

**PROGRAMME  
FOR THE DEVELOPMENT OF THE DEFENCE CAPABILITIES  
OF THE BULGARIAN ARMED FORCES 2020**

**Approved by the Council of Ministers of the Republic of Bulgaria  
Sofia, September 30, 2015**

**1. GOALS AND SCOPE OF THE PROGRAMME**

The Programme for the Development of the Defence Capabilities of the Armed Forces of the Republic of Bulgaria 2020<sup>1</sup> has been developed pursuant to Article 16, paragraphs 6 and 7 of the Law on Defence and the Armed Forces of the Republic of Bulgaria.

The Programme is aimed at continuing and further developing the process of strategic rethink of the defence policy and the build-up of the defense capabilities that was initiated by the White Paper on Defense and the Armed Forces of the Republic of Bulgaria adopted by the National Assembly in 2010.

This document sets out the parameters for the development as well as the central guidelines for the build-up of the Bulgarian Armed Forces' defence capabilities until 2020 through harnessing the political, economic, technological, information, military and civil resources of our country.

The Programme will provide the basis for the development of a "Plan for the Development of the Armed Forces 2020".

**2. CONCLUSIONS FROM THE SECURITY ENVIRONMENT AND ITS  
IMPACT ON THE DEVELOPMENT OF THE DEFENCE CAPABILITIES**

The security environment is dynamic, complex and controversial. Hard to predict challenges, risks and threats to the national and global security are generated by the crisis in Ukraine and the development of the "hybrid war"; the activity of the terrorist organization 'Islamic State'; the unsolved security problems in the Western Balkans; the frozen conflicts in the Black Sea region; the on-going conflicts in Afghanistan, the Middle East and North Africa; terrorism; proliferation of weapons for mass destruction; illicit migration influx and trafficking in human beings, armaments and drugs; energy security problems; cyber-attacks; organized crime; demographic challenges; environmental issues etc.

The situation in the Western Balkans remains relatively stable. Regardless of the positive effects generated by the aspiration for European and Euro-Atlantic integration and the NATO and EU's commitment to promote security in the region, risks are still being generated by ethnic and religious intolerance. Further risk to security specifically

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<sup>1</sup> Hereinafter referred to as «The Programme»

to our country, stem from the recruitment of volunteers from Muslim communities for combat actions in crisis regions and the return to Europe and the Western Balkans of radical Islamists who had participated in the Middle East conflicts.

Divergent regional and geostrategic interests suggest persistence of the confrontation in the Black Sea and the Caspian regions where frozen conflicts and the obstacles to their settlement remain a security challenge.

The instability along the Eastern and Southern flanks of NATO calls for the timely and thorough implementation of the decisions made at the NATO Summit in Wales. Thus, an element of the enforcement of the Readiness Action Plan (RAP) measures is the deployment of a NATO Force Integration Unit (NFIU) on our territory in 2015.

In response to the deteriorating security environment NATO is increasing its Rapid Reaction Force to 40,000 troops. A brigade-strength very High Readiness Joint Task Force and enhancement of the Command and Control system with new elements is under way. Their reaction time is substantially reduced. New adequate measures will be taken in case of continued trends towards the increase in threats of asymmetric and hybrid activities adjacent to or on Allied territory.

In this regard the Republic of Bulgaria is ready to contribute to the NATO Interim Very High Readiness Joint Task Force (VJTF) Capability/Solution.

Notwithstanding that at present there are no direct indications for the emergence of a direct conventional military threat to NATO territory, including to that of the Republic of Bulgaria, the conclusion is that there is a durable and long-term deterioration of the security environment in the immediate vicinity of the Eastern and the South-Eastern NATO flanks. The international order in Europe and the international relations principles of the inviolability of the legitimate international borders, the non-interference in internal affairs of other countries and the respect for the right of self-determination of the nations are now considerably undermined.

The crisis processes in the Middle East and North Africa have given rise to a mass refugee and migration influx, including towards the Republic of Bulgaria, which enables the infiltration of people involved in terrorist and criminal organizations or of individual extremists.

The volatile and confrontational political process in Afghanistan, along with the insufficient capacity of the Afghan Security Forces to safeguard peace in the country on their own, are factors that still carry significant destabilizing potential. NATO's commitment in Afghanistan will continue to be a stabilizing factor in the mid-term. The Republic of Bulgaria will continue its participation in the new format of the NATO-led operation to provide training for the Afghan security forces. Our contribution to the NATO-led operation in Kosovo as well as to the EU-led mission in Bosnia and Herzegovina will continue until their objectives are met.

Regarding security environment, negative trends at deterioration of the existing and the emergence of new conflicts and crises, particularly in regions of key importance

to the Bulgarian national interests, persist, which directly or indirectly affects the national security of the country and requires the development of defence capabilities and maintaining them in operational readiness.

### **3. FUNDAMENTALS OF THE DEFENCE POLICY**

#### **3.1 Strategic Aim of the Defence Policy**

The strategic aim of defence policy is safeguarding and advancing our national interests through the build-up, maintenance and use of adequate to the security environment defence capabilities in the framework of the Single Set of interoperable and modern Armed Forces.

#### **3.2 Priorities of the Defence Policy**

The missions and tasks of the Armed Forces and the defence policy priorities are an integral part our national interests.

These missions and tasks rest on the national interests as set out in the National Security Strategy. The most direct impact on the defence policy priorities is the contribution to the implementation of the following national interests: (1) protection of the sovereignty, territorial integrity of the country and the unity of the nation; (2) protection of the population and the critical infrastructure in the event of crises, disasters, emergencies, catastrophes and other risks and threats; (3) favourable and predictable security environment; (4) effective functioning of the national institutions along with the EU and NATO bodies for the purpose of collective security and its improvement by the promotion of interoperability; (5) maintaining good neighbourly relations and guaranteeing regional security and stability; (6) development of regional Black Sea cooperation; (7) preventing and countering corruption and organized crime; (8) contribution to UN, NATO and EU-led operations consistent with the national resources. The main driver is the achievement of maximal high level of conversion of every invested in defence Bulgarian lev (BGN) into truly usable defence capabilities. The transformation of available funds into tangible, usable and interoperable defence capabilities is our yardstick measuring success.

Priority of the Programme is the continuity and sustainability in the development of the Armed Forces achieved through the implementation of the White Paper on Defence and the Armed Forces adopted by the 41<sup>st</sup> National Assembly. The maintenance of the available and the development of new defence capabilities will be performed by the gradual shift of the focus from structural build-up towards modernization, ensured through the increase in capital expenditures and the progressive mitigation of the dependence on non-NATO and EU suppliers of arms and equipment.

#### **3.3 Role, Missions and Tasks of the Armed Forces**

The trends in the security environment and the character of the challenges, risks and threats demand to maintain the assigned role, missions and tasks of the Armed Forces:

**Role:** the Armed Forces guarantee the sovereignty, security and independence of the country and defend its territorial integrity.

**Mission DEFENCE** covers the tasks related to guaranteeing the State's sovereignty and independence, defence of the territorial integrity of the country and of the other NATO member-states pursuant to Article 5 of the North Atlantic Treaty.

**Mission SUPPORT OF INTERNATIONAL PEACE AND SECURITY** involves contribution to NATO and EU crises response operations; conflicts prevention; countering terrorism; participation in UN, OSCE missions and other coalition formats; arms control; non-proliferation of weapons of mass destruction, their means of delivery and materials for their production; international military cooperation; humanitarian relief; consolidation of confidence and security.

**Mission CONTRIBUTION TO NATIONAL SECURITY IN PEACETIME** encompasses maintenance of early warning capabilities for potential risks and threats; control of the air and maritime spaces; participation in operations for countering terrorist activities; protection of strategic facilities; protection and assistance to the population in the event of natural disasters, industrial emergencies and ecological catastrophes; unexploded ordnance disposal; humanitarian relief; support to migration control; search, rescue and evacuation activities; support, when necessary, to other government bodies, organizations and local authorities to prevent and overcome the aftermath of terrorist attacks, natural disasters, ecological and industrial catastrophes and severe infectious disease outbreaks.

### **3.4 Level of political ambition in defence**

The national level of ambition for employment of the Armed Forces is:

**Mission DEFENCE:** Pursuant to Article 9 of the Constitution of the Republic of Bulgaria, the Armed Forces defend the sovereignty and territorial integrity with all available forces and assets in accordance with Article 3 of the Washington Treaty. This defence is implemented in the event of activated Article 5 of the Washington Treaty. The Armed Forces implement this mission jointly with NATO collective defence assets and forces, as agreed in the Alliance defence planning system, a part of them being timely deployed on the Bulgarian territory.

In the event of activation of Article 5 of the Washington Treaty and actions on the territory of other NATO member-states, the Armed Forces provide Land, Naval and Air Forces from the set of Forces as specified and agreed in advance under the NATO

Defence Planning Process. **The core component of this set of Forces is a medium type mechanized brigade of the Land Forces.**

Under this mission the Armed Forces perform surveillance, control and defence of the air space through NATO's Integrated Air and Missile Defence System; maritime surveillance and defence; keep the early warning and control system in state of readiness; maintain the needed national capabilities operational within the collective defence system.

Mission **SUPPORT OF INTERNATIONAL PEACE AND SECURITY:** the Armed Forces maintain state of readiness for participation in multinational allied and coalition crisis response operations. In terms of size they contribute to prolonged operations with concurrent rotation of **one reinforced battalion (Battle Group) or greater number smaller units and assets from the military Services exclusively within the resource equivalent to the level of ambition (on the average, about 1000 troops).**

The Navy participates with declared forces within the resource equivalent to **one frigate** for a period up to 6 months per year.

The Air Force participates with **transport aviation** without rotation for a period up to 6 months per year with the necessary personnel. The needed logistics and other elements for participation in operations are also ensured.

Mission **CONTRIBUTION TO NATIONAL SECURITY IN PEACETIME:** the Armed Forces, besides the tasks of Air Policing and control of sea navigation, support the activities of other national agencies committing ready and available units within the available capabilities framework in accordance with the developed plans. The Bulgarian Armed Forces formations establish, train and sustain in operational readiness formations that are tasked to prevent and/or overcome the aftermath of natural disasters of type, size, equipment and property to provide assistance to the population.

The formations maintain their readiness for action outside the territory of the region in which they are deployed as well as in other areas depending on the situation.

The Military Medical Academy and its subordinate hospitals maintain a military-medical rapid reaction unit that is capable of providing qualified and basic types of specialized medical support.

The Military Police Service carries out tasks of denying access to persons not involved in the rescue activities in the affected areas and installations; monitoring and gathering of information on real damages; carrying out guarding activities in areas and installation affected by disasters; regulation of road traffic in affected areas; escort of convoys of special vehicles participating in disaster relief activities; transport and distribution control of the food supplies for the affected population.

Conditions are established for the provision of available infrastructure and accommodation for people left without shelter.

The number and types of the formations for this mission are annually defined in a special plan developed by the MoD.

The participation of formations of the Bulgarian Armed Forces in this mission is carried out in accordance with procedures approved by Minister of Defence and in accordance with the regional and municipal plans for disaster protection and relief.

The level of political ambition for each mission is based on concrete allied commitments, implementation of other national tasks related to the security of the country and the **allocation of defence spending until 2018 that is not less than that for 2014 and further growth of defence spending until 2024, in favourable economic situation, pursuant to the 2014 NATO Wales Summit decisions**. Balancing the political level of ambition in defence with the resources that the Bulgarian society will need to allocate thereupon is a task of critical importance to the country.

### **3.5 Strategic and Doctrinal Framework for Defence Capabilities Building Directed at Prevention, Countering and Carrying out of Operations in the Conditions of Hybrid Warfare**

The legislative acts adopted following the White Paper on Defence and the Armed Forces create a stable strategic defense framework. The amendments to the Law on Defence and the Armed Forces, the adoption of the Law on Reserve of the Armed Forces and the Law on the Military Police contributed to the implementation of the Plan for the Development of the Armed Forces till 2014. An immediate task of this Programme is to achieve a legislative regulation of the military intelligence through the adoption of a separate Law on Military Intelligence. This act will complete the construction of the strategic framework for the implementation of a new Plan for the Development of the Armed Forces till 2020. The update of the existing legislation coupled with the adoption of this new law will establish more solid grounds for the build-up of the defence capabilities along all lines.

The general guidance for the build-up of defence capabilities by the Armed Forces are set out in the National Defence Strategy. It outlines the strategic framework of the implementation of the main tasks of the Armed Forces and the non-military component on the defence of the state and their contribution to NATO and EU collective defence. The horizon of the National Defence Strategy is 2020 and the planned for 2015 Midterm Review will consider the changes in the security environment, the dynamics in the escalation of “hybrid warfare” and their impact on the national security system.

The Doctrine of the Armed Forces of the Republic of Bulgaria naturally stems from the National Defence Strategy, while the basic and support doctrines further elaborate its provisions. The development of doctrines is of key importance to the effective training of the troops as a major imperative<sup>2</sup> of defence capabilities building.

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<sup>2</sup> Defence Capability is a set of the following imperative components: Doctrine, Organization, Training, Material, Leadership, Personnel, Facilities, Interoperability (DOTMLPFI).

The Armed Forces develop and sustain a full set of doctrinal documents affiliated to a unified resilient system allowing for their timely update and harmonization in compliance with the changes of the security environment, the strategic national and allied documents and the development of military science and technologies.

### **3.6 The Bulgarian contribution to NATO and the EU Common Security and Defence Policy (CSDP)**

In compliance with NATO's Capability Targets 2013 Package, as contribution to collective defence until 2028, our country has committed to implement **55 Capability Targets** that include the training of **50 formations**. The timeline of this Programme corresponds with the short-term planning horizon for the implementation of the Capability Targets by 2020 where the achievement of capabilities and establishment of formations will continue progressively through its mid-term line until 2028.

The financial constraints, essentially in the area of delivery of new weapons and equipment and of carrying out the modernization programmes, continue to be the foremost obstacle for the implementation of the national commitments under the NATO's Capability Targets 2013 Package as well as for the training of the declared formations. The shortage of funding and materiel in the previous years had a negative impact on the training of those of them that had reached their readiness deadline and thus they were certified with a number of caveats.

Regardless of the objective obstacles and the systematic underfinancing in the course of the last several years, the efforts will continue in order to implement the Capability Targets and to build-up and provide training for the declared formations. Special attention will be paid to the timely certification of the declared formations, albeit with inevitable caveats due to the current situation mainly in the area of their combat effectiveness and interoperability.

The timely implementation of NATO's Capability Targets package will contribute to the enhancement of the defence capabilities of our Armed Forces.

In the framework of Capability Targets 2013 Package, until 2020 the priorities of our defence capabilities development are:

- Achievement of a high level of interoperability with our allies;
- Development of the communications and information systems (CIS) of the deployable forces and the systems for participation in missions and operations abroad;
- Improvement of the mobility of Land Forces units;
- Development of naval countermine capability and the capability of the Navy to counter a naval and air adversary;
- Development of aircraft self-defence systems;
- Development of intelligence, surveillance, target acquisition, and reconnaissance (ISTAR) capabilities;

- **Development of Nuclear, Chemical & Biological Defense capabilities;**
- Building of non-military capabilities for employment in stabilization and reconstruction operations led by the Alliance.

In implementing the Capability Targets our efforts will give priority to those targets whose readiness deadline has already come or is imminent as well as to the Capability Targets related to the build-up and training of the declared formations and their actual participation in operations.

### **3.7 The Bulgarian contribution to the EU CSDP**

EU Common Security and Defence Policy (CSDP) ensures the operational capacity of the EU, based on civilian and military capabilities, to implement outside the territory of the Union missions related to peacekeeping, conflict prevention and promotion of international security. The implementation of the above said tasks rests on the resources contributed by EU member states.

The defence capabilities of our Armed Forces are aimed at the build-up of interoperable forces in view of their possible participation in EU operations. They are organized in several areas: command and control, combat effectiveness, force protection, provision of information, deployment and logistic support.

Our country will continue to participate with trained military units in EU Battle Groups as a significant element of the effective EU Military Rapid Response Concept.

The contribution with military capabilities to potential EU-led operations is performed in line with our contribution to NATO while complying with the requirement for a Single Set of Forces.

We will promote our cooperation with the European Defence Agency (EDA) to maximally make use of the opportunities it provides in the build-up of priority capabilities and to actively participate in the Pooling & Sharing initiative with other EU member states.

The timeline of this Programme also covers the period when the Republic of Bulgaria will take over the Presidency of the Council of the European Union in the second half of 2018.

### **3.8 Military Cooperation**

#### **3.8.1 Regional Military Cooperation**

Our constructive participation in multilateral formats of regional cooperation and the promotion of good neighbourly bilateral relations, on the ground of the advancement and the protection of our national interests, will continue to be one of the main priorities of our military cooperation policy.

In the framework of the South-East Europe Defence Ministerial (SEDM) process, efforts will be undertaken in order to establish a new model of regional cooperation in the area of defence in South-East Europe oriented at the implementation of concrete joint projects, open and agile contribution and improvement of the defence capabilities and the interoperability in the region. A practical expression of the cooperation in the framework

of this process is the South-East Europe Brigade (SEEBRIG). During the deployment of HQ SEEBRIG in the NATO-led operation in Afghanistan it was commanded by a Bulgarian General. Our participation in this initiative will continue to contribute to the enhancement of the regional military cooperation and to the promotion of the image of Bulgaria as stability factor in South East Europe

### **3.8.2 Bilateral Military Cooperation**

The Republic of Bulgaria will continue to develop adequate international bilateral cooperation in support of the implementation of projects of shared interest with allies, thus seeking further opportunities for the development of needed key capabilities in the context of collective defence. In this vein, we will make the best of the opportunities offered by various programmes, projects and initiatives and the cooperation with our NATO and EU allies in bilateral and multilateral format.

Our country will continue to support and uphold a balanced approach to our main European allies and partners from other regions directing attention at issues of mutually beneficial partnership in the implementation of joint programmes and initiatives enabling the development of priority investment projects for our Armed Forces. We will further the policy of teaming up in new initiatives and projects focused on joint development, acquisition and maintenance of capabilities which nations cannot individually afford, transfer and exchange of technologies to achieve economies, improvement of interoperability and put an end to the dependence of our defence capabilities on non-NATO and EU countries.

### **3.8.3 Strategic Partnership with the USA**

In implementation of the Agreement between the Government of Republic of Bulgaria and the Government of USA for Cooperation in the Field of Defence, signed in 2006, on our territory are built-up and are operational joint Bulgarian-US facilities. Its implementation and its further broadening guarantees and provides exceptional opportunities and substantial benefits to the Republic of Bulgaria and our Armed Forces both in the sphere of the built-up and operation of the joint facilities on our territory and with regard to the implementation of various projects in different areas such as logistics, real estate, communications, humanitarian aid and reconstruction, finance, environmental protection, labour relations. The Agreement provides substantial resource for carrying out training and exercises of Bulgarian formations.

The Programme envisages enhancement of the role of the joint Bulgaria-US Commission coordinating the joint activities and the use of the joint facilities as well as strengthening the role of the Bulgaria-US Working Group in the area of security towards effective and productive partnership with the USA. As new dimensions for intensifying this strategic partnership come to the forth the potential of the USA to contribute to the implementation of the NATO Readiness Action Plan on the territory of the Republic of

Bulgaria as well as a more focused use of the financial resources under the Foreign Military Financing and the Solidarity Fund.

The joint use of facilities and joint Bulgarian-American training on our territory provide opportunities to the Bulgarian Armed Forces to train and exercise together with the US Armed Forces and thus to enhance its interoperability.

The planning and organization of the activities has allowed for the achievement of a significant increase in the international and joint exercises compared to previous years.

The new and the improved available training and materiel base of the joint facilities provide a qualitatively new environment and opportunities for training of Bulgarian Armed Forces units both with regard to the practical learning and training of NATO procedures and the specific training of procedures applied in NATO or EU-led operations. In this way our military personnel acquires expertise of vital importance in missions abroad.

Despite the fact that the joint facilities are regulated by a bilateral agreement between the Republic of Bulgaria and the USA, they provide perfect opportunities for carrying out multinational military training and exercises. We share the vision that the joint facilities are an important element of the regional military cooperation. By providing opportunities for joint exercises with our partners from the region, such activities contribute to broadening the forms of direct military interaction and thus our countries demonstrate openness, good will and aspiration at confidence-building and cooperation. We welcome the participation thereto of countries from Eastern Europe and the Black Sea region.

The operation of the joint facilities is of an exceptional public significance. Besides the purposes of training, significant financial resources are absorbed by Bulgarian companies providing logistic support during trainings and implementing projects on the renovation of schools, kindergartens, medical facilities along with funds coming from the provision of services and the use of infrastructure in the joint facilities' area.

We will continue to develop our strategic partnership with the USA in the area of defence. We will promote cooperation in the implementation of projects of mutual interest. In the context of enhanced and intensive cooperation all available interchange programmes will be employed and new ones, aimed at the effective and resultant use and improvement of the available joint facilities and the funds invested by both parties, will be developed. We will keep a high level of joint trainings and exercises with the possible participation of other countries which will contribute to the development of the national defence capabilities.

## 4. REQUIREMENTS TO THE DEFENCE CAPABILITIES

### **4.1 Capability-based Defence Planning**

Defence planning will continue to be directed at the identification, building and development of the needed defence capabilities and the required by them human, financial, materiel and other resources and services. In the current security environment our defence planning will proceed to apply capability-based defence planning approach.

Planning and implementation of projects for building, development and maintenance of national defence capabilities will be integrated within NATO's defence planning processes and the development of the EU military capabilities through the employment of opportunities for the achievement of maximal effect with optimal resource spending and elaboration of result-oriented programme budget.

The acquisition of core weapon systems is to be concerted with our strategic partnership with the USA, compliant with the European legislation and interoperable at regional level within NATO.

### **4.2. Defence Input/ Output Metrics**

At the Wales summit, the heads of state and the heads of government agreed to overcome the negative tendencies with respect to defence spending, and made a commitment to achieve more effective employment of the funds. The adopted commitments also include an agreement on direct allocation of investments to the implementation of the Target Capabilities and the the Alliance's priorities in the sphere of defence capabilities.

To define the individual contribution of each member state, a system of input/output metrics was established aiming at providing grounds for unbiased, fair and unified analysis. The indicators have been adopted by the member states to support them in the development of a broader understanding regarding the application of the principles of fair burden and responsibility sharing within NATO; the purpose is to stimulate the political will of nations to provide realistic factsheets for the assessment of their contribution to the build-up of capabilities and participation in missions and operations.

The allies will make an annual assessment of the progress made in the implementation on the basis of the adopted 11 indicators.

#### A. Indicators measuring the levels of defence investments:

##### **Indicator 1 – Percentage of GDP for defence.**

The nations that have achieved 2 % and more for defence have to continue maintaining this level. The countries allocating less than 2% are required to stop any further decrease in defence spending. At the Wales Summit, the heads of states and the

heads of government made a commitment to gradually increase defence spending to 2% in the course of 10 years.

**Indicator 2** – percentage of the defence spending is to be allocated to the acquisition of core armaments, combat equipment, and outfits, including research and development. The requirement with respect to this indicator is for the nations to achieve the required level of 20% and more within 10 years.

## **B. Output indicators measuring the contribution to capability development**

**Indicator 3** – Percentage of the execution of quantitative and qualitative indices of the national goals. They measure how successfully the established goals are implemented and executed within the defined deadlines in the context of NATO defence planning.

**Indicator 4** – the percentage of the Land Forces personnel, the aircraft of the Air Force and the ships of the Navy having displacement more than 300 tons represented as a part of their respective total number, which are allocated and meet all requirements for participation in operations outside the territory of the country: the requirements are for Land Forces – 50%, for the Air Force – 40% and for the Navy – 80%.

**Indicator 5** – the proportion measured in percentages of the Land Forces personnel, the number of the aircraft of the Air Force, and the ships of the Navy having displacement of more than 300 tons, presented as a part of their total number for each individual category, which are sustainable in operations outside the national borders of the country. The requirements are respectively: for the Land Forces – 10%, for the Air Force – 8% and for the Navy – 28%.

## **C. Output indicators measuring the factual contribution to NATO**

**Indicators №№ 6, 7 и 8** – the proportion measured in percentages of the Land Forces personnel, the aircraft of the Air Force and the ships of the Navy having displacement of more than 300 tons presented as a part of their total number for each individual category of the above declared for participation in operations outside the national borders and factually deployed in operations as a part of the Land Forces, Air Force and the Navy, and these are included in the “deployable” category. Each of these indicators is interpreted in three dimensions, which reflect the common participation in: a) NATO operations; b) other multinational (UN, EU coalitions) including national operations; and c) activities related to the security enhancement measures.

**Indicator 9** – percentage of manning the national quota of positions in NATO command structure, which has to be 100%.

**Indicator 10** – percentage of manning the positions in NATO Force Structure Headquarters by each country’s personnel participating in operations as compared to the rest of the personnel (represented separately for NATO operations and other multinational – EU, UN - coalition or national operations).

**Indicator 11** – participation in manning the Immediate Response Force. This indicator is related to the so called “voluntary national targets” and has to be executed 100%.

## **5. DEVELOPMENT OF THE ARMED FORCES DEFENCE CAPABILITIES UNTIL 2020**

The Republic of Bulgaria is carrying out effective and consistent with the realities defence policy as part of NATO collective defence and EU CSDP aiming at the build-up of relevant to the security environment defence capabilities. They are the main instrument of the participation of the Bulgarian Armed Forces in operations.

The fundament of the defence capabilities of the Republic of Bulgaria is the Armed Forces. The development of defence capabilities is interlinked with the capacities to implement the tasks on *Defence* and *Support of International Peace and Security* missions. *Mission Contribution to National Security in Peacetime* will further be performed with the use of already achieved under the other two missions capabilities.

To implement the assigned missions and tasks, the Armed Forces are to maintain size not less than 37 000 peacetime and not more than 40 000 personnel. Following the downsizing of service members in the course of years, as of 2015 the size of the Armed Forces has reached the critical level under which the implementation of certain tasks will be unattainable. The nonfulfillment of modernization investment plans and the slowdown in the disposal of surplus real estate, property, armaments, equipment and ammunitions does not allow further downsize of personnel without a drop in essential defence capabilities. Through modernization and acquisition of new armaments and equipment platforms and release of surplus stocks, the Armed Forces size will gradually be reduced from the upper limit to not less than 37 000 personnel. Thus will be reduced personnel subsistence costs while through the introduction of new legal mechanisms it will be necessary to guarantee that the reduction from personnel subsistence costs will be reinvested in defence for modernization and combat training.

The defence capabilities of the Armed Forces are to be developed as a set of the following elements: doctrines and concepts; organizational structures; training; materiel; command and control; personnel; infrastructure and interoperability. Only the aggregate of all stated components will ensure the availability of defence capabilities.

The improvement and development of defence capabilities for participation in defence operations, maintaining state of readiness and participation in multinational allied and coalition operations in crisis response is performed through adopted by the Council of Ministers planning scenarios incorporated in the Plan for the Development of the Armed Forces until 2020.

The analysis of the implementation of the Plan for the Development of the Armed Forces of the Republic of Bulgaria 2011 – 2014 has identified that the Armed

Forces will continue to develop as a Single Set of Forces and balanced capabilities along all components with a single command and control system in peacetime and in the event of crises. In the framework of the Single Set, operationally the Armed Forces will be composed of Deployment Force and In-place Force compliant to the classification of military units according to NATO system.

The undertaken Review of the Armed Forces capabilities and structures and the evaluation of the concepts of operations along the planning scenarios call for the optimization of the organizational structures of the Joint Forces Command (JFC), the Air Force and the Navy pursuant to the Decision of the National Assembly from 25.10.2013 on the assignment of military units and structures for augmentation of the Armed Forces in wartime along with the regulation of the size of the Armed Forces Reserve (promulgated in the State Gazette, iss. 96/05.11.2013).

The Organizational Structure of the Armed Forces incorporates the Bulgarian Army (Joint Forces Command, Land Forces, Air Force and Navy) and the structures directly subordinated to the Minister of Defence which are not subject to the Administration Act. The Armed Forces personnel includes service members at the Ministry of Defence and structures directly subordinated to the Minister of Defence which are subject to the Administration Act. The Programme envisages the establishment of the Special Operations Forces as a separate military unit within the Bulgarian Army as a structure subordinated to the Commander of the Joint Forces Command.

## **5.1 Capabilities and Structure of the Joint Forces Command (JFC)**

The Joint Forces Command (JFC) is a functionally integrated operational level command and control structure and implements the full spectrum of missions and operations of the Armed Forces of the Republic of Bulgaria. JFC exercises command and operational control over its directly subordinated military units and over the forces and assets of the force services assigned for participation in joint operations.

The JFC integrates and implements planning and execution of joint operations, joint intelligence, joint logistics, joint communications and information support. It is also assigned the planning, training, support and conduct of the Special Operations Forces operations.

JFC upkeeps and develops the following capabilities:

**Mission Defence:** planning and execution of joint operations with its directly subordinated military units and units of the service branches for covering of the threatened state border section, in accordance with the scenarios, to enable the admission and deployment of allied troops for carrying out an operation under Article 5 of the Washington Treaty; provides host nation support and ensures coordination of the activities with the Staff Element of NATO Force Integration Unit on the territory of the Republic of Bulgaria.

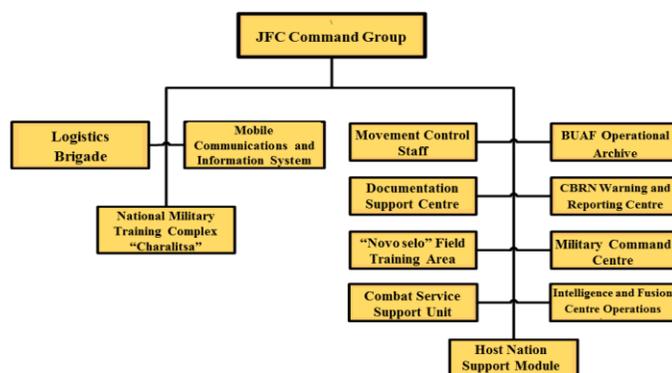
In the event of activation of Article 5 of the Washington Treaty and contribution with declared national military units to actions on the territory of other NATO member states, the JFC exercises national control over the Bulgarian military units participating in the allied operation.

**Mission Support of International Peace and Security:** training, manning, logistic support, deployment, national control (administrative management), rotation and withdrawal of the national contingents participating in missions and operations outside the territory of the state.

**Mission Contribution to National Security in Peacetime:** command and control of the assigned forces and assets of the services and interaction with local administration and structures subordinated to other Ministries and Agencies.

The development of JFC capabilities requires the establishment of an Intelligence Fusion Center Operations and filling capability shortfalls in the area of special, psychological operations and civil-military cooperation (CIMIC).

By 2020, JFC structure will incorporate:



## 5.2 Capabilities and Structure of the Land Forces

The Land Forces generate force, train and support Land Forces units, capable of participation in the state’s defence to guarantee the state’s security and territorial integrity alone or within joint operational forces. They maintain combat readiness and contribute units in international crisis response operations beyond national borders, aid state and local authorities in preparing, supporting and protecting the population, national economy and the territory of the country in the event of natural disasters and crises and address their consequences.

To the end of implementation of the assigned to the Land Forces tasks, they maintain and develop capabilities along the three missions of the Armed Forces, as follows:

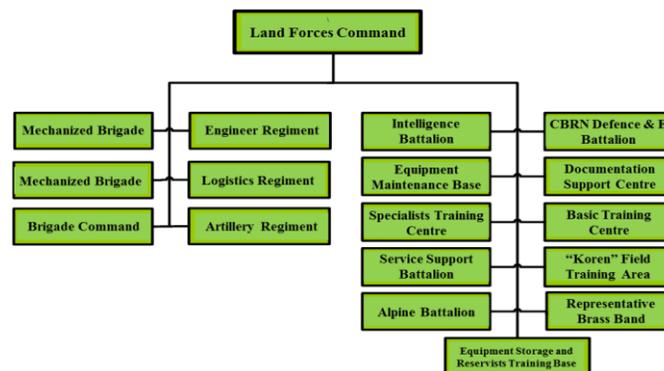
**Mission Defence:** operational and tactical deployment and defence of the country alone and within the collective defence system; participation in collective defence actions outside the territory of the country; participation in joint operations.

**Mission Support of International Peace and Security:** participation in international crisis response operations outside the borders of the country reassuring peace and security; arms control and nonproliferation of weapons of mass destruction; confidence-building and security promotion measures.

**Mission Contribution to National Security in Peacetime:** contribute to the defence of critical infrastructure; aid state bodies in countering terrorist groups and traffic of people, drugs and weapons; support state and local authorities in other than war disasters and crisis relief.

The development of Land Forces capabilities requires optimization of their organizational structure. The new organizational structure aims at ensuring effective command, control and combat actions in operations guaranteeing the security and territorial integrity of the country as well as aligning of the structure with the requirements for deployable Gradual Readiness Forces.

By 2020, the Land Forces structure will incorporate:



Establishment of conditions for the launch of the Land Forces core investment project “Establishing Battalion Battle Groups within the Mechanized Brigades”. The implementation of this project will allow for actions within the full spectrum of operations, including such at night time and in severe weather conditions. Furthermore, the maneuverability, firepower and mobility of units in operation zones will be improved.

### 5.3 Capabilities and Structure of the Air Force

The Air Force, alone or jointly with units of the Armed Forces of allied nations guarantee the air space sovereignty and security of the country and together with the other Armed Forces services defend the state’s territorial integrity, participate in crisis

response international operations outside the territory of the country and provide to the population other than war disaster and crisis relief.

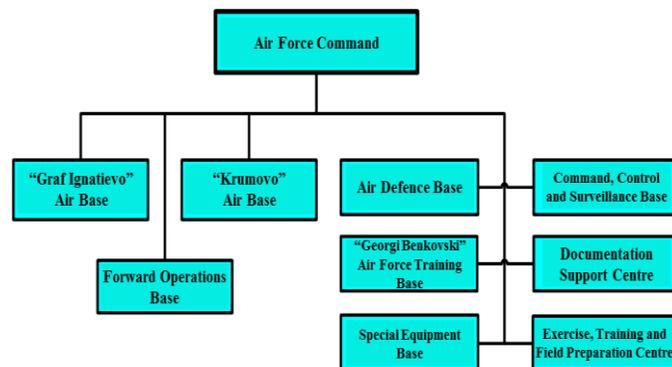
To implement the assigned by the three missions tasks, the Air Force maintain and develop the following capabilities:

**Mission Defence capabilities:** control of the airspace; air interdiction of adversary facilities of operational and strategic importance, close air support to the Land Forces and the Navy, aerial reconnaissance, airlift, personnel and cargo airdrops and special actions.

**Mission Support of International Peace and Security capabilities:** airlift, personnel and cargo airdrops and aeromedical evacuation in international crisis response operations outside the territory of the country for peace and security reassurance.

**Mission Contribution to National Security in Peacetime capabilities:** preserve the sovereignty and integrity of airspace (Air Policing) including through joint actions with forces and assets of the Alliance member states ; provide umbrella over strategic facilities of the critical infrastructure; assess and share aerial situation awareness; aerial reconnaissance ; airlift of personnel and cargo; transportation of organ transplant teams; aeromedical evacuation; unexploded ordnance demolition; support to the population, local and central authorities in the event of natural disasters, industrial emergencies and environmental catastrophes; search and rescue operations and aerial firefighting.

By 2020, the Air Force organizational structure will incorporate:



Of vital importance is the establishment of background for the implementation of key modernization projects while looking into and applying effective and efficient solutions to the internal optimization of processes and resources.

**The main Air Force projects include:**

- acquisition of a new type combat aircraft;
- acquisition of new 3D radars;
- acquisition of automated command and control systems, etc.

## 5.4 Navy Capabilities and Structure

The Navy defends the interests of the Republic of Bulgaria in its maritime space, alone or jointly with Navy units of allied nations guarantee the state's maritime sovereignty and trains formations for participation in international peace and security reassurance operations, aids the population in the event of disasters, emergencies and catastrophes.

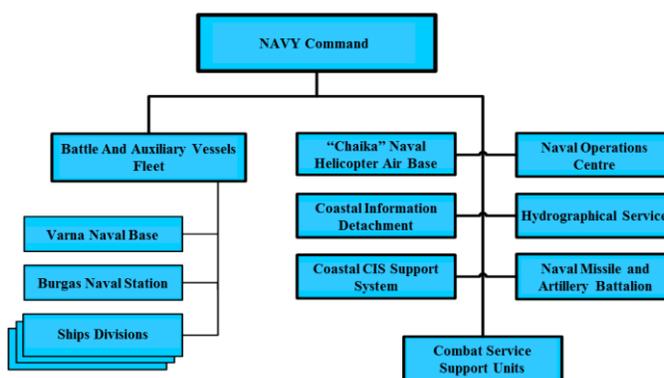
To implement the assigned by the three missions tasks, the Navy maintains and develops the following capabilities:

**Mission Defence capabilities:** deployment and integration in NATO and EU units within designated timelines; combat actions against air, overwater and underwater adversary; attack coast-based targets; conduct mine warfare; employ special forces; conduct electronic warfare; escort commercial and military vessels; control sea navigation; undertake combat search and rescue operations, if necessary with deck-based naval aviation; provide situational awareness and perform resilient, permanent, secured operational control of forces in “stand-alone” and joint operations.

**Mission Support of International Peace and Security:** participation in joint counter-terrorism multinational operations, prevention of illicit trafficking of people, goods and weapons by sea, participation in embargo, humanitarian, evacuation and rescue efforts.

**Mission Contribution to National Security at peacetime:** interaction with other agencies, government, non-government and international organizations; control of sea navigation; aid the population in the event of disasters and emergencies; defence of important strategic facilities and maritime critical infrastructure; maritime search and rescue operations, humanitarian and evacuation efforts, contribution to countering organized crime and drugs, people and arms trafficking.

By 2020 the Navy structure will incorporate:



To support and maintain naval capabilities, it is necessary to provide background for launching of the **major investment projects**:

- **Partial modernization of Class E-71 frigates;**
- **Acquisition of multifunctional modular offshore vessel.**

The implementation of the projects will enhance the capabilities for overwater operations, the reliability of anti-aircraft defence, electronic warfare capability, the control of sea navigation and countering maritime asymmetric threats.

Along with the development of warships, it is necessary to acquire a modern command and control system, improve anti-mine warfare capabilities and special operations efforts and acquire tugboats and minelayers for the Navy.

### **5.5. Command and Control System of the Armed Forces**

**Three levels** of governing bodies, command and control of the Armed Forces have been identified: strategic, operational and tactical.

**The Strategic Level** of governance, command and control comprise the National Assembly (the Parliament), the President of the Republic of Bulgaria, the Council of Ministers, the Minister of Defence and the Chief of Defence.

**The operational level** of command and control incorporates the JFC Commander and the Land Forces, Air Force and Navy Commanders.

**The Tactical Level** of command and control includes commanders (chiefs) exercising tactical command and control of the subordinated to them military units.

The analysis of the security environment, the current risks and threats and the requirements to the Armed Forces related to the implementation of the tasks assigned along the three missions has communicated that the latter can be performed through the following

#### **Command Structure and Chain of Command:**

*The Command Structure* of the Armed Forces includes the Ministry of Defence, the Joint Forces Command, the Land Forces, Air Force and Navy Commands and military units.

*The Chain of Command* is a series or hierarchy of subordination from the highest to the lowest in rank commander through which command is performed.

The Chain of Command and the structure of the Armed Forces remain with no amendments pursuant to the effective normative regulations set out in the Law on Defence and the Armed Forces of the republic of Bulgaria.

### **5.6. System for Communications and Information Support of the Armed Forces Command and Control**

The Communications and information (CIS) support system of the command and control (C2) of the Armed Forces of the Republic of Bulgaria is provided through the established fixed and mobile components structured in two units: Fixed Communications

and Information System and Mobile Communications and Information System. The Fixed Communications and Information System provides interchange of information between the Ministry of Defence and other Ministries and Agencies, NATO and EU while supervising the structures composing the Integrated Crisis Management Communications and Information System of the country.

The Mobile Communications and Information System provides communications and information support to the Joint Forces Command and implements tasks within the Command's area of competence.

The capabilities of the system for communication and information support of the Command and Control of the Armed Forces of the Republic of Bulgaria develop in the following directions: improvement of the information systems and broadening the scope of the network infrastructure based on building and maintenance of a network of data centers on the base of the cloud platform technologies; improving the capabilities for surveillance, analysis, response in cases of communication and information accidents by building a Center for surveillance, analysis, response and restoration of CIS; technological update of the navigation and sensor systems in accordance with NATO tendencies; unification of CIS services of the armed forces and their streamlining with the services provided by the unified electronic communication network of state governance; achieving the necessary interoperability of our country's CIS networks with the networks of NATO and EU; broadening the capabilities to use NATO networks for exchange of classified information up to operational level; increasing the capabilities of the networks for exchange of national classified information through broadening and protection them by using nationally approved cryptographic means; accelerated introduction and use of modern digital technologies and substitution of the existing analog CIS equipment made in countries that are not members of NATO and/or EU etc.

This will establish conditions to launch projects related to **“Automated information system of the Ministry of Defence and the Bulgarian Armed Forces, the operational and tactical headquarters”** and **“Cryptographic protection of communication and information networks for classified information”**.

### **5.7. Military intelligence and capabilities for intelligence support of the forces**

Military intelligence unites the activities of all intelligence structures and units in the Armed Forces of the Republic of Bulgaria. It is conducted with the goal to collect, process and disseminate intelligence information to the interest of the country's defence, the national and collective security, the early warning against risks and threats to these, and provision of intelligence information for national, allied and coalition operations and missions.

Military intelligence provides intelligence information to the state and military leadership i.e. information required for defence planning and for making contribution to NATO and EU intelligence.

The main goal of the intelligence support is to overcome the shortage of intelligence information required by the commanding officers/commanders in order to successfully plan and conduct operations.

Building the Armed Forces and developing defence capabilities under the conditions of very constrained and insufficient financial resources, dynamic military-strategic environment where asymmetric and hybrid threats are dominant, and an accelerated rhythm of employing units in operations far from the territory of the country necessitate to strengthen the role and the place of the forces and means intended for intelligence, surveillance and early warning.

As a basic element of the early warning system, intelligence must have at its disposal the required capabilities for surveillance and reconnaissance in the full spectrum of operations as well as for acquisition of information from the airspace, maritime space, electromagnetic and cyberspace in real time. In response to the changes to the security environment and the ones in response to the newly emerging risks and threats, the acquisition of components or of entirely new specific capabilities for collection, analysis and exchange of intelligence information are of key importance.

Intelligence in the Armed Forces of the Republic of Bulgaria is a centralized process implemented at strategic, operational and tactical level under a unified concept and with common goals.

At strategic level, intelligence is organized and performed by intelligence forces of the Ministry of Defence from the dedicated Military Information Service. It is a structure directly subordinated to the Minister of Defence which supports and maintains capabilities for strategic level intelligence employing human resources and technical equipment. The Service collects and processes the whole information gathered by the intelligence bodies of military intelligence or received from NATO and EU intelligence structures, from intelligence bodies of NATO and EU member states and from partner services. Military Intelligence Service performs strategic control over the intelligence process in the Armed Forces and supports the Chief of Defence in the implementation of his competence of heading the intelligence in the Bulgarian Army.

Intelligence at operational level is under the Commander of the Joint Forces Command and the commanders of the military services. The commanders of services plan, organize and control intelligence and the training of their subordinated bodies and units.

Military Intelligence at tactical level is organized by the commanders (chiefs) of military units and is performed by subordinated to them bodies to the interest of their combat tasks. To achieve these capabilities, within the troops are sustained units for

various types and techniques of intelligence and electronic warfare in combat environment.

In view of the implementation of NATO's initiative for joint multicomponent intelligence and surveillance in the Armed Forces, military intelligence will build up network capabilities and will develop access to BICES at operational and tactical level.

### **5.8. Capabilities and structure of the system for logistic support of the troops and forces**

The logistic system of the Armed Forces will develop capabilities in the spheres of training, provision for the deployment and capacities for independent logistic support for the units of the Armed Forces in executing the missions and tasks assigned to them.

In order to achieve these results, we will optimally combine the resource capacities of the national economy with the forms of the multinational logistic support. We will use more actively the opportunities provided by NATO agencies and those related to participation in programs, projects and initiatives of the Alliance and EU as well as with allies in bilateral and multilateral formats.

As a priority, we will develop logistic capabilities related to:

- Maintaining the required reserves of material resources, their distribution and delivery;
- Maintenance and repairs of the basic armaments and equipment;
- Movement and transportation;
- Support of military infrastructure;
- Increasing the mobility of the declared units and provision of timely and effective logistic support during the operation;
- Host nation support of the allied forces and organizations which are deployed, act or pass through the territory of the country;

The development of these capabilities will be conducted through optimal combination of the independent logistic support of the armed formations, the centralized logistic support, multinational logistics and the capacity of the host nation.

The logistic system management is conducted at three levels: strategic, operational and tactical through employment of an automated information system for exchange of logistic information and logistic provision planning.

### **5.9. Military Medical Support of the Armed Forces**

Medical support as a set of activities implemented with the aim to protect, strengthen and recover the health of the service members of the Armed Forces in the daily learning process, in the enhancement of operational readiness and in the implementation of the three main missions will further be kept and developed at the level of NATO standards and national requirements. The core challenge until 2020 will be the

improvement of the diagnostic and therapeutic capacities and the establishment of integrated, unified for peace and wartime medical care relevant to the structure, missions and tasks of the troops and forces with a potential for effective employment of the available resources.

The main efforts towards optimization of medical support until 2020 under **Defence** mission are directed at the origination of new diagnostic, therapeutic and evacuation capacities both on the territory of the country and in missions abroad. For the country we plan improvement of the integration between separate healthcare institutions and medical posts in the zone of their responsibility, including through the employment of the capacities of electronic healthcare. In the event of operation on the territory of the country, the multihospital system of the Military Medical Academy is the basis of medical support, involving all healthcare institutions – field and stationary from Role 1 to Role 4. To this end we are planning to provide Sofia Multiprofile Hospital for Active Treatment to the Military Medical Academy with reanimobiles supporting telemedical consultations, to equip a helicopter pad and maintain a medical helicopter for the needs of the Armed Forces. It is planned to open, within the hospital, a modern well-equipped in-patient ward for the treatment of injured and sick military and civilians which will be in state of readiness and operable only in the implementation of the first and the third missions. For operations out of the territory of the country, medical support is optimized through the acquisition of new diagnostic, therapeutic and evacuation modules set out in the Capability Targets 2020.

The acquisition of the declared military medical capabilities will also optimise the medical support under the Support of International Peace and Security mission. The capacities of the military medical support of the Bulgarian Army are highly evaluated by NATO leadership and by the combat commanders in missions abroad. Through the improvement of the clinical base, especially along the lines of emergency, surgery, traumatology, reanimation and intensive care, toxicology, psychiatry, chemotherapy, blood transfusion and other that are analogous to combat trauma, knowledge and skills are acquired allowing to keep the high professional level of all military medical specialists participating in missions abroad. The improvement of diagnostics will considerably upgrade military medical expertise, hence the mission capability of Bulgarian units. The acquisition of new evacuation capabilities until 2020 will optimize military medical support for operations abroad.

The optimization of military medical support under *Defence* and *Support of International Security and Peace* missions through the acquisition of new capabilities are the main factor for the high level of military medical support in the implementation of Contribution to National Security in Peacetime mission. Presently, the Military Medical Academy with the capacity of its clinical base and the experience accumulated by the Military Medical Rapid Response unit is the core factor of medical support in the event of extreme situations of any kind. Along with the improvement of the clinical base until

2020, we envisage modernization of the surgery, toxicology and radiology modules of the unit and introduction of modern ways of biological intelligence and telemedical consultations from the disaster area. Even now the Military Medical Academy is an important factor in the national healthcare system, hence in the national security. The acquisition of the planned capabilities will promote its importance for the third main mission of the Armed Forces.

To improve the medical support of the three main missions, the introduction of a new profession – that of a paramedic – in all medical units is envisaged. The presence of paramedics solves to a great extent the problems characteristic of all NATO member states, related to the shortage of doctors and nurses. In the future development of the medical support of the Armed Forces, huge importance is placed on scientific research in this area as a main factor for the improvement of the medical support and training of all service members for the maintenance and recovery of their health.

#### **5.10. Military Police**

“Military Police” Service as part of the Armed Forces will maintain the already acquired and will develop new military police capabilities for the three missions of the Armed Forces through which the spectrum of its activities and its participation in operations in interior and international perspective will be increased.

The capabilities which “Military Police” Service will acquire and develop are related to protection of strategic sites; protection of forums, events and persons from the Armed Forces of the Republic of Bulgaria, foreign military units, security and escort of transport vehicles and control of movements; interception, investigation, prevention and neutralization of crimes committed by servicemen; conducting antiterrorist activities (independently and/or in interaction with other bodies); fire control of the sites belonging to the Ministry of Defence and the Armed Forces; investigation of aviation accidents and air crashes with military aircraft; counteraction against encroachments on economic and financial security of the Armed Forces, thefts of arms, ammunitions and explosives, distribution and use of drugs; collection and processing of information on potential risks and threats to the order and security of the Armed Forces with a special focus on endangered strategic sites; providing assistance for the state and local bodies as well as for the population in cases of ecological and natural disasters, industrial accidents or terrorist acts.

#### **5.11. Military-geographic support of defence activities**

The following capabilities will be developed in the area of geographic support of defence activities:

- developing and establishing criteria for assessing the impact of the geographic factors on the military operations;
- production, maintenance, storage and provision of topographic maps;
- provision of geodesic sources for precise measurements and defining the position of sites and objects for the needs of navigation as well as for generating geographic information;
- provision of precise gravimetric and magnetic data;
- production, maintenance, storage and protection of digital and geographic data integrity;
- provision of products for terrain analysis and generation of military-geographic descriptions;
- provision of geographic information/products for state agencies, organizations, bodies of local authorities, natural persons and legal entities;
- management and timely update of possibly fullest and most comprehensive geographic data bases with possibilities to generate different products;
- training of highly qualified personnel capable of fulfilling strictly specialized tasks in the sphere of geodesy, cartography, photogrammetry and polygraphy with the goal to achieve universality and possibility for mutual substitution;
- possibilities for automated parallel processing of various groups of data required for geo-special reconnaissance;
- stability and flexibility under unfavorable outside influences;
- apart from these, the Military-topographic service builds a capability for cooperated production of standardized and interoperable geo-information products jointly with the geographic services of NATO member countries and at national level in the system of collective security.

### **5.12. Cyber Defence**

In response to the growing threats in cyberspace, we create cyber defence capabilities in the Armed Forces, which will be developed according to plans in compliance with the financial and material resources provided to this end.

In the beginning of the period, we will develop core capabilities on the basis of possible upgrade of the existing technical infrastructure, resources and organizational structure, with a follow-up period towards full capabilities, which will be developed in synchronization with the modernization of the armed forces' communication and information system.

The directions of development of cyber defence capabilities are as follows:

- improvement of the policy on cyber defence and development of guidance in the Ministry of Defence in accordance with the national framework, NATO and EU;

- establishing bodies for cyber defence in the Ministry of Defence at strategic, operational and tactical levels of management and development of organizational culture with the goal to conduct coordination and interaction;
- building and development of technical infrastructure for surveillance and assessment of cyber vulnerabilities and threats in the communication and information system of the Armed Forces;
- establishing conditions for implementation of investment projects on cyber defence and availing of the opportunities of our membership in NATO and EU with a view to participation in joint initiatives such as Smart Defence, Pooling and Sharing etc.
- building and development of technical infrastructure for digital management of cryptographic materials on the territory of the Republic of Bulgaria.

### **5.13. Military Scientific Support for Defence**

The Programme does not envisage organizational and structural changes in the scientific research and development units at the higher educational institutions and the Defence Institute.

The general guidelines for scientific research, support and tracking of scientific projects and experiments will be immediately linked to the rearmament of our Armed Forces. The priorities of scientific research should ensure the implementation of the projects related to modernization, development of the combat and support capabilities, communications and information systems and cyber security.

The scientific units are tasked to elaborate surveys for the acquisition of new armaments, equipment, systems and ammunitions, the development of tactical technical specifications and projects as well as quality assurance of the delivered defence products.

Further development of the scientific potential and of the experts of the scientific units through qualification in doctoral programmes and scientific habilitation is envisaged.

### **5.14. Reserve of the Armed Forces**

The dynamic international security environment, downsizing the personnel of the armed forces and the downsized financial resources allocated to defence gave rise to the necessity to build reserve and reserve components of the military units, which shall have new organization and size capable of maintaining Armed Forces' capabilities adequate to the threats.

Taking into account the fact that the establishment and employment of the reserve is a continuous process, it is necessary to upgrade the regulated preparedness of the population for defence of the country through the introduction of a system of stimuli for the acquisition of initial military and special training.

The reserve of the Armed Forces is built in accordance with the updated legislation with respect to size, numbers, and structure, meeting the needs of the Armed Forces of the Republic of Bulgaria.

The reserve of the armed forces consists of:

**- voluntary reserve**

The Program envisions to keep the size of the voluntary reserve of the Armed Forces of the Republic of Bulgaria, which will remain to the size of **3 000 reservists**. The need to enhance the mobilization capabilities of the troops for the establishment of the assigned to them wartime units will be achieved at the cost of redistribution of the voluntary reserve thus saving funds.

The Programme sets out the introduction of a new model of recruitment of Bulgarian citizens for acquisition of military training and voluntary reserve service. Improvement of the system for recruitment and selection of candidates is planned. To raise the level of professional selection and military training, commanders and staffs, the Central Office of Military Districts and its structures as well as military educational institutions and educational centres will be engaged.

**- mandatory reserve**

The wartime units are manned with mandatory reservists and mandatory reserve equipment in accordance with the Law on the Reserve of the Armed Forces of the Republic of Bulgaria.

The repealing of conscription military service and the negative demographic factors lead to a decrease in the reserve of Bulgarian citizen who have military training. The reservists of existing reserve are constantly advancing in age, and the next generations remain without initial and specialized military training required for enrolment and registration in the mandatory reserve. This makes it necessary for us to undertake activities aimed at finding a more effective approach to building, management, control, employment and training of a Bulgarian citizens' reserve for the needs of the Armed Forces. To this end, we envision to introduce amendments in the legislation as well as to allocate the required funds to maintain the necessary reserve.

Planning and management of the Armed Forces Reserve, of mobilization and state wartime planning call for rethink and transformation. The adopted decentralized model implemented by various structures of the integrated Ministry of Defence is to be replaced with centralization and build-up of a unified integrated structure.

The implementation of these measures, in synchronization and interaction with adequate state commitments, will motivate the Bulgarian citizens to voluntarily and actively participate in acquiring the training for the protection of our motherland.

#### 5.15. **Defence infrastructure**

The Armed Forces have to be provided with suitable infrastructure able to satisfy their needs, and to establish conditions required for execution of the missions and tasks assigned to them. It is necessary to reduce the amount of the property by sales and tender procedures in order to deal with the surplus real estate property; this can also be achieved by granting real estate to be managed free of charge or by transferring the ownership of the above in accordance with the Law on state property, with the aim to decrease budget expenses required for the maintenance of surplus real estate.

By 2020, we will bring to the end the geodesic photographing and the generation of specialized maps of the properties, of the acting and the vacated military districts as well as the registration of the above in the cadaster of the Republic of Bulgaria. We will make evaluations of the unevaluated long-term assets in the acting and in the vacated military districts.

We will build and exploit infrastructure sites under the implementation of the Defence Cooperation Agreement between the Government of the Republic of Bulgaria and the US Government as well as sites for the needs of NATO. We will develop defence infrastructure through actively employing NATO Security Investment Program (NSIP). The projects are executed by the Republic of Bulgaria on the basis of the principle of shared expenses – co-funding between NSIP and our country.

As a priority, we will repair and renovate the sites in the locations of permanent deployment of the Armed Forces and the housing estate of the Ministry of Defence. In the settlements where there are no military units of the Bulgarian Army, we will dispose of the existing housing properties. We will build new military hostels by renovating the existing blocks of flats in the vacated military properties or in the active military districts in the settlements where units of the Bulgarian army are permanently positioned, including the possibility to grant the right to construct buildings of different types.

#### **5.16. Effective system of armaments and equipment acquisition**

The system of defence acquisition will consist of processes related to examining, designing, planning, budgeting, development, testing, contracting, delivering, production, bringing into exploitation, integrated logistic support, modernization and demilitarization of defence-related products and other long-term physical assets as well as of defence infrastructure. The basic goal is to fully provide for the needs of the contracting authorities/users; the final result must be effective employment of the defence resources with the aim to build defence capabilities throughout their life cycle.

The project management shall be implemented by a structure at the Ministry of Defence under maximal transparency and control. At the core of the project management, we will apply PRINCE2 methodology (PProjects IN Controlled Environments) which is based on controlling the processes of effective project management by a Managing Board and a portfolio of projects.

In the process of implementing the investment projects, we will use more actively the capacities of NATO agencies in accordance with the established European and national legislation in the sphere of public procurement contracts. The advantages of this cooperation are examined and outlined as follows:

**5.16.1.** From military-technical point of view - the implementation of the projects through the agencies guarantees interoperability of the systems we build with these of NATO, and these systems will be built by observing all allied standardization requirements and by strictly adhering to NATO Architecture Framework.

**5.16.2.** From financial and economic point of view – in establishing the price, NATO agencies do not calculate any profit; the price includes only the costs for the acquisition of the materiel, the expenses for labor and project management (managerial expenses).

**5.16.3.** From industrial and scientific-technical point of view – the companies of the Bulgarian defence industry and the scientific organizations will have the opportunity to participate as sub-contractors, respectively will be given the opportunity to build long-term cooperation and will be provided with an access to some new technologies owned by the Agencies.

The acquisition of capabilities by using the services of NATO and EU Agencies will guarantee the transparency of the processes and will decrease the corruption pressure on the Ministry of Defence; it will also assist the process of achieving better governance, effectiveness and will shorten the timelines of the projects' execution. This, on its part, will lead to decrease in the expenses allocated to maintenance and exploitation.

International cooperation allows for the implementation of projects of interest shared by the allies, and it is only in this way that Bulgaria can develop the full spectrum of core capabilities of key importance in the context of collective defence. The activities on the implementation of the policy and the national interests through NATO and EU projects and initiatives will be the basic part of the activities conducted by the Ministry of Defence and the Armed Forces.

## **5.17. Sources of the Armed Forces Modernization Funding**

### **5.17.1. National Sources**

The main source of the Armed Forces defence capabilities funding is the state budget. In mid-term perspective, depending on the availability of the state budget, the relative share of defence spending in GDP is to be kept at a level not lower than the achieved in the 2014 State Budget of the Republic of Bulgaria Act.

In the course of the implementation of the annual State Budget Acts, additional spending may be approved under the terms and conditions of the Public Finance Act.

### **5.17.2. External Sources**

- NATO Security Investment Programme (NSIP) may be employed for the acquisition of capabilities which are beyond the framework of the national funds of the individual states and are part of the collective defence.
- Bilateral funding mechanisms with the participation of the USA. Security Assistance Programmes of the Government of the USA will be used for defence capabilities build-up. The basis for the implementation of the bilateral funding programme is the signed in 1999 “Agreement between the Government of the Republic of Bulgaria and the Government of the United States of America concerning economic, technical and related assistance”. Under the Foreign Military Financing are implemented contracts for the acquisition of defence-related goods and services in support of the Capability Targets assumed by the Republic of Bulgaria.
- European Programmes. To increase the growth of incoming funds under the grant programmes of the EU Structural Funds for the 2015 – 2020 period, the Ministry of Defence will further the development of the potential already built up.

The concrete terms of the financial parameters in the sources of funding will be substantiated in the Plan for the Development of the Armed Forces until 2020 which will be endorsed by the Council of Ministers after the adoption of the Programme by the National Assembly.

## **6. UNIFIED INDUSTRIAL-TECHNOLOGICAL BASE OF BULGARIAN DEFENCE**

### **6.1. Employment of the trading companies whose principal is the Minister of Defence**

The Minister of Defence exercises his rights of a sole owner of the capital in the single-member trading companies owned by the Ministry of Defence. On the basis of the identified needs of the Bulgarian Army, it is necessary to determine what assets and facilities have to be preserved as a part of the national security. The market principle is to be applied as regards the rest of the assets and facilities, assessing what the options and possibilities are.

Through the introduction of the institute for in-house procurement to the Public Procurement Act, we established legal grounds for direct conclusion of contracts between the Contracting Authority and the trading company or the state enterprise under Article 62, Paragraph 3 of the Commerce Act in case that these meet the requirements defined by the law. This establishes real prerequisites for financial-economic stabilization of the prevailing part of the companies and leads to an increase in the revenues received from dividends and taxes.

### **6.2. The Industrial Forum**

The basic goal of the industrial forum is to build and maintain stable partnership relations and constant dialogue between the state, business and scientific-research community in the sphere of defence and security. Parallel to conducting seminars, symposiums, workshops, conferences, days dedicated to the industry, etc., we will deepen our interaction with NATO Agencies and with the EU.

### **6.3. The Bulgarian defence industrial-technological base (BDITB) and a National defence cluster (NDC)**

A national defence cluster is built in priority fields such as cybersecurity, energy sources, cosmic space research etc. There are development opportunities and perspectives for the Bulgarian defence industry in spheres which have higher added value under conditions of intensified cooperation with NATO and EU, and higher competitiveness. The successful development and reinforcement of the defence industry will be conditioned by the possibility for the industry to provide a flexible and adequate reaction through technological inventions which are to meet the difficult to predict needs in the changing and unstable security environment.

The technological spheres subject to scientific research are: information and communication technologies, sensors, radiolocation and radio-navigation; armaments and equipment, ammunitions and outfits; research and technologies for nuclear, chemical, biological and radiation protection and ecology; research and technologies related to the role of the human factor in security and defence.

The goals until 2020 are: to guarantee powerful and stable presence of research and technologies in the security policy; establishing conditions required for conducting constant surveillance and coordination on research and technologies in the sphere of security and defence; building new and modernizing the existing infrastructure for scientific research in the sphere of security and defence; developing a new generation of young scientists to do research in the sphere of security and defence.

The priority spheres on which we will focus our efforts are: research and technologies for maintenance, development and elaboration of new capabilities in security and defence; effective employment of resources; effectiveness in the transformation of research and technologies in accordance with the changing requirements for the operational capabilities; achieving high results for the users of research and technologies; participation in decision making processes related to research and technologies in the interest of security and defence forces; direct participation in the scientific and research activities of the industry/business.

## **7. RESOURCE PROVISION OF THE DEFENCE CAPABILITIES**

In order to achieve optimal balance between required defence capabilities and the execution of the armed forces' missions and tasks, in the period 2016-2018 we need to

maintain a level of defence spending at least as high as the one attained by means of the 2014 State Budget of the Republic of Bulgaria Act.

For the period following 2018 and up until 2024, we envisage a gradual increase of the defence spending, depending on the growth of the economic capacity of our country, in accordance with the decisions made at the NATO Summit in Wales (2014).

Under the conditions of highly inadequate funding for the first three years of the Program's execution, as a priority we will provide with defence resources, including with financial resources, the Deployment Forces (immediate response units, the declared forces and capabilities under CT-2013 for NATO, and the declared forces for the European Common Security and Defence Policy (CSDP) as well as the military units for participation in operations outside/in the territory of the country.

Personnel costs, ongoing subsistence, and capital expenditure for 2015 stand at a ratio of 73:21:6. The ratio of the above expenses to be reached over the period 2020 – 2024 is targeted at 60:20:20. The latter is the average for the EU member states, whereas the achievement of 20 % capital expenditure is in line with the Wales Summit Declaration, issued by the Heads of State and Government participating in the meeting of NATO in Wales in 2014.

Managing the defence resources, including the financial resources in the Ministry of Defence, the structures directly subordinated to the Minister of Defence and the Bulgarian army, allocated to maintaining/building defence capabilities, we will use the Defence Resource Management Integrated System based on program principle. The heads of structures will employ more broadly risk management and project management to achieve modernization of the armed forces in the implementation of policies and defence programs.

## **8. PEOPLE IN DEFENCE**

In order to achieve the necessary defence capabilities of the armed forces, the human resource management system will provide, through modern management methods and approaches, the manning of the armed forces with well-prepared and motivated personnel. The vision with regard to its implementation is as follows:

- to build and maintain an army manned with personnel possessing the necessary knowledge, skills and habits to fulfil the missions and tasks of the armed forces;
- to fulfil the personnel's potential by employing the approach "management through competence";
- to assist the process of building leaders able to achieve commitment of the armed forces' strategic goals to the management of human potential in them;
- to optimize and increase the capacity of the human resource management units which shall transform these units into strategic element of the defence management system of the armed forces;

- to improve the policy of remuneration and increase living standards of the men and women in defence in order to achieve social status corresponding to the high responsibilities and their limited citizen rights.

### **8.1 Selection – attractiveness of the military profession**

People are the basic potential and guarantee for success of every single activity in defence. The Armed Forces are manned with prepared and motivated personnel, employing modern approaches, clearly stated rules and human resource management mechanisms. We provide an opportunity to repeatedly accept into military service persons that have completed military service and meet the requirements defined by the Republic of Bulgaria Defence and Armed Forces Act. In recruiting personnel, we conduct planning on the basis of overall assessment of risks and the competition existing in the labour market.

In manning the Armed Forces with personnel, possessing the necessary qualifications and professional experience, we take into account the needs both of the Armed Forces as a whole and of the individual serviceman. We introduce clear and strict procedures and criteria through which we minimize subjectivism in the processes related to the manning the Armed Forces.

Attracting and recruiting personnel for the Armed Forces is a comprehensive process which includes definition of the target group, advertising and clarifying the motivation of the potential candidates, and conducting preliminary selection. The acceptance comprises selection, signing of a contract, initial and specialized military training and appointing the candidate to the respective position.

Recruiting and acceptance of civilian employees at the Ministry of Defence, the structures directly subordinated to the Minister of Defence and the Bulgarian army shall be conducted through an established internal-agency information system, registering the free positions.

In a consistent way, the system will be re-oriented towards centralized recruitment and acceptance of servicemen and reservists, and decentralized recruitment of civilians by strictly observing the competition principle.

### **8.2 Professional and career development**

The career development of the servicemen is conducted according to strictly defined rules by successively occupying different positions, planned rotation through line and staff positions, and promotions to military ranks after acquiring the necessary qualifications and experience.

Appointment to a position is conducted through clearly defined mechanisms called career paths for military specialties subject to reporting, professional and career spheres and fields for the servicemen, and specialties and specializations for the civilian employees. The promotion to a higher rank for the servicemen and the promotion to a

higher rank for civilian employees are conducted on the basis of the acquired experience and potential to fulfil the professional duties at a higher managerial level.

As a priority, the human resource management system will be developed in the direction towards working out and introducing an integrated model for career and personnel development, which also includes the international positions and the positions for reservists through the application of the plan-prognostication model for annual transposition of servicemen.

### **8.3 Education, science and training**

The military-educational system develops in accordance with the national and European legislation, and in compliance with NATO directives on organizing and conducting the individual training of the Armed Forces' personnel. The Military Educational System (MES) is oriented towards building modern professional skills and leadership qualities aimed at making responsible independent decisions. The structure of the military-educational system shall not be changed until 2018, while we look for mechanisms aimed at assessment of the educational skills and development projects for these skills as well as the possibility to acquire complex aviation education for the Air Force and civil aviation, and other civilian majors.

In order that the military staff colleges and the military schools of higher education meet the requirements for personnel training according to the requirements stemming from the generated defence capabilities, we have to conduct the following activities:

#### **8.3.1. Updating the existing legislation with the following goal:**

- the military schools of higher education shall educate and train cadets in the professional field "Military Science" for the needs of other ministries and agencies having responsibilities for the national security;
- in order to man the wartime units with junior officers, an option is to be given to the cadets studying at the military schools of higher education to pass military training and to acquire professional qualifications "reserve officer".
- issuance of the Rules of organisation and procedure of the defence academies and the schools of higher military education shall be conducted by the Minister of Defence;
- a possibility for the academic staff to develop at different military schools or academies which belong to the military educational system;
- occupying an academic position at defence academies and military schools of higher education without entering a competition by virtue of a decision made by the Academic council after acquiring the educational and scientific degree "Doctor".

**8.3.2.** Optimizing the defence academies and schools of higher education, change in the forms and timelines for education and training in them, updating their curricula, and increasing the contribution to the country's defence capabilities.

**8.3.3.** Introduction to the market of professional aviation education and training of specialists in the sphere of civil aviation for the needs of the whole European Union according to Regulation (EC) No. 216/2008 of the European Parliament and of the Council of Europe, and Regulation(EC) No. 2042/2003 of the European Commission in relation to certification of the Aviation Faculty to Vasil Levski National Military University as an Organization for training and certification of technical service personnel. Certification of pilot training and the training of air traffic control experts not only for the needs of defence, but also for the aviation industry and business in accordance with the standards of the International Civil Aviation Organization (ICAO), the European Aviation Safety Organization, European Defence Agency and NATO. Popularization of the aviation personnel training at Aviation Faculty to Vasil Levski National Military University and undertaking steps towards concluding contracts and signing Memorandums of Understanding with aviation firms and companies as well as with companies, providing repairs and maintenance of aviation equipment.

**8.3.4.** Developing plans and programs in English on specializations in the specialties at tactical, operational and strategic levels at the defence academies and military schools of higher education, offering opportunities for training of officer-cadets and students from other countries.

**8.3.5.** Broadening the possibilities for integration with other schools of higher education from the EU countries (Erasmus + Program and Military Erasmus Program ).

**8.3.6.** The civilian employees appointed to leadership positions in the specialized administration have to undergo specialized training in qualification courses at G. S. Rakovski National Defence Academy.

**8.3.7.** Conducting systematic analysis on planning the needs and professional realization of the defence academies and military schools of higher education graduates in the military units.

**8.3.8.** The professional colleges for non-commissioned officers (first sergeants) have to optimize the plans and programs for the cadets' training conducted according to the model used hitherto, and they also have to provide for career development of the non-commissioned officers/ first sergeants corps.

**8.3.9.** Increasing the contribution of defence academies and military schools of higher education to the development and implementation of projects, programs, expert evaluations, defence- research and military technical research papers.

**8.3.10.** Professor Tsvetan Lazarov Defence Institute is to be transformed into a leading structure, conducting scientific research, support and follow-up observation of the scientific projects and experiments in the interest of defence.

**8.3.11.** Bringing the facilities assigned to training and scientific research in line with the latest information, didactic and innovative technologies.

**8.3.12.** Participation during the new EU program period in projects on the operational programs, including through participation and inclusion in clusters, and

establishing centres of excellence and modernization of educational and scientific infrastructure.

#### **8.4 Care for the people in defence**

The vision for the social policy of the Ministry of Defence until 2020 has to be in conformity with the goals and tasks which the Armed Forces have to fulfil.

The basic goals which have to be achieved until 2020 in the sphere of the social policy are:

**8.4.1.** On being discharged from military service, the servicemen retain the right to receive a one-off compensation amounting to such number of gross monthly salaries as is equal to the number of years of his/her military service, but not more than twenty gross monthly salaries.

**8.4.2.** Establishing conditions aimed at enhancing the quality of life and improving the social status of servicemen and civilian employees from the Ministry of Defence, the Bulgarian army and the structures directly subordinated to the Minister of Defence.

**8.4.3.** Satisfying the housing needs of the servicemen and civilian employees from the Ministry of Defence, the Bulgarian army and the structures directly subordinated to the Minister of Defence.

**8.4.4.** Development and improvement of the system of social activities and a social benefits package.

**8.4.5.** Establishing mechanisms aimed at broadening and modernization of the rest and sports centres and bases.

In order to achieve the goals, it is necessary to fulfill the following tasks:

**8.4.6.** undertaking measures aimed at increasing the social status of the servicemen;

**8.4.7.** increasing the numbers, maintenance, renovation and restructuring of the housing properties of the Ministry of Defence;

**8.4.8.** timely updating the amount of the compensatory amounts provided for using dwellings under conditions of free negotiated rental agreements.

**8.4.9.** Building and maintaining unified information register of the servicemen and civilian employees, registered as needing a dwelling, from the Ministry of Defence, the Bulgarian army and the structures directly subordinated to the Minister of Defence, and the housing properties of the ministry.

**8.4.10.** Improving the system of social support for the servicemen, civilian employees from the Ministry of Defence, the Bulgarian army and the structures directly subordinated to the Minister of Defence, military invalids, servicemen and civilian employees injured in wars, and retired socially disadvantaged servicemen who need social support.

**8.4.11.** Improving the conditions for doing sports activities by servicemen and civilian employees from the Ministry of Defence, the Bulgarian Army and the structures directly subordinated to the Minister of Defence.

**8.4.12.** Improving the activities dedicated to the social adaptation of the servicemen and deepening the relations of the ministry with the partners from the non-governmental sector in order to provide employment possibilities for the servicemen discharged from military service.

## **9. IMMEDIATE CHALLENGES AND TASKS**

**9.1.** By the end of 2015, it is necessary to make a reassessment of the defined financial defence resources by reconsidering the Three-year budget prognosis until 2018, and establishing conditions to stop the degradation and maintain the existing defence capabilities of the Armed Forces.

**9.2.** Developing a financially backed Plan for Development of the Armed Forces until 2020.

**9.3.** Establishing conditions to gradually build defence capabilities adequate to the contemporary security environment by launching priority investment projects for rearmament, improving the efficiency of education, of military training, and of Armed Forces' management.

**9.4.** Fulfilment of the decisions made by the NATO's Heads of State and Government at the Summit held on 4-5 September 2014 in Wales, including execution of the adopted Readiness Action Plan (RAP).

**9.5.** Deployment in 2015 of a NATO Force Integration Unit on our territory and achieving full operational capability in 2016.

**9.6.** In order for the NATO Crisis Management and Disaster Response Centre of Excellence (CMDR COE) to reach full operational capability, the necessary materiel, technical, logistics, financial, and infrastructure support is to be provided, as a consequence of the obligations of the Republic of Bulgaria as a Framework Nation, pursuant to the Memorandum of Understanding between the Ministry of Defence of the Republic of Bulgaria, the Ministry of National Defence of the Hellenic Republic, and the Minister of National Defence of the Republic of Poland concerning the Establishment, Administration and Operation of the CoE, signed on the 28<sup>th</sup> August 2013 in Norfolk, the USA, and ratified by the National Assembly (Prom. SG, Issue 30, dated 1 April 2014).

**9.7.** To completely build by 2017 the NATO Centre for broadcast and ship to shore system.

**9.8.** To achieve in 2017 full operational capability of the NATO deployable communications module (DCM).

**9.9.** To complete the building of an Element of NATO command and control system for the Air Force, and achieve full operational capabilities in 2019.

**9.10.** Preparation of the Republic of Bulgaria to take over the Presidency of the Council of the European Union in 2018 and provision of the required additional personnel and funds for the duration of the Presidency.

**9.11.** In order to implement the Program, we have to introduce such amendments in the legislation in place as will establish conditions enabling us to reinvest in defence, modernize the armed forces' defence capabilities and fulfil international commitments.