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UKRAINE AND NATO STANDARDS: HOW TO HIT A “MOVING TARGET”?

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EXECUTIVE SUMMARY

In 2015, Ukraine announced an ambitious goal, the transition to NATO standards by 2020. As of today, Ukraine has implemented 16% of NATO standards, which is currently one of the highest rates among partner countries and higher than in certain Member States¹. The latest assessment of the implementation of the Partnership Goals provided by the Alliance in spring 2019 indicates a generally positive progress made by Ukraine; in diplomatic wording, the Alliance noted that the implementation of the PG has progressed qualitatively, although not regarding all the commitments.

The challenges in the implementation of standards in Ukraine are the lack of systematic organization of activities aimed at the implementation of NATO standards (in particular, when different institutions are assigned with the implementation of

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¹ According to the data of the Ministry of Defence of Ukraine.

the same standards); low level of language and professional training of representatives of military authorities responsible for the processing of NATO standards and guidelines; the lack of both systemic control over the implementation of standards by the Presidential Administration and the National Security and Defence Council, and public monitoring, which allows the adoption of certain standards in a simplified form; and political manipulations through statements about the “NATO standards adoption”.

Ukraine should develop a clear and transparent mechanism for monitoring the process of elaboration and implementation of NATO standards, with realistic and achievable objectives for the short and medium term, as well as refrain from politicization of the «NATO standards adoption» issue.²

INTRODUCTION

In 2015, Ukraine announced an ambitious goal, which has been included in every strategic defence document of the state: the transition to NATO standards by 2020. For instance, the **National Security Strategy**, adopted in 2015, envisages “bringing military intelligence and military counterintelligence systems in compliance with NATO standards, ensuring maximum interoperability of the Armed Forces of Ukraine with the armed forces of NATO Member States through the introduction of the North Atlantic Alliance standards” by 2020. In its turn, the **Military Doctrine of Ukraine** defines the objective of reforming the Armed Forces of Ukraine as “to achieve operational and technical compatibility with the armed forces of NATO Member States” and sets “the achievement by 2020 of full compatibility of the Armed Forces with the relevant forces of NATO Member States” as the priority goal of expanding the cooperation with NATO. The **Strategic Defence Bulletin**, developed with the participation of representatives of the NATO-Ukraine Joint Working Group on Defence Reform and foreign advisers of the NATO Liaison Office in Ukraine, identifies the main fields for the implementation of Ukraine’s military policy and defence reform, the expected result of which is “the establishment, in accordance with the principles and standards adopted in NATO Member States, [...] of the Defence Forces of

² *The team of the New Europe Center would like to express their gratitude to the representatives of the Ministry of Defence and the General Staff of Ukraine, the Ministry of Foreign Affairs, the Office of the Vice Prime Minister for European and Euro-Atlantic Integration, the NATO Delegation in Ukraine, and the NATO Standardization Office for their assistance in the preparation of this policy paper. For confidentiality reasons, certain information used in this paper is given without reference to the original source.*



2020³. It should be noted that in the further security and defence program documents, the deadline has been already shifted: for example, the **Annual National Program of NATO-Ukraine Cooperation**, signed on April 10, 2019, provides for “the implementation of NATO standards, required by the NATO-Ukraine Partnership Goals package, by 2024”. In June 2019, Ukrainian President Volodymyr Zelensky announced that the implementation of NATO standards and procedures in the activities of the Armed Forces of Ukraine should begin in 2020⁴.

One way or another, there has been no systematic accounting and assessment of the state of implementation of this goal in Ukraine so far. Instead, the phrase “NATO standards” has been turned into a political metaphor. The road map of the Defence Reform for 2016-2020 refers to NATO standards dozens of times, but only a few of these references address specific standards. And while Defence Minister Stepan Poltorak stated that Ukraine had introduced 90% of NATO standards in his interview with Voice of America⁵, former Head of Mission of Ukraine to NATO Vadym Prystaiko mentioned

significantly lower figures: about 200 of 1,300 standards⁶. This discrepancy in the estimations made by key officials demonstrated that there is currently no qualitative monitoring of the progress of NATO standards implementation in Ukraine.

The objective of this policy paper is to determine the current phase of NATO standards implementation process in Ukraine, the changes that have already taken place in the Armed Forces of Ukraine, and what is required to ensure that Ukraine fulfils its obligations.

NATO STANDARDS ADOPTION: WHAT IS IT ABOUT?

The standardization and interoperability of the armies of NATO Member States is the basis of the Alliance’s security, as defined in the **NATO Strategic Concept of 2010**⁷. The Alliance defines standardization as “the development and implementation of procedures, designs and terminology to the level necessary for the interoperability required by Allies, or to recommend useful practices in multinational cooperation”⁸

Even though the NATO standardization policy does not open the doors to membership, in recent years over 70 countries have shown

³ Other normative documents related to the implementation of NATO standards in Ukraine: *State Program for the Development of the Armed Forces of Ukraine for the period until 2020 (December 2016)*; *Law of Ukraine “On Standardization”*; *Order of the Ministry of Defence on Ensuring the Functioning of the Military Standardization System (August 22, 2017) [1]*; *List of Key Activities to Achieve the Partnership Goals in the MD and the AFU for 2018-2020*; *State Defence Policy Objective for the Development of Armaments and Military Equipment of the Armed Forces of Ukraine for the Period until 2020*; *Action Plan on the Implementation of the Defence Reform in 2016-2020 (Defence Reform Road Map)*, etc.

⁴ Zelensky repeated Poroshenko’s statement about “NATO standards in the AFU by 2020”, *Radio Svoboda*, 26.06.2019 <https://www.radiosvoboda.org/a/news-nato-zelenskyi-poroshenko/30021639.html>

⁵ Interview with Defence Minister Stepan Poltorak, *Voice of America Information Agency*, 3.01.2018. <https://www.youtube.com/watch?v=S1pdW0y3l8g>

⁶ Prystaiko: Ukraine will not achieve NATO standards by 2020, *Yevropeyska Pravda*, 13.11.2018. <https://www.eurointegration.com.ua/news/2018/11/13/7089334/>

⁷ *Strategic Concept for the Defence and Security of the Members of the North Atlantic Treaty Organisation. Adopted by Heads of State and Government in Lisbon. Active Engagement, Modern Defence.* <http://www.nato.int/lisbon2010/strategic-concept-2010-eng.pdf>

⁸ *Allied administrative publication AAP-03 (I) “Directive for the Production, Maintenance and Management of NATO Standardization Documents”*

interest in this policy. This process takes place under various initiatives: “Partnership for Peace” (this initiative oversees the transition to NATO standards in Ukraine), “Istanbul Cooperation Initiative”, “Mediterranean Dialogue”, etc., because of the strive of partner countries to enhance their own security through integration into the democratic system⁹.

The objective of implementing NATO standards is to ensure maximum interoperability of the Armed Forces of Ukraine with the armed forces of the Alliance Member States. The implementation of NATO standards in Ukraine is an important element of the reform of the security and defence sector, which is considered one of the most optimal ways to enhance combat capabilities and, accordingly, defence capabilities of the entire country. The task of adopting and implementing the NATO standards in Ukraine appeared back in 1997 after the signature of the Charter on a Distinctive Partnership between the North Atlantic Treaty Organization and Ukraine (July 9, 1997). The article 3 of the Charter states that “Ukraine reaffirms its determination to carry forward its defence reforms, to strengthen democratic and civilian control of the armed forces, and to increase their interoperability with the forces of NATO and Partner countries”. The transition to interoperability with the armed forces of NATO Member States got an additional impetus for Ukraine since 2014, when the decision taken at the Welsh Summit launched the **Partnership Interoperability Initiative**. The implementation of NATO

standards in Ukraine is supported by the Alliance through the NATO Trust Fund for the Reform of the Logistics and Standardization Systems for the Armed Forces of Ukraine, as well as the Annual National Programs under the aegis of Ukraine-NATO Commission, Ukraine-NATO Roadmap on the defence-technical cooperation and the Partnership Goals.

NATO’s system of standards is integrated into a complex system of normative documents relating to standardization. Among them, we can point out the following ones:

- Allied standards: the actual NATO standards (AP – Allied Publications, MP – Multinational Publications) and the standards of individual NATO Member States;
- supporting documents: Standardization Agreements (STANAG) and Standardization Recommendations (STANREC);
- Standardization Related Documents (SRD)

The NATO Standard (AP) is a document that defines the standard itself and is intended for direct use by NATO military authorities of Member States, specific organizations and units.

The Standardization Agreement (STANAG) is an international treaty regulating the unification of administrative, technical, and operational issues of the armed forces of the Alliance and Partner countries. The Standardization Agreements confirm the consent of the state signatories to implement a standard or standards included into this STANAG (the Standardization Agreement can cover one or more standards, that is why there are about 2,000 NATO standards and about 1,200 Agreements). STANAGs are

⁹ S. Vozniak, A. Ivaschenko, V. Penkovsky. *The North Atlantic Alliance Standardization Policy. The Center for Military and Strategic Studies at the Ivan Cherniakhovskyi National Defence University of Ukraine*, 21.06.2016. <https://drive.google.com/open?id=1mpEPVTFjy7xeRGijHeFwsRvdv5QqDGI>



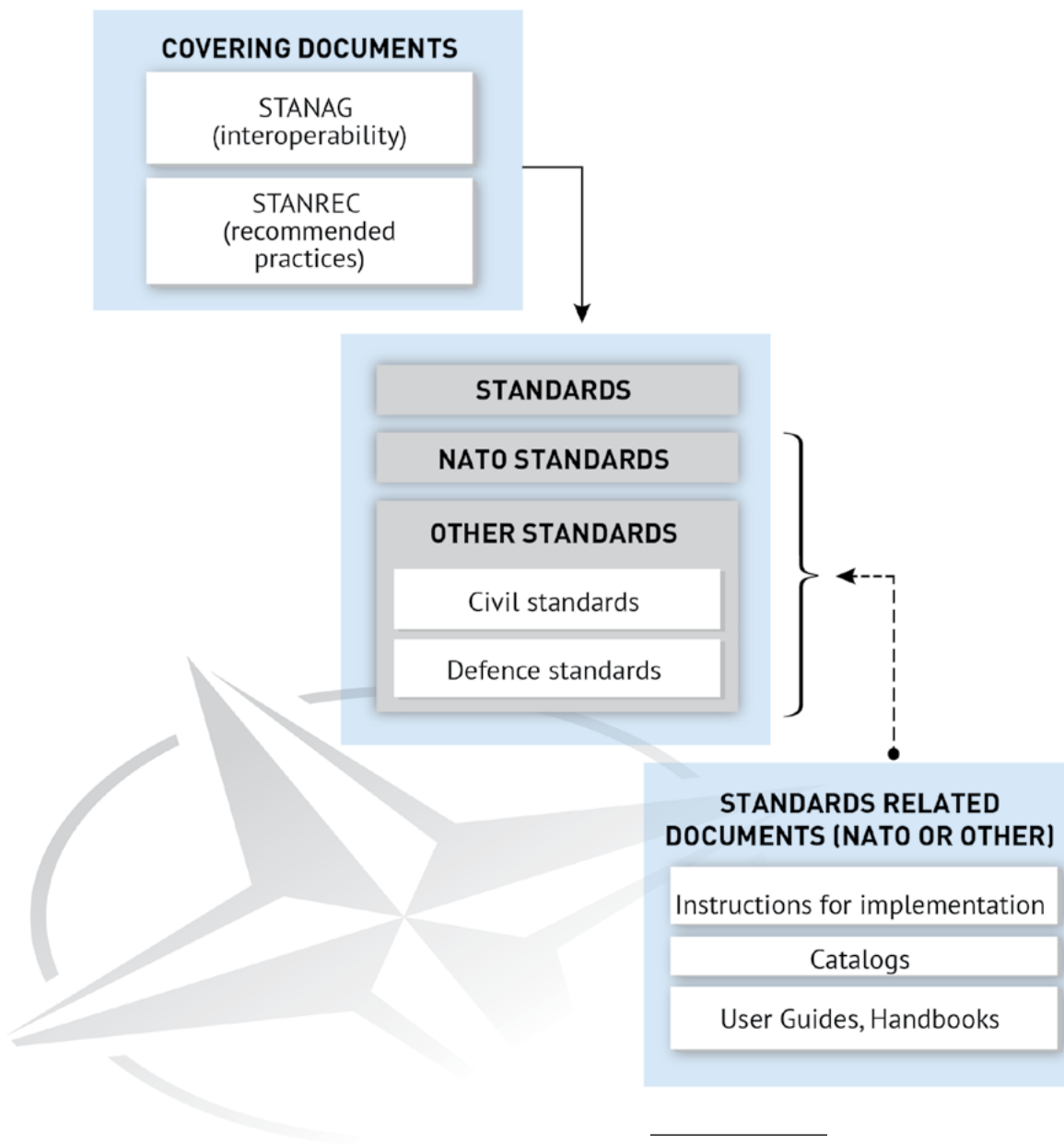
mandatory for NATO Member States and require ratification and implementation.

In contrast, **Standardization Recommendations (STANRECs)** are not mandatory for implementation, as they are the best practices recommended for implementation in Member States. STANRECs are subject to “adoption” rather than “ratification”.

Standardization Related Documents (SRDs)

include directives, doctrines, catalogues, manuals, etc. (see Figure 1).

Fig. 1. NATO standardization documents¹⁰



¹⁰ *The Matrix of Distribution of Responsibilities in Cooperation with NATO on Standardization, Office for Standardization, Codification, and Cataloguing, Kyiv, 2017.*

Overall, the NATO Standardization Documents Database (NSDD) has more than 2,000 Standardization Agreements and recommendations, which are overseen by 93 NATO Working Groups on Standardization. The NATO standards are reviewed by the Alliance every three years: some standards are added, others are no longer valid. That is why their implementation by partner countries is a kind of “moving target” (on how it affects the implementation process, see below).

At the same time, NATO develops its own standards only when there are no other acceptable ones: for example, the relevant standards developed outside the Alliance (civil standards, national defence standards, etc.).

The “adoption of NATO standards in Ukraine” means first and foremost the reform of the Armed Forces of Ukraine, specifically, the introduction of Standardization Agreements and other NATO normative documents in the national legislation. It is important, however, to distinguish between standards, i.e. the system of normative documents, and NATO practices, since in the Ukrainian political discourse, both are often incorrectly referred to as standards. For instance, a civilian Defence Minister and parliamentary control over intelligence agencies are not normative “standards” but rather practices that are not reflected in the Standardization Agreements but are common in most NATO Member States. Similarly, joint military exercises cannot be considered a transition to NATO standards; they are more likely to indicate which other standards need to be implemented by the partner country to achieve interoperability. Moreover, the Alliance has repeatedly emphasized: the adoption of all technical standards does not guarantee changes in approaches and consciousness in the Armed Forces, such as the principle of authority delegation to the lowest possible

level or the principle of gender equality and mutual respect.

It is noteworthy that the level of standardization depends on the level of relations between the partner country and NATO. In particular, there are three levels of NATO standardization¹¹:

- compatibility: The suitability of products, processes or services for use together under specific conditions to fulfill relevant requirements without causing unacceptable interactions;
- interchangeability: The ability of one product, process or service to be used in place of another to fulfil the same requirements;
- commonality: The state achieved when the same doctrines, procedures, or equipment are used.

The cooperation between NATO and a particular country without mutual commitments requires the achievement of the first level of standardization (compatibility), partnership with mutual assistance obligations requires the second level (interchangeability), and the integration of the state into NATO requires the third level of standardization (commonality)¹². As for Ukraine, for it as a partner country, any level of standardization that it strives to achieve is open¹³.

¹¹ *Allied administrative publication AAP-03 (I) "Directive for the Production, Maintenance and Management of NATO Standardization Documents"*

¹² S. Vozniak, A. Ivaschenko, V. Penkovsky. *The North Atlantic Alliance Standardization Policy. The Center for Military and Strategic Studies at the Ivan Cherniakhovskiy National Defence University of Ukraine*, 21.06.2016. <https://drive.google.com/open?id=1mpEPVTFjy7xeRGiqjHeFwsRvdv5QqDGI>

¹³ *Charter of a Distinctive Partnership between the North Atlantic Treaty Organization and Ukraine*, 09.07.1997. https://zakon.rada.gov.ua/laws/show/994_002



However, it's important to understand that the transition to NATO standards does not open the door for membership; it is a voluntary step by the state, and the Alliance does not promise anything in return.

Moreover, no Member State of the Alliance has implemented all NATO standards, and some of them had implemented only about 25% of the total number of normative documents.

By functional purpose, standards are divided into the following groups:

- **Operational** (about 49%) relate to the operational planning of the use of troops and cover military practice issues: tactics, strategy, combat training, exercises, commanding troops, preparing combat papers, etc. In the operational field of standardization, there are five areas: joint, land, air, maritime, and medical.
- **Materiel** (about 50%) establish uniform requirements for military equipment and armaments of Allied Member States, codification of supplies, command, control and communication (C3) systems, components, interfaces, consumables, such as ammunition and fuel, etc.
- **Administrative** (about 1%) relate to terminology, and military ranks, determine the order of information exchange, work with documentation, etc.

As for the implementation of NATO materiel standards (in the process of manufacturing armaments and military equipment for specific types of troops), today, priority is given to the following areas: intelligence of all types, armoured vehicles, air defence forces equipment,

artillery (in particular, control systems), and aviation¹⁴.

The process of implementing NATO standards in the activities of the Armed Forces of Ukraine provides for the following steps¹⁵:

- 1) defining NATO standards for processing;
- 2) requesting defined standards from the Alliance;
- 3) elaborating standards and taking decision on the feasibility or unfeasibility of their full or partial implementation in the national legislation;
- 4) developing, on the basis of NATO standards, relevant national regulatory or normative documents;
- 5) informing the NATO Standardization Office and the relevant NATO agency on the development and entry into force of relevant national documents;
- 6) their practical implementation

It should be mentioned that on April 17, 2019, the Cabinet of Ministers, on the initiative of the Ministry of Economic Development and Trade (MEDT), suspended the Agreement aimed at strengthening and developing cooperation between the Commonwealth of Independent States (CIS) states in the field of standardization of armaments and military equipment for Ukraine. According to an analysis by the MEDT, the Agreement standardized armaments under the Soviet state standards "GOSTs", which had

¹⁴ *Sergii Mukosii: Today, the Ministry of Defence is the locomotive among all the government bodies in terms of the implementation of NATO standards. CACDS, 21.01.2016. <https://www.cacds.org.ua/ru/?p=2432>*

¹⁵ *L.S. Holopatiuk, V.M. Lytovchenko, K.I. Tiutiunnyk. NATO Standards Redux.*

already been replaced by European standards, and therefore lost its expediency¹⁶.

At the same time, on June 6, 2019, Verkhovna Rada of Ukraine adopted the Law “On Amendments to Certain Laws of Ukraine on Military Standards” which provides for the inclusion of such concepts as “military standardization”, “military standard”, “NATO standard”, “NATO Member State defence standard”, “military standardization body” and their interpretation in the law “On defence of Ukraine”¹⁷.

According to the new law, military standards will now be separated from the national ones, and the Law on Standardization will no longer apply to the military sphere. The Ministry of Defence is empowered to regulate military standards and define a military standardization body. The key task of the military standardization body is the organization, coordination and control over the tasks on military standardization.

Today, the military standardization system in Ukraine is in line with international and NATO standardization systems (see Figure 2).

The governing supervisory body for standardization is the Commission on Standardization, whose mandate includes coordination of the activities of the military authorities related to the issues of the adoption and implementation of the provisions (norms and requirements) of international military normative

documents and the settlement of contradictions that may arise in the process of approval of draft military standards, labour division for processing the NATO standards, etc.

The governing executive body for standardization is the Office for Standardization, Codification, and Cataloguing which manages and coordinates the activities on military standardization; forms and ensures implementation of policy in the field of military standardization; accepts, approves, and terminates the action of military standards, etc.



Operational and administrative standardization work is carried out through the military management bodies that perform functions of military standardization within the specified directions of activity: implementation of international military normative documents on standardization, monitoring of the implementation of military standardization works, the customer of which is the military management body, etc. Work on materiel (technical) standardization, as a rule, is conducted within the framework of national standardization through the Technical Committee for Standardization 176 «Standardization of defense products». The functions of the secretariat of this TC are assigned to the Office of Standardization, Codification and Cataloguing.

¹⁶ Ukraine Has Withdrawn from the CIS Agreement on Armaments Standardization. Government Portal, 17.04.2019. <https://www.kmu.gov.ua/ua/news/ukrayina-vijshla-z-ugodi-v-ramkah-snd-shchodo-standartizaciyi-ozbroyennya>

¹⁷ Law of Ukraine “On Amendments to Certain Laws of Ukraine on Military Standards”; 06.06.2019. http://w1.c1.rada.gov.ua/pls/zweb2/webproc4_2?id=&pf3516=8370&skl=9



Fig. 2. Military standardization system¹⁸

| | NATO | MINISTRY OF DEFENSE OF UKRAINE |
|---|--|---|
| LEVELS |  |  |
| Standardization governing supervisory bodies | CS (Committee on Standardization); MC (Military Committee); CNAD (Conference of National Armaments Directors); Other TAs (Tasking Authorities) | Commission on Military Standardization |
| Standardization governing executive bodies | NSO (NATO Standardization Office) | Office for Standardization, Codification and Cataloguing |
| Standardization committees by fields | DTAs | MAs (operational field), Technical Committee-176 (materiel field) |
| Working groups | WGs (Working Groups), Nations SMEs (Subject Matter Experts) | Research & Development, Working Groups (experts) |

Organizations for military standardization (research and development institutions) and temporary (joint) working groups develop, test, and review military standards in a timely manner in accordance with the fields of activities or within the framework of completing specific tasks.

¹⁸ *Main Aspects of Standardization Activities in the Ministry of Defence of Ukraine and the Armed Forces of Ukraine. Office of Standardization, Codification, and Cataloguing. Kyiv, 2019.*

PRIORITIES OF UKRAINE IN TRANSITION TO NATO STANDARDS: WHAT HAS (NOT) BEEN DONE?

The official statements of the top Ukrainian officials and references to the transition to NATO standards in the strategic defence documents of Ukraine are only partial exaggeration, as the Matrix of the distribution of responsibility for the elaboration and decision-making on the implementation of NATO standards of October 2018 exists in Ukraine, approved by the Deputy Minister of Defence, which counts 1,205 points including various types of documents (not only Standardization Agreements, but also standards, recommendations for standardization, etc.) and military administration bodies responsible for them. It should be emphasized that it is not about implementation but about “decision-making on implementation”, i.e. the relevant national institution should study a certain standard and decide on the feasibility of its full or partial implementation.

The main source for determining which standards are going to be adopted by Ukraine is the so-called Partnership Goals Package (PG). Formally, the Partnership Goal is defined as follows: it is the goal of defence planning, aimed at achieving the compatibility of the forces and means of partner countries with the forces and means of NATO; in other words, achieving interoperability between the partners. Partnership Goals are defined jointly by NATO and the partner country biennially. Current PGs between Ukraine and NATO have been approved in May 2018 and cover the 2018-2020 cycle.

According to these PGs, the total number of which is 42, 219 NATO standards are subject to processing in 2018-2020 (we should emphasize that it is about scrutinizing the standards in order to decide on the feasibility of their implementation, and not the

actual implementation). The Ukrainian Defence Ministry notes that for Ukraine (as well as for other NATO Member States), not absolutely all standards are applicable (one of the simplest examples is the absence of nuclear weapons in Ukraine; therefore, Ukraine is not interested in standards in this field), and some standards, in both NATO and Ukrainian side opinion, are even higher in Ukraine: for example, the standard for quality of drinking water.

Overall, 196 NATO standards (in 197 national documents) have been implemented in Ukraine as of today, of which 59 have been implemented within the framework of the PGs. The remaining 137 have been implemented outside the Partnership Goals. The fact is that certain standards are provided or are being requested by Ukraine in view of the emergence of a current need that is not foreseen by the Partnership Goals: for instance, Ukraine is currently considering 120 standards related to ammunition safety. The demand for the transfer of these standards arose after the explosion at the Ministry of Defence warehouses in Chernihiv region in October 2018.

Therefore, there is currently no record in Ukraine of how many NATO standards are being considered at certain point in time or are present in the implementation plans; it is possible to tell only how many standards have already been implemented. If we compare the accomplishments of Ukraine with the relevant indicators of NATO Member States, especially those of the Eastern European countries that have joined relatively recently and are seen by Ukraine as an example, it becomes clear that Ukraine is already showing quite decent progress: in particular, Ukraine has implemented even more standards than Montenegro, which became a member of NATO in 2017.



Table 1. The status of ratification and implementation of NATO Standardization Agreements by NATO Member States and partner countries (as of 01.06.2019)

| # | Country (year of accession to NATO) | NUMBER OF NATO STANDARDIZATION AGREEMENTS | | | | | | | | | |
|----|-------------------------------------|---|----|-------------|----|----------------------------|----|------------------|----|--------------|------------------------------------|
| | | Ratified | | Implemented | | Planned for implementation | | Not participated | | Not ratified | No response regarding ratification |
| | | Number | % | Number | % | Number | % | Number | % | | |
| 1 | Belgium (1949) | 849 | 85 | 729 | 73 | 120 | 12 | 14 | 1 | 16 | 116 |
| 2 | UK (1949) | 892 | 90 | 784 | 79 | 108 | 11 | 100 | 10 | 17 | -14 |
| 3 | Denmark (1949) | 871 | 88 | 779 | 78 | 92 | 9 | 47 | 5 | 11 | 66 |
| 4 | Italy (1949) | 817 | 82 | 740 | 74 | 77 | 8 | 1 | 0 | 4 | 173 |
| 5 | Canada (1949) | 894 | 90 | 794 | 80 | 100 | 10 | 13 | 1 | 8 | 80 |
| 6 | Luxembourg (1949) | 479 | 48 | 215 | 22 | 264 | 27 | 249 | 25 | 5 | 262 |
| 7 | Netherlands (1949) | 881 | 89 | 752 | 76 | 129 | 13 | 13 | 1 | 8 | 93 |
| 8 | Norway (1949) | 909 | 91 | 802 | 81 | 107 | 11 | 13 | 1 | 9 | 64 |
| 9 | Portugal (1949) | 708 | 71 | 649 | 65 | 59 | 6 | 2 | 0 | 2 | 283 |
| 10 | USA (1949) | 767 | 77 | 737 | 74 | 30 | 3 | 11 | 1 | 25 | 192 |
| 11 | France (1949) | 880 | 88 | 810 | 81 | 70 | 7 | 73 | 7 | 48 | -6 |
| 12 | Greece (1952) | 867 | 87 | 621 | 62 | 246 | 25 | 11 | 1 | 2 | 115 |
| 13 | Turkey (1952) | 845 | 85 | 663 | 67 | 182 | 18 | 7 | 1 | 3 | 140 |
| 14 | Germany (1955) | 938 | 94 | 893 | 90 | 45 | 5 | 22 | 2 | 28 | 7 |
| 15 | Spain (1982) | 813 | 82 | 598 | 60 | 215 | 22 | 1 | 0 | 4 | 177 |
| 16 | Poland (1999) | 783 | 79 | 436 | 44 | 347 | 35 | 7 | 1 | 7 | 198 |
| 17 | Hungary (1999) | 599 | 60 | 385 | 39 | 214 | 22 | 132 | 13 | 0 | 264 |

| # | Country (year of accession to NATO) | NUMBER OF NATO STANDARDIZATION AGREEMENTS | | | | | | | | | |
|----|-------------------------------------|---|----|-------------|----|----------------------------|----|------------------|----|--------------|------------------------------------|
| | | Ratified | | Implemented | | Planned for implementation | | Not participated | | Not ratified | No response regarding ratification |
| 18 | Czech Republic (1999) | 865 | 87 | 658 | 66 | 207 | 21 | 159 | 16 | 3 | -32 |
| 19 | Bulgaria (2004) | 704 | 71 | 462 | 46 | 242 | 24 | 24 | 2 | 0 | 267 |
| 20 | Estonia (2004) | 704 | 71 | 514 | 52 | 190 | 19 | 60 | 6 | 0 | 231 |
| 21 | Latvia (2004) | 770 | 77 | 401 | 40 | 369 | 37 | 134 | 13 | 0 | 91 |
| 22 | Lithuania (2004) | 773 | 78 | 434 | 44 | 339 | 34 | 56 | 6 | 0 | 166 |
| 23 | Romania (2004) | 935 | 94 | 770 | 77 | 165 | 17 | 7 | 1 | 0 | 53 |
| 24 | Slovakia (2004) | 729 | 73 | 464 | 47 | 265 | 27 | 98 | 10 | 3 | 165 |
| 25 | Slovenia (2004) | 614 | 62 | 435 | 44 | 179 | 18 | 123 | 12 | 1 | 257 |
| 26 | Albania (2009) | 264 | 27 | 192 | 19 | 72 | 7 | 34 | 3 | 0 | 697 |
| 27 | Croatia (2009) | 344 | 35 | 249 | 25 | 95 | 10 | 19 | 2 | 2 | 630 |
| 28 | Montenegro (2017) | 99 | 10 | 81 | 8 | 18 | 2 | 4 | 0 | 0 | 892 |
| | Austria | 86 | 9 | 67 | 7 | 19 | 2 | 0 | 0 | 0 | 909 |
| | Ukraine | 172 | 17 | 160 | 16 | 12 | 1 | – | 0 | 0 | 823 |

In practice, assessment of the implementation of standards is conducted jointly by Ukraine and the Alliance only within the framework of the Planning and Assessment Process, the program within which the Partnership Goals are defined (thus, standards implemented outside the PG framework remain unmonitored). The official response on the general monitoring of the implementation of standards in partner countries, obtained from the NATO Standardization Office

at the request of the New Europe Center, is unambiguous: there is no special mechanism for control and verification of the standards implementation in NATO, since the transition to NATO standards is a voluntary and sovereign decision of the state.

Table 2 shows the distribution of Ukrainian normative documents developed according to NATO standards.



In practice, this means an entire series of changes for the Ukrainian Armed Forces, from the tactical (in terms of material standards) to strategic at the brigade level or higher. Among specific and understandable (for non-military persons) examples are the changes in the weight of bulletproof vests and in the distribution of ammunition for each soldier, the introduction of a military glossary unified with NATO, the adoption of the NATO cartographic symbols standard, the unification of armament codification with NATO, so that Ukrainian defence producers could participate in tenders for NATO Member States.


The latest evaluation provided by the Alliance regarding the implementation of the Partnership Goals in spring 2019 indicates a generally positive progress made by Ukraine.

In diplomatic wording, the Alliance noted that the implementation of the PGs has progressed qualitatively, although not all the commitments have been affected. For example, the following steps (attributed to the specific PGs) have been evaluated favourably: the launch of an audit program at the Ministry of Defence; the development of a new personnel management system in the Ministry of Defence and the Armed Forces; the English language courses for Ukrainian military personnel; the introduction of certain components of the J-structure in the field of intelligence; the development of legislation regulating the activities of military police; the development of medical capabilities in the Armed Forces of Ukraine, etc. In addition, the Office for Standardization, Codification, and Cataloguing has been established under the Ministry of Defence and the “Temporary instruction on organization

of activities at the Ministry of Defence of Ukraine and the Armed Forces of Ukraine on the implementation of NATO standards” has been developed within the framework of the transition to NATO standards. The Ministry of Defence itself notes that they are also assessing their own progress as fair but emphasize that by the end of 2020 they intend to implement the remaining 160 standards within the framework of the Partnership Goals (as noted above, 59 of the 219 PG standards have been implemented so far). The next internal assessment in the Ministry of Defence will take place at the end of July 2019; however, our interlocutors within the Ministry note that, according to its results, the number of implemented standards may also “decrease” if the implemented standard will cease to exist in NATO itself.

It should be noted that these assessments are based on quantitative rather than qualitative indicators. A vivid example of this is the above-mentioned language courses for military personnel; representatives of the Alliance note that in 2018, over 1,000 Ukrainian military personnel and Ministry of Defence personnel have taken English courses. However, both NATO and the Ukrainian side state that the “language problem” of the Ukrainian-NATO partnership remains unresolved, and it is one of the main obstacles for, in particular, the adaptation of standards. The Alliance complains that they have to translate their internal documents into Ukrainian on their own; in Ukraine-NATO working groups, the Ukrainian side engages military personnel who speak more or less fluent English rather than staff with expertise in the subject of the relevant working group. The Ukrainian side, on the other hand, notes that the command of the Armed Forces of Ukraine often does not even send its subordinates to language courses, considering them non-priority for the Ukrainian

Table 2. Distribution of Ukraine’s normative documents (ND) developed in accordance with the provisions of NATO standards



| FIELD | NUMBER OF NDS |
|----------------------|---------------|
| Operational field | 98 |
| Materiel field | 82 |
| Administrative field | 17 |
| TOTAL | 197 |

military. In addition, the abolition of the payment rise for the appropriate command of the foreign language (at least 10% of the official salary) is also important. This led to a partial loss of motivation among the military in the study of foreign languages.

In informal conversations, the Ukrainian side is even more critical of the state’s ability to implement NATO standards than the Alliance. For instance, among other challenges, in addition to linguistic one, the Ukrainian side mentions the lack of systematic organization of the activities on implementing NATO standards (in particular, when different institutions are responsible for the implementation of the same standards) and low level of professional training on standardization among representatives of military authorities responsible for elaboration of NATO standards and guidelines; the lack of both systematic control over the implementation of standards by the Presidential Administration and the National Security and Defence Council and public monitoring, which allows the adoption of certain standards in a simplified form; and political manipulations through statements on the transition to NATO standards, while even within the Government there is a certain non-written “taboo” on statements that in fact, the transition to all standards by 2020 is impossible.

Another complaint that can be heard from the Ukrainian side is the lack of access to certain NATO standards, since some of them, as noted above, are classified. However, at the moment, the Alliance cannot recall any case where a certain standard was not provided to Ukraine for political reasons. According to NATO officials, access problems may arise rather due to the non-compliance with the standard request procedure on Ukraine’s part. In 2018, NATO even developed a special manual for partner countries on how to apply for standardization documents with restricted access (given that the manual was also translated into Ukrainian, we could guess which country was one of the main recipients of that document). The manual explains that simply indicating the Partnership Goal, within which the standard is expected to be implemented, is not sufficient to access data; it is also required to provide detailed justification as to which type of capability (up to the name and functions, e.g. of a military unit associated with a certain standard) is the partner country planning to build, and what are the threats in the case of failure to provide the partner country with a specific normative document. Moreover, the manual recommends engaging NATO Member States and individual NATO institutions, that could provide a conditional “recommendation” to provide standards to the partner country, in the advocacy for the provision of standards.



RECOMMENDATIONS

FOR UKRAINE

- 1 Ukraine's top-level officials should refrain from politicization of the issue of transition to NATO standards and remove such phrases as "complete adoption of NATO standards" from their rhetoric. Such statements are technically unsubstantiated and politically harmful, as they do not give Ukraine additional points in the eyes of the Alliance and are fairly perceived as PR steps, rather than responsibilities of a serious partner.
- 2 Ukraine should develop a clear and transparent mechanism for monitoring the process of developing and implementing NATO standards with realistic and achievable objectives for the short and medium term. The adoption of the Law "On Amendments to certain laws of Ukraine on military standards" (June 6, 2019) was a long-awaited step in this direction.
- 3 Ukraine should ensure an adequate level of command of English among the military corps that are directly involved in the research and implementation of NATO standards. The study of English and its command at the level required for international communication should be considered a priority for the military, not an unnecessary additional burden.

FOR UKRAINE AND THE ALLIANCE

- 4 Ukraine and NATO should publicly communicate the process of implementation of NATO standards (following the example of Ukraine and the EU currently assessing the implementation of the Association Agreement) and implement it on the basis

of qualitative indicators. This will provide Ukrainian civil society with more powerful leverage on the Ukrainian authorities and allow it to control the quality of implementation of standards, as at present, this process is not transparent, which makes it impossible to monitor it efficiently.

FOR NATO

- 5 The NATO Trust Fund for the Reform of the Logistics and Standardization Systems of the Armed Forces of Ukraine was the largest of all existing NATO Trust Funds for Ukraine. However, by the end of 2018, it was financed by only 34% (unlike other Trust Funds that were funded fully or even over 100%)¹⁹. NATO should keep this Trust Fund functioning and encourage Member States to provide additional funding.

¹⁹ NATO summary of ongoing trust funds. https://www.nato.int/nato_static_fl2014/assets/pdf/pdf_2019_02/20190214_190214-trust-funds.pdf



ABOUT NEW EUROPE CENTER

*The **New Europe Center** was founded in 2017 as an independent think-tank. Despite its new brand, it is based on a research team that has been working together since 2009, at the Institute for World Policy. The New Europe Center became recognized by offering high-quality analysis on foreign policy issues in Ukraine and regional security by combining active, effective work with advocacy.*

The New Europe Center's vision is very much in line with the views of the majority of Ukrainians about the future of their country: Ukraine should be integrated into the European Union and NATO. By integration, we understand not so much formal membership as the adoption of the best standards and practices for Ukraine to properly belong to the Euroatlantic value system.

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