



MINISTRY OF DEFENCE OF GEORGIA

# WHITE PAPER

2017 - 2020





## **Foreword by the Minister of Defence of Georgia**

### **LEVAN IZORIA**

Despite regional security challenges, Georgia remains determined to move closer to the Euro-Atlantic community, so our citizens may enjoy peace, stability and basic human rights. Georgia strives to become a reliable partner and a responsible player on the world stage, adhering to universally established democratic principles and human rights. In order to make these aspirations possible, our country must establish a strong and powerful shield to deter external aggression, respond to existing challenges and create conditions

for peaceful political, social and economic development. For this purpose, it is crucial to have well equipped and well trained Armed Forces with high readiness level.

As threats to our country are growing, our objective is to develop a more effective defence institution and establish optimal force structure that is capable of responding to existing challenges, supporting Georgia's sovereignty and territorial integrity, and meeting NATO-interoperability requirements.

As a future NATO member, Georgia remains committed to the principles enshrined in Article 3 of the Alliance to improve our capability to defend against any aggression. As such, we hold ourselves to the standards and commitments agreed at the Warsaw Summit. In ensuring our national security, having flexible and resilient armed forces is an essential component of our deterrence, which is the best tool for preventing aggression. Therefore, we will ensure that the GAF remains prepared to respond to direct threats whilst continuing transformation process and fulfilling our international obligations. To do this, it is crucial to integrate defence planning and management systems, allocate resources based on clear priorities and create a balanced set of military capabilities while enhancing interoperability with NATO and partner nations. By doing so, we increase the Armed Forces' combat capabilities that benefit not only Georgia, but contribute to the collective security as a whole.

With Allied support, we have developed a vision for transformation of our Armed Forces with the principal goal of increasing combat readiness for the next four years (2017-2020). Facing the major challenge of limited resources and the imbalance between the high personnel cost and the necessity to ensure combat readiness of GAF, we devised a number of strategic directions (Lines of Efforts) that will guide the entire GAF transformation process for years to come. We are certain that our efforts will result in a more effective, more combat ready and resilient defence institution as outlined in this White Paper.



## Introduction

The White Paper covers a 4 year (2017-2020) planning period and represents an integrated approach for the development of defence systems and its priorities. The document envisages the formation of a strong and effective defence institution and modern Armed Forces capable of deterring existing threats and protecting the country's sovereignty. Georgian Armed Forces (GAF) should be balanced, mobile, adaptable and sustainable.

The White Paper is consistent with values and national interests reflected in national level strategic documents and determines priority directions for strategic development of the MoD and GAF throughout 2017-2020. It represents a four year framework for the implementation of the Minister's new 'Total Defence' approach and is the basis for the continued defence transformation and modernization process of the GAF. The Strategic Defence Review (SDR) 2017-2020 introduced the 'Total Defence' principle, which implies the coordinated use of state resources. Implementation of this approach requires the establishment of civil defence system, the development of relevant infrastructure and creation of effective reserve and mobilization system.

For this purpose the planned actions include:

- Identification of respective agency missions and enhancement of coordination within the interagency cooperation framework;
- Qualitative improvement of the Mandatory Military Service system;
- Establishment of the new Reserve and Mobilization System.

The White Paper was elaborated within the interagency and intra-agency framework, with active engagement of local and international defence and security experts. Under the new MOD administration it aimed at identifying the GAF's critical shortfalls and deficiencies, whilst taking existing threats and resources into consideration. This has been accomplished through the elaboration process of the SDR 2017-2020. The analysis revealed the major systemic challenges hindering the successful development of the defence institution and the GAF. These challenges primarily centered on three areas:

- Insufficient unit combat readiness level;
- Inadequate allocation of the MoD's financial (budgetary) resources;
- Institutional inefficiencies.



To address these challenges and accomplish the strategic objectives of the MoD, a set of major Lines of Efforts (LoE) were identified, that collectively addressed the most critical defence planning and management functions. Effective implementation of the activities associated with these LoEs will ensure the transformation of the defence system over the course of the next four years (2017-2020).

## MINISTRY OF DEFENCE, WHITE PAPER 2017 - 2020

### Strategic directions / Lines of Efforts (LoEs):

**I. Strategic Management** – aims to enhance interagency cooperation to ensure the effective allocation of resources. It also aims at increasing the degree of integration of defence planning and management systems in line with the clearly defined priorities;

**II. Force Optimization** – is designed to create optimal force structure and the adequate balance of military capabilities;

**III. Force Readiness** – addresses actions to resolve systemic readiness challenges - personnel, equipment, education/training and sustainment;






**IV. Institutional Foundation** – aims to improve management mechanisms to ensure the most effective support for GAF's operational requirements;

**V. International and Bilateral Engagement** – addresses actions designed to enhance interoperability and cooperation with NATO and partner countries, as well as Georgia's commitment to international peacekeeping missions.

The MoD and GAF leadership will continuously monitor the process to ensure the institutional sustainability, implementation of the strategic directions and the progress achieved during the transformation process.

### Lines of Efforts (LoEs)

The five LoEs unite critical elements of defence planning and management system. Each LoE has multiple Lines of Support (LoS) with specified goals and detailed actions necessary to accomplish those objectives. A description of each LoE, its goal and key actions/outcomes follows.

| # | Lines of Efforts                        |   | 2017   | 2018 | 2019 | 2020 |
|---|---|---|--|------|------|------|
| 1 | Strategic Directions and Management     | Interagency<br>Ministry of Defence Guidance   |  |      |      |      |
| 2 | Force Optimization                      | Force Management<br>Resource Requirements   |  |      |      |      |
| 3 | Force Readiness                         | Unit Readiness<br>Unit Status and Evaluation Report (USERS)<br>GDRP Implementation Plan<br>GDRP Resource Requirements   |  |      |      |      |
| 4 | Institutional Reforms                   | Personnel<br>Intelligence<br>Training<br>Education<br>Logistics / Medicine<br>Information Systems, Communications and Cybersecurity<br>Command and Control<br>Resource Management / Acquisition |  |      |      |      |
| 5 | International and Bilateral Cooperation | International Cooperation<br>Bilateral / Multilateral Cooperation   |  |      |      |      |



## **I. Strategic management**

Systemic analysis of defence capabilities is critically important for a long-term defence planning process to ensure the effective functioning of the defence system. Therefore, the goal of this LoE is to ensure that guiding documents are constantly updated to generate a set of new approaches, visions and plans for providing an adequate response to existing and potential challenges. In order to achieve this goal, it is important to carry out the work towards the following major directions:

### **2017 Activities:**

- o **National Military Strategy** - This document is being developed by an interagency working group to define missions and goals for the MoD and GAF, as well as required military capabilities needed to protect Georgia's territories and its citizens. The document will also identify the roles of other state agencies in ensuring the defence of the state.
- o **Defence Transformation Plan 2017-2020** - The Document combines all of planned activities over the course of the following four years to improve GAF capabilities and institutional sustainability, as well as to fulfill international commitments. The Plan also includes the structural transformation of GAF in accordance with the Strategic Defence Review document.
- o **Minister's Annual Directives 2017** - The document will be approved in the first half of 2017 and will provide more specific details concerning the activities planned for the upcoming year.
- o **MoD Acquisition Strategy** - The document identifies the alternatives of the major defence systems and their priorities for a continuous and successive development of the GAF.
- o **Defence Program Guidance 2018-2021** - The DPG defines the financial parameters identified during the planning process and presents the guidance to the MoD Program Coordinators/Managers to facilitate program development in line with the priorities of the White Paper and annual Minister's Directives document.

### **2017-2020 Activities:**

- o **National Security Review Process** - In 2018-2020 the MoD will actively participate in interagency working group format to update key conceptual documents (National Security Concept, Threat Assessment Document).
- o **Improvement Interagency Coordination Mechanisms (Objectives and Activities)** - Includes a number of measures aimed at creating a flexible and challenge-oriented system during war and crisis situations, where each state agency will be presented as part of a common defence policy. The system should include specific timelines, objectives and tasks .
- o **Creation of National Databases** - Involves the creation of a database with information on critical assets of each of state agencies during crisis and war. Additionally, a complete list must be prepared over the next four years, which will include resources and supplies of private companies and agencies that might provide key assets relevant to the country's defence.

- o **Promotion of Strategic Level Training and Exercises for Enhancing Interagency Cooperation and Coordination** - The GAF has an experience of conducting strategic level trainings and exercises ("Didgori", "Info"). It is important to analyse the results and address the identified deficiencies in the existing Command and Control system. In this regard, it is necessary to increase the frequency of interagency exercises to ensure the state's defence preparedness.
- o **Improving Cooperation Mechanisms in Information Space** - Given the challenges and threats facing Georgia, it is important to protect the information space and provide its unhindered functioning. As the media environment presents a dimension, in which actions are taken even before the war, it is vital to develop a united strategy and standard procedures and responsibilities in times of peace.

### **II. Force Optimization**

The SDR provides a conceptual framework for determining personnel number and structure of the MoD and GAF. Defining of the optimal force structure emanates from the complex analysis of threats, existing capabilities and available resources. Hence, all major activities of this Line of Effort are reflected in the SDR 2017-2020.

The force optimization provided preconditions to ensure further implementation of required actions in line with strategic directions and the 'Total defence' approach introduced in this document.

#### **2017-2020 Activities:**

- o **Force Management System (FMS)** - Implementation of a fully functional Force Management System is imperative to better optimize the allocation of limited defence resources and for the development, modernization and management of the GAF. Implementing FMS will contribute to improving the development of essential functions supporting the manning, equipping, training and sustaining the force.
- o **Institutionalization of Defence Resource Management System (DRMS)** – Effective DRMS is essential to provide sufficient financial and other resources to execute key priorities identified during the transformation process. The major mechanism for achieving this goal is the development of the Defence Program Guidance (DPG) document before the start of the budgetary year.
- o **Reserve and Mobilization System** - The implementation of an effective Reserve and Mobilization System is the main feature of the 'Total Defence' approach. For this purpose, it is planned to review, update and approve the existing concept. The concept is the basis for generating and rapidly mobilizing the reserve force. The document will ensure the organization of a flexible and resilient reserve system in terms of material, financial and human resources, while enhancing interoperability of Command and Control system with the GAF. The preliminary concept envisions three components within the reserve system (Armed Forces Reserve, Territorial Reserve and Specialists Reserve). The draft document will be presented to the public this year and the pilot programme is planned to be executed in 2018.

### **III. Force Readiness**

High readiness level of GAF is the key factor for ensuring defence, sovereignty and territorial integrity of Georgia. This LoE unifies the elements of manning, equipping, combat readiness, training and sustaining unit readiness. In addition, execution of the US supported Georgian Defense Readiness Program (GDRP) will play an important role in enhancing the readiness level of GAF over the next four years.

## MINISTRY OF DEFENCE, WHITE PAPER 2017 - 2020

To improve GAF readiness level and better allocate limited resources, priority will be given to the improvement of the following capabilities: maneuver (infantry, mechanized and armored); air defence, anti-armor, engineering (counter-mobility), artillery and intelligence systems.

### 2017-2020 Activities:

- o **Qualitative Improvement of the Mandatory Military Service** - The GAF will continue to incorporate the use of conscripts to optimize the utilization of professional contract soldiers and broaden the pool of qualified national reservists. This process will include several new features, including: each conscript will participate in the standard GAF Basic Combat Training program followed by practical exercises, increased monthly compensation for conscripts, routine participation in sustaining training with their tactical unit of assignment, and additional leave. The new conscription system will ensure cost effectiveness, the support of professional army with conscripts and availability of personnel for reserve force.
- o **GAF Unit Status and Evaluation Reporting System (USERS)**. Following criteria for existing evaluation system will be renewed – personnel, training and sustainment.
- o **Georgia Defense Readiness Program (GDRP)** - The MoD leadership fully recognizes that the US supported program constitutes a valuable tool for modernization and development of the GAF's defensive capabilities. The MoD will ensure the effective execution of the program activities and allocation of required resources (financial-budgetary).

### IV. Institutional Foundation.

Actions that ensure institutional resilience of the MoD are essential for the development of a modern and efficient defence structure. A number of Substantial NATO Georgia Package (SNGP) initiatives will be instrumental in improving MoD capabilities within this LoE.

### 2017-2020 Activities:

- o **Improving Military Career Management System** - The development of the policies and procedures to implement centralized career management of military personnel establishes a framework for ensuring consistency and standardization in the development of the MoD leaders and managers. For the military, such practices are essential for career development and will require new regulations concerning centralized assignment and distribution as well as improved recruitment and retention programs.
- o **Improving Civilian Personnel Management System** - Continuous improvement in centralized civilian management will include actions to improve transparent and objective recruitment and job execution management, including measures to enhance merit-based career management and professional development programs.
- o **Intelligence Transformation Plan** - An updated plan will provide a comprehensive framework for gradually enhancing GAF intelligence capabilities – responsibilities, organizational structures, professional development courses, equipment modernization and infrastructure requirements. Additional actions will include the publication of critical doctrine manuals for scout platoons and reconnaissance companies.



## MINISTRY OF DEFENCE, WHITE PAPER 2017 - 2020

- o **Improvement of Training Quality** - Key actions include the publication of the Chief of General Staff's Annual Training Guidance and essential infantry manuals from squad to battalion levels, including standard infantry Mission Essential Task List (METL) guidance necessary for running the GDRP. Planned activities also include elaboration of infantry squad and platoon, infantry company and battalion and close artillery battalion supporting manuals. Arrangement of appropriate infrastructure and elaboration/approval of programs in accordance with mission essential task list (METL) are also considered under the plan.
- o **Improving Professional Military Education** - Provides initiatives and specific benchmarks for improving leadership skills across the GAF. It ensures the development of professional and career development programs for officers and NCOs.
- o **David Aghmashenebeli National Defence Academy of Georgia (NDA)** – The NDA will provide further development of officers' intermediate and higher education programmes, in line with GAF requirements. The NDA also aims at creating a foundation for research activities.
- o **Combined Arms Training Centre** - The establishment of the consolidated Military Specialization school will enhance the professional skills of the military personnel (officers) and qualitatively improve the training and education levels.
- o **Defence Institution Building School (DIBS)** - Further development of this SNGP initiative is important for enhancing the skills and knowledge of military and civilian personnel as well as supporting their professional development. The school is also committed to supporting the personnel from the agencies outside the MoD that are related to the defence and security field.
- o **Logistic Support** - Publication of a Logistic Concept, Joint Publication 4-0 and the Infantry Support Battalion manual will codify how the GAF will organize and execute force sustainment. Georgia's Host Nation Support Capabilities and Reception, Staging and Onward Movement capacity will be improved within the framework of the SNGP Logistic Capability Project.



## MINISTRY OF DEFENCE, WHITE PAPER 2017 - 2020

- o **Medical and Social Care of the MOD and GAF** - The MoD is committed to continue social and medical support of its military and civilian personnel as well as wounded and injured soldiers and their families in accordance with established standards.
- o **Information Systems/Communications (INFOSYS)/Cyber Security** - The development and publication of the MoD INFOSYS Enhancement Plan will provide a coordinated framework to continually enhance the GAF's Command and Control system with modern and protected communication and information nodes. According to the mentioned plan, resources will be allocated to priority directions and Standard Operating Procedures (SOPs) will be improved during crisis and war.
- o **Defence Resource Management System (DRMS)** - Policies and procedures will continue to be updated in accordance with the guidance of the Ministry of Finance in order to improve financial management, transparency and accountability. Publication of the Defence Program Guidance will initiate the development of the 2018 Defence Budget and planning for the following three Program Years.

### V. International Engagement

Georgia stands firmly on its chosen path towards integration in the European and Euro-Atlantic structures and remains committed to enhance international peace and security.

The MoD continues active use of all existing multilateral and bilateral cooperation formats (ANP, PARP, SNGP) that support defence transformation, enhance interoperability with NATO and strengthen Georgia's defence capabilities and resilience. This LoE emphasizes Georgia's commitment to fulfill international obligations and participate in international missions as well as in international and bilateral exercises.

#### **Key actions:**

- o Georgia continues the successful use of all existing NATO partnership mechanisms. The successful implementation of the SNGP's fifteen initiatives will be continued with active involvement of experts





## MINISTRY OF DEFENCE, WHITE PAPER 2017 - 2020

from the NATO member and partner nations. The outcomes of each SNGP activity have been determined and synchronized with MOD's strategic documents and bilateral/multilateral partnership formats based on the priorities of the ongoing defence transformation process.

- o Georgia remains committed to participate in the NATO Response Force (NRF) through providing a company size unit. Georgia stands ready to fulfill its international commitment to the Resolute Support Mission (RSM) until spring 2018. Georgia, together with its partners will review its RSM troop contribution levels within and beyond that time considering international security trends, ongoing defence transformation and the emphasis on improving force readiness.
- o The Security Cooperation Framework 2016-2019 between the US and Georgia supports stable development of Georgia's critical defence directions. In this regard, effective implementation of Georgian Defence Readiness Program (GDRP) is crucial.
- o The MOD acknowledges the importance of fulfilling obligations taken in 2014 under the EU-Georgia Association Agreement and continues its participation in the EU-led peacekeeping and crisis management missions in Mali and Central Africa under the Common Security and Defence Policy (CSPD) framework.
- o Bilateral exercises with partner and regional countries further amplify GAF readiness and combat capability levels. Georgia continues to host multi-national exercises such as Noble Partner, Agile Spirit, SEA BREEZE, RAPID TRIDENT, VIKING and the NATO-Georgia Exercise to increase interoperability with NATO and partner nations. In terms of enhancing regional relations and cooperation, the relevance of trilateral military exercise between Turkey, Georgia and Azerbaijan must be underlined.
- o In light of emerging security challenges, Georgia as NATO's Enhanced Opportunity Partner seeks to develop practical partnership programs on security and stability related issues in the Black Sea and South Caucasus regions.



## MINISTRY OF DEFENCE, WHITE PAPER 2017 - 2020

### Resource Management

The optimisation process has demonstrated the mismatch between the existing resources, objectives and the readiness requirements of the GAF. Savings accrued as a result of the optimisation were re-directed to the operational requirements of the GAF that includes the modernization/acquisition of the modern military equipment and improvement of infrastructure.

While calculating the defence budget projections the MoD administration adopted a conservative approach (see the table below). Using data drawn from the annual Ministry of Finance Basis Direction and Data 2017-2020 document (BDD), defence experts determined the relative accuracy of future defence budget estimates and extrapolated a conservative growth rate for future defence budget. In addition, budget projections presented in the appendix of Georgian Law on 2017 fiscal year budget ("Main Economic and Financial Indicators") takes into the consideration the ratio of existing data on nominal GDP growth with percentage indicators of defence expenditure.

Should the defence budget exceed the projected conservative budget indicators, additional funds will be allocated to implement the existing plans for the GAF modernisation.

### RESOURCE ALLOCATION OBJECTIVE

| Year | Projected Defence Budget | Personnel Costs | Operations & Maintenance | Major Equipment | Construction | Research & Development |
|------|--------------------------|-----------------|--------------------------|-----------------|--------------|------------------------|
| 2016 | 670 M GEL                | 62.4%           | 27.4%                    | 2.6%            | 2.6%         | 5.0%                   |
| 2017 | 670 M GEL                | 60.7%           | 26.4%                    | 4.1%            | 4.6%         | 4.2%                   |
| 2018 | 680 M GEL                | 59.3%           | 26.5%                    | 5.4%            | 4.7%         | 4.1%                   |
| 2019 | 700 M GEL                | 57.7%           | 26.4%                    | 7.3%            | 4.6%         | 4.0%                   |
| 2020 | 720 M GEL                | 56.8%           | 26.4%                    | 8.5%            | 4.4%         | 3.9%                   |