WHITE PAPER ON DEFENCE AND THE ARMED FORCES OF THE REPUBLIC OF BULGARIA

Address of the Prime Minister of the Republic of Bulgaria

In 2009, under the conditions of a severe economic and financial crisis, the political party GERB (Citizens for the European Development of Bulgaria) was commissioned by the Bulgarian voters to assume the responsibility of the country's management. GERB's government developed and follows a clear management programme, in which the implementation of modern defence policy is a priority. Initially our efforts were focused on addressing a backlog of negatives. Now our main task is creating conditions to build a modern defence system and Armed Forces. This means leading a policy of transparency and accountability, eliminating the conditions allowing corruption and inefficient management, the successful functioning of the Ministry of Defence as a modern democratic institution and improving the structure of the Armed Forces according to contemporary realities and available resources.

It is within the rights of every citizen to want to be comprehensively acquainted with how nearly half a billion euros are being spent every year from the taxes which he/she pays. It is natural to hear many different and often divergent opinions and comments on the matter. Here, my concrete message is a short one: At the current stage of its development, our country will build its security within NATO's collective defence and through the Common Security and Defence Policy of the European Union. This means 'shared responsibility for security' and requires adequate use of and participation in the NATO's collective defence mechanisms. In this context, our efforts will concentrate on the systematic development of defence capabilities, the modernisation of our Armed Forces and their effective use in the defence of our national interests.

AM modern Bulgarian Armed Forces are, undoubtedly, an important building block and an indispensable tool in our national security strategy. Along with diplomacy and economy, they are at

the heart of our state's power. In this sense, the Government of the Republic of Bulgaria is in need of a public consensus and a spirit of cooperation to conduct the reforms described in this White Paper, which aim at building a modern and well-prepared Bulgarian Armed Forces, a reliable and capable ally, doctrinally, organisationally and technologically compatible with the armies in NATO. Such forces can be a true shield for our national security and sovereignty, adequately contributing to the realisation of Bulgaria's national interests.

***Boyko Borisov**,*

Prime Minister of the Republic of Bulgaria

Foreword by the Minister of Defence of the Republic of Bulgaria

This is the second White Paper on Defence and Armed Forces of the Republic of Bulgaria in our recent history. Driven by the desire to include the Bulgarian citizens in the process of reforming the defence system and the building of a modern Armed Forces, we initiated the preparation and issuance of this document with the idea of informing and associating our efforts with the Bulgarian public. With the resources allocated annually from the budget in the interest of defence, each Bulgarian citizen contributes to this defence policy. Concurrently, the worthy and capable among the Bulgarian military and civilian personnel are numerous – men and women who take on the burdensome duty to provide not only knowledge, skills and experience, but to risk their wellbeing and even their lives, away from home, to ensure Bulgaria's national interests and complete our commitments to Allies.

So as to be convinced that we are presenting the best to Bulgarian society for its defence and security, we conducted a Force Structure Review. Within this review we made an in-depth assessment of the challenges, risks and threats in the contemporary strategic environment and of the possible scenarios in which the use of the Armed Forces would be necessary to meet and neutralize them. The necessary defence capabilities were evaluated in that context to ensure the security and protection of the national interests defined in the new National Security Strategy project. The main results of the review and the consequent guidelines for political and practical action are presented in this White Paper. Our ambition is to present a full and hopefully clearer picture to Bulgarian society, not only of the objectives and priorities of the defence policy of the Republic of Bulgaria, but also of the approaches we have adopted for its realisation. In other words, this document is aimed at answering

the question of ***what defence we need and what we can afford****. We can summarise the answer as follows:* ***development of a single set of forces balanced for all tasks, with a unified command and control system for peacetime and during crises, with organisation, equipment and combat training adequately corresponding to the tasks and backed with the required financial and material resources.***

In security the most effective approach is prevention. We oversee the daily participation of our Armed Forces in operations in light of this understanding. The most beneficial return from this participation is in keeping threats away from our national borders. Our responsibility is to provide the Armed Forces with everything necessary to fulfil their tasks with dignity, in the name of the prosperity and welfare of Bulgaria and its citizens.

Bulgaria's process of strategic rethinking in defence policy is not isolated from those in the allied organisations that Bulgaria is a member of. In NATO we are actively involved in drafting the new Strategic Concept and in conferring on a new, more efficient, economical and effective command structure. Similarly, in the European Union we are seeking the mechanisms and framework for the complete realisation of the Common Security and Defence Policy's potential, revealed by the Lisbon Treaty's entering into force. Our review is also responsive to these reform processes and the Bulgarian contribution to them.

With this White Paper we are laying the foundation for the Bulgarian Armed Forces' long-term development planning and for the formulation of an effective national defence strategy. I am convinced that by it we will make our significant contribution for the implementation of the Government's programme for a European Development of Bulgaria.

Anyu Angelov*,*

Minister of Defence of the Republic of Bulgaria

DECISION

on the adoption of the White Paper on Defence and the Armed Forces of the Republic of Bulgaria as a Development Programme of the Armed Forces and on the determination of the size of the Armed Forces

National Assembly, pursuant to Art. 86, para. 1 of the Constitution of the Republic of Bulgaria and Art. 16, para. 6 of the Law on Defence and the Armed Forces of the Republic of Bulgaria

DECIDED:

1. Adopts the White Paper on Defence and the Armed Forces of the Republic of Bulgaria as a Development Programme of the Armed Forces.

2. Determines that the total size of the Armed Forces of the Republic of Bulgaria is to be no less than 37 000 people and that number be reached by December 31, 2014.

The decision was adopted by the 41st National Assembly on October 28, 2010 and is stamped with the official seal of the National Assembly.

Chairman of the National Assembly: ***Tsetska Tsacheva***

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INTRODUCTION

For a second time the Bulgarian public has the opportunity to open a White Paper on Defence and Armed Forces.

The first White Paper was published in 2002, more or less along with the first Defence Strategy of the Republic of Bulgaria. Both the White Paper and the Defence Strategy were devoted to military reform, interoperability and preparation in completing the strategic objective – NATO membership. Bulgaria has been a member of NATO for six years now and an EU member for three. During that period the Ministry of Defence and the Armed Forces played an important role in the establishment of trustworthy relations with allies and partners, in the creation of favourable conditions for interoperability, and in fulfilling the necessary political and technical-military prerequisites for full NATO membership. That strategic objective was achieved.

However, we cannot but note that despite the huge efforts, the unprecedented cutbacks and the concequences born by people working in defence and the Armed Forces, the principal objectives set in the first White Paper were not achieved. The Bulgarian Army's organisation-building and modernisation plans were not developed with optimal consideration to the state's ability to guarantee the resources necessary for their practical implementation. Many decisions were taken without deep analysis, justifiability and secured resources. The combination of aspirational strategic thinking, fluctuating political will, underprepared professionalisation of the Armed Forces and arbitrary self-interested decisions for purchasing new equipment, meant that the Armed Forces' gradual process of building-up capabilities[1] to a large extent never took place.

[1] A capability is the ability to implement the action / action to achieve a specific purpose / purposes or desired end result, under certain conditions and in accordance with accepted standards. Military capability is a combination of the following elements: doctrine and concepts, organisational structure, training, material, personnel, command and control, infrastructure and interoperability. Each item can have more than one resolution and any resolution may be provided by more than one structural element.

Concurrently, the global financial and economic crisis turned out to have its greatest impact on the second half of last year and 2010. Naturally, it was unavoidable for this fact to affect the state of Defence and the Armed Forces. The sum of the Ministry's massive obligations, by previous governments, to foreign and Bulgarian companies for the production and/or delivery of armaments, technology and services; a standardised practice of negating the principles of good governance and transparency; the undermining of establilshed methods of planning; the admittance of serious violations of budgetary procedure in the past years; and the unprecedented initial decrease in the relative share of the Gross Domestic Product (GDP) for defence – these issues could not but put the Ministry of Defence and the Armed Forces in an exceptionally strenuous situation.

In addition, the evaluations and deductions of risks and threats pertaining to Bulgaria show that defence retains it's importance as a factor. The strategic environment will continue to progress. It will be influenced by dynamic and tough-to-predict political, social, technological and military developments. Conflicts will be evermore complex, unpredictable and hard to manage. Accordingly, it is necessary to review and develop the policy, organisation, operational concepts and, most of all, the capabilities of the Armed Forces and their command structure.

All of this calls for new executive decisions from the Bulgarian government in the field of defence policy, responsive to the current strategic environment. The determining of these decisions was the principal goal and fundamental theme in the Armed Forces structural review.

1. SECURITY AND STRATEGIC ENVIRONMENT

The progresses of globalisation are accelerating and with them their direct and indefinite effect on the security environemnt. Globalisation is of essential importance in defining the role and place of the military factor in international, regional and national security. An important aspect in the creation of a more predictable international security environment is the development of strategic dialogues and partnerships. A significant influence in shaping the global security environment is formed from the transatlantic cooperation of NATO and the European Union and both organisations' partnerships with non-member countries, for the stabilisation and reestablishment of normal conditions in volatile crisis regions.

The European and Euro-Atlantic community of democratic states is instrumental in the resolution of crucial international matters – post-conflict rebuilding in crisis regions; fighting organised crime; energy security and diversification; the neutralisation of risks to the natural environment, to health and other. Accordingly, developments on the European continent are of essential importance to the security of the Republic of Bulgaria, namely progress in entrenching legal cooperation and rule of law; in strengthening the Euro-Atlantic dialogue; and in active partneship, including with countries outside Europe, in the spheres of defence, national security and protection of human rights.

As a result of these and other positive developments in international relations, **the probability of large-scale conflict between sovereign states has been significantly reduced**. The probability of the Republic of Bulgaria being drawn into such a conflict, as a member of NATO and the EU, is negligible.

In the contemporary security environment, the events on one side of the world quickly refelect on another. This is also true for events in world politics and economics of a negative character. The latter spread fast, undermine the wholesome national progress, defence and security, and propagate instability. It is therefore necessary

to develop capabilities to react to sudden and unanticipated crisis situations.

The hasards that led to the classical, typical for the 20th Century large-scale military conflics, have been replaced by essentially new risks and threats. Their characteristics – the manner in which they orginate, develop and affect – are such that their timely detection and prevention is significantly harder and more intricate. The risks and threats of the 21st century are distinguised by an irregular, often unconventional character. They are generally presented by states dissociating from the international legal order or failed-states with non-state actors such as extremist groups, radical religious communities or tribal formations, cross-border criminal or terrorist networks.

The Republic of Bulgaria organises its defence in this complex, dynamic and tough-to-predict international context. Negative influences on our country's security environment arise from: the negative effects of globalisation on security; inner-state and religious conflicts; cross-border terrorism; the proliferation of weapons of mass destruction and possibilities of access to radioactive materials; cybernetic attacks; lack of energy diversitfication; crises in global finance and economy; demographic, ecological and climate problems; and the dangers of spreading infectious diseases.

At the regional level, the tendencies in establishing stability in our security environment are expressed in the pursuit of European and Euro-Atlantic intergration of Western-Balkan states, as well as the expansion of bilateral and regional cooperation. The efforts for the consolidation of Kosovo and the development of Bosnia and Hersegovina as a single unified state ascribe to that context. Positive effects to regional security also arrise from reforming the Armed Forces aimed at reorganising them by NATO standards. In actuality, no state in the region considers its neighbours as potential opponents.

The geostrategic situation of the Black Sea region and the dynamic and disparate developments in the political, economic and energy spheres therein determine its impact to our country's security. The cause of regional security risks is the existence of frosen conflicts, the actions of terrorist groups, sharp ethnic and religious disputes, high levels of organised crime, corruption and the illegal trafficking of weapons, narcotics and humans.

Nevertheless, on the whole, the Republic of Bulgaria enjoys a relatively favourable geostrategic and regional environment, which allows it to lead and realise steady defence policies, in the interest of national security and our commitments to NATO and the EU.

Despite **the absence of immediate military threats to Bulgaria's territorial integrity**, in compliance with the Constitution of the Republic of Bulgaria and with the provisions of the North Atlantic Treaty, our country will continue to maintain a defence potential adequate to the aforementioned risks and threats and to the collective defence capabilities of NATO. The specifics of the international security environment predefine that the threats to our national security will be largely met beyond our state's borders, wherever they emerge, and above all with the participation of military forces in international UN, NATO and EU operations and missions.

2. STRATEGIC RETHINK OF DEFENCE

The changes in the strategic security environment; the new definitions of risks and threats; the significant lack of balance between capabilities planned and resources projected for their respective development and maintenance; the ineffective management of national defence; the negative influence of the global financial and economic crisis on the Bulgarian economy – these realities have imposed a **Force Structure Review on the Bulgarian Armed Forces.** In this process, the role, missions and actualised tasks of the Armed Forces were reviewed.

NATO and the EU are both undergoing a synonymous process of strategic rethinking, and our efforts effectively run alongside. NATO is developing a new Strategic Concept, which will define its adaptation to modern challenges. The EU's Common Security and Defence Policy, with the Lisbon Treaty's entry into force, gives it a brand new dynamic.

The need for a rethink became apparent by analysing all former plans for building and developing armed forces, and by their practical results (or lack thereof):

• From the many goals that were set out only the one about decreasing the total size of the army was achieved. The objectives for the army to be modernised, extra-mobile, more capable, and interoperable with the armies of other NATO members were failed. The fulfilment of the Armed Forces Force Goals[2], agreed upon with NATO, has been delayed;

• The forces' parameters and the programmes for their modernisation significantly surpassed the country's economic capacity;

• The spending of the defence budget was not done with the necessary

[2] **Force Goals** represent specific tasks, which the Ministry of Defense has negotiated jointly with our allies in NATO and undertaken to implement within relevant periods and subject to agreed criteria. Force Goals are a key tool by which each member-state of NATO coordinates and harmonises the level of development, capability and readiness for actual use of Armed Forces within the collective defense.

transparency and planning measures, but laced with corrupt practices that brought a near abandoning of the technological modenisation of the Bulgarian Army, especially regarding interoperability. This neglect has increased the total costfor necessary maintenance and the establishment of new capabilities to an unbearable level for the defence budget.

In contrast, the force structure review is based on solid political decisions and the consistency of political will. It is backed by available resources at hand and the clear understanding that postponing decisions on the toughest problems, as well as delaying reforms, will progressively undermine the feasibility of the modernised forces we need and increase the resources necessary to attain them.

The political approaches and principles set out in this White Paper, as well as the parameters of defence capabilities defined, naturally identify it as a conceptual **Programme for the Development of the Armed Forces.**

The force structure review was carried out on the principle of ***planning based on capabilities.*** The application of this approach examines the existing, the necessary and the lack of capabilites and takes note of the obsolete ones. It allows us to formulate the requirements necessary to secure the transition to a single set of Armed Forces[3] able to execute a wide range of missions and tasks. This approach in planning is responsive to the contemporary security environment, where the concrete threats are hidden and the sole exercise of military muscle is rarely the appropriate answer. The aggregation of potential military objectives is rather detemined by the consideration to security than to existing threats.

The national defence capabilities have been structured in accordance with the core areas set out by NATO: timely forces availability; effective intelligence services; effective reaction and engagement; deployability and mobility; consultation, command, control and communications; sustainability and logistics; survivability and protecting forces. Determining our national defence capabilities is done within the framework of NATO's collective capabilities and our predefined and definite participation, by article 5 of the North

[3] **Single set of forces** - These are forces that are deployed in a single state for peacetime and in crisis, prepared by uniform programmes, use unified operating procedures and uniform methods and doctrines.

Atlantic Treaty, in NATO's collective defence planning system. It is fantastical to suppose that today we could defend our state's territory and sovereignty without depending on the North Atlantic Treaty Organisation and it's collective capabilities. The national Goals of the Armed Forces, agreed upon by the Republic of Bulgaria and the Organisation, are inseparable from NATO's forces for collective defence.

On the basis of the tasks and missions assigned to the Armed Forces, to determine the capabilities we need, planning scenarios have been developped, prioritised and sanctioned. Using that as foundation, operations have been conceptualised including different possible lines of action and necessary force. The maintenance of necessary capabilities and prioritising the want for capabilities is a matter of constant evaluation of available resources.

The introduction of these scenarios at later stages also requires for the activities of other national structures and departments, involved in the consultation and coordination of plans and actions, to be adapted to deal with different types of crises.

During the strategic rethinking of defence it became clear that for the successful realisation of a uniform set of forces, **achieving the optimal balance between the planning of capabilities to accomplish the Armed Forces' role, missions and tasks AND the actual resources available to the state is a necessity.** In practice this means securing a relatively constant share of GDP for the Ministry of Defence budget for the next four years – **no less than 1.5%,** and including other defence expenses and the expenses of military pensions – not less than 2%. The application of a process of planning focussed on the shortage of specific capabilities gives us the ability to find the best resolution to the disproportion between great designs, requirements and limited resources.

3. CONSOLIDATION OF POLITICAL WILL FOR GENUINE REFORM

In the national context, the defence goals set out by the executive are directed to building an army with modernised capabilities; establishing principles of transparency and responsibility in the spending of defence resources; founding the effective management of defence; and decreasing bureaucratic weight and administrative expenses.

The political will is directed to achieving greater quality in defence with a new standard and model for leading an active defence policy – based on the principles of **efficiency, responsibility, transparency and accountability.** This means decisions are to be taken with the clear understanding of the reform's scale and continuity.

The National Security Strategy of the Republic of Bulgaria and the National Defence Strategy, currently in development, are an essential part of the reforms in security and defence. Accordingly the force structure review, the resolutions of which are presented in this White Paper, is harmonised with the basic strategic parameters set out in the relevant projects.

Role, missions and tasks of the Armed Forces

As a political tool, **the role** of the Armed Forces is to contribute to attaining national interests; to defeat opponents together with allied forces; to keep threats away from state borders; and to contribute to international peace and security. The results and analyses drawn from the review conclude that we must keep the current role and missions of the Armed Forces. However, they also predetermine the actualisation of the Armed Forces' tasks. The following **missions and tasks** are assigned to the Armed Forces:

Defence – covers tasks related to guaranteeing the state's

sovereignty and independence; defence of the territorial integrity of the state and of NATO member-states through article 5 of the North Atlantic Treaty.

Support of international peace and security – includes carrying out international and coalition commitments to participate in NATO and EU operations in response to crises; partaking in missions of the UN, the OSCE and other coaltion structures; arms control related activities; the nonproliferation of weapons of mass destruction, checking their media of proliferation and materials for production; international military partnerships; the provision of humanitarian relief; and the consolidation of trust and security.

The participation in expeditionary forces and operations is an important element of the transformation of our Armed Forces. This participation was among the most essential arguments for rethinking the Armed Forces' structure, rearming and modernisation – it has optimised the combat training with regard to the reality of the objectives outlined by the missions. The experience gained by our forces and structures through participation in military operations has proven to be of exceptional importance. We forsee the continuation of this benefit by our committed participation in NATO's operations in Afghanistan. At the same time we will continue our participation in the NATO operation in Kosovo and the EU operations in Bosnia and Hersegovina and the Somalian Basin.

Contribution to the National Security in Peacetime includes**:** building/maintaining early warning capabilities for potential risks and threats; activities for control of sea and air space; deterrence operations; neutralising terrorist, extremist and criminal groups; protection and defence of strategic sites; protection and support to the population in case of natural disasters, industrial accidents and ecological crises; unexploded ordnance disposal; providing humanitarian relief; support to migration control; search and rescue activities; support when necessary to other government organisations and local authorities to prevent and overcome the consequences of terrorist attacks, natural disasters, industrial accidents, ecological crises and epidemics.

Level of political ambition in defence

According to the capabilities at our disposal and the capabilities which we plan to achieve, the level of ambition in using the Armed Forces is:

Mission **Defence** – in accordance to the Constitution of the Republic of Bulgaria, the Armed Forces defend the sovereignty and territorial integrity of the country with all available forces and means. This defence is realised in terms of activating article 5 of the North Atlantic Treaty – the Armed Forces carry out the defence with the joint forces and means of NATO's collective defence, according to NATO's common defence planning system. Part of NATO's forces would be temporarily deployed on Bulgarian territory.

Upon the activation of Article 5 of the North Atlantic Treaty and ensuing action on the territory of other NATO member-states, the Armed Forces are to provide land, naval and air forces of a predetermined set, negotiated in NATO's defence planning framework. The core component of this set is a brigade tactical group from the Land Forces on the basis of a medium mechanised brigade.

In this mission the Armed Forces establish: surveilance, control and defence of air-space through NATO's integrated air defence system, including solitary air policing, and perspectively through NATO's Missile Defence System; sea surveillance and defence; maintaining readiness of early warning and command & control systems; and maintaining national capabilities, functioning within the allied collective defence system.

Mission **Support of International Peace and Security** – the Armed Forces maintain a readiness for participation in multinational allied and coalition crisis response operations . In terms of quantity, this contribution is expressed by the participation of a reinforced battalion, or a greater number of smaller units from different military services, in prolonged operations with rotations within the resource equivalent to the level of ambition (on average about 1000 men). The navy participates with declared forces with resources equivalent to one frigate, for a period of three to six months per year. The air force participates with helicopters and all staff necessary for their capability, without rotation, for a period of six months per year. The logistics and

all other necessary elements for our participation in operations are ensured.

Mission **Contribution to National Security in Peacetime** – to assist the activities of other government agencies and organisations by consigning ready and available formations within the existing capabilities framework, in accordance to developed plans.

The level of political ambition in every mission is based on the definition of concrete allied commitments, the completion of national security tasks, as well as the determination of a fixed percentage of the Gross Domestic Product for the defence budget. The balancing of political ambition with the resources the Bulgarian public can afford is a task of critical importance to the Armed Forces.

The legal entrenchment of the review's contructive onclusions

Perfecting the defence-regulating system and the activity of the Armed Forces is part of the political efforts and the will to realise our constructive conclusions from the force structure review. Changes and additions to the Law on Defence and Armed Forces of the Rebublic of Bulgaria and to acts of lesser legal weight relating to it, are necessary. Through these changes we will create the necessary legal conditions to secure the reorganisation of the Armed Forces command structure. The changes will input new requirements for the **military education** system, with the idea of optimising structures duplicating each other and achieving greater effectiveness of training. New mechanisms will be introduced to sustain the **career development** in the military service.

As for the need for detailed regulations and solidifying the rights and duties of the citizens and authorities directing the Armed Forces **reserve,** the public relations of the reserve, the employment in it and the **military accountability** to the citizens – this need will be regulated by a separate Law on the Reserve, whereby reserve regulations defined in the Law on Defence and the Armed Forces of the Republic of Bulgaria will be countermanded.

The creation of a new Law on **Military Police**, with which we shall extend the functions and powers of the Military Police Service

prescribed to the Minister of Defence, has the aim of realising closer interactions and relations between it and national police authorities. It will also countermand relevant texts in the Law on Defence and the Armed Forces of the Republic of Bulgaria. Thereafter, in view of perfecting all elements of our defence system and Armed Forces, we shall develop a Law on Military Intelligence services (currently no such law exists).

The scale and vigour of the reform will also require changes in other laws affecting and relating to defence and the Armed Forces. The legal supervision over establishing the powers of the authorities directing the state's defence and over thr completion of tasks assigned to the Armed Forces and the status of military service is defined in separated laws (according to the regulatory specifics of those laws).

4. FUTURE DEVELOPMENT OF THE ARMED FORCES

New defence management

One of the leading priorities of our defence policy is the future development of an integral sytem of effective defence governance under uniterrupted public control, with a great potential of flexibility, planning and effective response. This entails the **application of contemporary defence management, founded on principles of good governance and planning, based on the operational capabilities of the forces and the possible scenarios for their use.**

Of particular importance are the processes reviewing defence policy; the formulation of political guidance; the defence requirements; the development of defence capabilities; and the evaluation of and accountability for the performance and results achieved.

In order to concentrate resources on the development of capabilities the following steps are crucial: the full integration of national defence planning with NATO defence planning; the perfecting of a programmed management of defence resources; and the unequivocal implementation of a programme-driven and result-oriented budget.

Respectively, we are introducing firm mechanisms to optimise organisation, personalise responsibility and establish standards and constantly operational procedures in all areas of work. The aim is for the work organisation in the Ministry of Defence to become more effective and efficient, while any realised economies are simultaneously reinvested back into building more modern and better prepared forces.

In contrast to past attempts to reform the Armed Forces, which always started from the bottom and faded going to the top, the principle we have employed requires our reform to **start radically from the top, from the administration of the Ministry of Defence and the organisation of top commanding structures.** There can be found no contemporary argument to have the staff of top commanding

defence structures, including the General Staff, to surpass 2.5% of the troops under their command. The practice we are undertaking is one employed in the armies of our allies and partners in NATO and the EU, and the ambition of our political leadership is for it to be firmly enforced. It has been planned that the administration should not exceed 750 personnel.

The capabilities of the Armed Forces' command and control system are based on principles guaranteeing its successful functioning: single and undivided personal authority, unity of efforts, a strong hierarchical organisation and clearly formulated leadership. The interrelations of commanding structures must unconditionally lead to achieving top efficiency in action and to accomplishing objectives. They must also be unquestionably clear and exclude all conceivable ambiguity.

At the operational level, from a total of five separate operational command structures and headquarters, four will remain to be functionally integrated into a sole operational level. The three headquarters of the different services of the Bulgarian Army (land, navy, air) will be directly subordinate to the Joint Forces Command.

In this way we are: constructing a unified command and control system both for peacetime and in response to crises; eliminating the duplication of functions through establishing a joint pool of human, financial and material resources; and increasing the effectiveness and command and control by evading the need to reconfigure structures and realign authority and subordination in critical moments of planning and operations. As a consequence we are also reducing the workload and training costs for headquarters and staff.

Future capabilities

During the force structure review, the national defence capabilities were structured in a "Catalogue of capabilities for the development of the Armed Forces of the Republic of Bulgaria", according to allied specifications.

On the basis of the formulated role, missions and tasks of the Armed Forces, to define the necessary capabilities ten planning scenarios were developed and applied. They were prioritised through the 'Method of

Prioritisation of Deficient Capabilities' into three groups according to the criteria of 'probability of occurrence' and 'anticipated risk'. These groups served as the foundation for the development of operational concepts, including lines of action and force requirements.

The asserted operational concepts and the respective force requirements represent a wholesome picture of the possible lines of military action according to relevant needs. The concepts include all predictable threats and circumstances mirrored in the set of scenarios. This allows for defining the necessary capabilities for the completion of certain objectives and determines their connections to the relevant doctrinal base.

The capabilities necessary for the Armed Forces to complete their assigned missions are directly dependent on the circumstances in which they will be applied. These circumstances are accounted for in the development of scenario profiles. The scenario profles include main objectives, the circumstances under which they have to be achieved and the standards with which they must be achieved. Within the profiles are critically defined: the tasks key to achieving desired ends of the operations; the parameters of the situation in which the operational planning takes place (physiographic, military and non-military); and the level of desired effectiveness in the completion of the objectives set in the given circumstances. Profiles of the levels from battalion/ship/division/squadron to brigade/base have been developed additionally. Within this process different capabilities, including deficient ones, have been prioritised – the "List of Prioritised Capabilities" has been compiled as a result.

During the review, the current structure of the army and forces was evaluated according to operational estimates and the technical-military requirements. The forces structure was determined (as a set of forces) according to the prescribed needs to respond to specified operational requirements. In addition, we were able to determine the discrepancy between necessary and existing capabilities. In the process we have ultimately determined the existing, the necessary, the missing and the obsolete/unnecessary capabilities.

The above-mentioned analyses from the review are at the core of this White Paper, the purpose of which is to publicly present the new political vision, for the forseable future, of our defence and Armed Forces. Consequently, the results of these analyses will be detailed in a

concrete Plan for the Development of the Armed Forces, where efforts will concentrate on sustaining the available necessary capabilities, the building of the missing capabilities as well as their maintenance and development. Concurrently, the plan will entail a gradual discharge of obsolete and unnecessary capabilities. The changes envisaged will create conditions for the evolutionary development of the Armed Forces – their systemic upkeep and the building of new and necessary capabilities.

Changes

The existing capabilities of the Armed Forces are currently realised with the following personnel. The total number of the Armed Forces is 44,100. In that number, 78.7% are military to a total of around 34,700. The remaining 21.3% are civilian, to a total of around 9400 people. The Buglarian Army consists of 34,500 people. Of those, the military personnel on active duty comes to 30,400 (88.1%) and civilian personnel 4,100 (11.9%)[4]

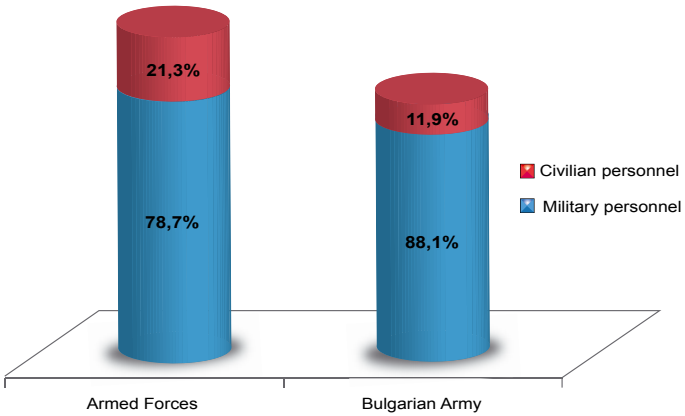

Figure 1: Personnel by Category in 2010

[4] The term *'Armed Forces'*, under the Law on Defense and the Armed Forces (Art. 50(1)), includes the *"Bulgarian Army"* plus the Military Police Service, the Military Information Service, the military education institutions, the Military Medical Academy, the Ceremonial Guard Unit, the Military History Museum and the Reserve. The MoD military personnel is also part of the Armed Forces under the Law. Under the same law (Art. 60a(2)) the term *'Bulgarian Army'* includes the Joint Operations Command, the three Services as well as training, maintenance and logistics formations.

A gradual decrease of 7,000 people from the total number of the Armed Forces by 2014 is planned, where the military on active duty in the Armed Forces will be decreased by 5,700 and the civilian personnel by 1,300.

The analyses show that for the maintenance and development of necessary capabilities, the total number of the Armed Forces can be no less than 37,000 – of those the military on active duty 73% and the civilian personnel 19%. The assembling of 3000 reservists is planned, whereby it will be possible to call them to active duty in the Bulgarian Army expediently.

A comparison of the current and the planned staffing of the Armed Forces is shown in figure 2 below.

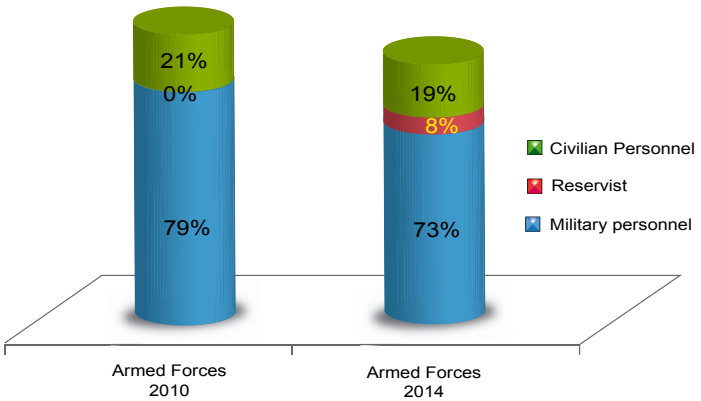

Figure 2: Change in the Numbers of Personnel of the Armed Forces by Category

The distribution of personnel by structure is shown in figure 3:

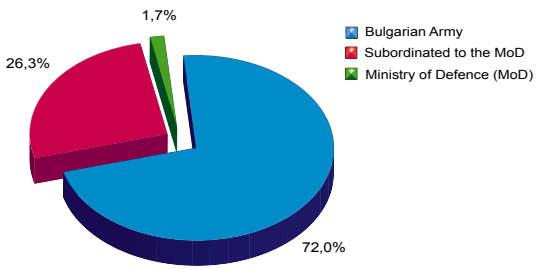

Figure 3: Distribution of Personnel by Structure in the Armed Forces by 2014

The Bulgarian Army – the core of the Armed Forces – needs to be comprised of no less than 26,000 total military and civilian personnel on active duty. To that number are added 2,700 reservists. The share of military personnel on active duty is to be 82%, of reservists 10% and of civilian personnel 8%. With these proportions the efficiency in carrying out tasks with limited available financial resources is expected to be significantly improved.

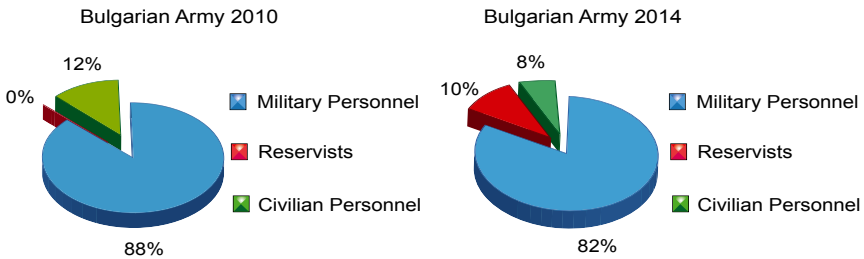

Figure 3a: Change in Allocation of Staff of the Bulgarian Army by Category by 2014

The personnel of the Bulgarian Army is to be allocated to branch structures, as follows in figure 4: Joint Forces Command and its directly subordinated personnel and units – 9%; Land Forces – 53%; Air Force – 25%; Navy – 13%.

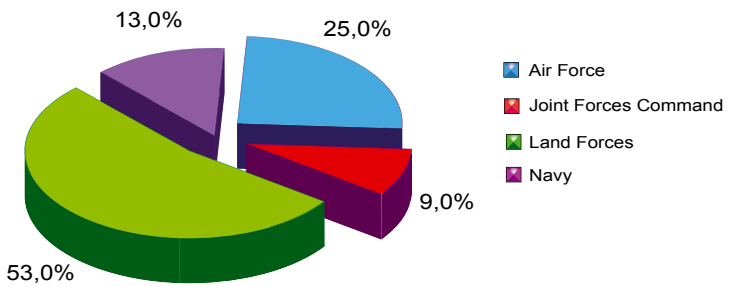

Figure 4: Distribution of Staff in Structures of the Bulgarian Army by 2014

In the context of a modern defence management requiring a clear demarcation of the different levels of command, part of the current

structures of the Bulgarian army, such as the communications & information system, military weapons, MOD command, operational stocks, the military geographic service and other such, are incorporated in the capabilities package.

The review determined the manner of structural change within the Armed Forces necessary to bring about the abovementioned parameters of a desired total number of Armed Forces in balance with capabilities and resources. The aim is, at the end of the period, to bring down the expenses on personal staff, on-going maintenance and capital expenditure in the ratio 60:25:15.

These proportions are closest to the best management practices in the defence organisations of many of our allies. They will allow for the best management of our personnel, for effective preparation procedures and for the modernisation of the Armed Forces.

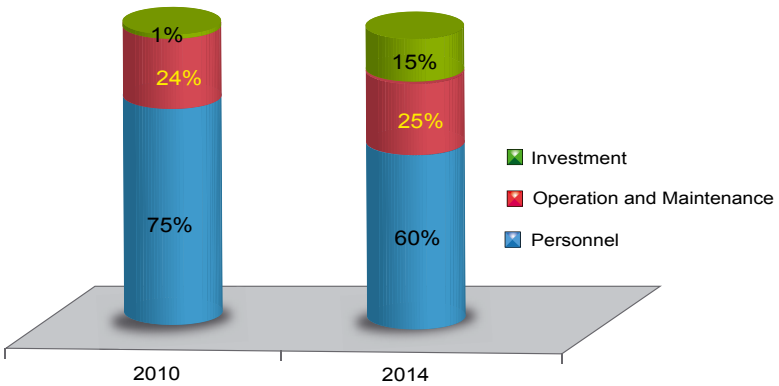

Figure 5: Change in the Ratio of Types of Expenditure

As a result of the reforms and with a fixed defence budget of 1.5% of GDP, we will secure a significantly greater quality of support and greater per capita funding on military personnel – rising from 29,000 lv. (approx. €15,000) to 43,600 lv. (approx. €22,300) per serviceman. This will consequently result in modern equipping and arming, as well as a greater level of battle readiness and efficiency.

Structure of the Armed Forces

Land Forces

The Land Forces contribute significantly to the completion of the Armed Forces' three missions. They participate in the country's defence in a collective defence system. They partake in collective defence activities outside the country's territory and in joint operations against terrorism.

To support international peace and security, The Land Forces are actively involved in international operations concerning: crisis response beyond national borders; reassuring peace and security; arms control and nonproliferation of weapons of mass destruction; as well as the implementation of international trust and security support measures.

Their contribution to national security in peacetime is composed of the defence of key infrastructure; the fight with organised crime and the traffic of people, drugs and weapons; aiding the state and local authorities in preparing, supporting and protecting the population, the rural economy and the national territory, to respond to non-military crises and dealing with related consequences.

In 2010, in accordance to their functional roles, the Land Forces are comprised of two force groups – deployable forces and support forces, where both groups have high and low levels of readiness for action.

In 2010, the Land Forces comprise of: a headquarters; brigades for different types of military action; a brigade HQ; regiments and subdivisions for military support and providing logistics; and units for training.

The analyses and conclusions regarding the role and placement of the Land Forces in the next 10-15 years, conjured the following vision for their development: as a major branch of the Bulgarian Army's forces, they are to package, equip, prepare and support deployable land based units capable of participation in a wide spectrum of NATO operations both on and beyond the state's territory. To complete the tasks assigned to them, the Armed Forces have to build the mandatory capabilities to achieve the relevant level of ambition.

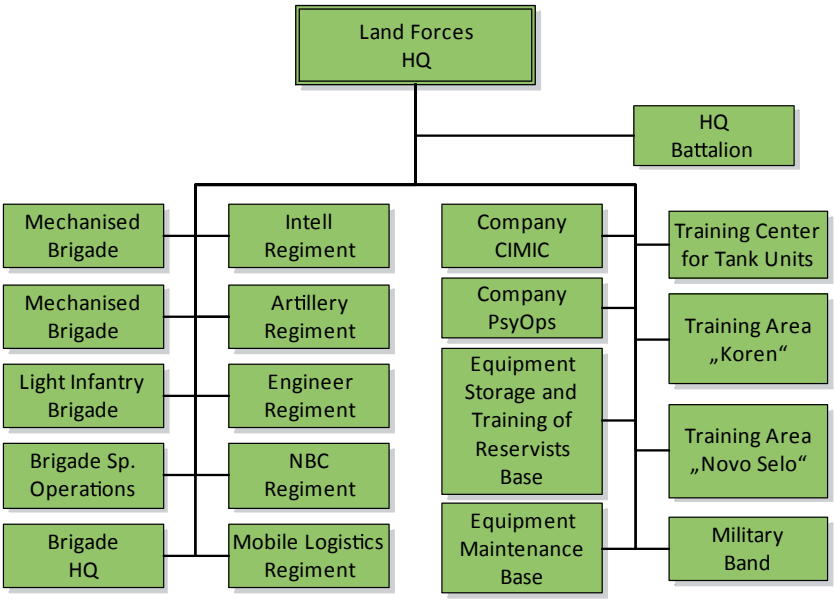

Figure 6: Structure of Land Forces in 2010

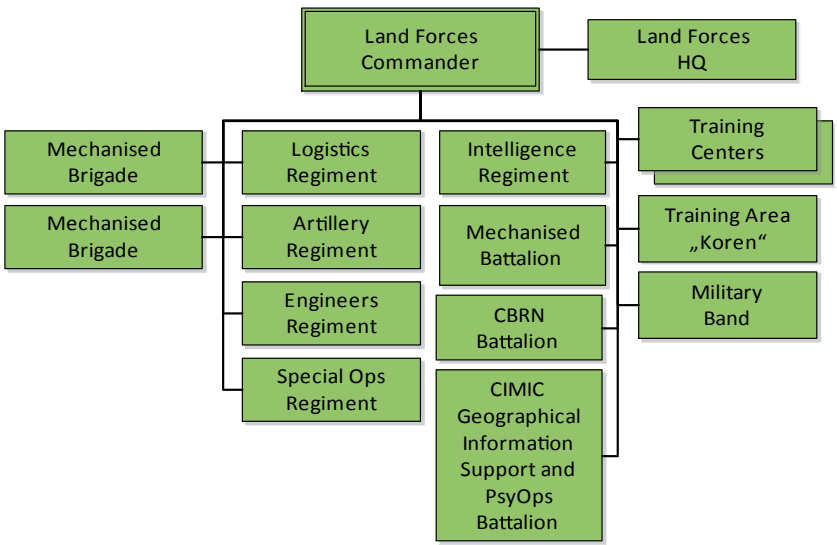

Figure 7: Structure of the Land Forces by 2014

From admissions made for the possibility of the Land Forces to complete one or more planning scenarios simultaneously, we have determined the necessary organisational structure to be comprised of a commander and headquarters, two brigades, four regiments, two specialised preparations centers; four self-dependent battalions and a training ground.

By realising the stated plans for reorganisation and modernisation, the Land Forces will acquire a more flexible structure and the realistically necessary capabilities to participate in present-day operations. One of the major challenges will be the modernisation and rearmament of units with arms and military technology of contemporary standards.

Air Force

The Air Force guarantees the sovereignty of the Republic of Bulgaria by executing the surveillance, protection and defence of its air space. It also carries out duties for NATO's collective defence system.

The Airforce maintains a state of constant readiness, leads the preparations and partakes in the execution of operations. It exercises aerial navigation control and secures the inviolability of the state's airspace, within NATO's air defence system.

The Air Force participates in peace-keeping operations outside national territory.

The Air Force executes tasks related to the defence of key infrastructure; the fight with organised crime and the traffic of people, drugs and weapons; aiding the state and local authorities in preparing, supporting and protecting the population, the rural economy and the national territory, to respond to non-military crises and dealing with the related consequences.

The organisation of the Air Force comprises of units and subdivisions from different military services – aviation, air defence forces, radar and communications & navigations maintenance and logistics forces.

The organisational structure of the Air Force in 2010 includes: a headquarters; an air operations center; a fighters air base; a

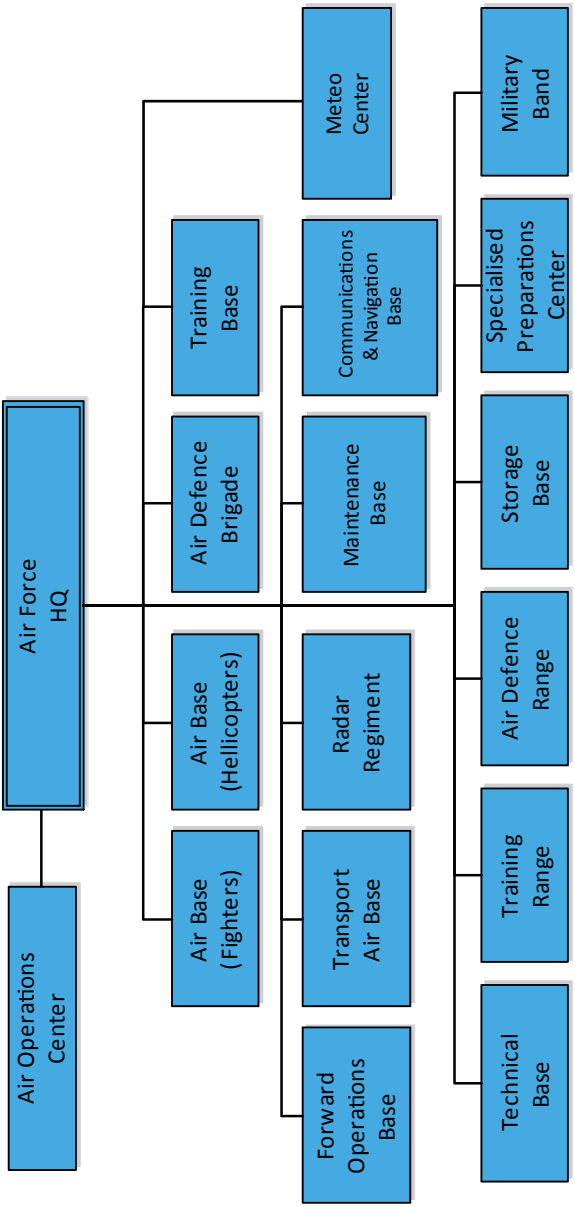

Figure 8: Structure of the Air Force in 2010

hellicopter air base; an air defence brigade; air force training base "Georgi Benkovski"; a forward operations base; a radar regiment; a maintenance base; a meteo center; a technical base; a training range; an air defence range; a storage base; a specialised preparations center; and a military band.

After the force structure review, the Air Force will be organised to include: a commander and headquarters; two air force bases (Graf Ignatievo and Krumovo); a forward operations base; an air defence base; a command, control and surveillance base; a specialised equipment base; and a military police company.

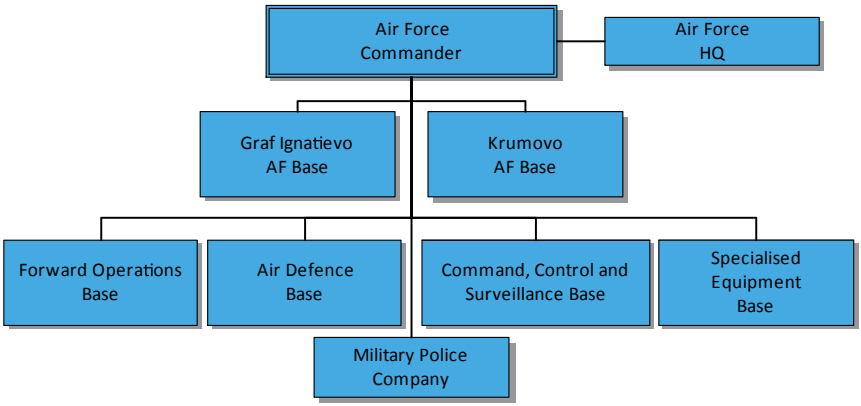

Figure 9: Structure of the Air Force by 2014

We have several projects envisaged for the rearmament and modernisation to secure the substitution of old and building of new Air Force capabilities.

Navy

The Navy guarantees the sovereignty and defends the interests of the Republic of Bulgaria in its sea space. The Navy participates in joint operations for the defence of national territory and the Republic of Bulgaria's sea space, within the collective defence system. Outside national territory it partakes in collective defence actions with a specified force – anti-terrorist operations; patrolling of sea regions;

embargo operations; escorting of exceptionally valuable ships and cargos; and mine-clearing operations. The Navy executes constant surveillance and announcement of sea space conditions, control of naval navigation, and defence of naval communications and the economy at sea.

The Navy also partakes in operations supporting international peace and security by: executing surveillance; reconnaissance of the (tactical) situation and control in the zone of operation; participating in joint and/or multinational operations against terrorism; contributing to the prevention of illegal human, drugs and weapon traffic by sea; executing tasks on embargo, humanitarian aid, evacuation and rescue operations.

The Navy's contribution to national security in peacetime is composed of: aiding the state and local authorities in preparing, supporting and protecting the population, the rural economy and national territory, to respond to non-military crises and overcoming the related consequences; contributing to the defence of key strategic sites and sea infrastructure; the fight with organised crime and the traffic of people, drugs and weapons; and participating in the search and rescue of people at sea and humanitarian and evacuation operations.

The Navy's structure by 2010 is comprised of a headquarters, two naval bases (Varna and Burgas) and the headquarters' support units.

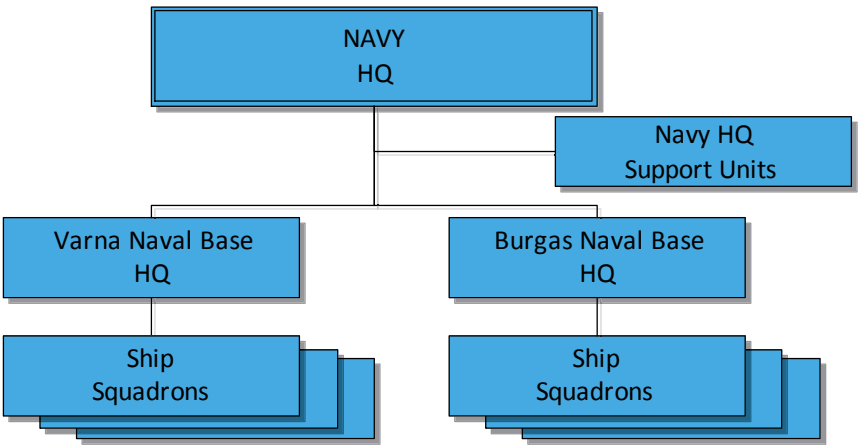

Figure 10: Structure of the Navy in 2010

The future organisational structure of the Navy will include a commander and headquarters, one naval base with two stations (Varna and Burgas), for basing and formations, directly subordinate to the commander.

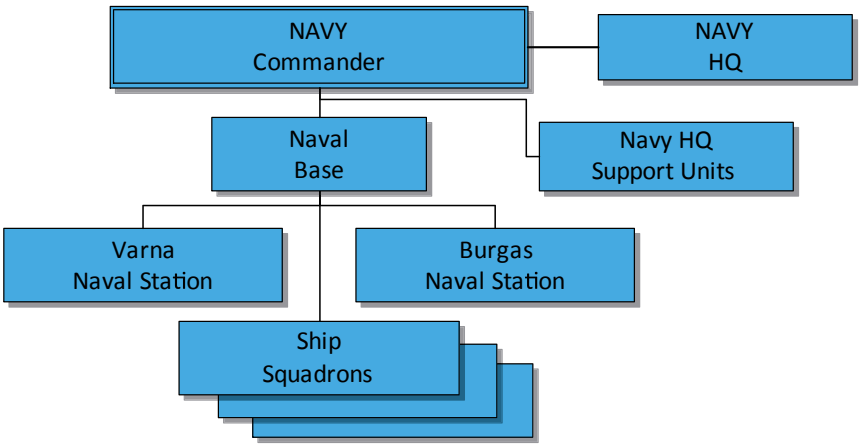

Figure 11: Structure of the Navy by 2014

For the maintenance and development of the necessary operational capabilities, arising from new realities and challenges, as well as for achieving interoperability of our Navy with NATO member-states, we envisage the modernisation of available combat ships, the acquisition of new helicopters and the development of coastal reconnaissance and navigation installations.

Logistics

In logisitics we find the most serious challenge to the adaptation of our Armed Forces to the requirements of contemporary expeditionary operations. The force structure review made obvious the need to transform the logistics system to a single integrated and mobile system, for peace and war, for logistical support of the Armed Forces and adequate to their structure, missions and tasks, and providing the possibility of effective and efficient use of the material resources for defence.

To reach this goal, the priority for the logistics system is to achieve the optimal conjunction of the separated logistic support for military formations, the centralised logistics support, multinational logistics and the logistical capabilitites of the host-country. This requires reaching optimal efficiency of the logistics support structure on all levels.

The reform will affect the operational and tactical levels of logistics. At the operational level we will disband the Maintenance and Support Headquarters. The centralised logistical provision for the formations of the Bulgarian Army will be executed through the logistical services and capabilities of the Joint Forces Command and the commander of the three services of the Armed Forces.

At the tactical level the core logistical intrument will be situated in the "Logistics" brigade, subordinate to the Joint Forces Command, with its mobile and stationary formations – a transport battalion and bases for storage, repair and servicing of material resources. A wholesome executive logistical structure will function throughout all formations, units and subdivisions of the Armed Forces' services.

Command and Control

The system for command and control of the Armed Forces will be reviewed in the context of achieving effective control and making the strategic and operational level command structures compatible with the tenets of modern armed forces management. The command and control of the Armed Forces constitutes of the strategic, operational and tactical levels of command.

At the ***strategic level*** the responsibility for forming and carrying out national defence policy is held by the Minister of Defence in his role as a single central authority of the executive over the Armed Forces. The Ministry of Defence is a single political-military body in charge of forming and executing national defence policy, which combines civil and military expertise and which functions based on the democratic principles of public oversight of the Armed Forces.

The Chief of Defence is unequivocally subordinated to the Minister of Defence and aids him/her in the execution of the office's functions– the creation and execution of defence policy and the use

of the Armed Forces. The Chief of Defence executes his prerogatives through the commanding officer – *a priori* the Commander – of the Joint Forces Command.

The Defence Headquartersis an integrated part of the Ministry of Defence, and it provides the Minister of Defence with military expertise. In the near future, its functions will increase to include the leading of projects related to defence and security; the analyses for necessary defence and operational capabilities; the development of plans and requirements for the development of the Armed Forces; the generation of strategic analyses; the formation of logistical provision policy for the Armed Forces, including securing the required resources for them; moderdisation and more.

At the operational level, the commanding officer (the Commander) of the Joint Forces Command and the Commanders of the Land Forces, Air Force and Navy, aided by their relevant heaquarters, form a single funtionally integrated structure, with clearly defined functions and responsibilities. In this structure, the overarching characteristic is **jointness**. The Commanders of the three services of the Armed Forces are subordinate to the commanding officer (Commander) of the the Joint Forces Command.

Jointness and joint functional integration at the operational level allows for the optimised work of personnel and the organisational personnel structure of the different headquarters. The Joint Forces Command unites and executes only those functions and activities which are common to all three services – joint intelligence, joint operations, joint logistics and communications.

At the same time, the planning resources of the Joint Forces Command support the commanders of the different military services in planning their independent operations. In joint operations, the planning resources of the headquarters of the military services are fully engaged in working for the Headquarters of the Joint Forces Command. We expect that the territorial disposition of the HQ of the Joint Forces Command, the headquarters of the Land Forces and the headquarters of the Air Force being in the same building will ease their functional unity. At this stage, the review does not propose moving of the Navy headquarters to Sofia, but defines the guarantee of enough technological communication capabilities for joint efforts in real time. Moreover, the disposition of the aforementioned three

headquarters in one building establishes the physical availability of each for optimised planning and horizontal interaction and cooperation of military persons and units.

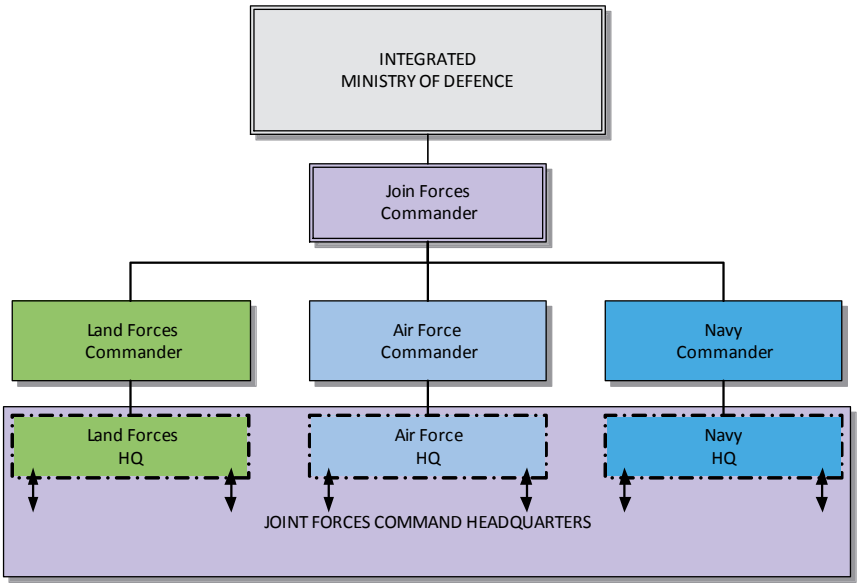

Figure 12: System for Command and Control at Strategic and Operational Level

The Joint Forces Command maintains the capabilities to organise and control all processes in its subordinate structures, regarding:

– The management of day-to-day activities; the collection of data on the situation and condition of the personnel and forces of the Bulgaria Army; the preparation of subordinate commanders, personnel and forces; the support of battle and mobilisation readiness; operational control of forces on duty and resources; the deployment of military forces beyond borders and the exercise of national command and control;

– The planning, provision and exercise of operations in response to crises, according to the instructions of the Minister and thereafter the Chief of Defence; the development of preliminary operational plans for the use of the Armed Froces according to the planning scenarios and strategic concepts;

– The upkeep of a constantly operational joint operations center, providing necessary information to all other ministries and agencies, to the Bulgarian Army and structures directly subordinate to the Minister of Defence; contributing to the realisation of national command and control of military forces beyond national borders; the operational control of forces on duty and resources in peacetime.

Thanks to the capabilities of the stationary and mobile communications system, the joint operations center can function as a national crisis center for operational leadership of military formations and civil authorities in operations, with the objective of solving crises in and outside the country.

The commanders and headquarters of the Land Forces, Air Force, and Navy organise and carry out the full daily routines and the provisions for their subordinate structures. They plan and execute the millitary training of subordinated formations, units and subdivisions for the independent or in-structure use of joint operational forces. They build and maintain the headquarters' planning and control capabilities for *independent operations* and for participation in the planning process of joint operations through the Joint Forces Command. They build and upkeep the capabilities of deployment, provision and maintenance for their own forces' activities and resources, and they prepare and present the formations ready to participate in missions abroad.

During the execution of independent operations, the commanders of the military services control their subordinate tactical formations. In joint operations, they form HQ-elements of all three military services to control the units and forces participating in the joint operation.

The staff element of the Land forces is built with capabilities to take key elements in the field; to establish control outside the main camp; to provide C2 connectivity to the Land Forces Commander; to effectively control subordinate formations in the joint operation – in general to secure the deployment of the core formations and logistical maintenance formations. The Land Forces element, together with forces and resources from the Joint Forces Command, also exercises the function of a forward command post for the Joint Forces Command. This will also optimise the needs of communications support.

For the execution of special forces operations, the Land Forces headquarters forms a special element for their control.

The Air Force staff element for joint operations supports constant operational capabilities to execute the tasks assigned to the Air Force in the joint operation zone. For the control of Air Force actions during the operation, the Air Force use the same C2 structure as in peacetime. Forward control posts can also be deployed.

The naval staff element plans and controls the actions and forces of the fleet in the joint operation zone. Depending on its characteristic (i.e. when the operation zone is not in sea space), the naval element exercises tasks for the Joint Forces Command, on oraganising and realising cooperation with the naval forces of other countries in the zone of operation.

At the ***tactical level*****,** the commanders of formations, units and subdivisions are subordinate to the commanders of the relevant services of the Armed Forces. *The commanders* of communications and logistics units and subdivisions are directly subordinate to the Joint Forces Command. Their staff and subordinate formations build and support deployability capabilities. They also maintain the logistical provision systems through mobilisational resources and communications support for the Bulgarian Army during peacetime and for the whole of the Armed Forces during crises.

Communications Support of the Command and Control Structure

The communications system of the Armed Forces secures the support of the established command and control system for all missions and tasks. It is comprised of communication networks and a system of control posts.

At the strategic and operational level, stationary control posts are kept operational. For the control of military forces during operations, the creation and maintenance of mobile modules for deployment on field control posts is envisaged: for the Joint Forces Command, for the Land Forces, as well as for a national support element during the deploymend of NATO forces on our territory and the execution of operation outside national territory.

We envisage the communications system to be divided into a stationary and a mobile part, structured into two formations. The stationary part, subordinate to the Ministry of Defence, will secure

communications support at the strategic level. The mobile part is subordinate to the Joint Forces Command and executes tasks assigned by it.

The stationary Communications system for the Ministry of Defence and the Bulgarian Army maintains the connection and exploitation readiness of stationary communication junctions, thus providing for: the headquarters at strategic and operational levels; the structures necessary for the cooperation of the Ministry of Defence with other ministries and agencies; the structures necessary for building an Integrated Communications System for control of the country; as well as supporting formations.

Following the force structure review, we need a revision of the project for the development of a stationary communications network. The disbanding of garrisons and military areas will free financial resources. The freed finances will be directed to the integration of the stationary communications network with the networks of other ministries and agencies so as to build a single information network. The simultaneous delivery ontasks will increase the integrity of the system for control over the nation. The use of a single information network will significantly decrease expenses on the technical maintenance of our communications systems. It will secure possibilities for a wider use of commercial software products and services that reach end users. This way, we will create conditions for the minimalisation of expenses on valuable and specialised software for the military. There will be an increase of access possibilities for public inquiries (to the informational resources for of the Ministry of Defence, within specific boundries) on the drafting of documents and information on the Bulgarian Army. However, the use of a single information network will increase the need of greater cyber-defence capabilities.

The new priorities of the Armed Forces demand the development of mobile formations for communications maintenance capabilities. It is necessary to review the new delivery contracts and to make the adequate changes to ensure that the mobile formation are modern and with NATO standard technological systems.

Military Intelligence

The Military Intelligence unites all the intelligence resources in the Armed Forces and is responsible for the timely acquisition, development and distribution of necessary intelligence information. The management of the military intelligence is realised in a single and centralised intelligence process.

For this purpose capabilites are developed and maintained to secure the timely discovery and warning of risks and threats to national security and the intelligence support for formations in operations and missions.

The complex and dynamic security environment and the characteristics of present-day risks and threats requires tasks of a wider functional and territorial spectrum from the military intelligence service. Military aspects aside, it has to evaluate assymetric risks and threats, terrorist activities, level of threat to our military forces, as well as the religious, psychological, cultural, historical and any other identity characteristics of the population in the security environment in which our Armed Forces are active.

The Bulgarian military intelligence is part of the NATO and EU intelligence community. Within, it carries out a constant exchange of information and participates in the intelligence support of operations and special activities of allied and coalition forces. It also establishes informational and operational cooperation with partner agencies, in the interest of national security and the defence of the state.

The intelligence carried out within the Armed Forces of the Republic of Bulgaria is centralised, organised and executed at the strategic, operational and tactical levels.

At the strategic level, the intelligence is organised and exercised by the intelligence services of the Ministry of Defence, especially the "Military Information" service. These services support and develop capabilities for the acquisition of strategic intelligence by using human factors and techonological means – by analysing, predicting, developing and presenting intelligence to the political and military leadership, to the bulgarian contingents in missions, to NATO, to the European Union and to partner agencies, for the timely warning of risks and threats to security, for operational planning and in the interest of the national defence policy.

At the operational level, intelligence is organised by the Joint Forces Command, with the participation of strategic-level intelligence services and the headquarters of the different military services. It is led by the intelligence formations from the three services of the Armed Forces. The main activity is directed to preparing and supporting human and technological intelligence resources, and the realisation of intelligence support for operations.

At the tactical level, intelligence is organised by the commanders of companies and subdivisions, and is led by their subordinate reconnaissance/intelligence units/bodies, in the interest of their objectives and the task they are assigned to. To achive these capabilities, the army maintains and supports formations of different types, and with different means of acquiring intelligence and leading electronic warfare in the battle area.

Military Police

The military police is a structure in the Armed Forces' configuration for the maintenance of order and security in the Ministry of Defence, the structures directly subordinate to the Minister of Defence and in the Bulgarian Army.

The military police constitutes of the "Military Police" service and the military-police formations in the military branches of the Armed Forces.

The main tasks of the "Military Police" service are related to the discovery, prevention, counteraction and investigation of criminal and other acts endangering order and security, as well as control and guard posts. Its duties include the discovery and neutralisation of terrorist acts directed against the state's Armed Forces, NATO military and civilian representatives, and countries partaking in military exercises on the territory of the Republic of Bulgaria and beyond it. The service also executes analytical, prognostic and informational activities.

The service will continue to work independently and at the same time in cooperation with other public security agencies, national authorities, organisations and citizens, to direct resources against crime and for the preservation of public order.

The organisation of the "Military Police" service is comprised of a

leadership, regional services and a center for logistics and personnel training and preparations. The regional services are positioned territorially. Their location is appropriate to securing the detachments of the Bulgarian Army, the territorial structures directly subordinate to the Minister of Defence, the military-provincial prosecutor's offices and the military courts in the Republic of Bulgaria.

Military police formations are included in subdivisions in the composition of the different military services and are directly subordinate to their commanders. They provide military order and discipline in the garrisons of military detachments, as well as the security of military sites.

Military education, science and training

The military education system will develop according to national and european legislation and to the NATO directive for organisation and execution of individual training of military personnel. According to the results of the review, it is not necesssary to restructure the military education system, because at this stage it statisfies the preparatory conditions set before it.

The review envisages the internal optimisation of strucutres and of the different military colleges, changes in the periods and forms of education in them, and an actualisation of education programmes.

We forsee the process of optimising the military colleges will bring about a decrease in the administrative and provisional staff. The aim is fuller use of information technology based on web-training, simulations and simulators, and the introduction of contemporary technology in teaching and learning.

The training periods are being optimised in the "G.S. Rakovski" Military Academy, in the National Military University and in the Naval College. In the latter two, in addition to the previous education model for cadets and students, we will create new opportunities for the accreditation and training of soldiers, sargeants and civilians with university degrees willing to obtain military qualifications.

The military programmes will allow for the simultaneous completion of military training of three cadet training courses with the respective periods of 5 years, 3 years and 1.5 years.

Professional sergeant colleges are also optimising their cadet training plans and programmes in accordance with the current model. An option is created where one can achieve the military qualification of "junior sergeant" after finishing a course for higher military qualification for professional soldiers. Alongside the just mentioned creation of new courses, the existing ones for advancement and qualifications are being improved with the goal of securing the career development of sergeant staff.

In the military colleges, courses are being organised for the qualification and re-qualification of military and civilian personnel. We plan for the civilian personel, before their first appointment/duty, to pass qualification training courses in the "G.S. Rakovski" Academy.

Scientific research & expertise support to the Armed Forces will continue to be carried out by the existing scientific structures subordinate to the Ministry of Defence. Organisational and structural changes in the military education system's sceintific research sector and in the directions of its activities, with regard to the preparations of the Armed Forces, are not foreseen. We are planning to turn the Defence Institute into a leading structure in the Ministry of Defence's organisation, to conduct scientific research, support and attend scientific projects and experiments in the interest of defence.

Civil-Military Cooperation

Civil-military cooperation, as a set of measures and acitivities for interaction and coordinating the activity of the military leader with outsider military structures, organisations and local authorities in the operation zone, is of critical importance to the operation's success

According to the prescribed level of political ambition for participating in operations, the review states that the available capabilities for civil-military cooperations in general satisfies the minimal military criteria. Consequently, no building of new capabilities is foreseen here. We are keeping the current CIMIC Land Forces company and the relevant structures in charge of this organisation. We are planning the creation of a mixed battalion for civil-military cooperation, geographic information-gathering and psychological operations. Within it a natural connection between civil-military cooperation and psychological operations will be established.

For the direct contact of anyone with possibly crucial mission information in the operation area, we are retaining the capability of operating a Center for Civil-Military Cooperation, the main task of which is to receive such information, regardless of whether it is specific to problems in the civilian zone or otherwise.

Defence Infrastructure

The Ministry of Defence has to provide the Armed Forces with adequate infrastructure of different types, to satisfy their basic needs and to correspond to the operational, tactical and technical requirements for the deployment of military forces.

The construction and management of defence infrastructure is directed according to the realistic needs of the troops/forces. The inherited public state properties for army use from the Cold War were widely dispersed across national territory and a great many of them were located in urban areas. A lot of the infrastructure was initially on the periphery of inhabited settlements, but ended up inside due to urban expansion. This creates problems for both the military units and the development of the territories themselves. Up till the 1980s, the territorial model of Armed Forces' positioning strongly reflected classical defence concepts and led to the progressive accumulation of infracrtucture over time, without any account of the realistic needs of the army. Concurrently, the shortage of investments in maintenance and repair has strongly accelerated the ageing of our defence infrastructure.

The new realities and needs of the Armed Forces require the full scale examination on the present state of defence infrastrucutre, the development of a clear vision on the desired infrastructure and the undertaking of adequate measures for the release of unnecessary parts.

As a result, a new approach has been undertaken in the Ministry of Defence, based on clear and corroborated future advantages. New infrastructure will be built only when the economy allows it, when proven necessary and functional, and when it leads to the realisation of real operational defence capabilities. The same will apply for the maintenance, repair and modernisation of the existing defence infrastructure.

Up to this moment, the Armed Forces' subdivisions are optimally concentrated in regions with suitable locations and sufficient national and military infrastructure. The whole process of declaring army properties and housing stock being released as a result of the structural reform, is done with complete transparencey. We are checking every option to increase the joint use of installations by the structures of the Armed Forces. A great effort is made to fully exploit NATO's programme for security investments, through which arises the chance for the construction and modernisation of joint allied infrastructure on the territory of Bulgaria.

By August 2010, the organisational structures of the Armed Forces and the Defence Headquarters are located in 280 military areas, divided more or less equally on the state's territory. These areas consits of housing stock, depots, wrokshops, citizens, military ports and airports, training grounds, learning centers and ranges – all of which provide daily activity and military preparations and training. In total, the structures of the main defence infrastructure reach 8,500 in number, with a total floor area of 3,500,000 m².

A significant part of the housing stock is in need of major repairs. Limited financial resources for the maintenance and repair of infrastructure is the reason for the severe depreciation of a great part it and for the impossibility to use it. According to operational estimates, to maintain and perfect the defence infrastructure, 450 million leva are necessary (approx. €230 million).

In relation to the force structure review and the Force Development Plan, by the end of 2014, we will significantly decrease the total size of military areas. This will bring about a reduction of 800-900 structures in the main infrastructure, with a total floor area of 400,000 m², and significant financial savings for maintenance and repairs.

The upkeep of defence infrastructure is connected to both the completion of maintenance & support tasks and the processing of information related to: the release of military areas and changing the status of their function, their use and their prospective development; to terrains and properties; and to housing stock. The release of unnecessary property is done through sales and free concessions to other departments and municipalities, including government returns of land and forests to meet public needs. Real estate sales conferred to MOD management are executed by decision of the Council of

Ministers upon proposal of the Minister of Defence. The Ministry of Defence also takes advantage of the opportunity of spending resources through NATO's Security Investment Program (NSIP) for the construction and modernisation of the existing infrastructure of military airports and ports, communication and information systems, of logistics and more. So far through this program over 10 million lv. (approx. €5.1 million) have been appropriated, and by the end of 2014 we are planning to appropriate about an extra 70-80 million (approx. €36-41 million).

Resources

Human Resources

People are the main potential and guarantee for the success in any defence matter. Through modern approaches, clear rules and mechanisms for effective and efficient management of human resources, we will provide the defence system and the Armed Forces with trained and motivated staff. For that purpose, the attraction, recruitment and selection are planned and carried out based on the overall assessment of the risks and competition in the labour market.

The Bulgarian Armed Forces are professional. A strong driving force in the human resource management policy is our membership in NATO and the European Union. Bulgarian military and civilian personnel are together day-to-day with colleagues from allied command structures, headquarters, operations, exercises and training. They work with them under significant burdens and risks, and high standards of professionalism and dedication. They thus provide an important contribution to Allied efforts in addressing common security challenges. Respectively our aim is for the recruitment, training, qualification, preparation, social status and all-round security of military personnel and their families to meet their standards and requirements.

The new policy and system for managing human resources are directed towards the professionalisation of the army by realising its personnel's full potential, thus rendering a motivated staff with effective qualities. The preparation of leaders capable of committing

to their objectives and the management of human potential is of key importance.

The successful management of personnel development is aimed at ensuring the manning of the Armed Forces with talented people with the appropriate qualifications and experience, and at taking into account the needs of both the Armed Forces and the individual. The new aspect in the selection system is the introduction of clear and strict procedures and criteria to minimise subjectivity in this process. Reappointment and dismissal of military personnel, as well as their rotation to different positions, are determined and executed by strict rules, depending on the chosen career development path. The rotation to new positions is necessary to acquire the necessary experience, since senior officers pass through various positions at one or more command levels.

Military personnel will attest to newly structured criteria each year, by which they will be assessed. Points of reference will include the characteristics of their personality, the achievement of agreed-upon professional goals, the extent of the duties, professional qualities and experience.

In a professional army the search for a new approach to formation, advancement, management, administration, use and preparation of human resources in the Reserve Force, and equipment of the Armed Forces, is imperative. In this context, the mission of the Reserve forces will be to promptly provide ready personnel and equipment, with which to increase the capabilities of the Armed Forces' formations and, when required, to carry out their tasks both in peace and in wartime.

We envisage the establishment of a territorial Reserve, which would be used during peacetime to support the activities of the executive and local authority branches in protecting the public from disaster; in conducting rescues and emergency repair work; with restoration and protection of affected areas; and, when necessary, with the deployment of military units in crises of a military nature. The preparation of territorial Reserve formations in peacetime will be planned, organised and led by the Ministry of Defence, and respectively used by regional governors and mayors.

The reserve should be built with the personnel, number and structure

to meet the needs of the Armed Forces according their missions and tasks, with a centralised control and authority system, and allocated according to administrative-territorial division of the country.

What is new is that compiling the reserve will be done on a voluntary basis in peacetime, but when the country is under "martial law", "emergency" or at "war" – mandatory. This determines the division of the reserve into voluntary and mandatory parts.

The voluntary reserve will have an optimal quantitative and qualitative composition and correspond to the realistic financial resources for the country. It should be provided with adequate training programmes, motivation and incentives. This type of reserve will increase assistance in peacetime and will be used in a wide spectrum of missions and operations, including protection of the population during disasters and emergencies. In this context the relationship between the Ministry of Defence, the central and territorial executive authorities and employers will be legally regulated. Personnel in this category will consist of Bulgarian citizens with military training fit for military service in peacetime, who have voluntarily committed themselves to a combined civilian-military career.

The mandatory (mobilisation) reserve will consist of persons listed in the reserve, with military or other special training, who have received a mobilisation assignment to formations in the Armed Forces, as well as equipment set for their assembling and formation in wartime provided by the state economy.

The voluntary service in the reserve will be implemented in peacetime as an active or passive service.

The active service will include the period during which reservists were called to active duty in the composition of their respective army units, structural units or formations for training, preparation, increasing qualifications, and while participating in missions and operations. During the active service the reservist will be assigned to full-time duty or part-time duty in the establishment of the army formation. He will enjoy all the rights of a serviceman and will receive basic and additional fees, or part thereof, in proportion to the length of active service.

Passive service will cover the period during which the reservist is not called to active duty. During the passive service reservists will be

available, ready for mobilisation, and in that period they will receive certain annual benefits and honorarium.

The management of activities regarding the organisation, management, accounting, preparation, and summoning of Reserve forces will be executed and exercised by the Minister of Defence, through the military administration. This will replace the existing system of military districts.

Thus the planned system for the Reserve will provide additional resources for the formations during peace and wartime and will strengthen its role as an integral part of the Armed Forces. It will also free the Reserve from a number of redundant but currently performed activities regarding reports on Bulgarian citizens and technology.

Financial Resources

The analyses created in the Ministry of Defence indicate that at the end of 2008, Bulgaria's defence sector consumed substantial quantities of economic resources, measured in human, financial and material real value. This comes to show that in comparison with our allies, our country maintains one of the most expensive defence systems, which burdens the economic and demographic realities we have to face. Recalculated in purchasing power standards, the defence costs to the Bulgarian taxpayer puts Bulgarian soldier among the most expensive. However, in real terms, he is among the most poorly resourced and insured.

The projected changes concluded from the Force Structure Review were subject to constant assessment in terms of the necessary resources for their realisation. Thus all capabilities have been valued in the composition of the Armed Forces – the necessary, the existing, the missing and those no longer needed. This model permits a balance between planned capabilities and available resources.

At present, a combination of internal and external state factors is exerting high pressure on the Ministry of Defence budget and in trying to securing the necessary financial resources for the state's defence. With this in mind, programme-planning will be seriously hindered.

The Force Structure Review showed that the budget's programme management is central to a *programming approach based on*

capabilities. As such it represents an achievement and an integral part of the modern management of Defence.

Ensuring the long-term budget of the Ministry of Defence as a percentage of the GDP is of critical importance. This will provide the continued financial sustainability of the macroeconomic framework vital for defence – a condition which is imposed by the length and scale that inevitably accompany the establishment and maintenance of the operational capabilities our army's needs.

As a result of the force structure review and taking into account the experience and recommendations of our allies, the programming structure of the Ministry of Defence has been updated. Consequently the number of programmes was reduced to ten. With them we will increase the effectiveness and efficiency in planning and spending of our limited budgetary resources.

Year	GDP	Budget MoD	% of GDP
2000	27399	791,3	2,89%
2001	30299	813,80	2,69%
2002	33189	944,83	2,85%
2003	35812	1001,27	2,80%
2004	39824	978,29	2,46%
2005	45484	1050,58	2,31%
2006	51783	1116,10	2,16%
2007	60185	1414,77	2,35%
2008	69295	1553,37	2,24%
2009	68537	1273,35	1,86%
2010	71644	1008,38	1,41%

Table 1: Financial framework of the Ministry of Defence by year (in millions of leva – 1lv. ≈ €0.51)

We plan to provide of greater financial autonomy of the Joint Forces Command, the brigades and the bases of the Armed Forces, which will implement the policy of decentralisation of budget

expenditures. This will relieve the central and operational authorities from responsibilities and activities inappropriate to their level and will permit the optimization of their efficiency. Concurrently, the brigades and bases will have more operational freedom to solve their current maintenance problems.

Aiming for transparency of military expenditures, through decentralisation we will ensure maximum commitment to the real needs of the troops with their available resources in mind.

5. INDUSTRY, TECHNOLOGY AND DEFENCE

In a market economy, the defence industry retains its uniqueness among other economic sectors because of its special relationship with the state as its regulator, investor and primary consumer.

The uniqueness of the Bulgarian technological and industrial defence base and the role of the Ministry of Defence determine the office's exceptional ability to have an immediate impact on the entire base, including on its research and development components. The Bulgarian technological and industrial defence base, in turn, affects the environment, directions and parameters of the transformation of defence capabilities. This interdependence has to be developed into a fruitful type of fresh relations between the Ministry and the defence industry, which are to replace the current distancing of their practices.

The global financial and economic crisis forced the reconsideration of the MOD's investment plans and policies. The contraction in investment costs associated with the building of defence capabilities (in particular new weapons, equipment and systems) forge a new paradigm of planning which will lead to the rearrangement of priorities and a change of approach.

The immediate objective is a sharp and visible increase of efficiency and effectiveness in spending Bulgarian taxpayers' money, for example by taking advantage of our membership in NATO and the European Union, which provide opportunities for sharing defence costs as well as significantly improving their effectiveness.

The state of the Bulgarian defence industry and research & development is primarily a result of 20th century investments. The product structure and opportunities are concentrated in the technological sector, which meets the defence's lower level requirements.

The contraction of our own and external investments, and especially of the costs of research and development led to a sharp reduction of the sector's export potential and to its value to the Bulgarian economy. This trend has a significant negative impact

on national security. If this state of the Bulgarian technological and industrial defence base remains, the industry's potential to meet the future material requirements of the Armed Forces will be reduced evermore progressively.

The Ministry of Defence will develop a fundamentally new, unified and comprehensive policy for Bulgaria's technological and industrial defence base, in the context of NATO and EU membership, for the technological developments in warfare and the needs for development and maintenance of the material component of defence capabilities.

The Ministry of Defence's clear vision and plans to develop the capabilities of the Armed Forces will provide conditions for the industry to develop well-informed long-term investment programmes in new technological and production capacities. For this purpose we will established an industry forum to ensure the direct interaction, stable partnership and firm dialogue between government institutions, the industry and the research and development community with interests in defence.

In the next two years the Ministry of Defence will expand its participation in international research and development projects and programmes in NATO and the European Union. This will enable the acquisition of high-tech know-how, industrial participation in the implementation of new key programmes for the development of defence capabilities, and efficiency in investment spending.

Investing in new technologies will provide upgraded capabilities to businesses – a necessity for both the progress of the Armed Forces and the transformation of the Bulgarian defence industry into a competitive participant in the logistics chain of global manufacturers and suppliers of defence equipment.

Recognising this, the Ministry of Defence will determine the key areas in technology and their priorities, which is necessary not only in the process of acquisition of new defence products, but also for the orientation of the defence industry in ensuring the duration of their life cycle.

On the basis of available opportunities in international cooperation and priority technological areas, the Ministry of Defence will determine the priorities for defence and security research and technology, and will organise the development of a national programme to achieve

them. This programme will link scientific research with the priorities and needs of defence, creating a basis for informing and involving the industry in defence research and technology, and for strengthening civil-military cooperation in research and technology.

The Ministry of Defence will not limit itself to current project-managing models and plans for modernisation. It will introduce modern business practices and approaches to the management of investment in defence.

A long-term investment plan to cover the main platforms and systems of the Armed Forces will be developed. The programmes and projects incorporated in the plan will be prioritised and financially set for the period up to 2020.

The plan will also include activities for the release of no-longer exploited assets to which Minister of Defence is the principal, and for which the ministry will analyse the business possibilities so as to maximise the value of the divestment process.

The changes in offset legislation reveal new opportunities and additional incentive for the Ministry of Defence's foreign business partners to commit to long-term investments in the defence sector. The Ministry of Defence will use these opportunities to ensure investments in high-tech industries and in the research and development activities of the Bulgarian technological and industrial defence base.

The Ministry of Defence will seek, wherever possible, to implement public-private partnerships and outsourcing as effective mechanisms for reducing the total lifecycle costs of defence resources, as well as to secure additional financing, risk sharing and increasing the effectiveness of defence resources.

6. TRANSPARENCY POLICY OF THE MINISTRY OF DEFENCE

The introduction of new management practices active in uprooting conditions for corruption in the Ministry of Defence play a fundamental role in enhancing the effectiveness of defence policy, simultaneously with the establishment of appropriate values, morals and behaviour of people in defence.

With the adoption of the amendment of the Law on Defence and Armed Forces of the Republic of Bulgaria (LDAFRB / ЗОВСРБ), we are introducing a system for the effective management of an integrated ministry, in terms of transparency and accountability, whereby fighting corruption and avoiding conflicts of interest are determined as priorities on all levels in the ministry.

The already set up Standing Committee on Anti-Corruption in the Ministry of Defence carries out the Government's policy to quickly achieve an integrated and sustainable progress in the fight against corruption. Under the methodological guidance of the NATO expert team, we will periodically analyse the self-assessment of corruption risks in the ministry. The standing Committee on Anti-corruption will work in close cooperation with the Council of Ministers' Centre for Prevention and Combating Corruption and Organised Crime.

The Ministry of Defence's information policy is aimed at raising awareness and public support for the policy of the department and is closely linked to government defence policy. Efforts are concentrated on making the policy adequate to the rapidly changing global information environment and the introduction of new technologies. We will modernise the communication tools and approaches for the successful implementation of information policy.

The defence policy is regularly presented to the public on paper, through electronic media, digital information products and messages to target groups, as well as through direct communications, discussions and events, with the goal of building lasting relationships and networks with audiences both inside and outside the institution.

In the implementation of information policy, the Defence Minister is assisted by the Public Relations Directorate. An important tool here is the Information Centre in the Executive Agency "Military Clubs and Military Recreation", which is composed of the Military TV-channel, the "Bulgarian Army" newspaper, the "Bulgarian soldier" magazine, an audio-visual centre, a department for media monitoring and analysis, as well as the military clubs' information activities. Those support the dissemination of current information about military service and recruitment of professional soldiers.

The public relations structures of the different services of Armed Forces are imperative for the success of the Ministry of Defence's information policy. They must be active in three main areas - media contacts, insider information and links to local communities, while coordinating their communication activities in accordance to the information policy of the institution.

Sustaining the system for public relations with qualified personnel is a priority and its implementation is crucial for an effective information policy in the department. To this end, units are maintained in the structures of the Armed Forces to ensure the functioning of the public relations system.

The participation of contingents from the Bulgarian Armed Forces in missions and operations outside our territory requires knowledge of the patterns of intercultural communication and consideration to the cultural specifics of allies, partners and the countries where the operation is conducted. Effective public communication is increasingly changing into intercultural communication, especially in defence. This entails the need for specialised training of personnel and staff in public relations.

7. CARE FOR THE PEOPLE IN DEFENCE

Social security and other social activities

The main responsibilities set out in the Ministry of Defence's social policy are formed in accordance with the specifics of work, the ensuing complexity from the execution of the tasks, and with the increased health and life risks of personnel.

Much of this policy is linked to national legislation on employment, social security and pensions. At the same time, a number of special conditions are provided to assert the order of: salaries; ensuring quality of life in the divisions; recreation and recuperation; social, health and pensions insurance; providing education and qualifications; the specifics for exemption from military service – all these conditions give special status to the civilian and military personnel involved with the state's defence. The achievements in social insurance and social activities will be maintained and efforts will be made for them to positively develop in the future.

With regard to military personnel, we will keep the way in which their basic salary is calculated. The military are paid extra remuneration for: long service; specific conditions in the performance of military service; risks to life and health that cannot be eliminated, restricted or decreased; the performance of assigned duties outside the established official time (working hours); education and degrees; and high achievements and performance in professional activities. Health insurance, including against death and disability resulting from accidents in or in connection to their duties, are borne by the state budget.

Upon the discharge of military duty, military personnel are entitled to a single financial compensation, the total sum of which is equal to a monthly salary for each year on duty and not exceeding a total of 20 monthly salaries. In case the serviceman has served 10 years and more and is discharged as unfit for military service due to illness or disability in or in connection with military service, the amount of the

single financial compensation cannot be less than 15 gross monthly salaries. But when the period is less than 10 years, the serviceman is entitled to a one-time cash compensation amounting to 10 gross monthly salaries. Military personnel are also entitled to a one-time financial compensation in case of transfer, exemption from military service and an average or severe bodily injury sustained during or in connection with the performance of official duties.

To unemployed wives or husbands of soldiers participating in international operations and missions receive a benefit equal to the minimum wage established for the period of the operation or mission. Such benefits are paid by the National Insurance Institute on behalf of the state budget. The children of soldiers studying at primary and secondary schools and in full-time education at university, in the country and abroad, at the age of up to 26, are entitled to a scholarship for the duration of the operation or mission. Its size is determined by the Minister of Defence and the necessary funds are paid by the Ministry of Defence.

People in defence with free negotiation terms housing receive compensation sums. Furthermore, in order to meet the housing needs of employees, a housing policy is conducted on a territorial differentiation principle. Its essence is expressed in the construction of housing on land owned by the Ministry of Defence.

The functional environment and nature of activities in the Armed Forces require the creation of safe and healthy working conditions for military and civilians personnel during their daily service. For this purpose, we provide annual training to officials on health and safety, who ensure compliance with work procedures to minimise accidents.

The Ministry of Defence will continue to provide welfare to military and civilian personnel, retired military, and the disabled and/or injured in connection to their work in defence. We have created the necessary legal base and organisation for the provision of monthly, periodic and gross sum benefits aimed at guaranteeing a certain basic-minimum differential income. Financial aid is also available to meet the costs of sickness, accident, prolonged unemployment, natural disasters and accidents leading to loss of property, and other such cases. Funds for these activities are planned for by the budget of the Ministry of Defence.

The Ministry of Defence will assist financially and materially established legal entities for the public benefit, such as: military-patriotic associations; non-governmental organisations active in the field of security and defence; as well as associations of soldiers, reservists, war veterans, soldiers injured/disabled on duty.

In order to ensure a successful transition of discharged military men into the civilian society, the Ministry of Defence builds and maintains a system of social adaptation through guidance, motivation-training courses, preparation for starting personal business, career advice and job assignment help.

The funding of the mentioned courses is done by the institution, where the person is entitled a scholarship of 70% of the fee, paid from the budget of the Ministry of Defence, and 30% paid on his behalf.

The vacations of civilian and military personnel of the Ministry of Defence are organised by the Executive Agency "Military Clubs and Recreation". People in defence can take advantage of organised vacations and recreation in military resting homes and hotels. Ten-day vacations are organised for the children of civilian and military personnel. Moreover, annual vacations are organised under duty-free exchange and within the framework of cooperation in the Liaison Committee of the social structures of the ministries of defence of NATO countries.

A free seven-day vacation in the military rest homes is provided to military personnel having partaken in operations and missions outside the country and to their families. Ten-day free vacations are also organised for soldiers and sergeants in those missions, including for their family members. Every year, free vacations in the military rest homes are sent to children of military personnel members who gave their life during or in connection to their military service. The same vacations are also granted to war veterans, disabled and injured military personnel.

The vacations and excursions follow the social agenda of the Ministry of Defence and 50% of the required funds are financed by the "Social and Cultural Service Fund", within the approved yearly budget. All employees working in the Ministry of Defence have equal rights to the opportunities provided for recreation. The exception is

with military personnel involved in operations and missions outside the country – in that case they and their family members benefit of more advantages.

Medical Support

Under the current legislation the Military Medical Academy is responsible for the medical insurance of the Armed Forces.

The Military Medical Academy, respectively the Military Medical Service of Armed Forces, is responsible for: the implementation of primary outer and inner-hospital care; disease-prevention and rehabilitation of soldiers, their families, civilian personnel and civilians; determining aptness for military service; research of and practical application to mental and psychological health; and the selection of military and civilian personnel. Moreover it is entrusted with specific tasks to develop and implement models for medical care in situations with large numbers of wounded and sick; to protect the Armed Forces and population from nuclear, chemical and biological effects; conducting military-medical and medical training and specialisation; training for professional qualifications; military health monitoring and control of transmittable diseases. An important task is also contributing in operations abroad Military contingents. Its responsibility is to develop concepts, strategies and programme-plans in the area of medical insurance, to achieve interoperability with forces of other NATO member states. The role of the Military Medical Academy is defined by the inclusion of specialists (in surgery, orthopaedics and traumatology, anaesthesiology, resuscitation and other fields of expertise in the Academy) in teams working in military hospitals with international participation, for medical coverage of NATO missions. This is of great importance when it comes to our national contribution to allied operations.

To implement these tasks, the Academy is constituted of multi-profile hospitals for active treatment, rehabilitation hospitals, and specialised centres for nuclear, chemical and biological protection, psychological treatment, military hygiene, epidemiology and other fields. An important element of this structure is also the

Military-Medical Rapid Response Force, which performs tasks in preparation of military-medical experts for participation in missions and the maintenance of a "Role 2" field hospital, to secure mechanised brigade action in operations. In eliminating the consequences of extreme situations, this squad performs tasks of a national character. Members of the Military Medical Academy include departments that perform tasks in educational research. Outer-care of military personnel from the Ministry of Defence and the Bulgarian Army is carried out by unified medical posts in the services of the Armed Forces.

In accordance with the Review, we are to modify the Military Medical Academy. This involves optimising and changing the structures, and increasing the capacity to meet the needs associated with the reorganisation of the Armed Forces, within the budget for the 2010-2015 period. In connection with likely scenarios for the use of forces, special attention is given to the development of NATO-standard field medical capabilities for the troops' participation in operations and missions abroad. This is reflected in personnel building and assembling with modern means and appropriate medical field units (Role 1 support for battalion/division), which can establish medical-diagnostic levels and medical-preventive and psychological assistance. The number of such units is expected to be 90 and the ones in the mechanised brigades will be fully equipped for field deployment in missions. Reducing the number of fixed beds in two hospitals of the composition of the Military Medical Academy, as well as the reduction the hospitals' personal staff by 225 positions, is also planned.

Shortage of qualified medical staff in the formations of the Armed Forces demands a change in national legislation and establishing the new medical profession of "Sanitary Instructor" (or "Paramedic") to become the backbone of the medical day-to-day and on-field support to troops. It is planned for their training to be conducted in the structures of the Military Medical Academy.

Their role will include: optimisation of the psychological security of military areas; assisting commanders in the direction of building and maintaining an optimal psychological climate in military units; the assessment of mental resources and of the potential of applicants for military service; recognition and control of professional and

combat-stress and risky behaviour; developing and conducting psychological training modules to improve key competencies (leadership, communication, teamwork, stress control, etc.); personnel psychological counselling; crisis intervention psychotherapy at the individual, group and organisational levels.

8. IMMEDIATE CHALLENGES AND TASKS

What immediate challenges do we face?

What urgent tasks do we need to undertake?

By the end of 2010 we have to develop a "Armed Forces Development Plan". The core of this plan will be the roadmap for implementing the results of the Force Structure Review. It will contain specific actions with deadlines for implementation and clearly allocated responsibilities. Its main role will be to achieve a balance between tasks, available resources, the size and the capabilities of the Armed Forces.

The plan focuses on building a single set of forces with balanced capabilities across all components, to address the entire spectrum of tasks arising from the developed scenarios and the analyses of the military-strategic security environment and its progression.

At the start of 2011, the Armed Forces Development Plan will be followed by Long-Term Investment Plan.

With the gradual implementation of the roadmap we aim, by the end of 2014, to achieve the optimal allocation of the Defence budget for on-going maintenance personnel and investment.

We believe that to achieve this objective, as well as the successful realisation of the single set of forces, it is necessary to ensure a relatively constant share of GDP to the MOD budget over the next four years, no less than 1.5%, but with the inclusion of other defence costs and military pensions - 2%.

An essential condition is the reinvestment of managed restructuring savings in the defence system. The fulfilment of this condition will require changes in the legal framework within which the defence system operates.

Other significant changes in legislation will be initiated in late 2010, when we will introduce to the National Assembly the Law on

Military Police for discussion and adoption and in early 2011 the Law on Reserve Forces.

By mid-2011 we will carry out a restructuring at the strategic level (integrated Ministry of Defence) and in operational structures (Joint Operational Command and the headquarters of the Armed Forces) in strict compliance with the "top – down" principle.

The restructuring of tactical units (brigades and bases) will be launched in the second half of 2011 and will continue until the end of 2012.

In this context, 2011 and 2012 appear to be years in which we, the people in defence, will work under great pressure. We know that the very words "transformation" and "restructuring" have already developed a negative meaning. People feel tired and uncertain after surviving years of supposed "military reforms". Thus a great challenge ahead of us is be to keep the motivation of men and women in defence and to preserve the core of invaluable experience, knowledge and skills they possess.

What lies ahead in the long run?

The building of the Armed Forces and development of defence capabilities with very limited and insufficient financial resources, a dynamic military environment with asymmetric threats, the accelerating pace of using formations in operations away from the country – all of this logically leads to the momentous prioritisation of forces and means intelligence, surveillance and early warning, of the command and control system, of forces for immediate response, and of special operations forces.

It is essential to create battle-capable maneuvering formations both to partake in security operations and to contribute to collective defence. The priority remains the provision of necessary resources for Bulgarian forces abroad, for the execution our military duty at home, in the air, at sea and on land. Consequently, we will proceed to ensure the forces declared for NATO and the European Union, and the preparation for the planned participation of our military formations in operations with realistic objectives in line with our resource options.

The presence of a strategic vision is very important for all aspects of public life, but particularly in security and defence. The sharp comprehension of strategic objectives allows for the formation

of priorities, approaches, the commitment of resources to tasks, consequent accountability. Most importantly, it assigns responsibility to the execution of objectives – answering to what extent the clearly defined goals accepted by society have been achieved. So, looking forward to the future, we can say that with this White Paper the vision of the Armed Forces as a whole is changing.

9. CONCLUSION

We present to the attention of the National Assembly and the Bulgarian public the White Paper on Defence and Armed Forces as the main programming document of defence policy. Reaching the last page of the White Paper, we hope you have been convinced of one thing – the determination and clarity with which we intend to implement the measures envisaged in our government's policy and to achieve the desired outcomes in face of the challenges posed by the strategic environment and our limited resources.

Bulgaria will continue to build its security by implementing the mechanisms of NATO's collective defence and the Common Security and Defence Policy of the European Union. As a member of NATO and the European Union, our country undertakes its proper share in the efforts to create a security environment conductive to the realisation of our national interests, of peace, stability, justice and economic prosperity.

It is commonly known that we are faced with the constraints of deficient resources for several years ahead. A priority in this situation is to keep the existing capabilities necessary to the Armed Forces, to develop capability components that do not require significant financial resources, to guarantee the constitutional duties of the army, to use a single set of forces and to provide an adequate contribution to Allied operations.

At the same time, society best perceives the outcome of efforts made by observing the difficult and beset with many risks daily round of the men and women in uniform. Involved in operations or fulfilling their military duty at home, saving people and their property, buried under snow, inundated by flood waters or standing in the way of spontaneous fires – Bulgarian soldiers carry out their tasks in an unpredictable, hostile and threating to life and health environment. They have the need to feel your approval and support, not only through the high poll ratings, but in unity of purpose, expectations and the confidence of the Bulgarian people in their army.

ACRONYMS

AF – Air Force

CIMIC – Civil-Military Co-operation

C2 – Command and Control

EU – European Union

GDP – Gross Domestic Product

HQ – Headquarter

HR – Human Resources

LDAFRB – The Law of Defense and Armed Forces of the Republic of Bulgaria

lv. – Leva (Bulgarian currency)

MoD – Ministry of Defense

NATO – North Atlantic Treaty Organisation

NBC – Nuclear, Biological, Chemical

NSIP – NATO's Security Investment Program

Ops – Operations

OSCE – The Organization for Security and Co-operation in Europe

Psy Ops – Psychological Operations

TV – Television

UN – United Nations