MINISTRY OF DEFENCE OF GEORGIA

NATIONAL MILITARY STRATEGY

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INTRODUCTION

This document represents an update of the Military Strategy published in 2005. "National Military Strategy" of Georgia (NMS) reflects new realities facing the Georgian Armed Forces (GAF) as well as existing tendencies within a sphere of defence defined by the strategic defence planning documents.

The National Military Strategy is a key military-political document of the country. Based on the "National Security Concept" and the "Threat Assessment Document", it addresses the national security environment, national interests and major priorities for security policy. It also identifies strategic military objectives, missions and capabilities of the GAF.

The changed nature of the security environment that followed the Russian-Georgian war of 2008 posed the necessity to revise existing strategic documents. For this purpose the National Security Review process was initiated under coordination of the National Security Council leading to update of the "National Security Concept", "Threat Assessment Document for 2007-2009" and the "Strategic Defence Review" (2007). Elaboration of the "National Military Strategy" is also a part of this process. Considering military objectives, missions and capabilities defined in the NMS, the Strategic Defence Review sets out priority development directions for the Ministry of Defence (MoD) and the GAF conformably to new needs that result from an altered security environment.

Legally, the National Military Strategy draws upon the Constitution of Georgia, international treaties and agreements, domestic laws and reflects values, obligations and norms acknowledged by Georgian legislation.

The NMS is approved by the Government of Georgia. Elaboration/ revision of the NMS is an obligation established by the Georgian Legislation. The document is being revised upon necessity in case of substantial security environment change and/ or in accordance to security sector policy, priorities or tendencies, to set out new development directions of the GAF.

1. NATIONAL SECURITY CONTEXT

The security environment of Georgia is complex and dynamic. Numerous challenges still face the country first and foremost conditioned by the occupation Georgia`s territory and the risk of re-igniting a conflict. This continuous to threaten security of both Georgia and region and hinders country`s stable development. Therefore, the main national and security policy objective of Georgia is to end this occupation and allow the peaceful restoration of its territorial integrity. Achieving this objective is further supported by the steps undertaken in consolidation of democratic reforms and the continuation of the Western path of development.

Georgia pursues a friendly neighbourhood policy with great attention paid to making a substantial contribution to strengthen regional and international peace and stability. Georgia is the largest contributor to the International Security Assistance Force (ISAF) mission among non-NATO and partner countries.

Additionally, integration into NATO and the European Union is one of the key priorities of country`s foreign and security policy. In support of this political objective, the GAF will continue bilateral and multilateral cooperation and participation in international multinational exercises and operations.

Based on the "National Security Concept" and the "Threat Assessment Document for 2013-2016", the NMS recognises following major risks and threats:

- **Occupation of Georgian Territory** – the occupation of Georgian territory by the Russian Federation undermines the sovereignty and territorial integrity of Georgia and represents a major source of destabilisation. The absence of international peacekeeping forces on the occupied territory and its militarization increases the risks of provocations and military aggression.

- **Regional Instability** – the instability in the Caucasus has a negative impact on the security of the region. The possible spill-over of those conflicts to Georgia and potential humanitarian crisis poses a threat not only to the conflict parties, but Georgia as well.

- **Transnational Threats** – Globalisation facilitates the growth of influence and scope in international crime. International terrorism and transnational organized crime pose a threat to the global security and safety of individual countries. The continued occupation of Georgian territory creates a favourable environment for international terrorism and transnational organized crime. There is also a risk of using occupied territory for such illegal activities as; smuggling, human and drug trafficking, illicit trade of arms and weapons of mass destruction.

- **Cyber Threats** – cyber threats are one of the major challenges to the modern world. The cyber attacks against Georgia during the Russian-Georgian war of 2008 highlighted the need to increase the quality of cyber defence.

- **Natural and Manmade Disasters** – Georgia is located in a seismically active area, with frequent landslides, floods and other natural disasters the aftermath of which causes severe impacts on the welfare of the population. There is also a threat of manmade disasters, which can cause catastrophic harm to the country as well.

2. NATIONAL DEFENCE POLICY AND PRINCIPLES

National defence policy is an inalienable part of the country's security policy, which supports territorial integrity and sovereignty of Georgia, its Euro-Atlantic integration and strengthening of regional and international stability.

Defence policy determines the objectives and missions of the GAF taking into account major defence priorities and development directions set out under the framework of the Strategic Defence Review process. Effective command of the GAF, its capability development and identification of priorities necessary for accomplishing these objectives are based on effective defence system management principles. The national defence policy, defence planning and execution process should be based on the following principles:

- **Democratic Control** – democratic control of the Armed Forces is a key principle of defence policy, implying that decisions on development and use of the GAF, acquisition of armament and other material means, as well as the use of its existing resources are taken under democratic and civil control.

- **Non-confrontation** – Georgian defence policy is non-confrontational in its nature and articulates a peaceful approach to conflict resolution. Georgia pursues friendly neighbourhood policy and does not regard its own Armed Forces as a foreign policy instrument. In addition, any use of the GAF must be fully in line with the principles and norms of international law.

- **Transparency and Accountability** – Georgian defence policy is based on the principles of transparency and accountability implying inculcation of Good Governance practice within defence system, maximum openness of defence business processes as well as effective and efficient outsourcing. It also means increasing the Ministry's accountability to Parliament and civil society.

- **Human Capital Oriented Management** – Highly qualified and motivated personnel are the cornerstone for institutional development of a defence system. This is achieved by adopting a comprehensive human resource management system based on equality, transparency and fairness which promotes the development and sustainment of the institution's stability.

- **Economy of Defence Resources** – Defence planning and management is carried out with limited resources. The elaboration of defence plans and their execution process is based on prioritisation and rational use of those resources.

3. MILITARY OBJECTIVES, MISSIONS AND CAPABILITIES

Military Objectives of the GAF are as follows:

- Deterrence and Defence
- Contribution to Strengthening Regional and International Security
- Support to Civilian Authorities during Natural and Manmade Disasters

In order to achieve these objectives the GAF shall focus on accomplishing the following Military Missions:

- Enhancement of Defence Capabilities
- Fulfilment of International Obligations and Participation in Multinational Activities
- Support to the "National Response Plan on Natural and Manmade Emergency Situations"

Successful implementation of the military missions requires the availability of resources, high combat readiness and close interagency cooperation. This document determines Military Capabilities needed to accomplish the missions of the GAF:

- Force Readiness
- NATO Interoperability and Cooperative Security; International, Regional and Bilateral Cooperation
- Interagency Coordination and Cooperation

4. DETERRENCE AND DEFENCE

Georgia has an Armed Forces for the defence of the independence, sovereignty and territorial integrity of the country, as well as for the honouring its international obligations. The MoD is responsible for the development of the GAF military capabilities necessary to accomplish its assigned missions.

The aim of deterrence is to avoid possible military aggression through developing combat-effective Armed Forces that are adequately manned, equipped and trained. Effective deterrence measures shall make a potential adversary consider an attack unfeasible or not worth the cost or the advantage that could be gained. Credible deterrence also requires an effective reserve and mobilization system as well as Government`s ability to mobilize national resources in times of crisis and/ or war. Deterrence also implies use of diplomacy to avoid conflict and prevent possible escalation.

Should deterrence fail the Georgian Military Forces (including GAF), supported with relevant state and civilian institutions, shall be used to counter an adversary`s aggression. Defeating an adversary implies preventing its Armed Forces from accomplishing its strategic objectives.

4.1. Enhancement of Defence Capabilities

Effective deterrence and defence require a high level of Armed Forces readiness, development of a rapid crisis response capability and effective force mobilization. Based on the analysis of the 2008 Russian-Georgian war, changes have also been made in the command structure of the GAF.

Effective execution of defence operations requires allocating forces based on a territorial principle; improving mobility, emphasizing centralized planning and decentralized execution, enhancing commander flexibility as well as making more effective use of available resources. In order to improve defence capabilities particular emphasis shall be placed on a provision of GAF with required personnel, armament, military equipment and ammunition.

4.1.1. Force Readiness

The existence of properly trained units is a necessary precondition for enhancing defence capabilities and attaining a high level of force readiness. It supports rapid, effective and adequate response to threats. Units with a high level of readiness must be capable of conducting full spectrum combat operations. The development of such forces depends on further professionalization of the GAF, improvement of operational planning and training processes using tailored GAF doctrine compatible with NATO and Partner Nations.

- **Command and Control –** Further development of stationary and mobile GAF command and control systems is important to maintain unity and continuity of military operations. Particular importance should be attributed to centralized planning and decentralized execution, institutionalizing standard operating procedures, modernizing communication and information systems, as well as improving GAF operational planning procedures during crisis/ war.

- **Building Institutional Capacity** – Considering the existing security environment of Georgia there is a constant need to enhance GAF capabilities by modernizing and professionalizing the

Armed Forces, developing and sustaining effective defence planning and management systems and continuously improving force capabilities. Such actions will enhance Georgia`s defence capabilities and strengthen the country`s security.

Further implementation of an effective personnel management system supports continual improvement of a professional civilian and military work force and reduces risk of personnel separation. One of main priorities of the MoD is improving professional development programs as well as implementing a comprehensive set of programs that provide complete life cycle management of personnel from recruitment to separation.

In order to enhance the professionalism of the GAF, emphasis shall be placed on improving career management, implementing merit based promotion, expanding professional education programs, providing competitive salaries and improving the transparency of selection and assignment processes.

Implementing these programs demonstrates taking care of civilian and military personnel of the Ministry and contributes to improving the morale within the defence system. Emphasis will also be placed on improving social conditions and providing quality medical service for Ministry personnel, their families and veterans.

Improvement of GAF capabilities requires further development of the military training and education system in preparation of the Armed Forces capable of participating in full spectrum combat operations. Special attention shall be placed on the National Defence Academy officers` and non-commissioned officers` (NCOs) professional development programs and participation in military education and training programs offered by leading educational institutions of partner states. This shall ensure progressive development of the GAF chain of command and enhancement of the officer and NCO`s professional corps. This process requires the development of GAF tailored military doctrine and an effective lessons learned program. Effective collective and individual training also requires further development of modern simulation and training technologies.

- **Combat Capabilities –** Effective and credible combat capabilities are required to successfully accomplish the defence objective of the GAF. The components of the GAF, whose core is composed by light infantry, infantry and mechanized units, must be properly organized, manned, equipped, trained and motivated. They should also be supported by appropriate combat support and combat service support capabilities.

- **Combat Support Capabilities** – The development of GAF combat potential requires improvement of combat support capabilities. In this regard attention shall be paid to development of self-propelled artillery by enhancing fire control system and obtaining of target acquisition and location finding systems. Combat support improvements are also needed to acquire modern engineer systems necessary to improve GAF mobility and counter-mobility measures as well as to develop Chemical, Biological, Radiological and Nuclear defence capabilities. Modern air defence and anti-armour systems are also needed to neutralize any adversary’s superiority. It of vital importance to develop air surveillance and

air control capabilities by modernizing infrastructure and armaments. Successful implementation of military operations also requires a functional intelligence system that ensures timely collection of intelligence data, proper analysis and immediate dissemination to rapidly respond to an escalating crisis, strengthen state security and provide decision-makers with relevant information. For this reason, it is crucial to improve intelligence gathering, enhance analytical capabilities and expand interagency data exchange mechanisms.

- **Combat Service Support Capabilities –** A flexible logistic system is essential to support combat efficient Armed Forces. Force sustainment ensures GAF flexibility in the planning, coordinating and execution of military operations by providing transport, supply and medical capabilities as well as warehouse and depot sustainment support. Emphasis is also needed on developing a modern logistic information management system, modernizing military infrastructure, improving deployed sustainment for units participating in international operations as well as developing "Host-Nation Support" capabilities.

- **Special Operations -** Development and strengthening Special Operation Force capabilities is critical. Special attention shall be paid to the acquisition of modern equipment and institutionalizing rigorous training programs.

- **Reserve and Mobilization System –** It is important to develop a reserve and mobilization system considering existing threats, available forces and limited resources available to ensure the country`s defence. This system shall ensure defence resiliency and assist in deterring possible aggression. The establishment of an effective reserve system as an important component of national defence and demonstrates to any potential adversary that the cost of aggression against Georgia will not be worth the anticipated results. Emphasis will be placed on developing an affordable GAF reserve and mobilization system that provides properly armed and trained personnel having compatible command and control system with the active force and capable of performing missions defined through a unified operational planning process.

- **Information and Cyber Security** – Ensuring the functionality and security of communication and information systems is crucial to the command and control of the GAF. Modern, protected communications support secure, continuous connectivity and coordinated military action. Protection of information security requires the establishment of cyber and communication security systems capable of preventing or mitigating harmful results inflicted by the adversary and restoring operability of all elements in the shortest time possible. The Ministry shall ensure its information security through cooperation with relevant Government agencies.

5. CONTRIBUTION TO STRENGTHENING REGIONAL AND INTERNATIONAL SECURITY

Georgia's national interests are intertwined with the strengthening of contemporary global security and stability. In addition to ensuring the country`s defence the GAF also contributes to regional and international security. Accordingly, the MoD will continue its transformation process to increase its interoperability with NATO. Cooperation with NATO member and partner states plays an important role in supporting Georgia's national political and military goals. It is important for the GAF to broaden cooperation in security and military issues with NATO member and partner states as well as with the European Union (EU) and other international organizations.

Finally, along with ensuring country`s defence the GAF should have necessary capabilities to support international operations and contribute to regional stability.

5.1. Fulfilment of International Obligations and Participation in Multinational Activities

Fulfilment of the state`s international obligations is an important mission of the GAF. The Armed Forces are actively engaged in international and multinational activities. It is important to deepen this cooperation through participation in foreign security assistance programs, foreign military training, courses and international exercises as well as other forms of defence diplomacy. Fulfilment of international obligations and participation in multinational activities by the GAF also contributes to strengthening international as well as regional security.

5.1.1. NATO Interoperability and Cooperative Security

Becoming a member of North Atlantic Treaty Organization remains a primary foreign and security policy priority for Georgia, a NATO aspirant country. NATO membership would greatly improve the country`s security and support political and economic stability. In order to enhance NATO interoperability the GAF shall continue deepening bilateral and multilateral cooperation and shall participate in joint exercises and international multinational operations.

The MoD is actively pursuing defence system institutional building and modernization through existing cooperation mechanisms (the Annual National Programme, Planning and Review Process, NATO-Georgia Commission, Military Committee + Georgian Work Plan as well as other NATO programmes and initiatives).

The GAF will continue making significant contributions towards ensuring global security and stability. By participating in NATO-led international operations Georgia fully acknowledges the threats stemming from global challenges and accepts own responsibility as a member of the international community while at the same time acquiring important experience and knowledge that contributes to strengthening national security and increasing NATO interoperability.

Georgia shall continue its engagement in post-2014 period by participating in the "Resolute Support Mission". The GAF will also participate as a member of the NATO Response Forces, the finest and most technologically advanced multinational forces of the Alliance.

5.1.2. International, Regional and Bilateral Cooperation

Great attention is paid to participation of Georgia in peacekeeping and monitoring missions under UN aegis. The GAF is fully prepared to cooperate in such operations.

Integration into the EU as well as being an active participant in the EU neighbourhood policy represents one of the major foreign policy priorities of the country. Within the framework of Participation Agreement to engage in the EU-led crisis management operations, Georgia expresses its readiness to participate in various EU peacekeeping operations. Additionally, the MoD puts particular attention on active cooperation with the European Union Monitoring Mission (EUMM) in Georgia.

Georgia is pursuing an active neighbourhood policy to enhance regional and own security. Georgia takes a keen interest in strengthening existing cooperation with the countries of the Caucasus and Black Sea region, most importantly with NATO member and partner states in the sphere of defence and security.

The United States of America is a key strategic partner. The MoD has an active cooperation program with the U.S. Department of Defence and is committed to further deepening and sustaining existing collaboration through the framework of the U.S. Georgia Charter on Strategic Partnership.

6. SUPPORT TO CIVILIAN AUTHORITIES DURING NATURAL AND MANMADE DISASTERS

One of the missions of the GAF is to support civilian authorities during emergencies. The GAF shall be ready to rapidly mobilize its resources and assist local authorities in mitigating the consequences caused by natural and manmade disasters when needed. Efficiency of execution depends on high quality interagency coordination and cooperation.

6.1. Support to the "National Response Plan on Natural and Manmade Emergency Situations"

The "National Response Plan on Natural and Manmade Emergency Situations" (NRP) enhances the unity of response plans by stipulating assistance to civilian authorities during natural and manmade emergencies as well as improving the safety of the population. The GAF is assigned to support NRP requirements within its capabilities to support coordinated interagency response with relevant material-technical resources.

6.1.1. Interagency Coordination and Cooperation

During natural and manmade disasters and in accordance to Georgian legislation the GAF are responsible for supporting specific requests of the Government's relevant crisis management response coordination agency. According to the NRP, the General Staff shall develop a GAF support plan for response to natural and manmade emergencies. The action plan shall define necessary forces/capabilities, scenarios, purpose of units involved in providing assistance to authorities, operational principles, collaboration with different Government agencies and identification of availability of resources (human/material).

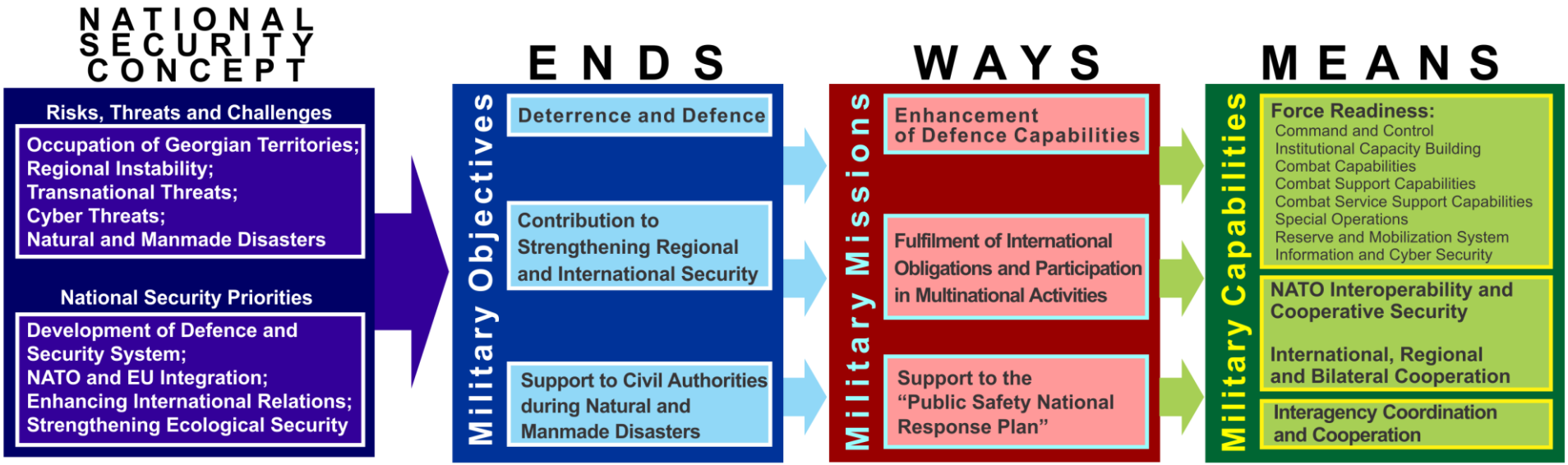
Additionally, the response to emergencies shall require establishment of close cooperation between all interagency actors and civil society. Such collaboration will be essential in reducing the response time following an incident and increase the effectiveness of relief efforts.

CONCLUDING SUMMARY

According to the NMS the main goal of the GAF is to deter a potential adversary and should the need arise defend the country. A modern, well-trained and equipped Armed Forces is the cornerstone of preserving country`s sovereignty and territorial integrity. Georgia shall continue the efforts to improve capabilities of its Armed Forces to successfully accomplish assigned military missions and meeting international obligations.

The MoD places special emphasis on maintaining and improving combat readiness of the GAF. In this regard, it is important to deepen cooperation with NATO and EU, participate in multinational operations and exercises and remain engaged in bilateral military cooperation with NATO and Partner Nations.

Additionally, the MoD shall ensure the readiness of the GAF to provide timely assistance to civil authorities in cases of manmade or national disaster. The MoD shall ensure the rapid mobilization of relevant resources and offer support to mitigate the harm caused by such emergencies.

Appendix A

Visualization of Georgia's National Military Strategy