GUIDELINES OF THE MINISTER OF NATIONAL DEFENCE FOR 2009-2014

INTRODUCTION

1. The Guidelines of the Minister of National Defence (*hereinafter referred to as the "Guidelines"*) is a medium-term (six-year) planning document which is prepared in accordance with the Lithuanian National Security Strategy, Lithuanian Military Strategy, National Defence System Development Programme, NATO Strategic Concept, NATO Comprehensive Political Guidance, the European Union (hereinafter referred to as the EU) document "Headline Goal 2010", and collective and international commitments assumed by Lithuania. The Guidelines are revised as necessary, at least every three years.

2. The purpose of the Guidelines is to establish the main goals and directions of the development of the National Defence System (hereinafter referred to as the NDS) of Lithuania as a member state of NATO and the EU, to ensure effective functioning of the NDS and implementation of the tasks, assigned to the Lithuanian Armed Forces (*hereinafter referred to as the LAF*). The Guidelines also define the national level of ambitions, provide for the priorities of the development of the NDS and set forth the general provisions of the future commitments related to the membership in NATO and the EU.

3. Taking into account decreasing financing of the NDS due to the economic crisis and changes in the strategic security environment, and in accordance with the provisions of the Resolution of the Seimas of the Republic of Lithuania "Regarding the Programme of the Government of the Republic of Lithuania" (Official Gazette, 2008, No. 146–5870) of 9 December 2008 and the Resolution No. 189 of the Government of the Republic of Lithuania "Regarding the Approval of the Implementation Measures of the 2008–2012 Programme of the Government of the Republic of Lithuania" of 25 February 2009 (Official Gazette, 2009, No. 33–1268) on the development of the NDS, the aim of the present Guidelines is to update the Guidelines of the Minister of National Defence for 2009–2014 approved by the Order No. V–166 of the Minister of National Defence of 29 February 2008.

4. The Guidelines provide for the priorities of the NDS operation and planning directions which in the time of the economic crisis could help to avoid potential negative impact on the military capabilities of Lithuania, and would create favourable conditions for further implementation of the NDS objectives after the economic crisis. The Guidelines are drafted in accordance with the following principles:

4.1. *balance between national needs and international commitments.* Membership in NATO provides Lithuania with credible collective defence guaranties, however, it does not exempt Lithuania from responsibility to prepare for national defence individually or in cooperation with the Allies. In addition to the ehancement of military capabilities, necessary for national defence, Lithuania has to ensure proportional contribution to the development of NATO collective defence capabilities and to contribute to international efforts to ensure peace and stability beyond the Alliance territory;

4.2. *continuity.* It is necessary to continue the fundamental directions of Lithuanian defence policy and aim at implementing long-term objectives of the NDS development by further pursuing the defence reform and military transformation;

4.3. *planning under crisis conditions.* Taking into account difficult economic situation of the state and reduced financing of the NDS, short-term and mid-term development objectives are formulated so as to match the NDS finances available. With the view of overcoming the economic crisis and increasing budgetary appropriations allocated to the Ministry of National Defence, the provisions of the Guidelines are to be revised and updated.

I. NATIONAL DEFENCE SYSTEM GOALS IN THE TIME OF THE ECONOMIC CRISIS

5. Lithuanian defence reform and the development of the NDS are designated to create capabilities that would effectively respond to the threats and challenges to Lithuania and the Alliance. The economic crisis and reduced financing of the NDS may have a negative impact on the defence reform and the implementation of the objectives of the NDS development, however:

5.1. every effort has to be made to reform the LAF so that by the end of 2014 approximately 10 percent of the land forces could be sustained in international operations and 50 percent of them would be appropriately organized and trained to be deployed outside Lithuania;

5.2. special attention has to be paid and additional measures have to be taken for the LAF to prepare and constantly sustain a battalion-size combat unit of high-level readiness, prepared to rapidly respond to the violations of the sovereignity of the Republic of Lithuania;

in accordance with the procedures established by legislation, the LAF must be able to provide support to Guidelines of the Minister of National Defence for 2009–2014

5.3. state and municipal institutions.

6. Taking into account the changes in the strategic security environment, the provisions of the Programme of the Government of the Republic of Lithuania and the financial restrictions of the NDS, it is necessary to draft, update and supplement the legislation and other documents regulating the NDS, its activities and development, as follows:

6.1. assess and, if necessary, revise the provisions of the National Security Strategy;

6.2. revise the Lithuanian Military Strategy;

6.3. revise the National Defence System Development Programme;

6.4. draft and approve Lithuanian Military Doctrine;

6.5. draft and approve a long-term defence planning document which would define long-term defence planning assumptions;

6.6. draft legislation regulating the development of the mobilization system and planning of reserve in accordance with the requirements of national and collective defence;

6.7. draft legislation and documents regulating the development of specific capabilities (host nation support, air defence);

6.8. draft concepts that would enable the development of Network Enabled Capability, integrated Intelligence, Surveillance, Target Acquisition and Reconnaissance (ISTAR) system and modern capabilities of Advanced Individual Combat System.

7. Due to the economic situation in the country, the activities of the NDS shall be directed towards the maintenance of the already established Lithuanian military capabilities and the implementation of the assumed international commitments. In order to sustain military capabilities and fulfil international commitments, in the period of economic crisis the priority shall be given to the following activities of the NDS (in order of priority):

7.1. prepare for and participate in international operations, paying special attention to the NATO-led operation in Afganistan;

7.2. prepare for and participate in NATO NRF and the EU Battlegroups stand-by;

7.3. organize combat training for the LAF units, especially for participation in international operations;

7.4. provide host nation support for NATO‘ air policing mission in the Baltic states;

7.5. exercise search and rescue tasks in the defined area of responsibility;

7.6. carry out surveillance of airspace and territorial sea, and surveillance and control of the EEZ (exceptional economic zone) and coastal shelf;

7.7. maintain service-worthy and serviceable weaponry, military equipment and infrastructure of the LAF;

7.8. organize training of the military personnel in the Lithuanian military training institutions.

II. NATIONAL DEFENCE SYSTEM DEVELOPMENT AFTER THE ECONOMIC CRISIS

8. The economic crisis affects and modifies short-term and mid-term development of the NDS and the terms of its implementation, however, it does not eliminate the necessity to plan long-term capabilities of Lithuania and to pursue the general objectives of the defence reform and the NDS development. While directing the NDS activities towards the maintenance of the existing military capabilities in the short-term period, it is also necessary to prepare to continue the development of the NDS after the economic crisis, paying the major attention to the following underlying objectives:

8.1. prepare an infantry battalion (and necessary combat support and combat service support units) which would be able to carry out combat actions and tasks in Lithuania and participate in international operations;

8.2. integrate the national airspace surveillance and control system into the NATO Integrated Air Defence System;

8.3. carry out peacetime tasks within the country.

9. In developing military capabilities more attention must be payed to: the enhancement of the host nation support and the LAF intelligence and reconnaissance; combat preparation of active reserve; and anti-air and anti-tank weaponry, as well as the preparation of appropriate personnel.

10. In accordance with the objectives of the defence reform and the process of military transformation, an infantry brigade for the defence of the country and the implementation of international commitments must be gradually prepared.

III. NATIONAL DEFENCE SYSTEM MANAGEMENT REFORM AND MILITARY TRANSFORMATION

11. The purpose of the NDS management reform is to create an effective management system of the NDS institutions, that would ensure efficient decision-making and implemention, and rational use of the NDS financial and human resources. To this end:

11.1. the functions and tasks of the NDS institutions shall be revised and the management shall be optimized;

11.2. the management processes of the NDS financial, material and human resources shall be analyzed and, on the basis of the analysis results, a common information system for the management of these areas shall be installed.

12. The implementation of the NDS management reform during the economic crisis has to create conditions for a more effective functioning of the NDS and help to prepare for the continuation of the NDS development after this period.

13. The NDS management reform is closely related to the LAF transformation. In order to attain the objectives of the management reform and military transformation, it is necessary to ensure that both processes are consistent and concerted.

14. Under conditions of the economic crisis, the NDS is not capable of ensuring consistent implementation of all the objectives of military transformation, nevertheless, it is necessary to continue military transformation by regularly assessing its results and, when required, specifying the plans of implementation.

15. In the nearest future, the priorities of planning and performance management shall be the following:

15.1. prepare and approve a detailed plan of capabilities-based planning process and all the methodical material necessary for its implementation;

15.2. draft and/or improve legislation regulating the system of Planning, programming and budgeting, so that they reflect the capabilities planned by the NDS;

15.3. carry out performance audit and, on the basis of its results, improve processes in the fields of property, financial and personnel management;

15.4. create and install the information system of resource management;

15.5. optimize the management of the NDS infrastructure.

16. Transformation in the above mentioned areas should help not only to attain the objectives of the defence reform but also to create preconditions for a more effective use of the NDS resources.

IV. PERSONNEL MANAGEMENT, EDUCATION AND TRAINING

17. Personnel policy of the NDS must create preconditions for ensuring the fulfilment of Lithuania's commitments to NATO and the EU (the development of the armed forces so as to comply with the requirements of efficiency, command and control laid out in the Lithuanian Military Strategy) and effective use of available human resources. During the economic crisis the planning and use of human resources must be rational and effective and correspond with the financial capacities.

18. The management of the NDS human resources must be reoriented towards strategic human resource management, i.e. active participation in the management of an institution and contribution to the achievement of its strategic goals and the adjustment to the shifting requirements of the environment and structural changes. Human resource planning must be integrated into the general resource planning system and directed towards capability-planning (creating new capabilities and retaining the present ones), ensuring rational estimation of quantitive and qualitative needs.

19. In order to ensure the manning of the LAF with the servicemen of professional military service and volunteer military service (active reserve), it is necessary to:

19.1. reorganize and optimize the system of military conscription administration so that it would ensure intensive and purposeful search, agitation and selection of prospective candidates to the professional military service and volunteer military service;

19.2. create the system of search, attraction and selection to the professional military service and volunteer military service, the goal of which would be to satisfy quantative and qualitative personnel needs;

19.3. optimize the number of positions for officers, non-commissioned officers, sergeants and privates in order to establish a larger number of positions for privates in the professional military service;

19.4. implement the measures increasing the motivation to serve in the professional military service and reducing personnel turnover. During the economic crisis, the priority must be given to non-financial motivational measures;

19.5. carry out an analysis and set separate measures to stengthen the motivation to serve in the National Defence Volunteer Forces.

20. According to the needs of the armed forces based on the professional and volunteer military service, the system of military education and combat training shall be reformed, focussing on training and educating servicemen and future leaders able to adapt to changing situations. To this end, the following is required:

20.1. creation of the system of planning personnel training and education demands and organizing personnel training which would ensure that the personell is qualitatively and rationally prepared to perform their functions;

20.2. clearly defined strategic, operational and tactical level functions and responsibilities;

20.3. optimization of the institutions of individual and combat training; assignment of optimal training capabilities and necessary material resources, retaining the infrastructure and personnel of the basic military training;

20.4. development of the system of preparation of lower grade servicemen-specialists in the Training Regiment of the Training and Personnel Command.

21. The education system of the General Jonas Žemaitis Lithuanian Military Academy shall be reformed so that the prospective officers receive military training and higher education meeting the requirements of the LAF. In order to ensure qualified and qualitative military training, the personnel of military training must be comprised of professional military servicemen, who have practical military experience and knowledge of modern warfare acquired in foreign and Lithuanian education institutions. Graduates of the General Jonas Žemaitis Lithuanian Military Academy must be employed in the NDS only in accordance with the established demand and cadets' rating.

22. Implementing the measures provided in the career conceptions, the planning and organization of servicemen's career shall be reformed in order to create opportunities to pursue career according to the professional potential and abilities and to ensure the establishment of effective and transparent selection system based on the assessment of servicemen's activities, personal features and potentials.

V. PREPARING CITIZENS FOR NATIONAL DEFENCE

23. Transition to the armed forces based on the professional and volunteer military service has created a necessity to provide the citizens of Lithuania with appropriate and attractive opportunities for voluntary preparation for national defence and to pay more attention to fostering citizens' will and abilities to defend their country. To this end:

23.1. strategy of military training for citizens shall be prepared;

23.2. in cooperation with the Lithuanian Riflemen Union and the Ministry of Education and Science schoolchildren and youth shall be provided with civic and patriotic education on national defence;

23.3. citizens and associations shall be encouraged to take part in voluntary non-professional activities related to national defence;

23.4. associations providing public education related to national defence and thus contributing to the strengthening of the national security shall be encouraged to expand their activities;

24. Considering limited financial capacities of the Ministry of National Defence, the support shall be provided consistently and purposefully only to those initiatives fostering public spirit and patriotism and providing military training that directly correspond to the objectives and needs of the NDS.

VI. MANAGEMENT OF APPROPRIATIONS ALLOCATED TO THE MINISTRY OF NATIONAL DEFENCE, AND PROCUREMENT

25. Under conditions of the economic crisis, planning the distribution of the budgetary approprioations assigned to the NDS , there is no possibility to keep formerly defined proportions of expense allocations, consistent with the standarts of other NATO countries. The priority of financing must be given to the maintenance of the underlying capabilities.

26. All the allocations assigned to the NDS must be used as rationally as possible; however, if required, expense allocations must be firstly reduced in the areas directly unrelated or minimally contributing to the maintenance of military capabilities, i.e.:

26.1. expenses related to the exploitation and maintenance of prospectless infrastructure, weaponry and military equipment;

26.2. expenses related to the activities of artistic collectives and military orchestras, publishing activities and sports events;

26.3. expenses related to military education in foreign institutions of military education;

26.4. expenses on providing support to other state and municipal institutions.

27. In order to economy the financial resources:

27.1. in the nearest future every effort shall be made to ensure further implementation of the armed forces' modernization projects the agreements on which have already been signed, while the launch of new high-value procurements shall be postponed to the period after the economic crisis;

27.2. the peacetime tasks of the LAF shall be assessed, considering the possibility to relinquish some of them (e.g., the continuous mine-clearing of the territory of Lithuania, the protection of the airspace over the nuclear power station of Ignalina, the protection of prospectless infrastructure, etc.);

27.3. it is necessary to search for the ways to reduce the expenses on the maintenance of infrastructure by disposing the prospectless facilities and by concentrating military units into integrated territories.

28. Taking into account the planned increase of the NDS financing after the economic crisis, the priorities of providing the armed forces with the modern equipment shall be given to:

28.1. the combat systems (combat manoeuvring, combat support, individual armament and protection systems);

28.2. armed forces' command and control, computers and communications, information gathering, surveillance, intelligence and reconnaisance equipment (command information systems, comunications equipment, ISTAR);

28.3. air-lift systems (helicopters).

29. In order to reach more effectiveness, flexibility and transparency in planning and implementing procurements:

29.1. the services of NATO Maintenance and Supply Agency shall be used more often and on a more larger scale, including e-commerce possibilities;

29.2. the possibility of purchasing used weaponry and military equipment the operation validity of which is still in effect from partners or manufacturers shall be considered as an acceptable alternative;

29.3. every effort shall be made to sign long-term agreements on annual regular procurements (e.g., outfit, fuel, ammunition, spare parts, etc.) on the basis of which it would be possible to make orders according to the changing needs and financing;

29.4. in order to reach the compatibility of weaponry and military equipment, purchase agreements shall provide for the extension of the agreements and for purchasing additional quantities of equipment;

29.5. assessingof the bids the criterion of economic usefulness shall be applied more widely than the lowest price criterion;

30. After the economic crisis and the increase of the NDS financing, the proportions of expense allocations shall be returened to the standards of NATO member states.