

# **THE WHITE BOOK**

# **2013**

MINISTRY OF DEFENCE  
OF GEORGIA

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## Preface

Events taking place in the world clearly illustrate that the present-day security environment is unpredictable and presents numerous risks. Accordingly, the Ministry of Defence must ensure that the Georgian Armed Forces are prepared to respond effectively to any military threat to the nation and contribute to global security and stability.



Developing the Georgian Armed Forces and achieving NATO interoperability is major priority of the Ministry of Defence. Aimed at ensuring the well-being of the country, we perform our efforts together with society. Numerous opinion polls have shown that the Georgian military enjoys a high degree of public trust. We must maintain this trust by ensuring that our activities remain transparent and accountable to society. Consistent with these principles of transparency and accountability, this report – The White Book - highlights some key Ministry of Defence activities during 2013. It depicts the current situation within our Armed Forces, our Defence priorities and important measures taken by the Ministry.

Georgia, as a country with democratic values, aspires to join NATO and the European Union. We remain committed to our chosen path and aim to develop opportunities that are essential to ensuring that the Georgian Armed Forces can best serve the people and uphold the country's interests.

**IRAKLI ALASANIA**

*Minister of Defence of Georgia*

## Introduction

Since 2012 the Ministry of Defence (MoD) has attached special importance to transparency and accountability. One of the priorities of the Ministry is to regularly inform the public and interested organizations about processes and reforms taking place in the Defence institutions well as budgetary expenditures.

In concert with this intention, The White Book, reports on MoD activities performed in 2013. The information enables citizens to have a clear understanding of measures carried out by the MoD to accomplish its main Defence priorities as well as the current preparedness of the Georgian Armed Forces (GAF). The document reviews the national security environment, threats and challenges confronting Georgia.

The White Book addresses the activities carried out by each structural unit of the MoD in accordance with the priorities from the “Strategic Defence Review 2013-2016” and “The Minister’s Vision 2013-2014”. Two main obligations of the Ministry are emphasized in this report: regular reporting to society and ensuring the rational allocation of resources.

The document outlines objectives of the GAF’s mission, structure, key issues in managing defence resources, as well as a legislative and conceptual framework. It also addresses defence capabilities, implemented institutional changes and activities to enhance international relations and interoperability with NATO. The paper assesses the implemented activities and draws conclusions.



# 1. Security Environment

The complex character of Georgia's security environment and rapidly changing political landscape affect the country's stability and the dynamics of its development.

Georgia is part of the European and Euro-Atlantic space and the main priority of its security policy is to achieve NATO and EU membership. Integration into these Euro-Atlantic structures will create firm guarantees of national security and more stable conditions that promote development of the country and support the strengthening of peace, stability and social welfare.

Security planning in Georgia is conducted jointly through active interagency collaboration that begins with an articulation of the nation's values and interests as well as thorough assessment of threats confronting the country. These are published in the National Security Concept of Georgia and the Threat Assessment Document of Georgia 2010-2013.

The military aggression carried out by the Russian Federation in 2008, its continuing occupation of Georgian territories and the deployment of the Russian occupation troops and military infrastructure there constitute the most serious challenge to the country's security and adversely impact security throughout the Caucasus region.

In addition, instability in the Northern Caucasus and the unsettled Nagorno-Karabakh conflict between neighbouring Armenia and Azerbaijan negatively impacts the security environment of both the region and Georgia.

The main threats and challenges facing Georgia are:

- **Occupation of territories of the country and the proba-**





- bility of renewal of military aggression** – the sovereignty of the country and its territorial integrity have been violated through the occupation of Georgian territories by the Russian Federation. Together with the absence of international peacekeeping forces in the occupied territories of Georgia and militarization of these territories, occupation increases the risk of renewed provocation and military aggression.
- **Regional instability** – conflicts in the Caucasus negatively influence the national security of the country. Therefore, their peaceful resolution is in Georgia’s interests.
  - **Transnational threats** – the occupation of Georgia’s territories as well as the conflicts in the Caucasus create a favourable environment for international terrorism and transnational organized crime.
  - **Cyber security** – ensuring cyber security is extremely important. The necessity of improving the quality of cyber space protections was especially critically revealed by the numerous cyber attacks carried out against Georgia during the war in August 2008.
  - **Natural and technogenic disasters** – natural and technogenic disasters can have devastating consequences. Therefore, within own competence the GAF must be ready to provide assistance to civilian authorities during such disasters and participate in recovery activities.

## 2. Ministry of Defence of Georgia and the Armed Forces

### 2.1. Ministry of Defence of Georgia

Within the scope of the authority granted by Georgian legislation, the MoD ensures the implementation of the State’s policy in the defence sphere. The MoD is led by the Minister of Defence, who is accountable to the Prime Minister and President – Commander-in-Chief of the Armed Forces of Georgia. The goal of the Ministry is to manage the development and

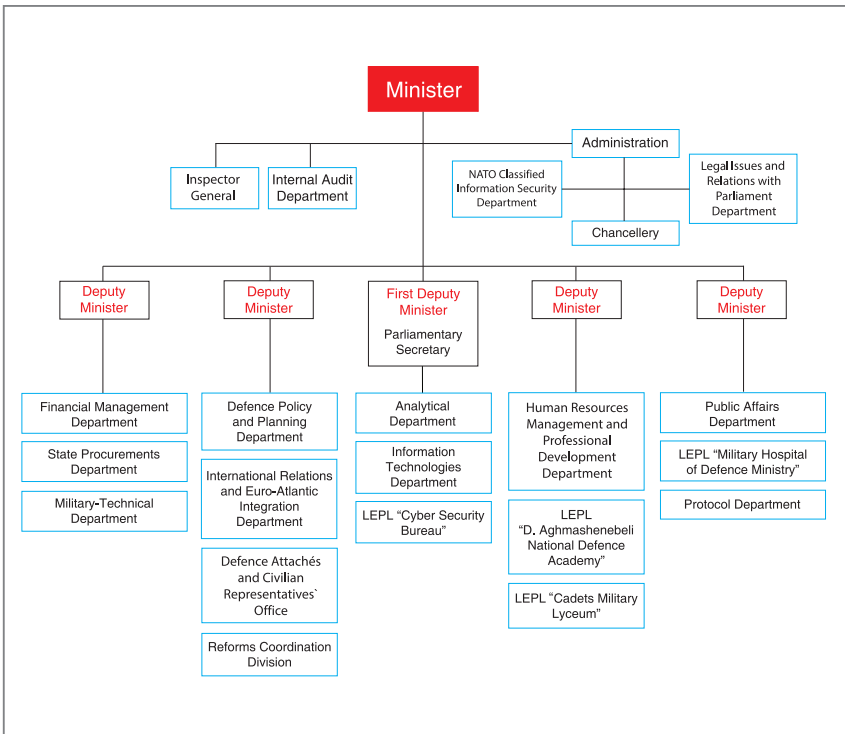


Figure 2.1: Current structure of the Ministry of Defence of Georgia

transformation of the GAF, ensure constant combat and mobilization readiness, strengthen combat efficiency and be capable of repulsing any aggression or encroachment of Georgia's independence.

## 2.2. General Staff of the Georgian Armed Forces

The General Staff (GS) of the GAF is responsible for the strategic-operational command and control of the GAF. Its main functions are: to ensure the combat readiness of the GAF, execute political decisions of the Georgian authorities, determine military threats in light of the existing military-political situation, ensure structural optimization of the GAF and engage in military cooperation in accordance with international treaties and agreements. The Chief of the General Staff leads the GAF and reports to the Defence Minister. The President appoints and dismisses the Chief of the General Staff based on the Minister's recommendation and in agreement with the Government. The Chief of the General Staff serves as the senior military advisor to the President.

In 2013 envisaging structural changes in the GAF, the Joint Staff was reorganized into the GS with the following structural units created:

- **J-4/8: Department of Logistics and Resource Planning** – participates in the formation of the defence budget; and monitors the planning, programming and budgeting system within the GAF.
- **J-5/9: Department of Strategic Planning, Military Policy and Military-Civilian Cooperation** – performs strategic-operational planning; develops doctrines and concepts; coordinates military-civilian relations; plans transformation reforms of the GAF and monitors implementation.

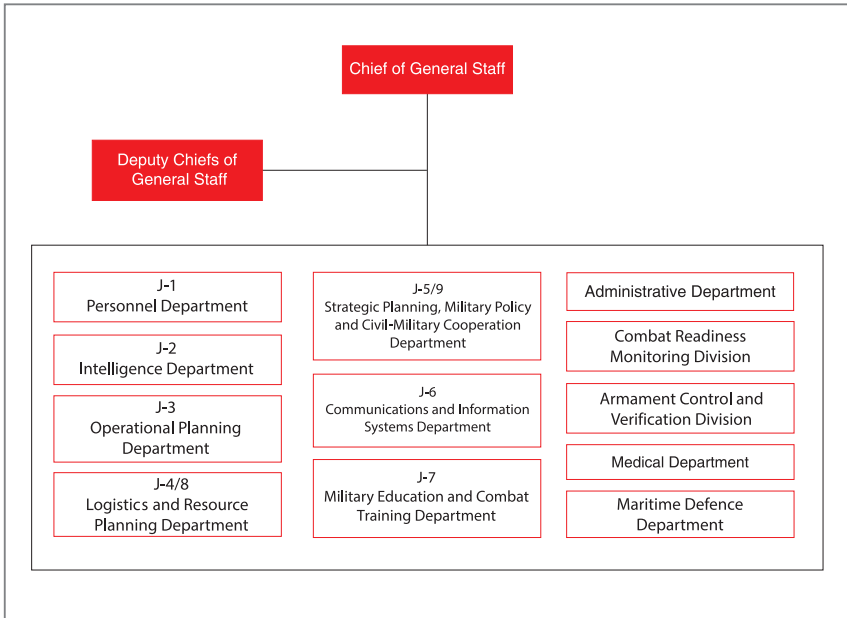


Figure 2.2: Current structure of the General Staff of the Georgian Armed Forces

- **Combat Readiness Monitoring Division** – inspects combat readiness in the GAF.
- **Maritime Defence Department** – cooperates with respective agencies responsible for protecting the sovereign rights in the Georgian maritime space; ensures navigation security in the Black Sea; participates in planning military-maritime operations; and ensures international military-maritime cooperation.

## 2.3. Georgian Armed Forces

The mission of Military forces of Georgia (including GAF) is defined by the Constitution and involves protecting the independ-

ence, sovereignty and territorial integrity of Georgia, as well as complying with international commitments.

The main objectives of the GAF are:

- Deterrence and Defence
- Contribution to Strengthening Regional and International Security
- Support to civilian authorities during natural and man-made disasters

The GAF are managed in accordance with the principle of democratic control of the armed forces, under direct instructions and supervision of the MoD leadership.

Fulfilling military tasks depends on the GAF's capabilities and skills. Carrying out military operations will be characterized by ensuring maximum operational flexibility, constantly improving defence capabilities, continuing to raise the level of professionalism of military personnel and transforming the GAF into a more mobile force that is interoperable with NATO.

During wars and crises, the Land Forces are responsible for maintaining the level of combat training as well as developing plans, deploying forces and managing operations in accordance with the General Staff's strategic directions and the Defence Plan.

The following sub-divisions are subordinated to the Land Forces Command: 1 Light Infantry, 3 Infantry, 1 Mechanised, 2 Artillery, 1 Engineering, 1 Air Defence, 1 Aviation Brigade, 1 mixed Aviation Base and Communications Cell, as well as separate Medical and Intelligence Battalions established in accordance with the "Strategic Defence Review 2013-2016" recommendations. Additionally, two cadre infantry brigades are subordinated to the National Guard (See Figure 2.3).



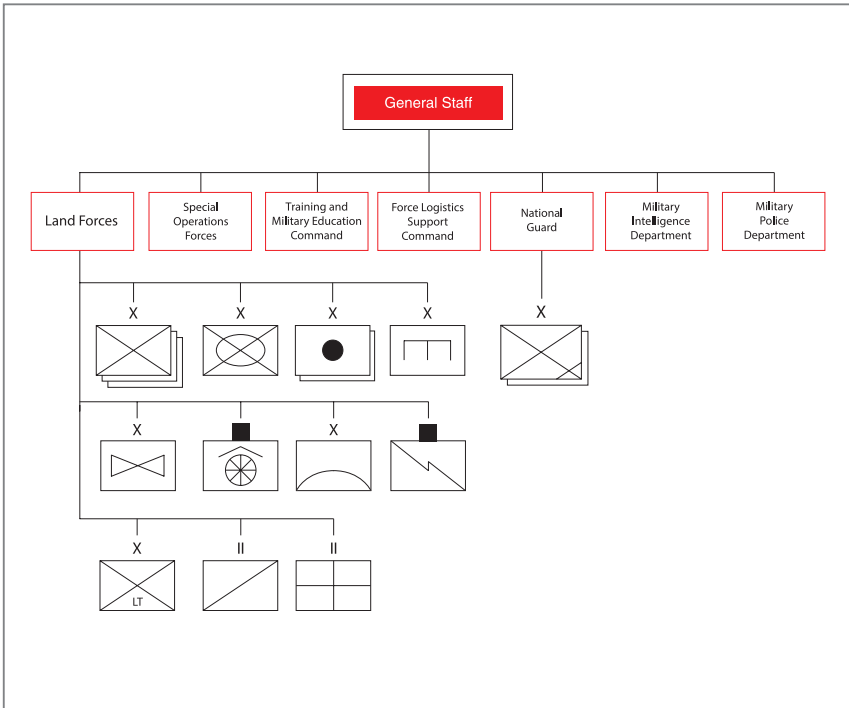


Figure 2.3: Current structure of the Georgian Armed Forces

The Land Forces Command will be disestablished in accordance with the “Strategic Defence Review 2013-2016” and the East and West Operational Commands will be established with operational management and control over their subordinate units. This will streamline command and control, ensure better resource allocation and facilitate more efficient logistics provision.

Furthermore, an Aviation and Air Defence Command will be established with all relevant equipment and air defence means subordinated to a single command. It will also increase the effectiveness of operational planning as well as unify command and control (See Figure 2.4).



### **3. Defence Planning and Management**

Defence planning and management are conducted in accordance with legislation regulating the defence sphere. The priorities for planning and management stem from the MoD's assessment of the strategic guidance provided in national and intra-agency level strategic, conceptual documents elaborated within the National Security Review process. Defence planning and management also require an organized defence resource management system.

#### **3.1. Legislative Framework**

The MoD undertakes its activities in accordance with the Constitution of Georgia and other legislative acts. The Constitution provides the main principles and mechanisms according to which Defence planning and management are conducted. Georgia's Defence and its planning are regulated according to the following main laws:

Law of Georgia on the Defence of Georgia—defines the basis and organization of Georgia's Defence, and the rights and responsibilities of State authorities, enterprises, establishments, organizations, officials and citizens in the Defence sphere.

Law of Georgia on Defence Planning – serves as the basis for Defence planning and defines specific requirements and responsibilities. It envisages the development and periodic review of Defence planning legislation at both the strategic and intra-agency levels.

The legislation regulating the Defence sphere is updated periodically. Based on the Defence Minister's Decree, a working

group has been established to develop drafts of legislative changes and amendments.

### 3.2. Conceptual Framework

The GAF is guided by strategic and official departmental documents that define fundamental values and interests of the State, as well as threats and challenges facing the country (See Figure 3.1).

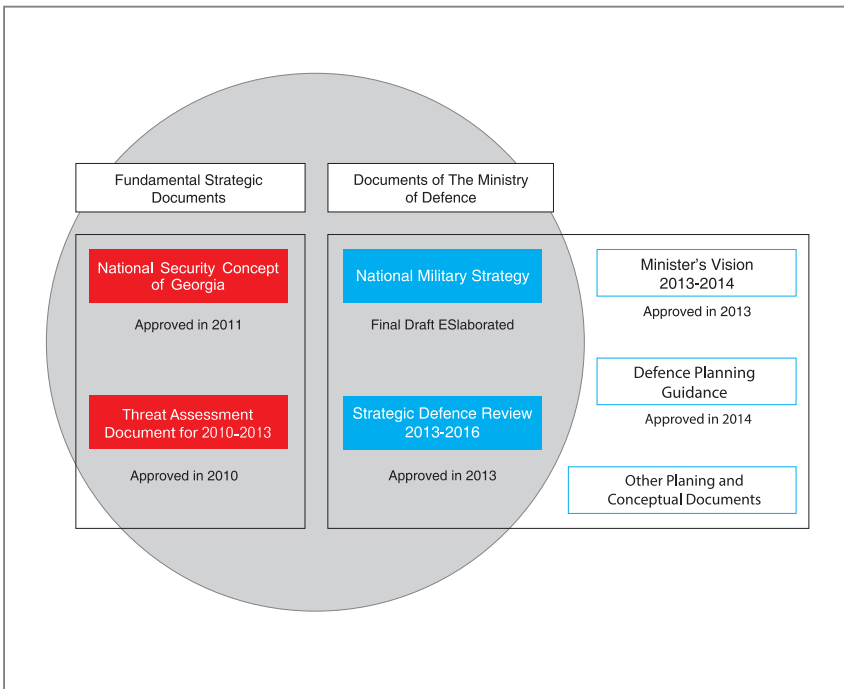


Figure 3.1: Strategic Documents

- **National Security Concept of Georgia** – defines fundamental national values and interests, threats, risks and challenges; and the main directions of the national security policy concerning foreign, social and economic priorities.
- **Threat Assessment Document of Georgia 2010-2013** – defines political, economic, military and transnational threats to the country, risks of their materialization and expected outcomes.
- **National Military Strategy** – defines strategic military objectives and tasks for the MoD as well as the necessary capabilities required to accomplish those objectives and tasks.
- **Strategic Defence Review 2013-2016** – defines the main directions of the MoD and the GAF to develop national Defence capabilities and enhance interoperability with NATO. Considering assessment and analysis of existing capabilities, the recommendations provide a vision to improve GAF capabilities through the execution of the Strategic Defence Review Implementation Plan (SDR IP).
- **Minister’s Vision 2013-2014** – reflects the main directions of the MoD and the GAF for the short-term planning period. The vision envisages improving GAF capabilities that are necessary for institutional development of the Defence system.
- **Defence Planning Guidance** – is a medium-term planning document to provide MoD structural units with the necessary directions, recommendations and resource guidance to elaborate GAF development programmes on the basis of analyzing current strategic documents and available resources.

### 3.3. Decision-Making Mechanism

To increase effectiveness and decentralization of the management process at the MoD a three-level system of decision-making was established: Working Groups, Management Team and Decision-Making Board (See Figure 3.2).

The working groups consist of MoD and GS subject matter experts to enhance and facilitate civilian-military coordination on Defence matters. Working groups meet periodically to review and provide recommendations on Defence actions and conceptual documents for submission to the Management Team for approval.

The Management Team is an integral link in the MoD and General Staff collaborative decision-making process. It is chaired by a Deputy Minister and co-chaired by the Deputy Chief of GS. The Management Team is comprised of department-level heads of structural units from both the MoD and GS. The Head of the Defence Policy and Planning Department serves as the Deputy Chair, while the Head of the Reforms Coordination Division performs the function of secretary. The papers/issues evaluated by the Management Team are submitted to the Decision-Making Board (DMB). This organization is chaired by the Minister and comprises all Deputy Ministers, the Chief and the Deputy Chiefs of the General Staff.

This decision-making structure promotes the active involvement of the MoD and GS in planning and executing Defence transformation, coordinating institutional capabilities and defining the mechanisms of reporting and providing accountability for the allocation of defence resources.

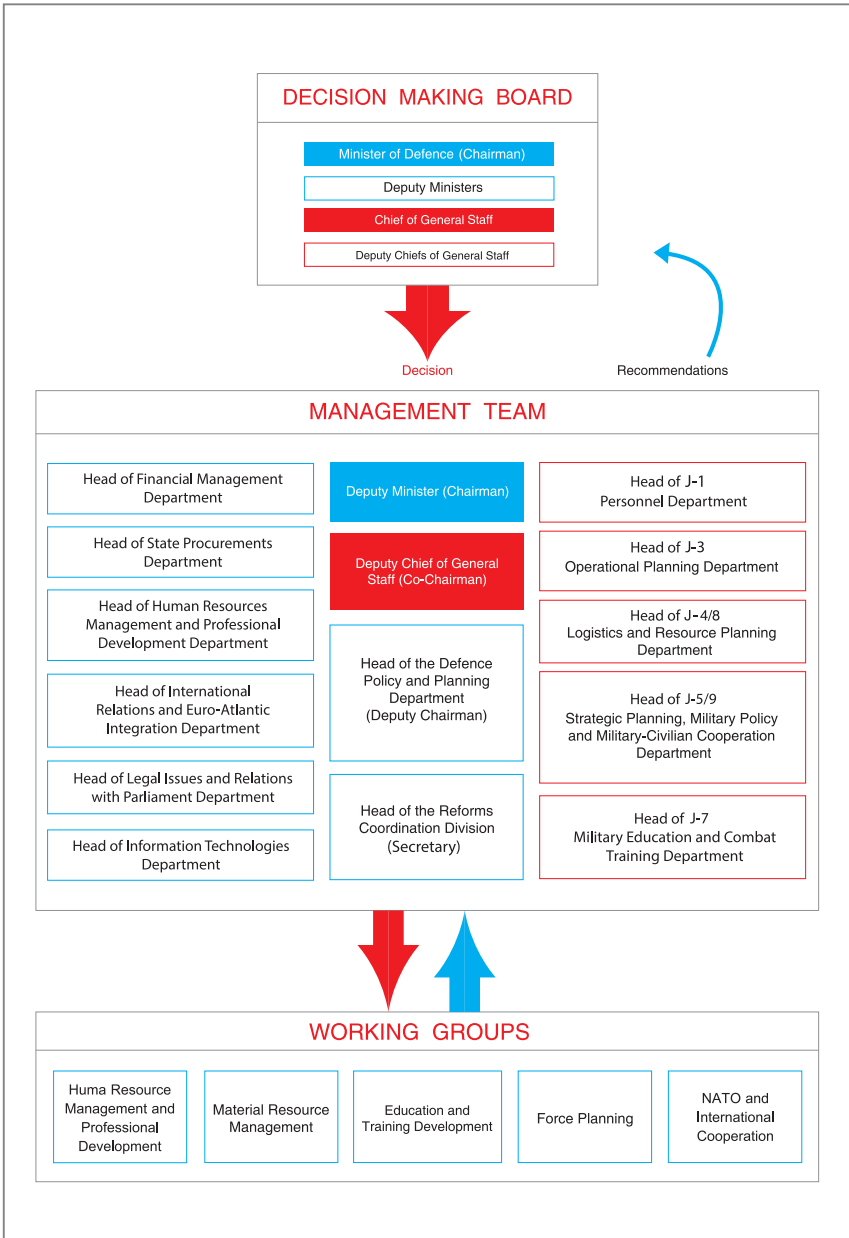


Figure 3.2: Decision-making structure

### **3.3.1. Managing Material Resources**

Proper management of Defence resources ensures the rational distribution of resources to meet short- and medium-term planning objectives. An effective material resource management system includes analysis, planning, implementation and evaluation of MoD budgetary programmes. Objectives for these programmes are developed with due consideration to the financial ceilings set by the Ministry of Finance (MoF) for the given budgetary year and the financial prognoses for the coming three years.

The MoD is actively working on the implementation of the Planning, Programming and Budgeting System (PPBS). After implementing it successfully the Ministry will have a complete programme-based budget that will include detailed information about planned activities for the budgetary year, funding required for implementation and performance indicators for assessing the effectiveness of its resource allocation.

PPBS will ensure improved allocation of defence resources against specific requirements that support the development of military capabilities defined by strategic and inter-agency documents.

Within the scope of MoF's 2013 "Basic Data and Directions" document, the MoD developed and submitted its 2014 Defence Budget structured in eight programmes, covering both the MoD and its subordinated legal entities of public law. On the basis of these programmes, the 2015 Budget will be developed, as well as budgetary plans for the next three years.

### **3.3.2. Managing Finances**

The financial governance of the MoD system is performed by the Financial Management Department, Force Logistics Sup-



port Command, financial units of the General Staff, Commands, Brigades, Separate Battalions, National Guard, Military Police, Intelligence Department and material-technical units of military sub-units. The Force Logistics Support Command is responsible for receiving and registering supplies and assets.

Financial transactions are centralized and carried out through Treasury Service of the Ministry of Finance of Georgia. Within the MoD they are managed by the Financial Management Department. It registers operations on a cash basis. In the near future, the adoption of a managerial reporting system is planned. This system will reflect in detail the organizational-financial situation within the MoD with greater accuracy and substantially enhance information reliability. Precise accounting is vitally important to support financial planning, since the availability of accurate historical data concerning expenditures for combat or combat support requirements, infrastructure or other expenses, enhances the capability to make rational, informed decisions for longer-term planning periods.

## 4. Main Priorities

“The Minister’s Vision 2013-2014” sets the main priorities for the MoD and GAF. This guiding document for short-term planning has the following five priorities based on the key directions of the Defence system of Georgia:

- **Increase transparency and enhance civilian control** – maximizing transparency of MoD activities will significantly decrease the risks of making an ill-advised decision, promote effective implementation of the Defence transformation process and better ensure the institutionalization of these ongoing reform measures.
- **Improve Defence Capabilities** – raising the level of professionalism, mobility and combat readiness of the GAF requires mobilization of financial, material and human resources. Changes implemented in/planned for 2013-2014 in this direction will create a firm basis for the formation of the Objective Force.
- **Strengthen human resource management and professional development** – to improve the professionalism of civilian and military personnel, it is necessary to implement comprehensive professional development programmes and enhance human resource management. Improving the social and healthcare programmes of military personnel and their families is especially important.
- **Implement institutional reforms** – the intent is to modernize the MoD’s functional systems that support Defence planning and management and resource allocation.
- **Enhance NATO interoperability and international co-**

**operation** –NATO integration is one of the main priorities of Georgia’s political and security policies. The aim of the MoD is to support integration of the country into the Euro-Atlantic community through unwavering military engagement.

The full version of “The Minister’s Vision 2013-2014” is available at the MoD’s website ([www.mod.gov.ge](http://www.mod.gov.ge)).

## 5. Transparency and Accountability

One of the most important priorities of Defence transformation is to increase the transparency and accountability of the MoD. In this respect, significant progress was achieved in 2013.

At the beginning of 2013 the MoD officially joined the NATO Building Integrity programme. This programme was established in 2007 with the aim of enhancing transparency of defence and security systems of NATO member and partner countries. Within the scope of the programme NATO experts evaluated and assessed the transparency, accountability and management effectiveness of Georgian defence and security institutions and in early 2014 issued a Report , which indicated that the MoD had taken significant steps towards increasing transparency and reducing the risks of corruption; it added that Georgia's knowledge and experience should be shared with other countries. The full version of the Report is on the Ministry's website.

A Report by the Institute for the Development of Freedom of Information, a Georgian non-governmental organization, published in 2013 stated that compared with the previous year, the transparency parameter for the MoD had increased from 0.0% to 87.7%.

### 5.1. Strengthening Parliamentary Oversight

The MoD significantly enhanced engagement with the Parliamentary Defence and Security Committee as well as the Parliament in general. A Deputy Minister in his role as the Parliamentary Secretary regularly holds meetings with the Members of Parliament and participates in thematic discussions.

In 2013 several joint committee hearings were held at the initiative of the MoD and the Defence and Security Committee where the Ministry provided Members of the Parliament and invited civil sector representatives with information about planned, current and implemented changes, significant visits, bilateral negotiations and progress regarding NATO-Georgia relations. Joint working meetings were also held where drafts of strategic and conceptual documents prepared by the Ministry were discussed (including, the draft of the Strategic Defence Review, draft of the National Military Strategy, amendments to the Law of Georgia on the Defence of Georgia, etc.)

The MoD also initiated a legislative change requiring that an annual report be submitted on activities and expenses to Parliament. The Defence Minister has already submitted to Parliament the first such report for 2013.

Another legislative amendment initiated by the MoD requires that the Defence and Security Committee be informed of planned acquisitions of an estimated cost of more than GEL 2 million for goods or services and GEL 4 million for construction works. This enables Parliament to track high-value expenditures from initial planning to completion, as well as take timely action in the case of identifying omissions.

In 2013, the MoD signed a three-year cooperation agreement with the Geneva Centre for the Democratic Control of Armed Forces within the scope of which the Centre assists in further enhancing parliamentary and civilian control over the Defence sphere.

## **5.2. Procurement Transparency**

In order to ensure effective use of financial resources, special attention has been attached to increasing the transparency of State acquisitions.

In 2013, the percentage of “classified” procurements reduced to about one-third in comparison to 2013 (See Figure 5.1).

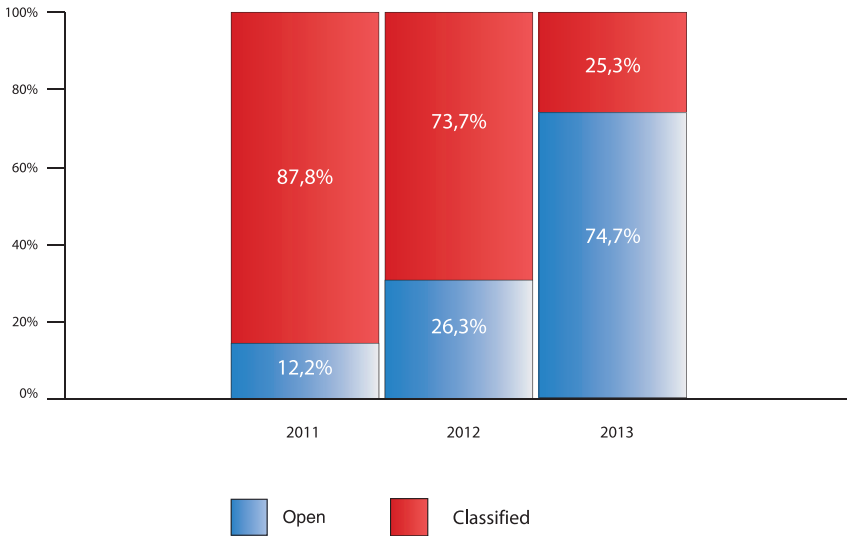


Figure 5.1: The correlation of open and classified contracts

The number of electronic procurements increased significantly. In 2012 MoD undertook 22 electronic procurements. This figure jumped to 242 in 2013. The Ministry announces tenders using the electronic system of procurement and places information on the websites of both the State Procurement Agency and MoD (in the section specifically dedicated to tenders) to ensure maximum transparency (See Figure 5.2).

Representatives of the non-governmental sector actively supervise the process of procurement by monitoring these websites and attending tender commission sessions at the invitation of the MoD.

The procedure for administering classified procurements and selecting suppliers improved significantly. Even in cases of confidential procurements and procurements implemented through simplified procedure, before the agreement is signed potential suppliers are sought, the value of the potential procurement is determined through market research, companies that have access to classified information on procurement requirements are informed in a timely manner and companies with the best proposals are identified. This system promotes the most competitive environment for procuring supplies and services for the MoD.

The transparency of procurement procedures and overall enhanced trust towards the MoD have led to an increase in the number of competitors in tenders announced by the Ministry. On average in 2013 their number was 3.56.

As a result of refining the system of procurement and increasing competition, the MoD saved more than GEL 6.5 million in 2013.

In 2013 a more detailed version of the Budget was placed on the MoD website to the extent permitted by law (in comparison to previous versions). Information on bonus payments to MoD employees and infrastructure projects initiated by the Ministry were also posted on the website.

After the legislative amendment relating to “classified” information is approved, the MoD will further increase the availability of budgetary information.







Year	Number of Tenders		
	Signed	Not Signed	Announced
2011	16	16	32
2012	17	5	22
2013	136	106	242

Year	Value of Tenders			
	Signed	Not Signed	Saving	Announced
2011	11 055 310	62 624 780	1 367 524	75 047 614
2012	17 708 329	40 110 000	1 446 209	59 264 538
2013	32 309 076	140 731 865	6 610 040	180 850 981

Figure 5.2: Tenders announced by the Ministry of Defence of Georgia

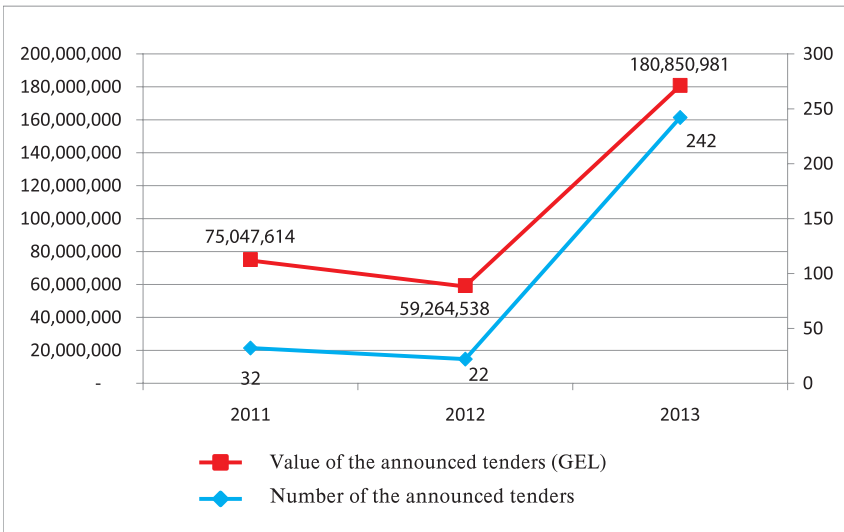


Figure 5.3: Dynamics of tenders announced by the Ministry of Defence of Georgia

### **5.3. Involvement of the Non-governmental Sector**

Cooperation with non-governmental organizations improved significantly in 2013. At the MoD's initiative the following three thematic groups were created and staffed with non-governmental organizations and experts: Transparency and Human Rights; Defence Transformation; and NATO Integration and International Operations. The Defence Minister and his deputies meet group members on a regular basis to discuss conceptual documents as well as ongoing and planned reforms. Membership of working groups is open to all interested organizations.

Between meetings the MoD coordinates with the working groups. Members receive drafts of important documents and are invited to provide their comments and suggestions.

Non-governmental organizations participate as observers in MoD tender commission sessions and selection interviews for new staff.

The 8th Georgia Defence and Security Conference, organized by the MoD, was held in Batumi in June 2013. It brought together high-ranking officials, respected foreign visitors and representatives of the non-governmental sector of Georgia. The Batumi conference was unique in the region's history in terms of its scope and themes. Current and future security challenges were discussed at the Conference. The Ministry will hold a similar conference in June 2014.

The MoD also continues to organize the "National Defence Executive Course". In June 2013, the second such course was held. Among the participants were representatives of State institutions, the private sector, NGOs, media and educational

establishments. The participants received detailed information about the Defence and security policy, the decision-making process, defining threats and response mechanisms, reforms implemented and planned in the Defence sphere and other significant issues. Participants also visited the MoD, National Defence Academy (Gori) and Maritime Police (Batumi). A similar course will be organized in 2014.

In order to strengthen relations between the Armed Forces and the public and sustain the military's popularity, the Union of Friends of the Army was established at the initiative of the MoD. The members of the Union are well-known film and theatre directors, actors, musicians, scientists, writers, business people and other public figures. They regularly visit the Ministry and military units and conduct discussions with employees and military personnel.

Various concerts, performances and film demonstrations were held at the MoD, the National Defence Academy, Military Lyceum of Cadets and military units. Military personnel also have the opportunity to attend different theatre performances. In 2013, the MoD signed the Memorandum of Cooperation with the National Academy of Sciences of Georgia, Technical University of Georgia, National Centre of Manuscripts, National Paralympic Committee, National Centre of Cinematography of Georgia and other state and public organizations.

#### **5.4. Communication with Citizens**

To improve communication with citizens, a special Citizens' Reception Office was opened at the MoD. The Office provides citizens with detailed information on issues of interest, provides consultations, and assists in preparing letters, applications and organizing meetings with Ministry personnel. A hotline and a system of online consultations operate at the

Reception Office. A senior defence official – a Deputy Defence Minister or Deputy Chief – spends an hour each day in the Reception Office, having face-to-face discussions with citizens concerning problems and requirements.

The MoD website was improved to ensure better information to citizens ([www.mod.gov.ge](http://www.mod.gov.ge)). New information links were added, including - the hotline of the General Inspection Service, “Frequently Asked Questions”, “Social Projects”, “Tenders” and “Vacancies”.

From 2013, the MoD actively started to organize “Open Door Days”. Throughout the year, at military bases 27 open days were organized for citizens, family members of military personnel, students and school children. Visitors were given the opportunity to look at exhibited military equipment, speak with military personnel and receive information of interest.

## **5.5. Media Communication**

In 2013 communication with media representatives also improved. To enhance provision of information to the public and media representatives on issues of Defence and national security, regular press conferences and briefings were held at the MoD. The Defence Minister and other high-ranking officials frequently give interviews to the media regarding events taking place at the Ministry.

In 2013, the Defence Minister held three briefings within the scope of the project “The Government of Georgia for Open Governance”. Journalists were provided with detailed information on the reforms underway in the Defence sphere. The Minister also responded to questions.

To better inform the public concerning Georgia’s participation

in the ISAF mission, a more comprehensive communications strategy was initiated. The strategy aims to inform the public and target groups, through a variety of media.

Two liaison officers were sent to Afghanistan to prepare information on the activities of military personnel and subsequently communicate with the media. Journalists were also given an opportunity to travel to Afghanistan to prepare TV reports and articles regarding Georgian military personnel participating in the ISAF mission.

The MoD attaches particular importance to the preparation of journalists for special situations as well as informing them of specifics within the military sphere. In March 2013, together with American partners, the Ministry organized a special training for journalists concerning the rules of working in conflict zones. Journalists were also provided access to international training exercises such as “Agile Spirit 2013” to improve media engagement.

## **5.6. Elections**

One of the most significant achievements of the previous year was the complete depoliticization of the Armed Forces. The 27 October 2013 Presidential Election was unprecedentedly free and transparent in the history of the GAF. Seventy percent of military personnel voted according to their place of registration (residence). Special polling stations were open for observers. When the date of the election was announced on 4 July 2013, the MoD posted on its website detailed instructions for military personnel regarding their rights in regard to the elections. Information about the election campaign and restrictions with respect to participation in the election administration, bribing voters, voting procedures, observers’ rights and responsibilities, secrecy of voting and freedom of choice. The instructions

also indicated that the MoD respected and would defend the free choice of each and every military serviceperson and Ministry employee.

In the pre-election period, the Defence Minister made several public announcements about the fact that any effort to restrict the free choice of military personnel would be punished in the strictest manner.

During the election period the MoD actively cooperated with the electoral administration and Georgian and international observer organizations in accordance with the law. A representative of a local observer organization was sent to Afghanistan with support from the Ministry.

Overall, no comments or complaints were received regarding irregularities within the MoD or Armed Forces during the 2013 Presidential Election.

## **6. Defence Capabilities**

Improving the capabilities of the GAF is the primary objective of the MoD. Achievement thereof requires unity of effort in coordinating the comprehensive systems and processes that collectively improve the effectiveness of the Armed Forces. For this purpose, the Ministry uses a balanced approach for developing critical defence capabilities.

### **6.1. Command and Control**

The GAF's chain of command, operating under the auspices of civilian control by the Minister of Defence, ensures management at the strategic, operational and tactical levels during peacetime, war and crisis. To improve the management and control capabilities of the Armed Forces, structural optimization of the GAF and the GS was implemented. A package of legislative changes was prepared. The functions and responsibilities of structural units of the GS and the Armed Forces were differentiated. The draft on organization of the military command centres for the efficient execution of command and control systems was elaborated. A working group on refining and finalizing standard operational procedures for the East Operational Group HQ and all subordinated Command Posts was established.

### **6.2. Military Intelligence**

The MoD Military Intelligence System Transformation Concept was approved. The Concept envisages optimization of the military intelligence system, attaining interoperability with NATO and gradually improving intelligence capabilities. Work is in



progress regarding basic directions envisaged by the concept.

- The list and priorities of necessary technical means have been defined according to the mid-term plan of military intelligence (2013-2016);
- To improve combat training of intelligence sub-divisions and training of intelligence personnel, the existing training and re-training programme are being assessed and new programmes and standard plans of combat training are being developed;
- Work is in progress towards establishing an intelligence training centre;
- A Concept regarding an ISTAR system has been developed which envisages the development of intelligence, surveillance, target acquisition and reconnaissance;
- The scheme of coordination with other national intelligence agencies was refined and bilateral relations, information exchange and coordination procedures were developed.

### **6.3. Special Operations**

Special Operations Forces' facilities are being reconstructed. Repair works have been started on barracks as well as administrative and housing facilities. Activities are being conducted aimed at procuring various types of equipment and materiel (mining, parachute, diving equipment, as well as special materiel for winter conditions).

The following special courses and training have been conducted at the Training Centre for Special Operations Forces, according to the annual training plan:

- Ranger Course
- Special Operation Course
- Special Maritime Operation Course
- Parachute Course
- Special Shooting Course
- Individual, collective and various types of training

#### **6.4. Mobility and Counter-mobility**

To improve the mobility and counter-mobility of the GAF, a project on further development of GAF engineering capabilities was developed. In addition, an Engineering School was opened and began to conduct field practical training to the Mine-Clearing Company of the Engineering Brigade (Osiauri).

To develop air mobility, recommendations for improving and developing helicopters were elaborated based on an analysis of transport helicopters' capabilities. A document reflecting the development of technical characteristics necessary for helicopters was prepared.

#### **6.5. Air Defence**

To enhance air defence and surveillance systems, a project on development of an improved airspace control system was developed. At the moment, a doctrine of airspace control is being developed along with the long-term plan of modernizing air defence and surveillance systems.

#### **6.6. Communications and Information Systems**

To refine communications and information systems, the following main priorities were defined in accordance with the

recommendations of the Strategic Defence Review:

- Develop the system of stationary and mobile command and control, communication and computer systems;
- Modernize the means of communication on armoured vehicles, aviation equipment and artillery systems;
- Modernize the air defence communication systems;
- Improve technical service and repair of communications and information systems.

The process of building radio-relay-transmission and radio-relay machines for the centre of communications of the Armed Forces was finalized. New generation (FALCON III) tactical radio stations were purchased using funding provided by the USA. Based on successful field testing, additional radio stations will be purchased for operating at the tactical level. Requirements to modernize communication capability for tanks and artillery systems were also defined.

## **6.7. Logistic Support**

In order to improve GAF logistic capabilities, relevant systemic and evaluation activities have been carried out. A system introducing electronic cards for fuel now enables the electronic monitoring of fuel expenses. Logistic support of sub-units participating in the ISAF mission has been emphasized; with more than 2,000 items of equipment being repaired. A system of logistic support of West and East Operational Groups is being studied. Three hundred twenty-eight complex defect notices were submitted in order to plan repair works. Finally, a special commission which will check and oversee the terms of storage of the weapons and combat materials has started working.

## **6.8. Military Infrastructure**

Proper management of GAF infrastructure is one of the most important priorities of the MoD. In this respect, it should be noted that an inspection of military facilities and interview of military personnel following the 2012 Parliamentary Election revealed that the situation in the majority of the bases was grave.

The Ministry set as its main priorities for 2013 improving the living conditions of military personnel (repair of barracks and mess facilities) and improving the sites used for combat training and education (medical classes, simulation centres). At the beginning of the year, the infrastructure development plan for 2013-2015 was developed, with 122 construction projects scheduled for 2013. Works were finalized by the end of the year on eight barracks and eight mess facilities, with progress continuing of an additional 10 barracks, 10 dining rooms and 2 control checkpoints. All the facilities are adapted to the requirements of disabled individuals to the maximum extent possible. The MoD has also placed increased emphasis on monitoring the quality of construction and repair works.

## **6.9. Reserve System**

An analysis of experience, existing needs and resources is being carried out to refine the system of Reserve and mobilization. A GS working group was established to elaborate a new concept, drawing from previous experience.

In 2013, the National Guard was mainly focused on structural and staff reorganization and undertaking preparatory work to amend legislative and normative documents relating to the National Guard and the Reserve system. Active work was in progress to assess the capabilities of the National Guard as well as improving the infrastructure in reservist training camps.

The elaboration of the Reserve and Mobilization Concept will be concluded in 2014.

## **6.10. Military Industry**

The MoD attaches special attention to the issues of developing industrial capabilities to support military requirements. The State scientific-technical centre, DELTA, provides not only modernization and technical support to improve military systems but also develops a manufacturing capacity to produce new products. The centre uses modern programmes related to the construction of military aircraft, armoured vehicles, artillery systems and firearms.

In 2013 DELTA launched the implementation of 26 new projects; seven projects were finalized, approved and prepared for mass production.

Repositioning of DELTA's scientific-technical base (moving it in a new technological direction) as well as development of such important directions as machine tool manufacture, metallurgy and anti-hail systems has been successfully carried out.

## 7. Human Resource Management

The MoD places special attention on refining the systems of human resource management and professional development. The optimum effective management of the Defence system depends on the proficiency and professional competence of its staff to effectively plan, coordinate and execute system requirements. Reforms in this area strive to implement and institutionalize a modern and effective system of MoD human resource management.

In early 2013, the Human Resource Management Department was realigned from under the MoD Administration Department to direct subordination of a Deputy Minister. The Department's title was also changed to "Human Resource Management and Professional Development Department" with the addition of a new Human Resource Policy and Planning Division. This Division has the significant responsibilities of developing a unified human resource management policy for the Ministry, supporting its implementation and assessing the outcomes.

In 2013, the MoD developed and approved several significant strategic and conceptual documents related to human resource management, including the Human Resource Management and Professional Development Concept; new Decree of the Competition-Examination Commission; new system and the standardized criteria of staff selection and assessment (including the new rules and documentation to select participants for civilian personnel professional programmes); and revision of the standard forms of organizational descriptions and job descriptions.

Currently, work is in progress on such important human resource management conceptual documents as strategies for the development of management systems for both civilian and military personnel. These documents shall encompass the main direc-

tions for proper development of civilian and military personnel management systems as well as necessary pre-conditions, desirable outcomes and implementation mechanisms.

The MoD also developed a proposal for a new system for awarding bonuses and sent it to NGOs for assessment. This proposal emphasizes how transparency and objectivity should be conducted in the issuance of such bonuses. The new bonus system will be put in place in 2014.

The MoD is actively involved in the Government of Georgia's public service reform process. The reform process is supervised by the Government Chancellery.

In 2013, the MoD updated and expanded its systems to select and promote military staff based on new, transparent and objective criteria. Issues of selecting and promoting military personnel are now reviewed by special boards/councils. The guidelines on their activities as well as basics and decision-making criteria are defined in detail. Throughout the year, approximately 50 separate selection boards were held, including 13 for appointing individuals to positions, 12 for promotion and 25 for studying abroad.

In order to improve the military personnel management system, work has been undertaken to refine Officers' and NCO's professional development programmes, promotion and appointment systems.

The draft of the project to transition from the Pay-By-Position to the Pay-By-Rank system was developed in 2013 for approval in 2014. The new system will ensure the allocation of equal payment to military personnel holding the same rank and eliminate rank-position imbalance.

One of the main aims of the planned reforms is moving from a mixed military service (conscription and contract) to a fully contract-based professional armed forces. To support this transition,

an amendment was introduced to the Law of Georgia on “Military Obligation and Military Service” according to which the term of conscription was reduced from 15 to 12 months. At the moment, the MoD is working on a detailed action plan for the switch to a professional armed forces.

Statistical data of military personnel whose terms of service expire according to signed contracts was updated. A joint analysis has been prepared concerning the outflow of personnel (taking into consideration specialties and causes) and for the first time, within the framework of the retention programme, practical steps were made to improve retention (including measures to allow individuals to remain in the same territorial area). It is worth noting that the number of those wishing to extend their Armed Forces contract is increasing: according to June data, 90.6% of personnel eligible to renew their contracts wished to do so, as compared to only 71.4% in 2012.

Following the 2012 Parliamentary Election a review commission was established to assess alleged cases involving the illegal dismissal of military personnel. More than 4,000 applications were reviewed and approximately 1,500 personnel who were deemed to be illegally separated were restored to active service in the Armed Forces.

Civilian personnel are selected on the basis of the defined procedures and open competition. More than 2,400 individuals participated in open competitions announced by the MoD in April 2013. Competitions involved special testing and interviews. Tests were administered by the National Centre for Examinations whereas interviews were conducted by representatives of NGOs, foreign advisers and MoD competition commission representatives. This method was applied to select several heads of departments, deputy heads of department, heads of division and specialists at various levels. The Ministry has since held four such open competitions. Throughout the year, 98 employees were appointed according to this process.



The one-week Defence Induction Programme was implemented for competition winners to explain the mission and objectives of the MoD, its system, structural units' tasks and priorities, as well as defining new employee functions and responsibilities. Within the scope of the programme, meetings were held with heads of MoD structural units and visits conducted to military bases.

<b>Fulfilled</b>	The Action Plan to transition to the Pay-by-Rank system
	Draft of the guidebook for Ministry personnel which includes the objectives, structure, relations/coordination between the structural units
	The new MoD statute on the competition-attestation board and new forms of selecting and evaluating candidates and forms of interview
	The new rule of planning professional development programmes of MoD civilian personnel and selecting them
<b>Ongoing</b>	Developing the draft concept for the new promotion system and associated manual
	Developing the pilot module of the electronic system of managing human resources
	Establishing the database of mobilization resources
	Developing the draft strategy document for the management of military personnel
	Developing the draft for the reform of the military pension system
	Defining the classification of MoD jobs and competencies
<b>Planned</b>	Establishing the career management system (2014)
	Developing and implementing the system of Knowledge Management, devising the mechanisms to document, store, disseminate and pass collected knowledge and experience (2014 )

Figure 7.1: Ongoing and fulfilled activities within Human Resource Management System process





One of the most important MoD priorities is creating essential pre-conditions to preserve principles of gender equality as well as preventing and eradicating all forms of gender discrimination and violence in the defence system. At the moment, 45% of the MoD civilian work force is female. A considerable number hold mid or high-ranking positions. Women account for 6% of military personnel. With a view towards better protecting the rights of women, attracting more women to the MoD and Armed Forces and preventing violation of women's rights, an internal action plan to implement UN Resolution №1325 was approved. Developing and adopting the Ministry's gender equality policy document is planned along with organizing special training courses for military personnel.

## **8. Doctrines, Training and Education**

Properly educated and highly trained military personnel are the cornerstone of a modern armed forces. Accordingly, improvement of training and education of military personnel is a necessary precondition for country's defence. This is why one of the main MoD priorities is to raise the standards of military education and professional development.

The training process should be conducted through the application of standards-based training based on modern doctrine tailored to Georgian operational requirements. This training should be performed in conditions as close to realist combat as possible and supplemented by modern theoretical and technical means. The military education system should focus on promoting establishment of professional, capable and motivated officers and NCO leaders possessing the critical knowledge and leadership skills necessary to perform their responsibilities.

Implementing a modern military education and training system focused on meeting these objectives will enhance GAF readiness and improve interoperability with NATO and Western military partners.

### **8.1. Doctrines and Manuals**

In 2013 important steps were made in developing and institutionalizing the process to develop, coordinate, disseminate and finalize GAF doctrine and field manuals. The list of priority course books was defined at the strategic, operational and tactical levels. Twenty-seven new manuals were published, while 62 are being elaborated. At the same time a doctrine development concept is being elaborated.

## 8.2. Military Exercises and Training

Activities were undertaken throughout the year for the purpose of organizing, assessing and improving training areas and shooting ranges. The Senaki, Kojori and Dusheti training areas were examined.

In 2013, task-oriented and command-staff drills were conducted in various GAF tactical units by using modern simulation and technical means (JCATS, HARDY, MILES and ALFONS). Command and staff training at all levels from the General Staff to the brigade level was conducted throughout 2013. It involved practical staff and field training oriented towards conducting military operations (planning, coordinating, executing and controlling) to the maximum possible degree in a realistic combat environment. Training was tailored to include both theoretical and practical components based on the needs of the training audience.

Situational training for East Operational Group sub-divisions was organized and directed as much as possible to replicate real combat operations. Certain drawbacks have been detected in the areas of planning and execution. Reports from the GS Combat Monitoring Group were incorporated into remedial training for these units.

The GAF command-staff training “Didgori-2013” was conducted in October, with representatives from MoD, National Security Council, State Intelligence, Ministry of Foreign Affairs, Ministry of Internal Affairs and the Parliament. The training was designed to exercise command and control of the GAF during peace, crisis and war as well as drill inter-agency cooperation.

The GAF also took part in the multinational communications event Combined Endeavor-2013, planned by the US European Command.

Basic, intermediate and beginners’ mountain training international courses were conducted at the Sachkhere Mountain Training School within the scope of the Partnership for Peace programme

with NATO and partner countries.

Throughout the year multiple combat readiness assessments of the armed forces were conducted at both East and West Operational Command subordinate units, units of the National Guard as well as organizations within the Training and Military Education Command. Monitoring of international and inter-agency command-staff training was also performed. Shortfalls identified were described in detail and sent to appropriate higher headquarters, the GS and the MoD.

Georgian military personnel were actively engaged in foreign educational programmes and participated in international training and exercises (See Figures 8.1 and 8.2).

<b>Courses attended abroad</b>	
<b>2011</b>	48 military servicemen
<b>2012</b>	31 military servicemen
<b>2013</b>	49 military servicemen

Figure 8.1: Statistics of military personnel trained abroad

<b>Name</b>	<b>Place</b>	<b>Date</b>	<b>Number</b>
Agile Spirit	Georgia	11 March - 5 April	529 personnel
Shared Horizon	Georgia	12-23 June	29 personnel
Rapid Trident	Ukraine	6-19 July	25 personnel
Sea Breeze	Ukraine	8-20 July	3 personnel
Saber Guardian	Romania	15-25 April	6 personnel
Combined Endeavor	Germany	13-26 September	10 personnel

Figure 8.2: International training in 2013 in which Georgian Armed Forces personnel participated

### 8.3. Military Education

In order to refine the military training and education system, “The Concept of Education and Combat Training of the Ministry of Defence of Georgia” was developed together with the “Strategy of Education and Combat Training of the Ministry of Defence of Georgia (Armed Forces)”. This document outlines in detail the aims and objectives of military training as well as forms of implementation.

In order to develop a unified education policy according to the new staff structure, all schools and courses will eventually be incorporated in the Infantry Training Centre, which will improve management and raise the quality of learning. Selected courses, including those awarding initial military ranks, as well as candidate and reserve officer’s courses, will remain at the National Defence Academy.

Additionally, the following activities were carried out in 2013:

- NCO career and professional development concept of the GAF was approved;
- The draft of the GAF officers’ professional development concept was elaborated;
- The draft of the junior officer instructors and NCO-instructors training course was elaborated.

### 8.4. Highest Military Education – National Defence Academy

The MoD attaches special attention to the development of educational programmes of the National Defence Academy (NDA) since the Academy is the institution that provides one of the critical pillars in the foundation of modern, professional and prepared armed forces.



The NDA is the successor of the first Georgian School of Junkers established in 1919. In 2013, the MoD introduced the initiative to restore the status of junkers to academy trainees.

Throughout the year, significant steps were made towards making the NDA educational system and programme commensurate with the aim of the MoD to create an educated and motivated Officers' Corps. The Academy developed and approved the development vision 2013-2015 in which the strategic vision of its development, priorities, main objectives and management principles are outlined. This vision is based on the strategic guidance reflected in such documents as the National Security Concept, Strategic Defence Review 2013-2016, Minister's Vision 2013-2014 and others related to the sphere of Defence and security.

In late 2012, the NDA implemented control of its educational programmes and, with a view towards better fitting them to existing needs, from the 2013-14 academic year school-leavers are offered new accredited bachelor programmes in management and informatics. The education programmes featured added academic training courses which enable junkers to develop leadership and analytical skills, as well as those commensurate with the National Qualification Framework. Obviously, significant elements of military education were retained as well. All BA programmes include an additional programme (minor) in general army management during all 4 years.

Significant changes have also been made in the structure of educational programmes. During the first two years, all cadets go through a common core curriculum whereas from the third year they select a particular specialty. This academic structure provides the cadet with the opportunity to become better acquainted with the military before selecting their future specialty/branch.

Individuals for the academic faculty and invited professors for the new educational programmes were selected on the basis of

open competition in accordance with the requirements of the law on higher education.

Changes have been made from the civilian-military relations point of view. Throughout the year, the NDA hosted high-ranking government officials, well-known representatives of society and foreign ambassadors and attachés. Visitors talked about the issues interesting for junkers, conducted classes and discussions and responded to questions (See Figure 8.3).

In 2013, the NDA purchased and implemented an integrated electronic circulation program to improve control over the Academy's library assets. The library also became a member of the "Library Consortium" allowing access to the electronic library database, EBSCO Publishing, on the Academy website. Throughout 2013, the UK Defence Attaché presented the library with 76 English language books, along with several hundred periodicals linked to the NDA's educational aims.

The NDA closely cooperates with foreign military educational institutions. In September 2013, a memorandum on Defence Education Co-operation was signed with the UK Defence Academy. Elaboration of associated Action Plan between the two academies is in process. Cooperation is also ongoing with Defence universities of the Baltic States. Introductory, bilateral visits within the scope of these cooperative agreements have already been made with the military institutions of Estonia and Latvia.

With the assistance of the US Office of Defence Cooperation, American advisers (GDIT) have provided continuous support to the NDA since 2010. With their assistance, the Academy continues the development of its bachelor's programmes and the Academy's management system. Within the scope of another US advisory group (CUBIC), the Command and General Staff Course was developed and began formal instruction in 2011 for mid-career officers. These advisory groups provide an important

<b>Visitors of the National Defence Academy - 2013</b>		
<b>January</b>	Ambassador of USA to Georgia, <b>Richard Norland</b>	BA
<b>April</b>	Ambassador of France to Georgia, <b>Lenua Saline</b> and the Defence Attaché, Lieutenant Colonel <b>Andrei Evrar</b>	BA
<b>May</b>	Director of the Information Centre on NATO and the EU, <b>Elene Gotsadze</b>	BA
	Defence Attaché of Germany, <b>Michael Frike</b>	BA
<b>June</b>	General Director of the National Museum, <b>David Lordkipanidze</b>	BA
<b>July</b>	Defence Expert, Doctor <b>Eugine Kogan</b>	BA
<b>October</b>	First Deputy Head of the General Staff of Georgia, Colonel <b>Vladimer Chachibaia</b>	CGSC
	Director of the Centre for Strategic Research, <b>Irakli Menagharishvili</b>	CCS
	Linguist, Director of Philological Sciences, Doctor <b>Avtandil Arabuli</b>	CGSC
	President of the Centre for Strategy and International Relations Research, <b>Alexander Rondeli</b>	CCS
	Rector of Ivane Javakhishvili Tbilisi State University, <b>Vladimer Papava</b>	CGSC
	Philologist, <b>Tamaz Jolghua</b>	CCS
	Philologist, Tbilisi State University Professor, <b>Rismag Gordeziani</b>	BA
	Head of the centre for Strategic Research, <b>Irakli Menagharishvili</b>	CGSC
<b>November</b>	Ambassador of the Republic of Lithuania to Georgia, <b>Jonas Paslauskas</b>	BA
	State Minister on European and Euro-Atlantic Integration, <b>Aleks Petriashvili</b>	BA
	General Director Bank of Georgia, <b>Irakli Gilauri</b>	BA
	Poet, <b>Jansugh Charkviani</b>	BA
	Art Specialist, <b>Gogi Khoshtaria</b>	BA
<b>December</b>	Tbilisi Ivane Javakhishvili State University Rector, <b>Vladimer Papava</b>	BA
	Historian, <b>Guram Kartvelishvili</b>	BA
	Scientist, <b>Archil Prangishvili</b>	BA
	Chairman of the International centre for Geopolitical Research, <b>Tengiz Pkhaladze</b>	CGSC
	State Minister on European and Euro-Atlantic Integration, <b>Aleks Petriashvili</b>	CGSC
	President of the centre of Georgia for Strategy and International Relations Research, <b>Aleksandre Rondeli</b>	CGSC

Figure 8.3: the list of NDA guest speakers for 2013

contribution in strengthening the Academy's capabilities.

Cooperation of the NDA with the NATO Defence Education Enhancement Programme (DEEP) remains active. In April 2013, during the visit of the DEEP delegation to the Academy, the DEEP-NDA 2013-2014 Action Plan was developed and is now being successfully implemented. Within the scope of this Plan, several activities have been already conducted with respect to student assessment, effective teaching methods and curriculum refinement.

The NDA also cooperates with the NATO "Partnership for Peace Consortium (PfP-C). Georgia was elected to the Board of Supreme Advisors of the Consortium on a rotational basis. On 14-16 March 2013, a PfP-C Regional Stability Working Group meeting was held in Tbilisi. Currently, the PfP-C is assisting the Academy in implementing a distance learning programme.

Within the scope of bilateral cooperation, the NDA intensively works on planning and implementing exchange programmes, internships and training courses. In 2013, the Academy cadets took part in training programmes of Saint-Cyr Academy of France, the US Military Academy and Land-Military Institution as well as the international week organized by the Defence Academy of Latvia. Students from the US Airborne Defence Academy and the Military Academy of Saint-Cyr of France have also visited the NDA.

#### **8.4.1. Junior Officers' School**

Junior Officers' School courses have been successfully held. In 2013, 122 officers participated in these courses:

Course Title	Amount of trainees in 2013
Infantry Officers Training Course	86 officers
Communications Officers Training Course	18 officers
Artillery Officers Training Course	10 officers
Military Engineers Main Training Course	8 officers

Figure 8.4: Junior Officers` School courses

### 8.4.2. Captains` Career School

From January to June 2013, various measures were implemented at the Career Captains` School to optimize training programmes, attract instructors and to train them. The material-technical base of the school was improved. In 2013, 95 people graduated from the School.

At the moment, studies are in progress for the following specialties with the number of trainees indicated:

Course Title	Amount of Trainees
Maneuvre captain`s career course	30 officers
Artillery captain`s career course	11 officers
Intelligence captain`s career course	11 officers
Communications captain`s career course	8 officers
Personnel captain`s career course	10 officers
Engineering captain`s career course	5 officers

Figure 8.5: Career Captains` School courses

### **8.4.3. School of Basic Training for Aviation and Air Defence**

In 2013, 10 aviation and 12 air defence junior specialists participated in integrated training courses at the School of Basic Training of Aviation and Air Defence. Training of air defence junior specialists is planned, together with starting training for aviation junior specialists.

### **8.4.4. Commander and general Staff Course (CGSC)**

In July 2013, the second CGSC course successfully graduated 27 students. A third course subsequently began in September with 31 students (including 2 civilians). The CGSC curriculum focuses mid-career officer learning from operational to tactical levels and includes extensive history and defence subjects taught exclusively by Georgian experts. The ongoing course will conclude on 26 July 2014.

### **8.4.5. Language Training School**

English, German, French, Turkish, Persian and Russian are being taught at the Language Training School. At present, 371 students are going through intensive courses, with 45 additional students attending non-intensive instruction.

In 2013 the MoD, with support from the Ministry of Education and Science, also conducted Georgian language classes for ethnic Azeri and Armenian military personnel.

### **8.4.6. Centre for Professional Development**

The Centre for Professional Development operating at the NDA supports professional development of military and civilian personnel of the Academy, MoD, GS and the Ministry's Legal Entities of Public Law. For this purpose the Centre studies and analyses existing requirements and, taking these into consideration, plans

and implements professional development programmes (consultations, training, seminars, etc.) and assesses their effectiveness.

In 2013, the Statute of the Centre for Professional Development as well as its Vision were prepared and approved. The Supervisory Council was created, comprising a Deputy Defence Minister, NDA Rector, Head of the MoD Department of Human Resource Management and Professional Development, as well as other Ministry representatives. From the date of establishment, the Centre was for the first time allocated a separate budget of GEL 100,000.

The Centre for Professional Development cooperates with the NATO-Georgia Professional Development Programme (PDP) on a daily basis. This Programme is focused on raising the competence of staff in Georgia's Defence and security sector. At the same time, it works towards enhancing the Centre's capabilities. After the Centre brings its own capabilities to the final stage, it will be fully in charge of delivering the PDP function to serve Georgia's Defence and security sector.

In 2013, under the initiative and organization of the Centre for Professional Development, a training needs analysis was carried out at the MoD and the NDA for the first time. Employees (154 at the MoD and 372 at the NDA) and their management were polled, MoD and NDA strategic documents were processed and following analysis, a list of priority training requirements was developed.

Together with PDP, the Centre for Professional Development organized a National Defence Executive Course and the 6-month national security and diplomacy course in 2013. In total in 2013, 216 individuals took part in training organized by the Centre.

From 2014, a "Building Integrity" Course will be held under the Centre for Professional Development. It will be focused on civilian and military personnel from the security sector and is intended to provide training on anti-corruption. Georgian trainers who partic-







ipated in a “training for trainers” course delivered with the assistance of the Centre will lead it. Preparation of a general management course and associated training of trainers is also planned.

Work was initiated in 2013 to implement a distance learning system (ADL). The Centre for Professional Development is a member of the distance learning working group of the NATO PfP-C. In 2013, a draft Vision for distance learning implementation was developed, the system was purchased and the Georgian version of the system was installed. The first pilot course was launched and the system was tested. In 2014, it is planned to integrate distance learning to support national defence education and training requirements. In the process of working on this component, the Centre is significantly assisted by DEEP, as well as by Estonian and Polish partners.

It is worth noting that the Centre for Professional Development actively cooperates with other training centres in Georgia’s public sector, as well as training centres operating in partner countries and representatives of the NGO sector.

At the initiative of the Centre for Professional Development, the first coordination meeting of training centres of the public sector was conducted in 2013 where participants familiarized each other with their activities and experience and discussed prospects of future cooperation. Thirty representatives from nine centres took part in this meeting. It was decided to conduct similar coordination meetings on a periodic basis in the future. Accordingly, heads of these training centres meet on a monthly basis and discuss a wide range of contemporary subjects.

## **8.5. Initial Military Education**

The Military Lyceum of Cadets is the first stage of military education in Georgia. It was established on 2 August 2010 and opened in September of that year.

Today, the Lyceum represents one of the finest institutions with regard to infrastructure and level of education among Georgia's secondary schools. Last year, 89 cadets graduated from the Lyceum. Out of those graduates, only three chose not to continue their studies at a higher education institution. Four distinguished cadets were awarded with silver medals and four will continue their studies at the Defence Academy of Turkey.

At the moment there are 280 cadets at the Lyceum:

Course Title	Amount of Trainees
I course (10th grade)	114 cadets
II course (11th grade)	99 cadets
III course (12th grade)	67 cadets

Figure 8.6: Cadets Military Lyceum courses

The education process at the Lyceum is in accordance with a rigorous training plan which includes military subjects. One of the main aims of the Lyceum is to attract students to military service and inspire them to become officers. Cadets also take active part in Olympiads and conferences planned by the Ministry of Education and Science. The Lyceum's personnel are actively involved in training and in activities of the MoD and Ministry of Defence and Education and Science.

## 9. Social and Medical Provision

Creating acceptable living and working conditions for MoD personnel is of vital importance. In this area, important steps were made in 2013.

### 9.1. Financial Support

From the beginning of 2013, salaries for military personnel were increased by USD 300 for those taking part in the ISAF mission and 25% for all others. The salaries of MoD personnel were also increased by an average of 20%.

At the beginning of the year a Commission to review incoming correspondence regarding social, medical and financial assistance was established. The Commission considers letters concerning social and medical assistance for military personnel and members of their families and, within the scope of available funding, provides needed assistance. Throughout 2013, the Commission provided overall assistance in the amount of GEL 5,302,102 to active military personnel, MoD employees, severely wounded military personnel and families of deceased military personnel.

In addition to the financial and social assistance provided to the families of deceased or injured military personnel taking part in combat operations, various types of support programmes were implemented, including provisions such as of employment at the MoD for family members, providing free apartments and substantial medical examination and treatment at Gori Military Hospital.

On the basis of legislative amendments, the one-off financial compensation intended for families of military personnel killed

in international peacekeeping missions, increased from GEL 15,000 at the beginning of 2014 to GEL 100,000; whereas, a new monthly GEL 500 compensation was established for families of military personnel that were killed in such missions as well as in combat activities associated with military operations related to defending Georgia's territorial integrity, independence and freedom. From 2015, this compensation will increase up to GEL 1,000.

Military personnel, individuals holding Special State ranks and civilian personnel who suffered loss of limbs or acquired status of severely disabled during international peace support operations or combat operations associated with defending Georgia's territorial integrity, freedom and independence were granted a monthly addition to their salaries in the amount of GEL 200.

## **9.2. Rehabilitation of Wounded Warriors**

The amputee military personnel employment programme was activated for the rehabilitation of wounded servicemen. The MoD will first provide severely wounded personnel special training and then offer employment. The NDA runs a programme aimed at reintegration of wounded servicemen into society. Wounded servicemen receive English language courses and information technology training. The U.S. is actively involved in this programme. At the moment 11 military personnel study at the Academy. They will be employed at the NDA Simulation Centre.

On 16 September 2013 American therapeutic specialists examined wounded military personnel under the supervision of the GS Medical Department. Based on this examination, a programme to schedule future treatment – surgeries and physical therapy – was developed and will be supported by US medical institutions. One of the most important directions of MoD activities was the analysis of moral and the psychological state of GAF personnel

taking part in ISAF-related operations. Prior to deployment and following their return, military personnel receive extensive psychosocial testing. In addition, personnel wounded during all military operations, including ISAF, receive intensive physiological treatment organized at the NDA.

In August 2013, the MoD was given the President's Tserovani residence and transformed it into a Rehabilitation Centre. From 2014, military personnel will have the possibility to go through special rehabilitation courses together with members of their family at this Centre where they will be under constant supervision of medical personnel from the separate Medical Battalion and psychologists.

### **9.3. Living Conditions**

In November 2013, on the basis of a Government Decree, apartments were provided free of charge to 834 military personnel (including, 769 serving personnel, 43 severely wounded and 22 families of deceased personnel from peacekeeping missions or combat operations involving the defence of Georgia's territorial integrity). Thirty-nine military personnel were also provided with apartments for work-related use.

The MoD also offers various entertainment and recreational programmes for the children of deceased military personnel.

### **9.4. Nutrition of Military Personnel**

In 2013 increased emphasis was placed on improving the delivery of better food to military personnel as well as implementing improved quality control standards. A new strategy to improve food services for military personnel was developed. The organizational structure of the "Georgian Food Company" was

changed. Intensive repair works began to organize dining halls with new and modern equipment. Control over sanitary and hygiene norms was made stricter. Training was organized for service personnel to raise their qualification. New approaches were introduced for procuring goods. Procurements are now announced through tender using the Government's electronic system. This supports both process transparency and improvement in the quality of produce being procured. The MoD also continues active cooperation with NATO member and partner countries in this area.

### **9.5. Protecting the Rights of Military Personnel**

In 2013 great importance was attached to the protection of rights of military personnel. The Defence Minister appointed a Special Representative directly responsible for examining facts of violation of the rights of military personnel and reacting to them accordingly.

A 24-hour, General Inspection Service hotline was established in 2013. Special General Inspection Service boxes were placed in all military units to provide military personnel with a means of anonymously lodging their complaints and registering their opinions.

### **9.6. Improving Veterans 'Conditions**

To improve the conditions of veterans, the Veterans' Affairs State Commission on Organizing State Service and Social Security was established at the initiative of the MoD. A draft law prepared by the Commission was adopted under which the Veterans Affairs' State Service, a legal entity of public law, was created from the Department of Veterans' Issues of the General Staff of the Georgian Armed Forces on 1 January 2014. The Veterans' Affairs State Service will be subordinated to the Government. This

status will enable the Service to deliver a more comprehensive and effective service to veterans.

## 9.7. Medical Provision

In 2013 the health insurance package of military personnel and MoD civilian personnel was improved. In 2012, military personnel had a GEL 6.2 insurance package (monthly premium) while senior ranking officials had packages ranging up to GEL 120. According to the new system, all MoD military personnel and civilian employees have the same insurance package.

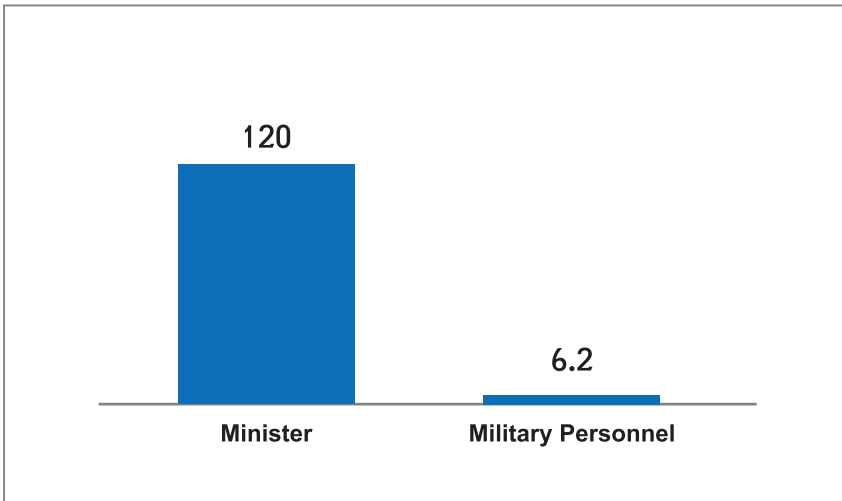


Figure 9.1: Difference between insurance packages until 2012

In December 2013, work was finalized on the project concerning military personnel who lost their limbs while in peacekeeping missions and combat activities involving the defence of Georgia's territorial integrity. These personnel will be provided with



modern-type prosthetics (hand micro-electric prosthetics and bionic X-3 prosthetics). Nineteen individuals who lost their lower limbs completely or above the knee will be sent to the USA for treatment and further rehabilitation. In the first stage, eight individuals were sent to the USA. As this group of patients completes this prosthetics process, additional Georgian personnel requiring treatment will be sent to the USA.

On the basis of the initiative of the Ministry of Labour, Health and Social Security a Government Decree was adopted that envisages financial support of veterans without health insurance and includes lifelong availability of medical service.

Members of the families of military personnel who died in the August 2008 war are provided with free medical assistance supplied at the Gori Military Hospital.

Currently, work to establish a Rehabilitation Centre commensurate with Western standards together with American partners as well as developing the capabilities in Gori Military Hospital is in progress. The MoD has procured modern equipment for the Gori Military Hospital including: an angiograph (which is not available in any of the clinics in Tbilisi); lithotripter equipment; digital X-ray; computer tomography equipment (the only one in the South-Caucasus); magnetic-resonance computer tomography equipment; and three types of echoscope equipment.

With MoD financial support, electronic tenders were announced to procure medical equipment to fully equip the Heart Catheterization Laboratory and Cardiology Department at the Gori Military Hospital with magnetic-resonance tomography, computer tomography, ultrasound and digital X-ray equipment.

From 2014 to 2018 emphasis will be placed on strengthening the human resources of the Gori Military Hospital. This envisages creating an attractive environment for qualified medical and

support personnel, improving staff professional development capabilities, finalizing the mechanisms for efficient management of human resources and improving the quality of services offered by the hospital.

Rehabilitation courses have been organized and implemented for military personnel wounded in military operations and peace-keeping missions and their family members at the Tserovani Rehabilitation Centre, where comprehensive capabilities are available to treat these wounded warriors and support their families. They are under constant supervision of the medical personnel of separate medical battalions. Psychologists also provide the latter with 24-hour medical service. Together with their families, military personnel go through the 10-day rehabilitation courses. For this purposes the Centre has a well-equipped mess hall as well as various infrastructure elements necessary for rehabilitation.

For 2014 the MoD is planning to adapt the Tserovani Rehabilitation Centre and equip it with infrastructure commensurate to the physical needs of the heavily-wounded military personnel. Construction of a sports centre will be launched in 2015.

## 10. Financial Report

GEL 660 million was allocated for Defence from the 2013 State Budget (See Figure 10.1). In this period all planned trainings and exercises were conducted; military infrastructure was significantly improved; the families of wounded and deceased were rendered medical and social assistance and the salaries of the majority of MoD employees were increased.

As a result of revising the MoD salary rates, separate salary additions were abolished from 1 February 2013. The salary rates for military personnel and individuals with special rank were increased by an average of 25%, while civilian personnel compensation increased by an average of 20%. Compensation levels for certain categories of military personnel (colonel, lieutenant-colonel, master sergeant) were adjusted commensurate with their positions and responsibilities. Preliminary calculations were also completed to forecast the financial implications of introducing the Pay-By-Rank system.

Monthly rates paid to military personnel in the ISAF mission were increased.

In 2013 first calculations regarding transition to pay-by-rank system were conducted and a relevant action plan was approved.

More effective budgeting for programmes and sub-programmes has also been ensured. Development of the MoD's programme-based budget is ongoing with the support of several partner nations. As a result, existing practice within NATO member states will be taken into consideration. Elaboration of the programme-based budget will provide more effective resource allocation and better target the development of defence capabilities.

Total MoD	2013 plan	I quarter	II quarter	III quarter	IV quarter
Categories	669 208 636	131 343 870	140 602 407	170 419 130	226 843 229
Personnel pay & allowance	382 640 270	85 488 926	91 368 273	97 636 608	108 146 463
Goods and services	207 883 348	41 425 621	38 922 429	58 995 847	68 539 451
Subsidies	2 467 735	790 253	0	1 677 482	0
Grants	14 305	14 305	0	0	0
Social security	8 327 230	562 800	4 312 700	2 091 880	1 359 850
Other expenses	9 155 731	1 483 375	2 518 675	2 405 889	2 747 792
Growth of non-financial assets	58 633 781	1 578 590	3 480 330	7 606 685	45 968 176
Decrease of liability	86 236	0	0	4 739	81 497

Figure 10.1: 2013 Defence budget (GEL)

Taking into consideration the political-military reality in the region, Defence remains one of the main priority directions for the safe and stable development of the country. In 2013, the 6% projected growth rate envisaged by main macro-economic indicators was not reached. This had a direct impact on the 2014 Defence budget appropriation; instead of the forecasted GEL 720 million, only 660 million was allocated. The change in the macro-economic parameters also led to a decrease in the forecast indicators for future Defence budgets (See Figures 10.2 and 10.3).

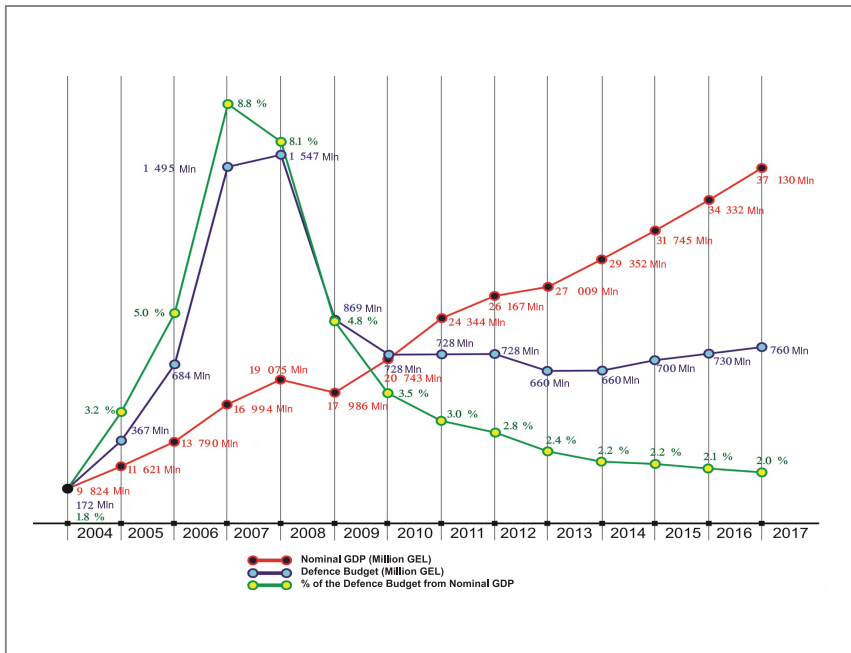


Figure 10.2: Dynamics of the defence budget from 2004 to 2017

Year	2004	2005	2006	2007	2008	2009	2010
<b>Nominal GDP</b> (Million GEL)	9824	11621	13790	16994	19075	17986	20743
<b>Defence budget</b> (Million GEL)	172	367	684	1495	1547	869	728
Defence budget percentage from the nominal GDP	1,80%	3,20%	5,00%	8,80%	8,10%	4,80%	3,50%

Year	2011	2012	2013	2014	2015	2016	2017
<b>Nominal GDP</b> (Million GEL)	24344	26167	27009	29352	31745	34332	37130
<b>Defence budget</b> (Million GEL)	728	734	660	660	700	730	760
Defence budget percentage from the nominal GDP	3,00%	2,80%	2,40%	2,20%	2,20%	2,10%	2,00%

Figure 10.3: Nominal GDP and defence budget

To improve budget planning and financial reporting, information concerning financial reporting, planning for challenges and development opportunities was prepared at the direction of the Defence Minister. Training is planned for 2014 at the Academy of the Ministry of Finance for MoD employees involved in financial management. Once trained, these individuals will assist in the development of uniform policies and regulations for financial management within the MoD. These policies will be developed by a Commission consisting of representatives from accounting, finance, legal, Force Logistics Support Command and other military entities. As required, representatives from the Ministry of Finance and/or the consultancy (auditing) community can also be invited to support this Commission.

Work is in progress to compile the MoD “Commodity Provision Systemic Electronic Dictionary”. This dictionary will classify supplies and thus overcome shortfalls such as the discrepancy between the lists of commodity supplies procured and the ones to be registered at the warehouse.

The following information was submitted to the MoF:

- MoD Assessment 2011-2012 and the information regarding the 2013 Action Plan;
- MoD Medium Term Action Plan 2014-2017;
- MoD 2014 data regarding the number of employees and the appropriation ceilings 2014-2017.

## 11. Institutional changes

Developing the Defence system requires the introduction of comprehensive, systematic changes and innovations. By means of gradual implementation of institutional reforms and applying modern approaches, the MoD will increase the effectiveness of the Defence system and enhance the country's defence capability.

### 11.1. Legislation

The MoD started reviewing legislation regulating the Defence sphere with the aims of updating existing legislation as well as proposing amendments and better regulating issues in the Defence sphere. The working group established by the Defence Minister's Decree reviewed more than 20 laws and more than 100 bylaws and developed relevant draft legislative amendments.

During this review, two significant amendments were made in the following laws to increase transparency and improve civilian oversight:

Name	Outcome
Law of Georgia on the Defence of Georgia	The MoD submits to Parliament and the security committee information on non-confidential state procurement to be implemented if the estimated value of goods or service to be procured exceeds GEL 2 million or in the case of construction works - GEL 4 million. It also presents a report not less than once a year on activities implemented and in progress related with public procurement.
Law of Georgia on the Group of Trust	The MoD submits to the Trust Group the information about confidential state procurement to be made if the estimated value of goods or services to be procured exceeds GEL 2 million and the estimated value of construction works - GEL 4 million.

Figure 11.1: Information on the amendments incorporated in the laws

Work was finalized by the end of 2013 on the Law of Georgia on “Export and Import Control of Armament, Military Equipment and Products of Dual-Use”. The aim of the law is to protect the national security of Georgia by means of assigning national control over the turnover of sensitive military products and support international stability and security strengthening in accordance with obligations and principles within the UN scope.

Additionally, in order to improve defence system activities and strengthen institutional reforms the following draft laws were prepared:

- On Making Amendments to the Law of Georgia on Military Police;
- On Making Amendments to the Law of Georgia on Export and Import Control of Armament, Military Equipment and Products of Dual-Use;
- On Making the Amendment to the Law of Georgia on the Defence Planning;
- On Making the Amendment to the Law of Georgia on Participation of the Armed Forces of Georgia in Peacekeeping Operations;
- On Making the Amendment to the Law of Georgia on Mobilization;
- On Making the Amendment to the Law of Georgia on Fees for Extending the Term of Compulsory Military Service;
- On Making the Amendment to the Law of Georgia on the Status of the Military Servicemen;
- On Making the Amendment to the Law of Georgia on Non-military, Alternative Labour Service;



- On Making the Amendment to the Law of Georgia on Veterans or War and Military Forces;
- On Making the Amendment to the Law of Georgia on Military Reserve Service;
- On Making the Amendment to the Law of Georgia on State Secret;
- On Making the Amendment to the Law of Georgia on Public Service;
- On Making the Amendment to the Law of Georgia on Arms;
- On Making the Amendment to the Law of Georgia on Licensing and Permit Fees;
- On Making the Amendment to the Law of Georgia on Licenses and Permits;
- On Making the Amendment to the Law of Georgia on Military Obligation and Military Service (the term for compulsory military service reduced from 15 to 12 months)

## **11.2. Management of Material Resources of Defence**

To institutionalize further the MoD Defence Resource Management System in 2012 and 2013 the following important documents were created or updated:

- The Defence Resource Management Concept was adopted. The document defines the MoD vision concerning managing material resources.
- The draft Defence Planning Guidance was elaborated. It sets

directions/methodology to develop GAF capabilities and defines programmes for 2015-2018 budgetary years according to the forecasted financial “ceilings”.

- Elaboration of Planning, Programming and Budgeting System Handbook continued. The handbook defines in detail: functions and responsibilities, activities to be implemented, terms of implementation, format of submitting expected outcomes, the mechanisms of requesting and allocating resources for structural units taking part in the management process of defence resources, programme manager responsibilities for proper functioning of the process and adequate control over spending.

Within the scope of the process defined by the Country’s Basic Data and Directions Document, in 2013 the MoD developed and submitted to the Ministry of Finance its 2014 Defence Budget that encompassed the MoD’s eight programmes (including the MoD Legal Entities of Public Law):

1. Ensuring the defence capability of the country and readiness of the Georgian Armed Forces;
2. Raising the level of military professionalism;
3. Complying with international obligations;
4. Improving military infrastructure;
5. Developing initial military education;
6. Developing higher military education;
7. Improving healthcare and social benefits of MoD personnel;
8. Supporting research in the Defence sphere.

To train and enhance the qualification of personnel involved in managing defence resources, the Defence Institution Building Team (DIB) supported by the USA organized seminars and training to re-train and raise the qualification of personnel involved in the process of managing defence resources, including issues concerning the development of budget and long-term procurement planning.

### **11.3. Internal Audit**

An amendment to the MoD Statute mandated the creation of a new structural unit – the Department of Internal Audit. The Department is subordinated and accountable directly to the Defence Minister. It monitors and provides assessments concerning the proper functioning of defence management systems including civilian control responsibilities. The aim of the Department is to assess and identify strategic, financial, technical security, operational and control risks and develop recommendations with a view towards eliminating or reducing them. The organization will be fully functional in 2014. The Head of the Department and employees will be selected through open competition. They will then go through special training and then prepare a Department Action Plan before undertaking a pilot audit.

### **11.4. General Inspection Service**

The MoD General Inspection Service is responsible for internal monitoring of the Defence system. Its main functions are to prevent, respond and investigate alleged violations of the law including recommendations for disciplinary measures. A General Inspection Service hotline was launched on 30 May 2013 and is available 24 hours a day. Special comment boxes have been installed at all military units, enabling military personnel to inform the General Inspection Service of complaints and opinions on the issues within their area of competence.

General Inspection Service of the Ministry of Defence implemented the following activities:

<b>Controls</b>	72 work-related controls were implemented from 1 November 2012 to 6 December 2013.
<b>Correspondence</b>	852 incoming and 761 outgoing documents were reported.
<b>Complaints</b>	107 complaints/applications were processed, with feedback provided to the author. When appropriate, complaints were sent to responsible agencies for response.
<b>Hot Line</b>	85 messages were received with from the hotline. When appropriate, message authors were interviewed or referred to their chain of command.

*Figure 11.2: Main activities of the General Inspection Service throughout 2013*

## 11.5. Information Technologies

In 2013 an electronic document circulation system (e-flow) was introduced at the MoD. Before introducing this new system, the existing information and communication technologies infrastructure was studied and statistical data analyzed.

Work is ongoing to develop an automated program for warehouse management in order to improve procurement, support goods warehousing, enhance internal warehouse operations, improve distribution processes and procedures as well as assist in better logistics planning. This process involves the development of modern warehousing procedures and standards followed by the development of supporting software programs. Work on the electronic module for registering individual stock items will be finalized in 2014 and then launched.

Work on creating an automated module of human resource

management has started. The electronic module will provide a common database for all MoD civilian and military personnel and systems responsible for information processing and categorization within that base.

## 11.6. MoD Chancellery Service

To simplify administrative work and document circulation, the following main measures were implemented in 2013:

<b>Electronic base of document circulation</b>	Scanning of the documents at the Ministry archive was carried out in order to create an electronic archive for document circulation. As a result it became much easier and faster to search for specific items.
<b>The “e-flow” electronic program of document circulation</b>	With the introduction of the “e-flow” electronic program of document circulation the process of document flow and circulation has become simpler, quicker and improved staff efficiency in performing routine administrative tasks.
<b>The range of positions permitted access to secret information</b>	The identification of positions allowed to have access to secret information was updated; with access to such information more strictly controlled.
<b>The Ministry Archive</b>	The Ministry archive has been created. Further work will be focused on performing similar electronic archiving for structural sub-divisions of the Armed Forces.

## 11.7. Inter-agency Cooperation

Within the area of its competence, the MoD is actively cooperating with other state agencies. Throughout 2013 representa-





tives of the Ministry were involved in the following inter-agency working groups and programmes:

- The inter-agency working group created to develop the strategy of managing the state border of Georgia;
- The inter-agency working group established to devise a Threat Assessment Document 2014-2017;
- The inter-agency working group established with the initiative of the Office of the National Security Council to define the characteristics for critical information systems;
- The inter-agency working group established with the initiative and coordination of the National Security Council to update the National Security Strategy;
- The inter-agency working group (national CBRN Team) established under the auspices of the Ministry of Internal Affairs to elaborate national CBRN strategy;
- The inter-agency working group created to renew, update and further refine the Law of Georgia on State Secret and the Decree №42 of the President of Georgia of 21 January 1997 on State Secrets. Following coordination with the Defence and Security Committee of the Parliament of Georgia, this revised act will be presented to Parliament for adoption;
- The joint working group of the Ministries of Education and Science and Defence of Georgia established to elaborate an updated standard of the subject of the “Georgian Military Art” at public schools;
- The programme implemented by the local non-governmental organization Multiethnic Georgia titled “Raising and Strengthening Patriotic Spirit among Young People belonging to Ethnic Minorities.



## 12. Compatibility with NATO

NATO membership is one of the priorities of Georgia's foreign and security policy. It will significantly improve security of the country and strengthen its political and economic stability. The goals set by the MoD and those already implemented significantly improve interoperability of the GAF with NATO and the process of Georgia's accession to NATO. The NATO team gave a very positive assessment to the MoD for its compliance with the obligations within the scope of cooperation with NATO.

The MoD actively cooperates with the North-Atlantic Council, which is NATO's main decision-making body. On 26-27 June 2013, the Council paid its third visit to Georgia. The delegation of ambassadors of NATO member countries was headed by NATO Secretary General Anders Fogh Rasmussen. The discussion covered NATO-Georgia relations, Georgia's policy towards its occupied territories, relations with the Russian Federation, the format of Geneva talks and the role of Georgia in strengthening stability in the South Caucasus region. The NATO-Georgia Commission meeting stressed NATO's increased trust and confidence in Georgia, their continued active support and the importance of Georgian military participation in the ISAF mission in Afghanistan.

### 12.1. Mechanisms of NATO-Georgia Cooperation

Georgia has been actively using all the formats and mechanisms that facilitate its NATO accession. These are:

- **NATO-Georgia Commission (NGC)** – This is the primary format for NATO-Georgia cooperation, enabling effective political and practical cooperation both at the high level and

in working meetings. In 2013, the seventh session of the Commission was held.

- **Annual National Programme (ANP)** – At the beginning of each year the ANP priority actions are defined and approved at the national level. In autumn 2013, the MoD met with the NATO Assessment Team to assess compliance with the actions undertaken within the scope of the ANP.
- **Planning and Review Process (PARP)** – Partnership Goals are defined within the scope of the PARP once every two years. Each autumn, the NATO Assessment Team evaluates compliance with the Partnership Goals within the scope of PARP. The assessment document is discussed with Alliance member states at NATO and approved by means of the “silence procedure”.
- **NATO Military Committee + Georgia Work Plan (MC+GEO Work Plan)** – Active work continues within the format of the Georgia – NATO Military Committee Working Group and the associated Implementation Plan. The priority directions for NATO and GAF cooperation are defined in the Work Plan. In November 2013 the NATO Assessment Team evaluated and developed the 2104-2015 Work Plan.
- **Individual Partnership and Cooperation Programme (IPCP)** – IPCP involves participation of military and civilian personnel in various short-term courses, training, conferences, work groups and seminars which promote fulfilment of partnership plans and the ANP. In 2013, the MoD participated in 145 IPCP activities.
- **NATO-Georgia Professional Development Programme (PDP)** – PDP actively cooperates with the Centre for Professional Development at the NDA and supports development of its capabilities.

- **NATO Defence Education Enhancement Programme (DEEP)** – DEEP focuses on developing the NDA; specifically a 4-year BA programme. Activities of cooperation were discussed and the DEEP-NDA 2013-2014 Action Plan was developed which consists of events scheduled periodically over the two-year period.
- **NATO “Partnership for Peace” Trust Fund Programmes** – This was implemented in Georgia in 2003 with the NATO Service and Maintenance Agency (NAMSA). The following projects have been implemented within the scope of the NATO Trust Fund:
  1. **“Georgia I”** – demilitarization of the S-75 and Kryg “Surface to Air” type missiles.
  2. **“Georgia II”** – disassembling and deactivation of Alazani and Crystal types of anti-hail rockets, as well as SA-8 “Surface to Air” missiles.
  3. **“Georgia III”** – training and equipping a GAF engineer company in accordance with international standards of humanitarian de-mining and development of rehabilitation capabilities at Gori Military Hospital.
  4. The next project, **“Georgia IV”**, is planned and envisions clearing of a former warehouse near the village of Skra and training of the GAF engineer company in humanitarian demining.
- **NATO Connected Forces Initiative (NATO CFI)** – In 2013 Georgia was permitted to participate in the NATO Connected Forces Initiative. In early 2013, Georgia made an offer to provide one GAF infantry company within the NATO Response Force 2015 (NRF-15). The North-Atlantic Council approved the process of individual certification. Accordingly, the 1st Light Infantry Company of the 1st Infantry Brigade

was placed in the “NATO Operational Capabilities Concept Evaluation and Feedback Programme” (OCC E&F). In November 2013, the GAF Assessment Team conducted the first level self-assessment of the Company during field training, with NATO representatives present as observers.

- **Smart Defence Initiative** – The MoD is discussing the issue of participating in international projects planned within NATO’s Smart Defence Initiative. Consultations are on-going with partner countries regarding Georgia’s participation in specific projects.

## 12.2. International Security Assistance Force (ISAF)

Initially in 2009 the GAF started participating in the ISAF Mission to strengthen security and maintain stability in Afghanistan with only one company. In 2013 this participation grew to two Georgian infantry battalions (1,600 military personnel). Before deploying to the peacekeeping mission, the deploying units undergo a 6-month intensive training programme (GDP). This training is supervised by U.S. Marine instructors. Additionally, the Georgian unit participates in a one-month task-oriented Mission Readiness Exercise (MRE) at the Joint Multi-National Readiness centre (JMRC) in Hohenfels, Germany, where the battalion’s level of preparation is assessed. Their level of preparation, training and readiness for the mission has always received high praise from representatives of the international forces. More than 11,000 GAF personnel have completed pre-deployment training.

In 2013, Georgian military personnel performed the full spectrum of operations without any national caveats in Helmand Province, Afghanistan. As the ISAF mission evolves, GAF will continue to participate where they are needed, and will continue to participate in the planned NATO Mission Resolute Support in Afghanistan after 2014.

The GAF unit (50 military personnel) subordinated to the French command in Kabul was transferred to U.S. command in May 2013. Its main mission is security of the Phoenix Camp, provision of quick reaction forces, as well as logistical and VIP escort.

Georgian military doctors have participated under the Lithuanian Provincial Reconstruction Team (PRT) since 2007. In 2013, the 13th and final rotation was completed. Georgian doctors have received both the NATO medal as well as the Lithuanian Armed Forces medal for their successful participation.

Two liaison officers serve with the Turkish staff at the Capital Regional Command Headquarters (GC-C) in Kabul. The National Military Representative Office of Georgia has been successfully operating in Kabul.

In Georgia, inter-agency working meetings were held at the MoD discussing issues of cargo transit via Georgia after the end of the ISAF mission (Post-ISAF 2014). As a result, NATO headquarters received presentations in various formats regarding this transit possibility. At the moment, intensive consultations with Georgia's allies are in progress.

### **12.3. Exchanging Classified Information with NATO and its Security**

One of the priorities of the MoD is to create a secure system of full control and management of NATO classified information in Georgia. The MoD NATO Classified Information Security Department leads this effort, focused on several main areas. The most important is ensuring harmonization of Georgian legislation in protecting the security of classified information according to the requirements of NATO security policies. For this reason, procedures and instructions to protect NATO classified information are being developed within the MoD.

The process of establishing a secure system of exchanging classified information with NATO and ensuring full control and management of this information, and the process of expanding the system of sub-registration of classified information is in progress.

### 13. International Cooperation

One of the main objectives of the GAF is to support regional and international security. It is essential that the MoD cooperate with partner countries, NATO, the European Union and other international organizations in the areas of defence and security. Aside from cooperation with NATO in 2013, the MoD was also engaged with several important international organizations.

Organization	Activities taken in 2013
<p><b>The Organization for Security and Co-operation in Europe</b></p>	<p>The OSCE centre for avoiding conflicts was provided with annual information on Defence Planning and the Budget as well as the amount of excess, removed and destroyed armament during 2013. The OSCE proposed a draft of the memorandum on "Light and Heavy Armament and Conventional Weapons Warehousing Programme Implementation" which was sent to Georgia agencies and staffed through the appropriate legal and administrative procedures.</p>
<p><b>The European Union</b></p>	<p>Work has been finalized on the draft framework agreement between the EU and Georgia within the scope of the Common Security and Defence Policy regarding participation of Georgia in crisis management operations. Selection of Georgian military personnel to hold vacant positions in EU military training missions (EUTM-MALI, EUCAP-NESTOR) within the scope of the EU Common Security and Defence policy takes place periodically and respective procedures are implemented.</p>
<p><b>The United Nations</b></p>	<p>Throughout 2013, the UN was provided with annual information about the Defence Budget as well as individual contact data for other budgetary matters. Work is in progress on the questionnaire received from the UN Secretariat regarding issues of logistics and technical matters in peacekeeping operations.</p> <p>Within the scope of the United Nations Development Programme, an agreement was signed on "Destroying Obsolete and Useless Armament and Developing National Capabilities of Demilitarization". The Agreement envisions destroying the aforementioned armaments and developing national capabilities for demilitarization.</p>

### **13.1. International Treaties and Agreements**

Throughout 2013, the following international treaties and agreements were concluded with NATO and its member countries to increase interoperability with NATO and enhance international cooperation:

- Memorandum of Understanding between the Ministries of Defence of Georgia and the United Kingdom of Great Britain and Northern Ireland on cooperation in the Defence sphere;
- Agreement between the Ministries of Defence of Georgia and Hungary on cooperation in the military sphere;
- Technical agreement between the Ministry of Defence of Georgia and the Supreme Headquarters of Allied Forces in Europe regarding participation of the Georgian Armed Forces in operations of International Security Assistance Forces in Afghanistan under the NATO aegis;
- Agreement between the Ministry of Defence and U.S. Department of Defence on Procurement and Services (Georgia–USA - 02);
- Agreement between the Ministry of Defence of Georgia and the Republic of Lithuania National Defence Academy on cooperation in the military sphere.

### **13.2. Bilateral Relations**

In 2013, the Defence Minister as well as other MoD officials visited numerous countries, including the USA, UK, Turkey, Latvia, Lithuania, Estonia, Armenia and Azerbaijan, with the purpose of strengthening bilateral ties with NATO member states and partner countries. During these visits relevant Defence issues were discussed.



**United States of America** – Georgia’s cooperation with its strategic ally is especially noteworthy. Within the scope of the Strategic Partnership Charter signed between Georgia and the USA, cooperation between these two countries in the Defence sphere is being actively developed.

Enhanced cooperation in the Defence sphere is one of the most significant components of strategic partnership; the main aim is to enhance Georgia’s Defence capability and interoperability with NATO.

In August 2013, the Defence Minister visited the USA, met the U.S. Defence Secretary and agreed on new directions in the Defence sphere.

U.S. advisors provide assistance within the scope of various important directions. The Cubic Advisory Team renders assistance to the MoD and the GAF. The advisers focus on the development of strategic and defence planning, professional military education, training and doctrine, human resources, logistics, and resource management. In addition, they assist the NDA in developing and instructing the Command and General Staff Course and provide Advanced Training capabilities at the Georgia Simulations Training centre at the Krtsanisi National Training Centre.

The General Dynamics Information Technologies advisory group has a fruitful cooperation with NDA. The members of the advisory group are engaged in 4-year bachelor programmes and generally - in refining the academy educational process.

U.S. Defence Institution Building (DIB) Teams conduct regular trainings and seminars for MoD personnel aimed at enhancing the Civilian Human Resource area, the major item acquisition system and the Defence Resource Management area.

In addition, assistance in developing the Georgian capabilities to

treat and rehabilitate wounded servicepersons serves as one of the priority directions of U.S. cooperation.

**Federal Republic of Germany** – NCO training is conducted from the point of view of bilateral cooperation between Georgia and Germany and within this scope, Germany supports Georgia to develop its School of Sergeants. Georgian sergeants attend long-term courses in Germany. Various types of training and courses are also organized for GAF personnel involving the basic officers' course as well as ones for the company and battalion commanders and staff officers. It is worth noting that there is cooperation between Georgia and Germany in the military-medical sphere, namely visits in which Georgian doctors have the opportunity to share experience with their German counterparts and learn best practices.

**United Kingdom of Great Britain and Northern Ireland** – The Georgian MoD actively uses the experience of UK experts in the issues of defence and security. A UK Special Defence Adviser has been engaged with the MoD since 2009. Cooperation between Georgia and the UK involves courses for the General Staff, instructors/trainers, and junior commanders which cover planning and assessing international operations. As part of this cooperation, 40 representatives of the GAF are provided with English language training at the initiative of the UK Embassy to Georgia. Georgian instructors are also regularly trained by the British Military Advisory Training Team at the Military Academy in Vyskov, Czech Republic.

**Republic of Turkey** – Cooperation takes place within the format of the annual plan on bilateral military cooperation, which involves cooperation in material-technical assistance, sharing of experience in the area of logistics and military education, and joint training with special operations forces. Military personnel also attend courses of various levels and duration at Turkish military institutions.

**Republic of France** – The Ministries of Defence of Georgia and France successfully implemented measures outlined in the 2013 Bilateral Cooperation Plan. Each year Georgian instructors of the Sachkhere Mountain Training School are sent to France to undergo an internship. NDA also cooperates with Saint-Cyr Military Academy where Cadets participate in an exchange programme. Additionally, a French language teacher is assigned to the Sachkhere Mountain Training School to provide course participants with lessons in the French language. It is worth noting that French colleagues donated special mountain equipment to Georgia. Mountain training collaboration is in the Bilateral Cooperation Plan for 2014.

**Kingdom of Sweden** – The Ministries of Defence of the Kingdom of Sweden and Georgia cooperate in the format of bilateral cooperation. Throughout the year GAF personnel took part with UN Staff Officers and UN Observers courses, as well as in Joint Chief of Staff exercises organized by the Swedish Defence Academy (CJSE). In October 2013 Georgia hosted a Swedish delegation for the signing of the Bilateral Cooperation Plan for 2014.

**Kingdom of Denmark** – The Ministries of Defence of Georgia and the Kingdom of Denmark cooperate in the format of the annual plan of bilateral military cooperation which involves expert assistance, sharing experiences in the areas of management and control, as well as reserve and mobilization. Denmark funds various kinds of training courses for Georgian military personnel in Denmark.

**Republic of Bulgaria** – Our cooperation involves sharing of experiences in the sphere of defence policy and planning, consultations in the military-technical sphere as well as between the units of armament control and verification and special operations.

**Republic of Estonia** – Cooperation involves such directions as: cooperation in the education sphere, consultations in the issues

of cyber defence and information security, military intelligence, cooperation in the area of reserve and mobilization as well as between special operation forces.

**Republic of Latvia** – Cooperation involves various issues of military education and in the Defence sphere. It is worth noting that Latvia is one of the leading countries in the NATO-Georgia Professional Development Programme; it also helps to improve the GAF's mine-clearing capabilities.

**Republic of Lithuania** – Lithuania is the co-founder of the NATO project- “Georgia IV”. This project envisages development of capabilities of the GAF in respect to humanitarian mine-clearing. Cooperation in the sphere of military education is also significant. Georgian military personnel participate in various courses at the Military Academy of Lithuania, the Baltic Defence College, and the Lithuanian Military-Medical Service. For their part, the Lithuanian military trains at the Sachkhere Mountain Training School.

**Kingdom of the Netherlands** – In 2013 the Ambassador of the Kingdom of Netherlands to Georgia and the Defence Attaché organized meetings with Deputy Defence Ministers discussing the possibility of renewal of bilateral cooperation. Based on agreements reached, the visit of the Minister of Defence of the Netherlands to Georgia is planned for 2014. During the visit, both sides will discuss issues of restoring bilateral cooperation as well as sharing experiences.

**Kingdom of Norway** – Norway is one of the leading countries in the NATO-Georgia Professional Development Programme. The Ministries of Defence of Georgia and Norway cooperate in the format of the bilateral military cooperation annual plan which involves expert visits and sharing of experiences in the areas of reserve and mobilization as well as the area of military intelligence.

**Romania** – Cooperation involves experience sharing in the are-

as of psychological operations, military education and language training, as well as in the field of organizing joint training and operations with the special operation forces.

**Czech Republic** – The Ministries of Defence of the Czech Republic and Georgia cooperate in the format of the plan of bilateral cooperation. In May 2013, representatives of the Georgian MoD visited the Czech Republic to share experiences in the area of budgeting.

**Republic of Azerbaijan** – Cooperation is implemented on the basis of the annual bilateral plan. The 2013 Plan mainly involved high-level visits, sharing of experience in the areas of military education and training, and cooperation in the military-technical sphere.

**Republic of Armenia** – Cooperation is implemented on the basis of the annual bilateral plan. The 2013 Plan mainly involved high-level visits, consultations on the issues of military education, strategic planning and medical assistance. Representatives of the Armenian Armed Forces regularly participate in courses at the Sachkhere Mountain Training School.

**Ukraine** – Cooperation is implemented on the basis of the annual bilateral plan. The 2013 Plan mainly included joint participation in international training, high-level visits, and sharing of experiences in the area of military-technical issues. Representatives of the Ukrainian Armed Forces regularly participate in courses at the Sachkhere Mountain Training School. It is worth noting that from 22 -24 October the Chief of Georgia's General Staff visited Ukraine.

### 13.3. Representing MoD Internationally

Defence Attachés and overseas military or civil representatives as well as liaison officers promote the interest of the MoD and

GAF in their respective countries of accreditation. Currently the coverage area of Georgian Defence Attachés reaches thirty countries, while ministry representatives are also assigned to various international organizations and agencies. Defence Attachés and ministry representatives operate within the diplomatic representations and provide advice to embassy personnel on Defence issues.

To increase the effectiveness of Attachés' activities and optimize this function, the MoD started a review of the countries covered by the Attachés. The ranks for Defence Attachés have changed as well. The way of providing information and the means of communications for Defence Attaches was also improved.

The MoD has also started to work on developing training programmes for Attachés and overseas representatives. A regulation on the selection and training, and standard operating procedures for Defence Attachés and Ministry representatives has been developed.

## **14. Lessons Learned**

Accomplishment of the objectives set by the MoD requires a properly functioning process of Defence planning and management, rational allocations and use of resources, improving resource management and making substantial steps to overcome challenges.

Promoting essential corrections to the Defence system will ensure effective implementation of measures planned for 2014.

The analysis of activities performed in 2013 by the MoD identified both strengths and areas in need of improvement.

### **14.1. Updating the Legislative Framework**

One of the most significant activities of the MoD is a legislative framework that fits the current reality. In the process of implementing reforms in this sphere, the necessity to ensure compliance of normative acts as well as the laws regulating the Defence system was identified. The majority of laws are outdated and require amendment. Several significant draft laws were prepared at the Ministry in 2013. Their adoption supports the effective implementations of the MoD's functions. Work in this direction will be continued in 2014.

### **14.2. Transparency and Accountability**

Significant progress was achieved in 2013 in terms of increasing transparency and accountability. Experience once again illustrated that high levels of transparency and active cooperation with civil society positively influence strengthening of the Defence system. The Ministry will actively cooperate with the NGO sector in the future and implement additional reforms of transparency and accountability.

### **14.3. Human Capital-Oriented Management**

Traditionally, the Georgian armed forces have enjoyed a high level of public support and interest. This is evident from public opinion polls and the increasing number of people wanting to join the armed forces and the MoD, as well as to continue their studies at the NDA. Despite this, it is vitally important to support the continued transformation of the human resource area, a system that would continue to attract quality personnel, and provide meaningful job experiences and educational opportunities as part of career management and educational development. This will ensure that the public and Ministry personnel continue to regard the MoD as having stable, attractive career opportunities. A successful human resource oriented system will significantly enhance Ministry institutional memory, decrease the risk of losing qualified people and increase the effectiveness of the Ministry.

### **14.4. Limited Financial Resources**

Among existing difficulties, the scarcity of budgetary resources should be highlighted as the main factor that prevents development of Defence capabilities. In certain cases, the existing material-technical capabilities are insufficient or do not meet modern standards, which also increases various risk factors. All this requires optimizing our budget, precisely defining transformation priorities, determining the optimum ways of implementation, finalizing plans, and monitoring the implemented activities.

### **14.5. Planning, Programming and Budgeting System**

Over the years while implementing the planning, programming and budgeting system, various problems have been identified. At this stage, a unified format regulating the process of planning, programming and budgeting is being developed. It will clearly



define the responsible MoD and GS entities, their roles and responsibilities, methods and timelines for staffing and the required documentation.

Improving the resource management system requires constant analysis of existing challenges and defining the measures to be implemented. In order to eliminate shortfalls and develop a transparent budget, it is important to clearly and in detail define the functions and tasks of personnel taking part in the process of managing material resources, including, programme managers and coordinators, their required training and revision of the procedures and documents regulating defence resource management.

#### **14.6. Decision-Making Process and its Execution**

A significant achievement in 2013 was improving the MoD decision-making process. As a result of using Working Groups, the Management Team and the Decision-Making Board, the decision-making process has become more effective and inclusive, while decisions - more qualitative. In the next stage, it will be important to refine the oversight, accountability and efficiency verification mechanisms for the implementation of these decisions. This will further enhance the quality of decisions.

#### **14.7. Sharing the Experience**

In late 2013, the MoD with UK assistance started work to establish a Georgia Defence and Security Institution Building Team. The aim of this team is to document and share Georgian experiences in defence institutional development, with other countries. This team will be responsible for planning and implementing defence and security experience sharing programmes in other countries.

## 15. Future Vision

Developing GAF capabilities is a gradual and complex process. Limited resources are the biggest challenge to resolving all issues confronting the MoD. The timing and task prioritization will be the primary basis for successful reforms. The MoD will continue the ongoing transformation to increase transparency and accountability; improve defence capabilities; manage human resources and strengthen professional development; implement institutional changes; enhance compatibility with NATO and deepen international cooperation.

The GAF will retain a high level of readiness, enhance interoperability with NATO to ensure effective participation in peacekeeping operations, and with the NATO Response Force, and, when needed, assist civilian authorities during natural and manmade disasters with required military personnel and special equipment. In addition to prioritizing tasks, increased emphasis will be placed on adapting to the new reality. The ongoing transformation will facilitate the process of overcoming the challenges facing the country and the Armed Forces and also ensure that a high level of readiness will be maintained.

## Conclusion

The main objective of the Ministry of Defence and the Georgian Armed Forces is to ensure a secure environment for the peaceful development of the country and implement transformative reforms essential for the development of a modern Defence institution.

To achieve these objectives, top importance is attached to transparency and accountability of the activities carried out by the Ministry of Defence and relevant units of the Georgian Armed Forces. Enhancing civilian control over the Georgian Armed Forces as well as regularly informing the public and interested organizations about the processes, reforms and expenditures at the Ministry of Defence are essential preconditions for a successful Defence system. Constructive public criticism will assist the Ministry in identifying areas potentially in need of improvement.

The publication of the White Book is a part of the Ministry's transparency policy. This paper provides the public information which enables citizens to have a clear understanding of the activities already performed by the Ministry of Defence as well as its future vision.





GEORGIAN DEFENCE AND SECURITY CONFERENCE 2013



WORKING MEETING WITH THE REPRESENTATIVES OF NON-GOVERNMENT ORGANIZATIONS



MINISTER OF DEFENCE IRAKLI ALASANIA AND CHIEF OF THE GENERAL STAFF, MAJOR-GENERAL V. KAPANADZE AT THE CONFERENCE



COMMITTEE HEARING IN THE PARLIAMENT



2013 PRESIDENTIAL ELECTIONS









MILITARY TRAINING AND EXERCISE



STUDENTS OF CADETS MILITARY LYCEUM



HANDING OVER FLATS TO THE MILITARY PERSONNEL



WOUNDED WARRIORS



MINISTER OF DEFENCE ON NATO-GEORGIA MEETING



GEORGIAN MILITARIES IN THE ISAF MISSION



GEORGIAN MILITARIES RETURNING FROM THE ISAF MISSION



CHIEF OF THE GENERAL STAFF, V. KAPANADZE WITH GEORGIAN MILITARY PERSONNEL PARTICIPATING IN THE ISAF MISSION



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