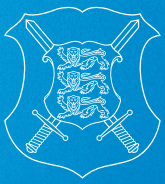
National Defence Strategy

Estonia



ESTONIAN MINISTRY OF DEFENCE

Estonia's new National Defence Strategy replaces the previous document from 2005. It stipulates that, although there are no existential threats to the NATO Member States' security, the global and regional security environment is becoming more dynamic and more unpredictable. New threats and challenges have emerged, while traditional security issues have not disappeared.

In this rapidly evolving security environment, the most serious potential threats to Estonia derive from hybrid and combined challenges and from a combination of internal and external developments. Therefore, national defence can no longer be limited to military defence alone. Only a comprehensive approach to defence can guarantee a country's security.

Based on this central idea, the 2011 National Defence Strategy stipulates that all major Estonian state authorities shall participate in national defence, thus combining military forces with non-military capabilities.

Estonia's defence policy is based on two intertwined pillars: the promotion of international security, including strong relations with its allies and the credibility of NATO's collective defence mechanism; and the strengthening of Estonia's own initial defence capability to ensure the sustainability of the State and its institutions in all possible scenarios.

All state authorities related to national defence are responsible for their respective competence both in peacetime and in case of war. Thus, close interagency cooperation and comprehensive yet flexible command and control system shall complement to Estonia's contribution to collective defence.

The following is a provisional translation of the National Defence Strategy of Estonia.

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Introduction

The 2011 National Defence Strategy is based on the National Security Concept of Estonia, which was endorsed by the Riigikogu in 2010, and will serve to replace the current 2005 version of the National Military Strategy.

The Government of the Republic shall adopt this strategy at the proposal of the Minister of Defence and it shall be subject to revision every four years. The strategy will serve as a basis for more elaborate development and action plans, of which the more essential are outlined in the section on national defence planning. The Government shall make proposals to modify legislation as the need to do so arises in implementing the strategy.

The most recent National Military Strategy was approved in 2005. Its primary purpose was to outline Estonia's military defence development and implementation principles following accession to the North Atlantic Treaty Organisation (NATO) and the European Union (EU). Integration into NATO's collective defence system became the main priority for national defence development.

The main objectives of the 2005 National Military Strategy have been met. The main goal of the new strategy is to update the organisation of national defence in Estonia by taking the changing security environment into consideration, while extending the strategy beyond a strictly military approach to include other areas of national defence. The strategy addresses courses of action that are aimed at deterring any possible military attack against Estonia and is based on the assumption that an external military threat may express itself in its early stages as non-military pressure. In addition to the potential risk of military attack, the government should therefore prepare to counter other deliberate actions targeting Estonia and incorporate planning for these into the implementation of security policy.

For the purposes of this document, the "term military attack" also refers to any other offensive actions comparable to a military attack that are accompanied by damage to Estonia's independence, self-sufficiency, territorial integrity, or constitutional order.

Security Environment

The changing international security environment

Estonia has become an integral part of the global security environment. The international security environment is in a state of constant change. The concept of security has expanded, thereby raising security issues in areas where they have not previously been tackled. Today, both the preparation and active phase of military conflicts involve the extensive use of non-military measures. In such an environment, only a comprehensive approach to national defence that includes non-military activities and rests on strong internal security, can ensure a country's national defence.

Propaganda and other non-military leverage can be employed to wound an open society. Malevolent manipulation can destabilise the internal situation and tarnish a country's international reputation, as well as weaken its relationships with allies. The ability to uphold one's reputation and defend it from hostile undermining efforts is inevitable to maintain functional relationships with allies.

The importance of geographical distances has decreased, while local, regional and global security has become more interconnected than ever. Distant threats may influence the security of Estonia and its allies.

Developments in international security are characterised by dynamism; therefore, the speed of decision-making and the efficacy of implementing the decisions is becoming increasingly important, particularly for small countries.

Estonia's position within the international security environment and the security risks affecting national defence

Today, thanks to NATO and EU membership, Estonia is more secure than ever. NATO and the EU help to maintain the stability of Estonia's international status and its integration into the democratic Western world, and extend credible military deterrence and collective defence.

Despite the generally positive development of European security, conventional threats and tensions between countries remain. Therefore, small countries must

account for the possibility that an unfavourable concurrence of events may result in the international community failing to pay attention to their security issues.

Both domestic developments and developments in the Baltic Sea region have an immediate effect on Estonia's security. The security policy choices of Baltic Sea countries affect Estonia's security, and vice-versa.

All major possible threat scenarios include both internal and external developments. A low intensity problem can – if not dealt with in a timely and appropriate manner – escalate into a crisis that directly endangers the security of Estonia.

Non-military security threats with an impact on national security may take the form of attacks to Estonia's international reputation and hinder relations with its allies and partners. They may also encompass attacks against energy, information and communication systems, which serve as the basis for ensuring the sustainability of society, thereby weakening the viability of Estonia's cultural vitality or social coherence. These threats may appear in the form of co-ordinated external pressure.

Estonian society is stable both in socio-economic and ethnic dimensions. Co-ordinated external pressure may endanger the security of Estonia if it creates internal tensions within the state.

A direct military attack against Estonia is unlikely; however, such a threat cannot be ruled out altogether. Both today and in the foreseeable future, NATO's military superiority can be regarded as a sufficient defence against any adversary. At the same time, a miscalculation by a state, group of states or non-state actors arising from the mistaken belief in the inefficacy of NATO's collective defence cannot be fully excluded. Therefore, any action targeted against NATO's integrity and Allied solidarity threatens Estonia's security as well as transatlantic security in general.

The Estonian security environment is also influenced by the internal and foreign policies of the Russian Federation. The Russian Federation has demonstrated an increased interest in re-establishing its spheres of influence and strengthening its influence over Europe's security environment. The presence of Russian Federation military forces in close proximity to the Estonian border has increased.

Estonian Defence Policy

The main task of Estonia's national defence is to prevent a possible military attack against Estonia and, should the need arise, to provide for successful defence. The basis of Estonia's national defence is the Estonian population's strong will to defend their country, which is in turn based on national self-awareness, self-confidence and dignity. Estonia will defend itself in all circumstances and against any adversary, no matter how overwhelming. Should Estonia temporarily lose control over part of its sovereign territory, Estonian citizens will still resist the adversary within that territory.

In accordance with the principle of total defence, all means will be employed to anticipate and prevent any possible military action against Estonia. In order to prevent a war, prudent action should be taken before the threat of war or threats of a non-military nature arise.

Both (1) the strength of its relations with allies and the efficacy of the collective defence system, and (2) Estonia's independent defence capability, internal stability, sustainability and the reliability of its state institutions play an important role in ensuring Estonia's security. State institutions must ensure the continuity of critical governmental functions and the implementation of government policies under any circumstances. Broad popular support for Estonia's constitutional order is essential to the effective functioning of national defence and the anticipation of any possible threat of war.

Any international conflict is detrimental to Estonia's security. In strengthening its national defence, Estonia shall ensure that its efforts, whether pursued individually or in co-operation with its allies, do not endanger any other country. At the same time, Estonia operates on the assumption that democratic countries' withdrawal under pressure would prove more dangerous in the long-term than opposing aggression in an unambiguous and confident manner.

Estonia's security is inseparable from that of its allies. As provided by Article 5 of the North Atlantic Treaty, Estonia will consider a military attack against any NATO member as an attack against itself. Additionally, under the Treaty of Lisbon, the EU Member States are committed to assisting each other with all resources available in the case of an attack.

Estonia's goal is NATO's visible, credible and capable collective defence. NATO must be capable of responding in time, by exercising both strength and flexibility, to the attacks of even the most extensive and complex nature. A well-functioning

collective defence system requires appropriate planning, training and an effective early warning system. Therefore, Estonia participates in NATO's defence planning process and supports developments that ensure an effective structure and enhanced visibility of NATO across all Allied territory.

The EU's Common Security and Defence Policy (CSDP) is an essential factor alongside NATO's collective defence that contributes to Estonia's security. The CSDP will strengthen the security of Europe and the EU's capability to fulfil its role in the international security environment. More efficient co-operation between the EU and NATO, which entails support for both organisations complementing and strengthening each other, serves Estonia's interests.

Estonia's political weight in NATO and CSDP decision-making processes depends on our active participation in providing solutions to key NATO and CSDP challenges. Estonia's relative contribution to NATO and the EU must be active and visible, considering Estonia's small size.

Activities that increase stability and are aimed at enhancing reliability contribute to Estonia's national defence. These include the following: international military and civil operations (hereafter international operations), arms control, bilateral and multilateral defence co-operation, and outreach policy, which supports security and defence reforms in countries that have appealed for assistance.

Estonia will contribute to international operations with capabilities developed to meet its national priorities and requirements. Participation in international operations will be used to intensify co-operation with Estonia's strategic allies. Estonia sees NATO and EU operations as a priority, though it does not rule out participation in any other operation led by a coalition of the willing or another organisation.

Arms control improves security and diminishes the risk of military conflict between countries by virtue of increasing trust. Estonia's goal is to increase transparency by making information available that reveals the location and number of armaments in Europe, while improving the efficacy of associated confidence-building measures. Estonia is eager to actively participate in various European initiatives related to arms control and is prepared to participate in any arms control confidence-building measures, provided these are based on transparency, reciprocal restraint and host nation support.

Estonia's objective is to link itself with the security of its allies as tightly as possible, exercising effective co-operation and strengthening Estonia's positive reputation in bilateral and regional co-operation formats. Closer relations with the Unites States of America form an essential component of Estonia's bilateral defence co-operation framework. US presence in Europe, including in the Baltic

Sea region, serves Estonia's interests. Defence co-operation between the Nordic and Baltic countries is the most important of various forms of regional cooperation. Estonia's goal is to integrate Baltic defence co-operation with Nordic countries' cooperation as closely as possible.

Estonia has set the objective of bringing defence expenditure up to 2% of GDP and maintaining this level. NATO methodologies are used to determine defence expenditures.

In order to ensure reliable deterrence and the organisation of effective defence, Estonia will pursue the following six main courses of action:

a. Military defence;
b. Civilian sector support to military defence;
c. International efforts;
d. Ensuring internal security;
e. Ensuring vital services;
f. Psychological defence.

These six main courses of action, which comprise the structure of national defence, are closely linked, while the activities conducted within their framework support each other. Civil defence, which involves both the timely notification of the population as well as the application of measures required to protect the population, forms an essential part of national defence. Issues that contribute to civil defence are taken into consideration at all levels of national defence.

National Defence Main Courses of Action

Military defence

Objectives and principles

The objective of military defence is to ensure sufficient capabilities to guarantee the nation's sovereignty and repel any military attacks. Estonia's military defence relies on NATO's collective defence and an initial independent defence capability.

Estonia's military defence is planned as an Article 5 operation of the North Atlantic Treaty. Estonia will assign the units needed for such an operation to NATO's

chain of command. The plans necessary for executing a collective defence operation will be drafted in cooperation with Estonia's allies, and will be regularly updated and assessed in exercises.

Estonia's initial independent defence capability is able to ensure the rapid response that is a pre-requisite for carrying out collective defence under circumstances of an unexpected attack. Regions and objects of strategic importance will be defended in order to allow for the rapid arrival of allied forces.

Estonia's initial independent defence capability employs both territorial and non-territorial units. Territorial units operate within a specified area and are formed on the basis of the Defence Forces and the Estonian Defence League. Non-territorial units are able to operate within the entire theatre of operations and are largely formed on the basis of the Defence Forces.

Estonia relies upon the concept of unified forces, which requires units partaking in military defence to employ an integrated command, logistics and training system. All such units must be interoperable with allied troops.

Administrative and support duties that are not directly related to military defence will be removed from the Estonian Defence Forces purview in order to focus efforts on the development of military capabilities. The Ministry of Defence and the Defence Forces will cooperate in drafting relevant plans.

Military defence planning will incorporate paramilitary operations, such as guerrilla activity and resistance movements.

Organisation of military defence

The Ministry of Defence and Defence Forces are responsible managing the organisation of military defence; the Estonian Defence League will also be involved in the process.

The Ministry of Defence shall:

a. Co-ordinate the planning of national defence, involve other relevant governmental authorities, and be responsible for the drafting of the Military Defence Action Plan;
b. Be responsible for drafting legal acts regulating military defence;
c. Participate in the command of military defence;
d. In cooperation with the Ministry of Finance develop a wartime financing plan for military defence;
e. Co-ordinate the provision of host nation support to allied forces;

f. Ensure that the administrative and support tasks necessary for military defence are met;
g. Co-ordinate cyber-defence in the area of national defence;
h. Conduct defence-related procurements;
i. Direct the development of the defence industry;
j. Co-ordinate the provision of medical support to military defence.

Defence Forces

The Defence Forces are a militarily organized government institution under the administrative authority of the Ministry of Defence. The Defence Forces shall:

a. Plan and conduct military operations for defending the territory, territorial waters, and airspace of Estonia and ensuring the sovereignty of the state;
b. Participate in collective defence operations to defend Estonia's allies;
c. Participate in ensuring host nation support to allied forces;
d. Co-ordinate communication between Estonian civilian authorities and allied forces participating in the defence of Estonia;
e. Ensure the development of military capabilities;
f. Participate in strengthening the national early warning system and information systems used for notifying the population and international community;
g. Fulfil other legally mandated duties.

The Defence Forces shall consist of professionals and reservists. Mandatory conscription is to remain the primary means for manning reserve units and also as a source for recruiting regular members to the Defence Forces.

The Defence Force peacetime units' central task is to prepare for military defence by training reserve units and, if necessary, managing their formation. Reserve units are prepared over the course of conscription and reserve exercises employing a unit-based approach.

In order to ensure a flexible response to any potential security risks, the peacetime command structure of the Defence Forces shall match its wartime equivalent as closely as possible. Changes to the legal framework for regulating military defence will aim to reduce the need for large-scale reorganisation in case of war.

Capability-based planning is applied in the Defence Forces with the objective of achieving the full scale of capabilities needed for Estonia's initial defence. Capabilities necessary for the defence of Estonia that cannot be acquired independently shall be assured through co-operation with allies.

The Defence Forces primary development priorities are:

a. Strengthening early-warning and command and control capabilities, which allows for rapid and flexible responses to possible threats, while retaining coordinated control in case of an unexpected attack by overwhelming forces;
b. Developing an effective readiness and mobilisation system, and the training and formation of reserve units;
c. Developing rapid-response, deployable, mobile, and sustainable all-purpose units capable of operations against any adversary through-out the territory of Estonia, as well as participation in international operations;
d. Increasing their readiness for launching and executing collective defence operations and ensuring host nation support to allied forces;
e. Ensuring sustainability in the areas of personnel, supplies and logistics, in order to foster the steady development of the Defence Forces regardless of economic conditions.

Estonian Defence League

The Estonian Defence League is a voluntary, militarily organized, armed, national defence organisation that acts within the area of government of the Ministry of Defence. The Estonian Defence League possesses arms and engages in military exercises. The Estonian Defence League shall:

a. Prepare territorial units for military defence;
b. Participate in the defence of strategic sites, ensure host nation support and force protection;
c. Develop a cyber-defence capability;
d. Include the country's population in functions related to national defence;
e. Fulfil other duties as stipulated by law.

The Estonian Defence League is a nationwide organisation. Its task is to enhance the readiness and knowledge of the population in order to aid in the defence of Estonia's independence, constitutional order and territorial integrity in a crisis situation. The units of the Estonian Defence League are structured on a territorial basis following Estonia's administrative subdivisions, which allows for quick responses to security risks emerging in any part of the country and supports the implementation of other national defence efforts.

The main task of the Estonian Defence League in organising military defence is to enhance the population's will to defend its country and ensure readiness for national defence by planning military defence activities, including guerrilla activities and resistance movements, and participating in such activities. A stable proportion of the military defence budget will be allocated to the Estonian Defence League.

The Estonian Defence League shall prepare units with defined wartime duties that shall be deployed as part of the Defence Forces' structure following a declaration of mobilisation. Defence League members not appointed to positions with mobilisation restrictions or non-territorial reserve units of the Defence Forces will be assigned to Defence League units that fulfil wartime duties.

The main development priorities of the Estonian Defence League are as follows:

a. Increasing the motivation of voluntary members of the Estonian Defence League, greater promotion of initiatives, and strengthening its chain of command;
b. Developing military capabilities by observing the principle of a balanced and realistic approach and responding to any threats arising from the development of information technology;
c. Enhancing co-operation with public structures and non-profit organisations in order to increase the efficiency of social support mechanisms;
d. More extensive involvement of young people in the activities of the Estonian Defence League and enhancing the coherence of the organisation at the county level.

Civil sector support to military defence

Objectives and principles

The Defence Forces require the support of the civilian sector for ensuring the military defence of the state. The objective of civil sector support is to ensure the efficient activation and operability of military defence without causing major damage to the upkeep of civilian society. Civil sector support to military defence shall be ensured by mobilisation, the utilisation of state assets, contractual relations and compulsory encumbrances. Contractual relations and compulsory encumbrances cover both assets and services.

The Defence Forces shall indigenously develop only those wartime capabilities that are either impossible or impractical to implement through inter-agency co-operation, contractual relations or compulsory encumbrances.

If necessary, proceedings required for mobilisation shall be initiated in peacetime by raising the readiness level of the Defence Forces or declaring a mobilisation.

Persons employed in positions that are critical for the continued functioning of society for the purposes of national defence shall not be mobilised. Ex officio mobilisation restrictions shall be applied to that end. Persons subject to such

restrictions will fulfil their wartime national defence duties by continuing service in their peacetime positions.

The following principles shall be observed in preparation for and execution of mobilisation:

a. The mobilisation system must be simple; every task must have a specific person or institution responsible for its implementation;
b. Mobilised persons and those carrying out mobilisation must have a clear understanding of their duties in implementing mobilisation and defence related activities;
c. Primary resources essential for ensuring the operability of the wartime Defence Forces structure must already be available and usable during peacetime;
d. Detailed plans will be drafted for the implementation of the Defence Forces' mobilisation programme; these shall be subject to regular practice, including during reserve force exercises;
e. Structures required for the formation of reserve units must be trained and prepared in peacetime to ensure the efficient mobilisation of the Defence Forces.

Organisation of civil sector support

Preparing and conducting the Defence Forces' mobilisation and increasing the Defence Forces' level of readiness require inter-agency cooperation.

When preparing for and carrying out mobilisation, the Ministry of Defence shall:

a. Co-ordinate preparations for mobilisation;
b. Organise the establishment of ex officio mobilisation restrictions;
c. Take responsibility for the planning and procurement of resources required for conducting mobilisation;
d. Organise the formation, storage, renewal and use of mobilisation reserves;
e. Ensure the compatibility of the mobilisation system with defence planning documents.

The Defence Resources Agency shall:

a. Keep account of persons who are able to serve in the Defence Forces and take responsibility for the functioning of relevant registers;
b. Organise the call-up of persons who are eligible to be drafted to military service and the recruitment of citizens to contractual service;
c. Keep account of the additional reserves and assets added by establishing compulsory encumbrances;
d. Prepare the plans for contracts, compulsory encumbrances and the

utilisation of state assets in accordance with the proposals of the Defence Forces, and organise their implementation.

The Defence Forces shall:

a. Be responsible for the drafting, renewal and regular practising of the plans needed for the implementation of mobilisation and the formation of troops;
b. Organise the call-up of reservists for military service. All contemporary means of communication shall be used for the call-up;
c. Ensure an overview of the total resource requirement of reserve units as well as the resources available to the Defence Forces. Solutions for the provision of additional resources in wartime shall be specified in defence planning documents. The establishment of the additional reserves required in wartime shall be conducted as an integral part in the development of new capabilities and units;
d. Take the responsibility for maintaining, storing and delivering the equipment used by the Defence Forces reserve units;
e. Form reserve units in co-operation with the Estonian Defence League.

International efforts

Objective and principles

The objective of international activities is to provide Estonia with favourable conditions that would, if necessary, ensure the rapid and effective application of collective defence and/or international crisis management measures. This can most reliably be achieved within a stable security environment and by employing all necessary political and practical preparations.

The principle of consensus is the cornerstone of mechanisms to activate collective defence and NATO and EU crisis management measures. By pursuing international activities, Estonia aims at enhancing solidarity among NATO and EU member states, common understanding of situations and the shared capabilities needed for improving the effectiveness of joint operations.

Organisation of international activities

The Ministry of Foreign Affairs is responsible for coordinating Estonia's international efforts in the area of national defence, supported by the Ministry of Defence and the Defence Forces.

The Ministry of Foreign Affairs shall pursue the following activities in the area of national defence:

a. Co-ordination of Estonia's activities as a NATO and EU member by ensuring that Estonia's interests are represented in relations with its allies and in international organisations;
b. Developing the capability to co-ordinate the operation of foreign missions, including in situations where conventional communication systems have been attacked;
c. Supporting Estonian citizens, private and non-governmental organisations and governmental authorities in improving Estonia's image abroad, while sustaining a communication network for transmitting Estonia's message to the outside world;
d. Co-ordinating Estonia's participation in international operations, the establishment and contribution of the required civil capabilities and the management of their use;
e. Co-ordinating the development of Estonian's policies and activities related to arms control and confidence-building measures;
f. If necessary, ensuring the protection of Estonia's citizens abroad and providing them with opportunities for a safe return home.

In the field of international activities related to national defence, the Ministry of Defence shall:

a. Participate in the development and implementation of collective defence policies and crisis management measures, in the security and defence policy making processes of NATO and EU, and contribute towards the functioning of NATO and CSDP institutions;
b. Organise bilateral defence relations with other countries, conduct active defence diplomacy within the framework of bilateral and multilateral relations, and conduct outreach policies in those countries that are willing to benefit from Estonia's experience;
c. Direct Estonia's participation in the defence planning processes of NATO as well as in the development of NATO and CSDP military capabilities;
d. Co-ordinate the organisation of international military exercises in Estonia and the participation of the Defence Forces in military and crisis management exercises that take place outside Estonia;
e. Develop defence policy and military opinions concerning arms control and confidence-building measures, and ensure Estonia's capability to participate in arms control verification.

In the field of international activities associated with national defence, the Defence Forces shall:

a. Participate in the work of NATO and EU military structures and ensuring integration into NATO and EU military command structures;

b. Participate in NATO's defence planning processes, meet NATO force goals and capability criteria, and participate in the CSDP's capability building efforts;
c. Organise international military exercises in Estonia and participate in military and crisis management exercises that take place outside Estonia;
d. Participate in strengthening NATO's early warning system;
e. Participate in NATO Response Forces and EU Battle Groups;
f. Participate in operations lead by NATO, the EU, the UN or a coalition of the willing.

Ensuring internal security

Objective and principles

The objective of ensuring internal security is to ensure a living environment that is as secure as possible.

In the event of a military attack against Estonia, the institutions responsible for ensuring its internal security shall continue fulfilling their duties. Any developments that pose a threat to the independence of the state, its territorial integrity, constitutional order, military defence of Estonia, human lives or any events that may have a direct effect on the international status of Estonia shall be the main focus of planning and prioritising the activities of internal security institutions.

In wartime, the same authorities and organisations that have the appropriate competence in peacetime shall handle emergency situations. Wartime criteria for handling emergency situations shall be developed. Regional and local governmental crisis management committees shall continue their co-ordinating operations.

In order to enhance the efficiency of internal security related international co-operation, Estonia will include NATO and EU Member States' internal security institutions in exercises organised in Estonia and increase the frequency of such exercises.

Organisation of internal security institutions

The responsibility for ensuring internal security lies with the Ministry of the Interior. Its area of administration includes the following institutions: the Police and Border Guard Board, the Rescue Board, and the Estonian Security Police. Other authorities also contribute to the safeguarding of internal security. The Estonian

Academy of Security Sciences shall partake in the immediate provision of internal security as a reserve unit fulfilling the duties of the abovementioned authorities.

National security institutions shall continue to fulfil their duties in the case of a military attack against Estonia. The development of national security institutions is described in more detail in the defence planning documents.

In the area of national defence, the Ministry of the Interior shall:

a. Co-ordinate activities related to ensuring the sustainability of vital services in co-operation with other ministries;
b. Ensure the awareness of authorities of their wartime duties with regard to their respective areas of administration;
c. Develop draft legal acts that specify the duties of assistant police officers and rescue workers in a state of war;
d. Ensure the functioning of an operational radio communication network and its development as proceeding from the needs of national defence;
e. Draft an evacuation plan for the population and specify the division of tasks between different authorities;
f. Establish procedures for receiving and transmitting residents' emergency requests and information by classifying the potential types of information and procedure for their transmission to other authorities;
g. Organise training for the employees of internal security authorities in the Estonian Academy of Security Sciences.

Police and Border Guard Board

The Police and Border Guard Board shall:

a. Anticipate, identify and avert risks that endanger law and order, including from cyberspace, and remove infractions against public order;
b. Conduct air and sea search and rescue (SAR) activities;
c. Ensure the protection of persons and sites subject to protection according to the law and conduct necessary co-operation with other authorities, if appropriate;
d. Conduct border checks in areas that are not immediately involved in hostilities;
e. Organise issues of citizenship and migration.

The activities of the Police and Border Guard Board shall be supported by assistant police officers. In a state of war, any assistant police officers that are not included among reservists, members of the Estonian Defence League, or who are not assigned to positions that are subject to mobilisation restrictions shall be responsible for anticipating and controlling risks that endanger public order.

The main development priorities of the Police and Border Guard Board in the area of national defence are as follows:

a. Increase the effectiveness of riot control capability;
b. Personal protection as specified by law and the development of surveillance systems for monitoring of sites of strategic importance;
c. Establishing a rapid sea and air rescue capability that can be extended throughout the entire territory of Estonia;
d. Developing an assistant police officers' network that would contribute to the extensive use of assistant police officers in the event of a military attack.

Rescue Board

In the event of a military attack against Estonia, the Rescue Board shall:

a. Co-ordinate the defence of the civilian population;
b. Perform rescue activities, primarily to save human lives;
c. Conduct explosive ordinance disposal in co-operation with the Defence Forces;
d. Co-ordinate the receipt and resolution of any emergency calls received from residents;
e. Organise the detection of chemical and biological contamination in co-operation with the Health Board, detection of radiological contamination in co-operation with the Environmental Board and decontamination efforts in co-operation with the Defence Forces;
f. Ensure the operability of regional crisis management committees, which have the task of co-ordinating the handling of non-military emergency situations and protection of the population within their region;
g. Organise the evacuation of the population in co-operation with the Police and Border Guard Board.

Voluntary rescue workers shall support the activities of the Rescue Board. In a state of war, any voluntary rescue workers who are not included among reservists, members of the Estonian Defence League or not assigned to any positions that are subject to mobilisation restrictions shall be responsible for anticipating and controlling risks that endanger human lives.

The main development priorities of the Rescue Board in the field of national defence are as follows:

a. Developing an efficient system for receiving emergency messages, which would, either independently or after certain additional support inputs, be usable for receiving and transmitting markedly increased volumes of emergency messages;

b. Strengthening decontamination capabilities required for the elimination of the consequences of chemical, biological or radiological attacks that affect civilians and infrastructure;
c. Developing an explosives removal capability that is aimed at clearing critical civil infrastructure from unexploded ordnance and thereby preventing mass casualties that may result from such eventualities;
d. Developing a network of voluntary rescue workers for use in non-military emergency situations;
e. Establishing extensive evacuation capabilities, including drafting associated plans, and training and informing the population;
f. Developing a system for the protection of the population, including for operations carried out by regional and local crisis management committees, with the objective of fulfilling duties specified by the Emergency Preparedness Act during an armed attack.

Ensuring the sustainability of vital services

Objective and principles

Vital services shall mean services that are deemed inevitable for main training the functioning of state and society. The objective of ensuring the sustainability of vital services is to ensure the functioning of civilian society in any emergency situation.

For the purposes of national defence, the efforts to ensure the sustainability of vital services in the event of an attack against Estonia differ from similar activities carried out under regular circumstances.

Organising the sustainability of vital services

In the event of a military attack against Estonia, sustainability of vital services shall be continued in accordance with the same principles and within the same organisational frameworks as would be applied under peacetime circumstances.

For the purposes of national defence, certain vital services are of special importance as a result of their inherent nature or the expected operations in case of a military conflict.

Services vital to national defence that fall under the area of governance of the Ministry of Economic Affairs and Communications are the:

a. Functioning of the power supply;

b. Functioning of the liquid fuel supply;
c. Functioning of the telephone network;
d. Functioning of the data communication network;
e. Functioning of the maritime radio communication network;
f. Functioning of the broadcasting network;
g. Functioning of transport infrastructure (including the functioning of sea-going harbours, airports, railway services, motorways and auxiliary roads of strategic importance).

Services vital to national defence that fall under the area of governance of the Ministry of Social Affairs are the:

a. Functioning of stationary specialised medical care;
b. Functioning of emergency medical care;
c. Functioning of blood banks.

Services vital to national defence that fall under the area of governance of the Ministry of the Environment are the:

a. Functioning of a radiological early warning system;
b. Functioning of the water supply and sanitation systems.

Services vital to national defence that fall under the area of governance of the Ministry of Agriculture include food safety control.

Services vital to national defence that fall under the area of governance of the Ministry of Finance comprise the continued functioning of payments and settlements, including national payments.

Services vital to national defence that fall under the area of governance of the Ministry of the Interior and Ministry of Justice include maintaining the registers used within the respective ministries' areas of administration as well as safekeeping associated data. Maintaining the functionality of rescue activities, conveying emergency messages and ensuring public order are highly important within the area of governance of the Ministry of the Interior.

The Government of Estonia shall establish criteria for appointing providers of services that are identified as vital from the standpoint of national defence and shall make proposals to the Riigikogu for establishing requirements for the provision of such vital services. In the drafting of these plans, which aim at ensuring the sustainability of vital services for the purposes of national defence, military threat scenarios shall also be taken into account. The ministries in charge of the aforementioned services shall draft, alongside from the documents specified in the Emergency Preparedness Act, additional contingency plans that take military threat scenarios into consideration, and they shall also carry out any necessary

peacetime preparations for safeguarding vital services for the purpose of national defence. Every four years, the Ministry of the Interior shall consolidate the above-mentioned plans into an integrated document and then submit these documents for endorsement by the Government of the Republic.

Psychological defence

Objective and principles

The purpose of psychological defence is to prevent panic, the spread of hostile influences and misinformation, thereby ensuring continued popular support to the state and its national defence efforts. Psychological defence involves the development, safeguarding and protection of common values that are linked to the cohesion and security of society. Psychological security is expressed in a society's ability to resist hostile influences and in Estonia's capability to defend its security interests.

Domestic and foreign developments and their effects have become intertwined within a globalised media space.

For the purposes of developing psychological defence, Estonia shall focus upon the following main activities:

a. Identifying hostile influences that would weaken Estonia's national defence and protecting against them;
b. Ensuring the continuation of public broadcasting services in case of an attack against the relevant networks;
c. Enhancing the public will to engage in defence and the popularisation of security-related thinking, including increasing the availability of national defence training.

Aspects of psychological defence shall be taken into account when developing the following fields:

a. Notifying the population of the risks that may endanger society and developing its knowledge and skills for coping in a crisis situation;
b. Solving emergency situations and organising the dissemination of information among the population in a crisis situation;
c. Improving Estonia's international image.

Legal frameworks shall be developed for the purposes of blocking hostile influences that may pose a threat to the constitutional order and for ensuring operational security.

Organisation of psychological defence

The Government of Estonia shall organise psychological defence on the basis of the Psychological Defence Plan. The development of such a plan shall be co-ordinated by the State Chancellery, with appropriate contributions from the Ministry of Defence, the Ministry of Foreign Affairs, the Ministry of Justice, the Ministry of Economic Affairs and Communications, the Ministry of Culture, the Ministry of Education and Research, the Ministry of the Interior, the Rescue Board, the Defence Forces and national security institutions.

The integrity of government communication is an essential precondition for maintaining efficient psychological defence.

Society (the public) shall be involved in the development of psychological defence.

National Defence Planning

National defence planning involves identifying priorities for capability development. Due to the changing security environment, national defence planning must extend beyond the scope of military defence. For this purpose, all fields that are important for national defence shall be integrated and a development plan for national defence shall be drafted to replace the current Military Defence Development Plan. The Ministry of Defence shall be responsible for drafting the National Defence Development Plan through the involvement of all authorities that fulfil duties of national defence.

The National Defence Development Plan shall include possible threat scenarios that could cause either partial or complete loss of Estonian independence, territorial integrity or constitutional order. Based on such risk scenarios, the military and non-military capabilities needed for the mitigating such threats shall be identified. During the course of drafting the National Defence Development Plan, the possibilities for preventing unnecessary inter-agency duplication shall be analysed, accompanied by the submission of relevant proposals.

Based on the National Defence Development Plan, more detailed action plans shall be drafted by separate ministries that specify activities and necessary funding required for covering capability gaps in a four-year outlook. The military defence action plan is the relevant action plan for military defence. The action plan for psychological defence is a plan for psychological defence that is to be adopted on the basis of the Emergency Preparedness Act.

Activities to mitigate threatening situations that rely on existing capabilities shall be described in operational plans, including plans for resolving emergency situations. The Military Defence Operation Plan is the operational plans for defence efforts. All operational and emergency plans shall be mutually co-ordinated and revised on an annual basis.

National Defence Administration

The successful organisation of national defence presumes effective national goal-oriented management, along with a prompt decision-making process and internal co-operation. To ensure effective deterrence and defence, national defence measures must also be able to be swiftly enacted in situations where a state of emergency or war has not yet been declared. The harmonisation of various aspects of national defence shall be ensured by an integrated national defence command system.

The following basic requirements must be met when organising the management of Estonian national defence:

a. National co-ordination and the subordination of command to a uniform, well-defined level of decision-making;
b. As much overlap as possible in the structures of wartime and peacetime command systems, the management structures of authorities concerned and their respective wartime and peacetime fields of responsibility;
c. A clear distribution of duties and responsibilities related to national defence;
d. A prompt and efficient national defence decision-making process;
e. The continuity of governmental administration in the form of legislative, executive and judicial power.

The organisation of the national defence command system is based on the principle that every institution be responsible for performing the same duties in peacetime as in wartime. Both military and non-military crises shall be prepared for and solved according to the principle of unified command. This requires the prevention of situations whereby parallel committees or mechanisms co-ordinating similar activities.

Governmental structures must be capable of responding in a flexible and prompt way to the escalation of crises. To this end, the authority of responsible institutions will be increased in states of emergency or war, without fundamentally altering the organisation of government.

In order to ensure Estonia's resilience, a plan for organising the functioning of national command and control and guaranteeing continuity of government in the event of risk scenarios shall be drafted under the co-ordination of the Ministry of Defence.

Estonia's communication systems must assure inter-agency communication capabilities in every situation. In order to guarantee uninterrupted communication, it is essential to secure an integrated system of communication channels, including existing as well as future communication channels in landline, radio and satellite communication networks, and that would also ensure rapid transition to other channels in the event that regular channels are interrupted. A plan for establishing an integrated system of communication channels shall be drafted under the co-ordination of the Ministry of Economic Affairs and Communications.

Effective national defence requires that decision-makers be sufficiently, timely, precisely and continuously informed. National security institutions and the Defence Forces are responsible for providing early warning, including the collection, processing and transmission of information. The co-ordinated development of early warning capabilities shall be outlined in defence planning documents.

Command systems governing the various areas of national defence activity must be interrelated. The command of military defence consists of three levels: strategic, operational and tactical.

Domestic and international exercises shall be carried out for the purposes of managing and implementing national defence. Domestic exercises shall involve as many institutions entrusted with national defence duties as possible.

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