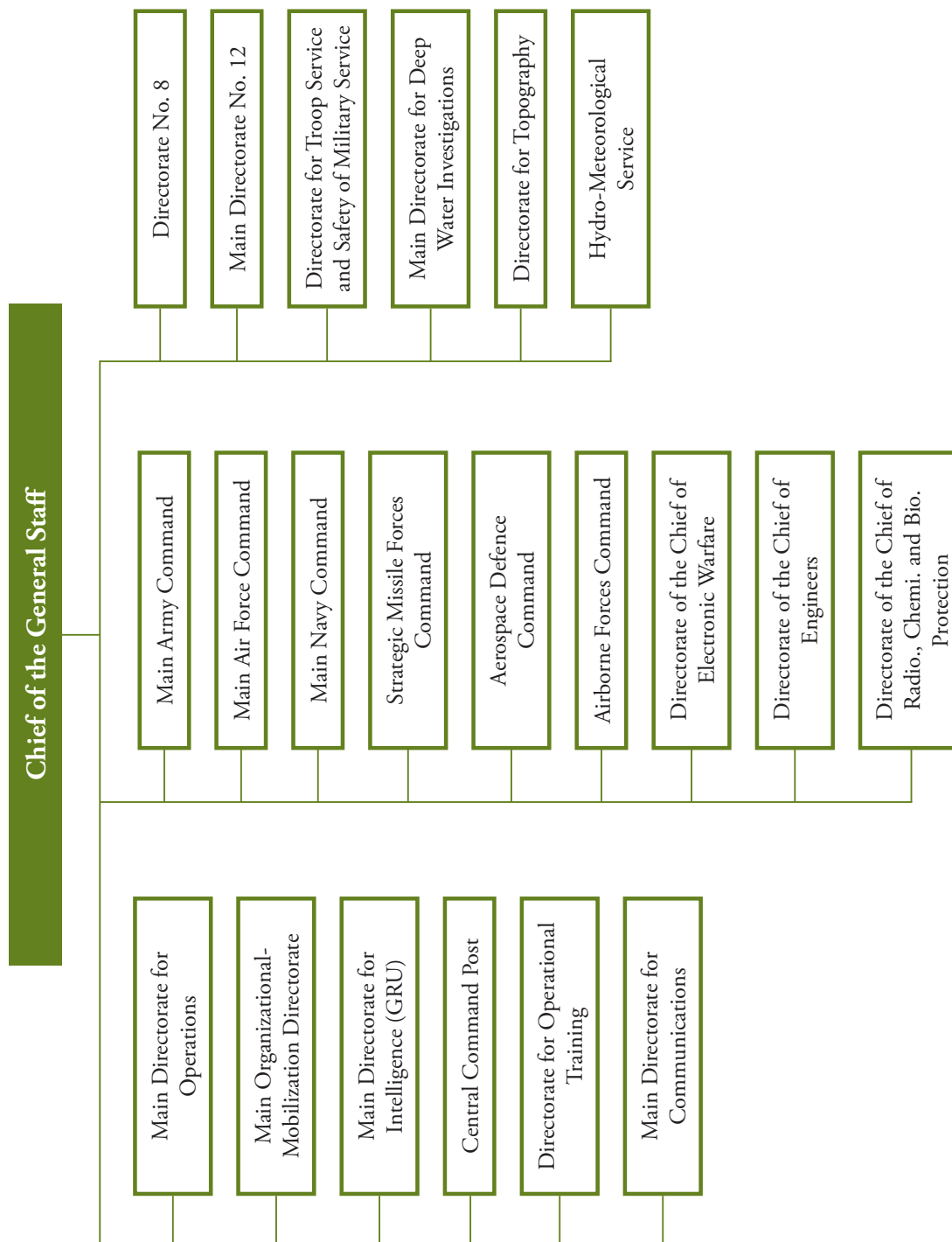
The Main Directorate for Operations, also called the brain of the Armed Forces, was responsible for military planning and the development of the Armed Forces. But above all it had operational control over the forces in peacetime and in war. During war operations were led from the Central Command Post. It was also here that the decision to use nuclear weapons would be implemented. The Command Post kept its command and control systems in constant readiness. The Main Directorate for Communications was also involved in this area as it had overarching responsibility for the communications system and for keeping it in constant readiness. The Main Organizational-Mobilization Directorate planned the deployment of units, as well as the mobilization of additional ones. Training was an area in which many actors were involved. The Directorate for Operational Training planned and verified the Armed Forces' operational training. The verification was carried out in cooperation with the Main Directorate for Operations. Combat training was the responsibility of the commands of branches

of service and arms of service and the directorates of chiefs of certain areas which belonged to the second category of directorates. A final important task of the directorates in the first category was to collect and analyse information regarding the political, military and economic situation in the world and the state of Russian society, in order to facilitate the decision-making of the political and military leadership. This was the task not only of the GRU but also of the Main Directorate for Operations and the Central Command Post (see Table 4.11 for further information regarding the tasks of the directorates).

In the second category of directorates were the commands of the branches of service (Army, Air Force and Navy), arms of service (Strategic Missile Forces, Aerospace Defence Forces and Airborne Forces) and directorates of chiefs of certain areas (Electronic Warfare, the Engineers and Radiological, Chemical and Biological Protection). They were on their level responsible for military planning and for developing the units under their command. They gave directions concerning combat training and made sure that the units were in constant combat and/or mobilization readiness. Only the Main Army Command stated that it participated in the elaboration of the State Armament Programme and the Annual State Defence order, but the other commands were most probably also involved in the process. The commands of the arms of service and directorates of chiefs of certain areas provided their units with logistics and rear service. It should be noted that the Main Directorate for Communications had a responsibility to keep the Signal Corps in constant combat and mobilization readiness, but it is not clear whether it also had the other tasks of the commands (see Table 4.11).¹⁵⁰

The third category consisted of quite diverse directorates. Directorate No. 8 provided the ministry with information so that it could command the Armed Forces (unfortunately, it has not been possible to find more information about the directorate). The Main Directorate No. 12 stored nuclear weapons in about a dozen storage facilities around Russia¹⁵¹ and delivered them to the Armed Forces when needed. The reason why the directorate is not a part of the Logistics and Rear Service was probably because its tasks were seen as an operational issue, not a logistical one. There was one directorate responsible for organizing military service and another which conducted naval search and rescue operations. Finally, there were two directorates which provided the Armed Forces with topographical and hydro-meteorological information (see Table 4.11).

Figure 4.3 The Bodies under the Chief of the General Staff, September 2012



Source: Ministry of Defence, Russian Federation.

Table 4.11 Directorates of Deputy Minister of Defence Nikolai Makarov

Directorate	Area of Responsibility
Main Directorate for Operations	Had operational control of the Armed Forces in peacetime and war. Determined the main directions of military planning and development of the Armed Forces and coordinated this with troops from the other power ministries. Conducted strategic and operational planning. Conducted planning regarding training and force employment. Verified that the Armed Forces undertook the necessary training to become operational. Responsible for the implementation of new plans and procedures in the Armed Forces and participated in drafting the State Armament Programme. Responsible for anti-terrorist operations. Analysed the military-political situation in the world, participated in defining the threats to Russian security and prepared proposals on force development for the political level. ¹⁵²
Main Organizational-Mobilization Directorate	Implemented decisions on the organizational development of the Armed Forces. Planned the deployment and training for mobilization of the Armed Forces. Planned the manning of additional resources, which could be mobilized, and their deployment. Planned the provision of armaments and equipment to the Armed Forces. ¹⁵³
Main Intelligence Directorate (GRU)	Provided the president, the Federal Assembly, the government, the minister of defence and the head of the General Staff with intelligence information to facilitate decision-making regarding policy, the economy, defence, science and environmental issues. Supported the economic and scientific development of the country. Created conditions so that policies regarding security and defence would be successfully implemented. ¹⁵⁴
Central Command Post	Used as command post in war and was, as a result, responsible for ensuring that the command and control systems were in constant readiness. Implemented the decision made by the commander in chief to use nuclear weapons. Collected, analysed and provided the leadership of the Ministry of Defence with information regarding the political situation in the world, especially in the strategic directions, and the situation in the Russian society. ¹⁵⁵
Directorate for Operational Training	Planned the Armed Forces' current and medium-term operational training and verified its implementation. ¹⁵⁶
Main Directorate for Communications	Provided the leadership of the Ministry of Defence with communications as well as the management of the Armed Forces' communications systems. Kept the Signal Corps, systems for communication and the organization for maintenance in constant combat and mobilization readiness. Prepared within its field of competence propositions for the Annual State Defence Order and the State Armament Programme. Responsible for the development and introduction of an automated digital communication system and of an automated command and control system in the Armed Forces. ¹⁵⁷
Main Army Command	Responsible for the military planning and development of the Army. Responsible for its combat training and verified that the units fulfilled requirements. Planned peacekeeping operations and eliminated consequences of states of emergency caused by environmental disasters in cooperation with other troops. Participated in the elaboration and implementation of the Annual State Defence Order, State Armament Programme, and federal and ministerial target programmes. ¹⁵⁸
Main Air Force Command	Responsible for the military planning and development of the Air Force, organized combat training and planned for participation in peacekeeping operations. Organized the provision of special equipment to the units. ¹⁵⁹
Main Navy Command	Responsible for military planning and the development of the Navy. Organized combat training. Led naval operations. ¹⁶⁰

Strategic Missile Forces Command	Had the tactical command and control of the Strategic Missile Forces. Responsible for military planning and development. Organized combat training and the employment of the units. Kept them in constant readiness and provided them with logistics and rear service. ¹⁶¹
Aerospace Defence Command	Detected incoming missiles. Repelled aggressions in air and space. Defended vital objects and the Armed Forces from attacks from the air and space. Conducted intelligence operations in space. Launched and steered satellites. ¹⁶²
Airborne Forces Command	Responsible for the military planning and development and employment of the Airborne Forces. Kept the units in constant combat and mobilization readiness. Provided them with logistics and rear service. ¹⁶³
Directorate of the Chief of Electronic Warfare	Responsible for combating foreign intelligence services and their attempts to collect information by technical means. Responsible for the military planning and development of the Electronic Warfare Troops and the development of their technical systems. Took part in drafting of the Armed Forces' force employment plan regarding the Electronic Warfare Troops. Kept the units in constant combat readiness. Provided them with logistics and rear service. ¹⁶⁴
Directorate of the Chief of Engineers	Responsible for development, training and employment of the Engineers. Ensured that they were in a state of constant combat readiness. ¹⁶⁵
Directorate of the Chief of Radiological, Chemical and Biological Protection	Organized radiological, chemical and biological protection in the Armed Forces. Responsible for military planning and development and verified their implementation in the units. Ensured that they were in constant combat and mobilization readiness. Provided them with logistics and rear service. ¹⁶⁶
Directorate No. 8	Provided the Ministry of Defence with information to command the Armed Forces. ¹⁶⁷
Main Directorate No. 12	Provided the Armed Forces with nuclear ammunition. Organized the exploitation of nuclear ammunition. Responsible for nuclear safety. ¹⁶⁸
Directorate for Troop Service and Safety of Military Service	Responsible for organizing the military service and its safety. ¹⁶⁹
Main Directorate for Deep Water Investigations	Conducted search and rescue operations for ships, submarines and aircrafts. ¹⁷⁰
Directorate for Topography	Provided the Armed Forces and troops from other power ministries with topographical data and carried out surveys. ¹⁷¹
Hydro-meteorological Service	Provided the Armed Forces with hydro-meteorological information. ¹⁷²

Source: Ministry of Defence, Russian Federation.

When analysing the material it becomes evident that there are areas where many actors were involved. Training, mentioned on page 32, is one such area. The most prominent example is, for natural reasons, the procurement process, where at least the departments under Sukhorukov, the Department for the Development of Prices for Military Goods under Shevtsova and parts of the General Staff were involved. The task of providing the Armed Forces with the armaments purchased lay with the Logistics and Rear Service and some of the commands and directorates of chiefs of certain areas, which provided their units with logistical support and rear service. The Main Organizational-Mobilization Directorate in the General Staff was also involved in the process by *planning* the supply of armaments to the Armed Forces. Exactly how this process was designed is not possible to discern from the information available on the ministerial website. The departments' mandates also overlapped in certain areas. One example is that the Main Directorate for Communications in the General Staff

and the Department for Development of Information and Telecommunication Technology under Dmitrii Chushkin were both responsible in the provision of an automated command and control system. The latter, however, had a coordinating role.

5. Conclusions

The Russian Ministry of Defence inherited from its Soviet predecessor an organization which was dominated by the General Staff. The minister, who only had a small office at his disposal, depended on the military component for information, advice and the implementation of decisions. In addition, the chief of the General Staff also had the right to report directly to the president. This arrangement created tensions between the minister and the chief of the General Staff. In 2004 the minister was able to improve his position at the expense of the General Staff. He got the exclusive right to report to the president and the General Staff and the Armed Forces became subordinated to him. The number of departments under him grew. He continued, however, to depend on information and advice from the General Staff.

Anatolii Serdiukov became minister of defence in 2007 with the mission to reform the Armed Forces and launch a major rearmament programme. The conditions were far from ideal since the Ministry of Defence lacked control over its finances, corruption was widespread and there was strong opposition to reform within the organization. In order to fulfil his task Serdiukov had to establish a structure which could control the defence budget and the financial resources tied to the 2020 State Armament Programme. He also had to make the organization cooperate with him so that his decisions would be implemented. Serdiukov attempted to achieve this in two ways.

First, he altered the personnel policies so that senior officers who opposed reform could be dismissed. A new chief of the General Staff was appointed. Serdiukov wanted a person he could rely on, who would give him better access to the General Staff and help him promote reform of the Armed Forces. He placed colleagues from the Federal Tax Service in important positions within the ministry and as head of agencies and companies in the defence sphere. In addition, he increased the proportion of civilians in the workforce of the ministry. As a consequence, the influence of the officer corps decreased. These measures together constituted an attempt to enhance the reliability of the organization to increase the likelihood that decisions would be implemented.

Second, Serdiukov reorganized the ministry by creating new departments or transferring existing ones from the General Staff to himself or his deputies. To control the defence budget and the 2020 State Armament Programme he restructured the ministry's financial organs, formed new departments in the procurement area and strengthened Rosoboronpostavka. In connection with this he established departments dealing with pricing, legal issues and control of the implementation of the State Armament Programme and the Annual State Defence Order. To create new departments and transfer existing ones also seemed to be Serdiukov's strategy for fighting corruption, as the same thing also happened in the areas of construction and property management. The process has resulted in a loss of influence for the General Staff, and here the loss of influence over procurement must be painful. The concentration of the

personnel area in Pankov's departments must also have been quite a powerful blow as it meant that the General Staff had partly lost influence over the process of selecting the Armed Forces' two most vital components: men and arms.

Last but not least, Serdiukov strengthened the internal oversight function by concentrating all departments dealing with oversight of the General Staff and the Armed Forces, with one exception, in himself. If used right, this is a powerful tool for exerting influence. It should be noted that in order to control the defence budget and the financial means in the 2020 State Armament Programme Serdiukov did not encourage transparency and independent scrutiny, but instead concentrated power and control in himself.

The vital directorates in the General Staff – the Main Directorate for Operations, the Main Organizational-Mobilization Directorate and the GRU – were in the past the basis of the inequality regarding information and advice and were easily able to thwart reform in the Armed Forces. This inequality still prevails, but Serdiukov weakened the directorates with reductions in personnel, reoccurring leadership changes and removal of responsibilities. This has most probably increased the cooperativeness of these directorates.

With the organizational reforms of Anatolii Serdiukov a structure was created under which the part of the ministry that was outside the General Staff became considerably stronger than before. It controlled procurement, personnel, oversight and the Logistics and Rear Service. It was also responsible for the finances, legal issues and administrative tasks. In the new structure the General Staff focused on what could be considered as purely professional military matters, that is, leading military operations, commanding and training the units, conducting military planning, development, mobilization and deployment. This arrangement most probably reflected Serdiukov's view on the role of the General Staff in the Ministry of Defence.

Notes

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Appendix A: Heads of Department in the Ministry of Defence

M = male, F = female. When no background is indicated it is known, but other than the military and the Federal Tax Service.

Department	Military	Civilian	Background
Minister of Defence Anatolii Serdiukov			
Administrative Department		F	
Department for Distributing the Annual State Defence Order		F	Federal Tax Service
Directorate for Physical Training	X		
Department for Ordering Construction		M	
Department for Property Relations		F	
Department of Education		F	Federal Tax Service
Department of Inspection		F	Federal Tax Service
Directorate for Administration and Maintenance		M	Federal Tax Service
Directorate for Car Transport		M	Military
Expert Centre of the Office of the Minister of Defence		M	Military
Inspectorate of Construction		M	
Inspectorate of Nuclear and Radiological Safety	X		
Inspectorate of Personnel		M	
Inspectorate of Turnover of Weapons in the Armed Forces	X		
Legal Department		F	Federal Tax Service
Main Directorate of the Military Police			No information available
Military Inspectorate	X		
Press and Communications Directorate	X		
Protocol Department		F	
Service for Air Safety	X		
State Expert Group		M	
Technical Inspectorate		M	Military
Aleksandr Sukhorukov			
Armaments Department		M	Unknown
Department for Implementing the Annual State Defence Order		M	Military
Directorate for Analysis of the State Armament Programme and the Annual State Defence Order		M	Military
Directorate for Intellectual Property, Military-Technical Cooperation and Expertise on Supply of Equipment	X		
Nikolai Pankov			
Directorate for Immortalizing the Memory of Those Who Perished in Defending the Homeland		F	
Main Directorate for Armed Forces' Personnel	X		
Main Directorate for Human Resources	X		
Anatolii Antonov			
Directorate for Verifying the Fulfilment of Agreements		M	Military
Main Directorate for International Military Cooperation		M	
Dmitrii Bulgakov			
Department for Planning and Coordination of Logistical Support	X		

Department for Transport Support		M	Military
Department of Resources' Provision	X		
Directorate for Meteorology	X		
Main Directorate for Rockets and Artillery	X		
Main Directorate for Tanks and Armoured Vehicles	X		
Main Directorate of the Commander of the Railway Troops	X		
Dmitrii Chushkin			
Department for Development of Information and Telecommunication Technology		M	Federal Tax Service
Department for Provision of Housing		F	Federal Tax Service
Elena Kozlova			
Department for Provision of Sanatoriums and Health Resorts		F	
Financial Inspectorate			No information available
Main Directorate for Military Medicine		M	Unknown
Tatiana Shevtsova			
Department for Financial Planning		F	Unknown
Department for the Development of Prices for Military Goods		F	Federal Tax Service
Department for Processing Claims and Court Proceedings		F	Federal Tax Service
Department of Finance Support		F	Federal Tax Service
The General Staff – Nikolai Makarov			
Aerospace Defence Command	X		
Airborne Forces Command	X		
Central Command Post	X		
Directorate for Operational Training	X		
Directorate for Troop Service and Safety of Military Service	X		
Directorate for Topography	X		
Directorate No. 8	X		
Directorate of the Chief of Electronic Warfare	X		
Directorate of the Chief of Radiological, Chemical and Biological Protection	X		
Directorate of the Chief of Engineers	X		
Hydro-Meteorological Service	X		
Main Air Force Command	X		
Main Army Command	X		
Main Directorate for Communications	X		
Main Directorate for Deep Water Investigations	X		
Main Directorate for Operations	X		
Main Directorate No. 12	X		
Main Intelligence Directorate	X		
Main Navy Command	X		
Main Organizational-Mobilization Directorate	X		
Strategic Missile Forces Command	X		

Source: Ministry of Defence, Russian Federation

Comment to Appendix A: The table shows the heads of department as of September 2012. It reflects the composition of the heads of department with respect to their military or civilian status, their gender and background. The table also gives an overview of where in the organization the restructuring has taken place. Departments marked with green were created during the period 2007–2012; departments marked in pink were transferred from the General Staff during the period 2009–2010. “Hashed” departments (Department for Financial Planning and Department of Finance Support) were reorganized during the spring of 2012. The majority of the senior leadership of the Ministry of Defence (53 per cent) was military (including civilians with a military background this figure is 63 per cent). The entire leadership of the General Staff and Logistics and Rear Service was military, except for the Department for Transport Support. Out of 68 departments, 30 had a civilian head (44 per cent). Seven (10 per cent) of the civilian managers were former officers and ten (15 per cent) had a background in the Federal Tax Service. Fourteen (21 per cent) of the heads of department were women. The majority of the departments under Serdiukov had civilian heads; some but not all were from the Federal Tax Service. The majority of the departments placed under Sukhorukov were new. They dealt with procurement and were headed by officers or former officers, except for one, whose background is not known. All departments subordinated to Tatiana Shevtsova were new or had been reorganized under Serdiukov’s tenure. She had a background in the Federal Tax Service, as did all the heads of department under her except one. All were women. Dmitrii Chushkin came from the Federal Tax Service and so did the managers placed under him.

Appendix B: The English and Russian Titles of the Main Bodies of the Russian Ministry of Defence

English	Russian
Aerospace Defence Command	Komandovanie Voisk vosdushno-kosmicheskoi oborony
Administrative Department	Upravlenie delami
Airborne Forces Command	Komandovanie Vozdushno-desantnykh voisk
Armaments Department	Departament vooruzheniia
Central Command Post	Tsentralnyi komandnyi punkt
Department for Development of Information and Telecommunication Technology	Departament razvitiia informatsionnykh i telekommunikatsionnykh tekhnologii
Department for Distributing the Annual State Defence Order	Departament rasmeshcheniia gosudarstvennogo zakaza
Department for Financial Planning	Departament finansovogo planirovaniia
Department for Implementing the Annual State Defence Order	Departament Ministerstva oborony Rossiiskoi Federatsii po obespecheniiu gosudarstvennogo oboronno zakaza
Department for Ordering Construction	Departament gosudarstvennogo zakazchika kapitalnogo stroitelstva
Department for Planning and Coordination of Logistical Support	Departament planirovaniia i koordinatsii materialno-tekhnicheskogo obespecheniia
Department for Processing Claims and Court Proceedings	Departament pretenzionnoi i sudebno-pravovoi raboty
Department for Property Relations	Departament imushchestvennykh otnoshenii
Department for Provision of Housing	Departament zhilishchnogo obespecheniia
Department for Provision of Sanatoriums and Health Resorts	Departament po sanatorno-kurortnomu obespecheniiu
Department for the Development of Prices for Military Goods	Departament Ministerstva oborony Rossiiskoi Federatsii po tsenoobrazovaniu produktsii voennogo naznacheniia
Department for Transport Support	Departament transportnogo obespecheniia
Department of Education	Departament obrazovaniia
Department of Finance Support	Departament finansovogo obespecheniia
Department of Inspection	Organizatsionno-inspektorskii departament
Department of Resources' Provision	Departament resursnogo obespecheniia
Directorate for Administration and Maintenance	Khoziaistvennoe upravlenie
Directorate for Analysis of the State Armament Programme and the Annual State Defence Order	Upravlenie voenno-ekonomicheskogo analiza gosudarstvennoi programmy vooruzheniia i gosudarstvennogo oboronno zakaza
Directorate for Car Transport	Avtotransportnoe upravlenie
Directorate for Immortalizing the Memory of Those Who Perished in Defending the Homeland	Upravlenie Ministerstva oborony Rossiiskoi Federatsii (po uvekovecheniiu pamiati pogivshikh pri zashchite Otechestva)
Directorate for Intellectual Property, Military-Technical Cooperation and Expertise on Supply of Equipment	Upravlenie intellektualnoi sobstvennosti, voenno-tekhnicheskogo sotrudnichestva i ekspertizy postavok vooruzheniia i voennoi tekhniki
Directorate for Meteorology	Upravlenie metrologii
Directorate for Operational Training	Upravlenie operativnoi podgotovki
Directorate for Physical Training	Upravlenie fizicheskoi podgotovki
Directorate for Troop Service and Safety of Military Service	Upravlenie sluzhby voisk i bezopasnosti voennoi sluzhby
Directorate for Topography	Voенно-topograficheskoe upravlenie

Directorate for Verifying the Fulfilment of Agreements	Upravlenie Ministerstva oborony Rossiiskoi Federatsii po kontolio za vypolnieniem dogovorov
Directorate No. 8	Vosmoe upravlenie
Directorate of the Chief of Electronic Warfare	Upravlenie nachalnika voisk radioelektronnoi borby
Directorate of the Chief of Radiological, Chemical and Biological Protection	Upravlenie nachalnika voisk radiatsionnoi, khimicheskoi i biologicheskoi sashchity
Directorate of the Chief of Engineers	Upravlenie nachalnika inzhenernykh voisk
Expert Centre of the Office of the Minister of Defence	Ekspertnyi tsentr Apparata Ministra oborony
Financial Inspectorate	Kontrolno-finansovaia inspektsiia
Hydro-Meteorological Service	Gidrometeorologicheskaiia sluzhba
Inspectorate of Construction	Upravlenie gosudarstvennogo arkhitekturno-stroitel'nogo nadzora
Inspectorate of Nuclear and Radiological Safety	Upravlenie gosudarstvennogo nadzora za yadernoi i radiatsionnoi bezopasnostio
Inspectorate of Personnel	Inspektsiia Ministerstva oborony po lichnomu sostavu
Inspectorate of Turnover of Weapons in the Armed Forces	Sluzhba po nadzoru za oborotom oruzhiia v Vooruzhennykh Silakh
Legal Department	Pravovoi departament
Main Air Force Command	Glavnoe komandovanie Voenno-vozdushnykh sil
Main Army Command	Glavnoe komandovanie Sukhoputnykh voisk
Main Directorate for Armed Forces' Personnel	Glavnoe upravlenie po rabote s lichnym sostavom Vooruzhennykh sil
Main Directorate for Communications	Glavnoe upravlenie svyazi
Main Directorate for Deep Water Investigations	Glavnoe upravlenie glubokovodnykh issledovani
Main Directorate for Human Resources	Glavnoe upravlenie kadrov
Main Directorate for International Military Cooperation	Glavnogo upravleniia mezhdunarodnogo voennogo sotrudnichestva
Main Directorate for Military Medicine	Glavnoe voenno-meditsinskoe upravlenie
Main Directorate for Operations	Glavnoe operativnoe upravlenie
Main Directorate for Rockets and Artillery	Glavnoe raketno-artilleriiskoe upravlenie
Main Directorate for Tanks and Armoured Vehicles	Glavnoe avtobronetankovoe upravlenie
Main Directorate No. 12	12 glavnoe upravlenie
Main Directorate of the Commander of the Railway Troops	Glavnoe upravlenie nachalnika zheleznodorozhnykh voisk
Main Directorate of the Military Police	Glavnoe upravlenie voennoi politsii
Main Intelligence Directorate	Glavnoe razvedyvatelnoe upravlenie (GRU)
Main Navy Command	Glavnoe komandovanie Voenno-morskogo flota
Main Organizational-Mobilization Directorate	Glavnoe organizatsionno-mobilizatsionnoe upravlenie
Military Inspectorate	Voennaia inspektsiia
Press and Communications Directorate	Upravlenie press-sluzhby i informatsii
Protocol Department	Otdel protokola Apparata Ministra oborony
Service for Air Safety	Sluzhba bezopasnosti poletov aviatsii
State Expert Group	Gosudarstvennaia ekspertiza
Strategic Missile Forces Command	Komandovanie Raketnykh voisk strategicheskogo naznachenii
Technical Inspectorate	Upravlenie gosudarstvennogo tekhnicheskogo nadzora

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