

**ROMANIA**  
**MINISTRY OF NATIONAL DEFENCE**



**MILITARY STRATEGY**  
**OF ROMANIA**

*Credible defensive capacity, for a safe Romania,  
in a world marked by new challenges*

**BUCHAREST**  
**2021**



*The regional and global challenges to which Romania must identify solutions to adapt and provide an adequate response to overcome them. They are subscribed to a security environment characterized by complex developments, which requires, on the one hand, the reconfiguration of strategic power vectors and redefining the role of the military instrument of power in correlation with other instruments and, on the other hand, the constant adaptation of the response modalities in order to counteract the risks and threats to the national security.*

*The current Military Strategy was elaborated on the basis of the provisions of the National Strategy for Defense for the period 2020-2024, of the White Paper on Defense 2021 edition, and taking into account NATO and EU policies in the field of security and defense, it ensures continuity, conceptual coherence and synergy needed for the attainment of missions entrusted to the Armed Forces and for the achievement of national defense policy objectives.*

*The strategy starting from the risks and threats of military nature that Romania must address, from the Armed Forces missions and from the national military objectives, having as time horizon the period 2021-2024, establishes the priorities in the development of defense capabilities and provides details on the operational concepts that will ensure the fulfillment of the objectives set for the Armed Forces 2026 Modernization Program, as a first step in the implementation of the Armed Forces 2040 Program. I assess that the achievement of the objectives related to this phase ensures the fulfillment of the mission of guaranteeing the territorial integrity of the country, its sovereignty and independence including through deterrence, motivates and assists development of deployable capabilities, supported by a real force projection capacity, flexibly integrated in the NATO force structure, which will ensure credibility to Romanian state in exercising the role of regional security actor.*

*Currently, Romania benefits from solid security guarantees, provided by the member status of the North Atlantic Alliance (NATO) and of the European Union (EU), as well as by the good relations with the neighboring countries and strategic partners. In addition to NATO and the EU, Romania will continue to rely on its strategic partnership with the United States, which provides the optimal framework for strengthening relations between the two countries' armed forces in order to substantiate Romania's strategic position on the Black Sea. In this context, Romania gives priority to compliance with its obligations in the field of maintaining international security and security crisis management, developing its own defense capabilities, in accordance with national security interests and its geostrategic profile.*

*We are aware that achieving and maintaining an adequate reaction capacity, necessary to fulfill the missions and tasks of the Romanian Armed Forces will be possible only by allocating the necessary resources to an appropriate level, by strengthening military cooperation, transposed in conducting multinational military exercises and training activities, and by thoroughly incorporating the experience gained in international missions and theaters of operations in the training process.*

*In this context, the allocation for the Ministry of National Defense of at least 2% of the Gross Domestic Product, of which at least 20% for endowment and modernization, respectively 2% for research, development and innovation will essentially contribute to the continuation of the transformation and modernization process of the Romanian Armed Forces, and as well to the fulfillment of the planned objectives, in accordance with the entrusted missions and responsibilities and the commitments assumed at NATO, EU and UN level.*

*The paramount principle that must be considered in addressing national interests in the field of national security is: "think, plan and act strategically, in an integrated and comprehensive manner".*

**NICOLAE-IONEL CIUCĂ**

**MINISTER OF NATIONAL DEFENCE**



*Romania's military strategy implements the defense dimension established in the National Defense Strategy for 2020-2024 and sets the frame for the implementation of defense policy objectives and development of capabilities as derived from the provisions of the White Paper on Defense 2021 edition.*

*At the same time, the Military Strategy presents to the general public the main risks and threats of military nature to Romania, the national military objectives, the required defense capabilities and the priorities to achieve them, as well as to detail for the internal and external audience, the guidelines regarding the configuration, sizing, preparation, equipping of the Romanian Armed Forces and the operational concepts established for fulfilling the objectives and missions.*

*Within the Strategy, Romania's national security is seen in terms of a comprehensive and integrated approach to a consolidated national defense, a context in which all state structures and institutions, as well as the population, participate in a coordinated manner in the overall effort to ensure national security.*

*This approach also considers the current context, in which NATO carries out its own strategic reflection process, adapts its position and defines a new strategy, the EU elaborates its Strategic Compass, and at national level we have just completed, for the first time, a strategic defense analysis. The result of these concurrent processes will determine the national military position in the decade we have entered. Our long-term security may depend on the actions we take and the resources we invest now.*

*The current strategy is part of a broader planning effort at a time when security and defense challenges are taking on new dimensions, while the COVID19 pandemic continues to have its influences not only on the medical field, but also on the social, economic, diplomatic and security. It provides the necessary directions by 2024, but at the same time lays the foundations for the sustainable transformation of the Armed Forces by 2040.*

*This military strategy incorporates a number of elements of continuity from previous strategies, in particular with regard to the security guarantees offered by NATO, EU and strategic partnerships, addressing risks and threats in an allied context, carrying on with key endowment programs, and with the plans to transform the force structure. At the same time, the new strategy emphasizes the need for innovation, adaptation and implementation of objectives along the lines of effort related to the responsiveness of units, the structural organization for peacetime and wartime, digitalization and the use of new technologies.*

*The document aims to determine achievable objectives and take responsibility for achieving these objectives. That is why we focus on what we can complete by 2024, namely strengthening the response capacity of the units established by order, modernizing the education system, the military reserve training system, the medical system and adapting the legal framework necessary to accomplish peacetime, crisis and wartime missions.*

*In addition, important lines of effort cover the development of dual-use capabilities, the support for consolidation of the national defense industry to facilitate these capabilities, and as well as the development of a security culture and a new mindset, in which the Armed Forces, as the main link that connects the capacity and unity of the state in crisis situations, through its actions, is responsible for national resilience.*

*Therefore, we consider continuing the military's involvement in combating the pandemic caused by the new coronavirus. This pandemic highlighted not only the need to develop and maintain robust resilience, the existence of material stocks, but also the need for professional leadership, an adequate*

*legal framework to meet the justified expectations that the population has from its armed forces, in difficult situations, which can be more than only security crises.*

*As a whole, the strategy thus provides the necessary directions for a new generation of military leaders, urging to conceptual flexibility and action efficiency in going through the stages of transformation process of the Romanian Armed Forces until 2040, in order to implement a flexible, multi-domain force structure with a wide range of technologically advanced capabilities, based on knowledge, multispectral camouflage, deception, focused on the multi-skilled fighter, equipped to ensure survival in the tactical field, extensive situational awareness and increased firepower.*

**Lieutenant General DANIEL PETRESCU**

**CHIEF OF DEFENCE STAFF**

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## INTRODUCTION

Romania's military strategy is elaborated based on the provisions of Law no. 203/2015 on defense planning, with a coverage time horizon of four years.

Based on the national security interests mentioned by the National Defense Strategy for the period 2020-2024, the objectives of the governance program and the objectives of the defense policy specified in the White Paper on Defense (**what we have to do**), following the assessment of the identified potential risks and threats, the Military Strategy outlines national military objectives, directions of action for the achievement of missions and tasks assigned to the military instrument (**how we perform the tasks and missions entrusted**) and provides details on the configuration of the command structure and force structure (**with whom we do**). It also sets out the necessary defense capabilities, priorities in their development (**when and with what we do**) and describes the strategic and operational concepts for implementing the strategy (**how we act and how we fight**).

The current document presents **elements of continuity**, from the 2016 Military Strategy, such as: security guarantees offered by NATO membership, EU and strategic partnerships, especially with the United States of America (USA), risks and threats in an allied context, continuing key endowment programs and force transformation plans, predictability in developing the command and control structure and further build to a final usable state the top priority capabilities offered to NATO and the EU, and carrying on with using of concepts on the integrated approach to defense, resilience and force protection measures. At the same time, the continued and enforced provision to ensure defense resources at the level of 2% of GDP, is the foundation of the continuity at the strategic level for the development of Romania's military capabilities.

**Romania's new military strategy** was also crafted based on the results of the *Strategic Defense Analysis 2020 (SDA)*, and the *Romanian Armed Forces Transformation Program until 2040*. In this context, the proposed force structure for the time horizon of the strategy is defined as an essential phase for the development of the armed forces in the medium and long term, by 2040. The major impact of the COVID-19 pandemic and the role played by the armed forces in combating has led to the focus on the development of dual-use capabilities, both for military operations and in support of the civil authorities, as well.

In particular, the strategy reflects the need to increase the readiness level, strengthening the role of the equipped, trained and motivated soldier as the central element of the defense system, but also the need to digitize processes and the C4ISTAR system. At the same time, the objectives aim at specific, tangible actions for the next four years on the development of the military education system, medical facilities, the reserve's training and the adaptation of the legal framework for coordinated action on peacetime, crisis and wartime events. The proposed concepts emphasize the need to transform the military system and prepare the development of high-technology capabilities, with increased striking power and high maneuverability.

Regarding the resources needed to meet military objectives, the strategy is based on the compliance with the National Political Agreement on increasing defense funding for the period 2017-2027, on the implementation of conclusions and proposals approved by the Supreme Council of National Defense (SCND)<sup>1</sup> in the SDA report and takes into account the influences drawn from the

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<sup>1</sup> Decision of the Supreme Council of National Defense no. CSAT S-114/2020

process of strategic reflection at NATO, from the strategic orientation in the field of security and defense at EU level - Strategic Compass, as well as by the strategic partnership with the USA.

## CHAPTER I – MILITARY RISKS AND THREATS OF TO ROMANIA'S SECURITY

### A. Security environment. Military Risks and threats to the Romania's security.

The security environment in which Romania acts for defending its national interests and promotes its national security objectives is characterized by geopolitical competition among players with their global or regional interests, high dynamism, volatility / instability, unpredictability, and the unprecedented impact of the pandemic of COVID-19, with reverberating effects on all levels of social, economic and political life.

Instability will continue to be a main cause in the occurrence of strategic shocks, to which states must respond using all instruments of power in an integrated and coordinated manner.

The current decade is a period of strategic rivalry, built on the actions that lead to recessions of democracy and the rise of authoritarian and populist tendencies.

We are witnessing the world of exacerbated competition between the great powers, a world in which authoritarian and assertive states are on the continuous offensive. Their actions, aimed to achieve the revisionist foreign policy objectives of expanding power and influence, represent a systemic challenge for consolidated democracies, a challenge that will manifest across the spectrum, from security to economy, but also in societal and ideological terms.

The inventory of the ways of action of the contesting powers of the current world order refers to instruments such as: manipulation of information, political coercion, trying to create weak and dependent states, challenges to consolidated democracies, unprecedented development of military capabilities, with emphasis on anti-access capabilities, use of hybrid strategies and tactics, aggressive pursuit of technological advantage, especially in the field of emerging and disruptive technologies, threat to critical infrastructures and energy security of targeted states, activation of frozen conflicts, violation of arms control, use of proxy structures and private military companies, the development of offensive cyber and space capabilities, the non-sanctioning of state ordered assassinations and the poisoning of opponents using chemical weapons, the diplomacy of masks or the anti-COVID-19 vaccine.

New technologies will alter the nature of war. The terrorist threat, in all its forms, will persist, just as pandemic risks, uncontrolled migration and climate change will continue to generate the need whole society approach .

The COVID 19 pandemic has produced a strategic shock for the entire humanity, determining, at least in the first part of its manifestation, the reorientation of political attention and resources to the internal problems of states, fueling international rivalry and confrontation. The pandemic has also accelerated digitization, with the potential to determine, in the future, an economic impact that may lead to diminishing resources that can be ensured for defense.

#### Security environment

- ✓ the impact of the COVID – 19 pandemic
- ✓ strategic competition and geopolitical rivalry
- ✓ reconfiguration of Europe's security architecture
- ✓ volatility / unpredictability
- ✓ instability and strategic shocks



In the international environment determined by these trends, it is very likely to see further intensification of disputes between states over territory, resources and values.

**In this context, the main military risks and threats to national security** are determined by the further consolidation of the military potential in the vicinity of Romania (militarization of Crimea and the Black Sea basin by the Russian Federation), running military exercises (especially ones with short-term notification or without notification) and the development of offensive and defensive capabilities on NATO's eastern flank.

Although the risks associated with a conventional aggression on the national territory remain low, this possibility cannot be excluded, considering Romania's geographical position in the vicinity of areas with high security risks, as well as the Romanian state's pledge for an active role in securing NATO's eastern flank and maintaining regional strategic balance.

Additionally, a series of challenges are emerged that can be ranked, from the perspective of the probability of generating security crises, as follows:

- the limited prospects for settling the frozen conflicts in the wider Black Sea region (including Transnistria), correlated with the fragility of the security situation in the Western Balkans, as well as the instability in the Middle East and North Africa;
- the degradation of the economic situation and the social impact caused by the COVID-19 pandemic, with the potential to affect national security, in view of the occurring need to readjust / decrease military budgets or to reschedule essential endowment programs;
- cyber-attacks on critical infrastructures, facilitated by the integration of disruptive emerging technologies;
- amplification of influence actions and information aggression, as well as actions of hostile intelligence services, in order to destabilize society, fragment social cohesion and intensify divergences of interests and opinions between different social or professional categories, amid reduced resilience to misinformation;
- the offensive / aggressive behavior within military and politico-military fields of some state entities, which oppose democracy and international law, whose interests are contrary to those of Romania;
- the terrorist threat enhanced by the process of radicalization and illegal migration that allows terrorist organizations to recruit followers and carry out operations on a global scale; easy access by terrorist and organized crime organizations to weapons and dual-use substances, as well as to facilities for the production of weapons of mass destruction;
- the sharpening of rivalries, at global level, among players who have weapons of mass destruction, including as a result of the denunciation/ cancelation of treaties/ international agreements to control them, as well as the trends to maintain and modernize these capabilities.

The crises generated by the above-mentioned challenges can be amplified by a number of **vulnerabilities with direct military effects**, out of which the most important are:

- the persistence of legislative gaps in the field of national security or in terms of counteracting information aggression;
- delays in the development of infrastructure, especially road and rail, with a major negative impact on military mobility;
- inconsistencies between the level of the capacity of the national defense industry to produce weapons systems, combat advanced platforms, equipment and materials, on the one hand, and the needs of the Romanian Armed Forces, on the other hand;
- delays in the Alliance adaptation processes to the threats in the eastern and southern neighborhood.

## B. The main features of the operating environment

From a military viewpoint, **the main characteristics of the operating environment** will be:

- simultaneous increase of the precision of the armament systems and of the firing range;
- extending the interconnection of force projection capabilities in all confrontational environments (land, naval, air, cyber, space) and at all levels of engagement (tactical, operational and strategic);
  - intensifying the scale of actions in cyberspace and the level of complexity, significantly affecting both command and control systems and kinetic actions;
  - improvement of autonomous platforms;
  - generating specific capabilities to new environments of military operation (cyberspace and outer space);
  - hybrid strategies and actions.

### Operating environment

- ✓ increase the accuracy and the firing range
- ✓ interconnecting capabilities in all environments of confrontation and at all levels of employment
- ✓ improvement of autonomous systems
- ✓ intensifying the scale of actions in cyberspace
- ✓ hybrid strategies and actions

At the operational level, military actions performed simultaneously, in multiple confrontational environments, and their integration into hybrid strategies will become a standard of action and will generate superior effects at the target, which will influence the way military structures are employed. It is possible that hybrid operations, which in the past were classified as *shaping operations*, will become decisive, with a potential adversary pursuing the multidimensional paralysis of the targeted state.

Based on the hostile background of subversive actions, but also ideologically, nowadays the external and internal security are almost merged, the demarcation between civilians and combatants is increasingly blurred, while social cohesion is undermined. It is also possible to continue to encounter strategic shocks, as well as surprise, amid the emergence and development of several crises that the armed forces will be called upon to deal with simultaneously.

**Strategic simultaneity.** In a constantly deteriorating security environment, the Romanian Armed Forces are called to respond to more and more diverse challenges, and the tendency towards development of various directions, areas of action and various level of employment. As such, we develop plans, train forces, conduct exercises in an allied context, with strategic and integrated partners at the national level, so that we are able to deter and counter any kind of aggression at the national level or against our allies. The force package is ready to act on the national territory and in support of the allies, at the same time as fulfilling the assumed obligations. The concurrency of strategic plans and scenarios allows the planning and training of forces and commands in carrying out actions in different operating environments, both from the perspective of threats and the different areas of strategic interest. Participation in NATO, EU and UN operations and missions, overlapped with large-scale Allied and national exercises, in the context of a persistent threat of cyber-attacks and the latent stages of hybrid warfare, mandates forces and commands to be maintained at high level of readiness.

## CHAPTER II - ROMANIAN ARMED FORCES MISSIONS AND NATIONAL MILITARY OBJECTIVES

The Romanian Armed Forces, subordinated exclusively to the will of the people, prepares and integrates at national level and, if necessary, uses, according to the law, all the resources provided to fulfill the sacred mission of defending the country, in the context of collective defense of NATO, and as well in the context of the European Union mutual assistance clause. The Romanian Armed Forces fulfill its constitutional role of guaranteeing the sovereignty, independence and unity of the state, of constitutional democracy and territorial integrity of the country, as well as for supporting the actions of allied states in crisis situations, based on commitments and political decisions taken at NATO and the EU.

The accomplishment of tasks involves coordinating the efforts of all central and local government authorities and public institutions with responsibilities in the field of national security and defense in the national security system, to ensure coherence and complementarity of actions with those of NATO, EU, strategic partnerships and regional initiatives.

### The missions of the Romanian Armed Forces

- ✓ guaranteeing the sovereignty, independence and unity of the state, the territorial integrity of the country and constitutional democracy
- ✓ contribution to collective defense in military alliance systems
- ✓ participation in actions for maintaining or restoring peace
- ✓ contribution to Romania's security in peacetime
- ✓ support of the recognized authorities during civil emergencies

**The vitality, capacity and credibility of the national military instrument** are the essential conditions for fulfilling the constitutional missions. Strong Armed Forces mean a strong nation. A strong-Armed Forces relies on the moral and material investments of the Romanian nation. The implementation of the *National Political Agreement on Increasing Defense Funding* creates the frame for concrete steps to be taken to modernize the military instrument. This will directly lead to ensuring the fulfillment of the missions and tasks of the Romanian Armed Forces, respectively, will support the role of Romania as a regional actor that provides security and stability. The Romanian Armed Forces are one of the main tools for ensuring national security, as a strategic objective. The modern military instrument is based primarily on the Romanian citizen, on his preparation and determination to participate in national defense. It is also based on technological progress and its inclusion in capabilities development. The two basic pillars are supported by ensuring the necessary resources to provide the suitable frame for the endowment and training of the Romanian Armed Forces at the level of NATO standards.

**NATO** remains the most successful alliance in history, with 30 member states with a population of nearly one billion people, producing nearly half of global GDP and providing a safe space from the American Pacific coast to the Black Sea. NATO is the backbone of peacekeeping, stability and the rule of law in the Euro-Atlantic area, **its cohesion being the strategic center of gravity** for the collective defense of the Member States.

At the same time, the **EU** is a key player on the international security scene. Common security and defense are priority areas of the Union's Common Security and Defense Policy (CSDP). Strengthening the EU's role is achieved primarily by strengthening European military capabilities, strengthening command and control structures for CSDP, but also by increasing cooperation and commitments between Member States (Permanent Structured Cooperation - PESCO). The EU's role

must be developed in complementarity with NATO, both to ensure greater added value in the field of defense and to avoid duplication of effort.

**NATO and the EU** share values, common strategic interests, and face the same vital security challenges. Effective identification and countering of threats to the security of the Euro-Atlantic area calls for a broad partnership, enhanced cooperation and stronger synergy between NATO and the EU, which must be lifted to a higher level. Cooperation between these organizations must become the central pillar of a strong Euro-Atlantic community.

The development and enlargement of the **strategic partnership with the USA** for the 21st century is the third pillar that underlies the national security construct, and within it the consolidation of the defense relationship is the basis for achieving the strategic objectives assumed at the politico-military level, in the field of defense policy. The USA remains Romania's most important ally. In this context, strengthening the presence of US forces on the national territory, consolidating command and control structures, engagement and protection forces, are established priorities in the development of bilateral cooperation relations. **The US presence provides a critical component** of the overall assurance measures in support of national security, as well as the Alliance as a whole, to strengthen the Allied deterrent position in the Black Sea region and on the entire eastern flank of NATO.

#### A. Specific actions and tasks for the missions accomplishment

- we apply, depending on the scenario, the defense and gradual response plans developed at national and allied level;
- we properly develop the skills to build situational awareness and to avoid strategic surprise;
- we maintain and develop with priority the structures of immediate reaction, able to carry out, until the intervention of the main forces, national and / or allies' actions for deterring and counteracting a possible armed aggression against Romania;
- we consolidate the persistent and coherent allied presence on the national territory and on the eastern flank of the Alliance;
- we increase the level of readiness and the capacity of response, protection and deployment of national forces;
- we develop the integrated logistics system and ensure the support of the host nation (HNS);
- we act within an integrated approach, towards force projection and employment:
  - ✚ integrated at all operational levels (strategic, operational and tactical);
  - ✚ integrated with allies in the operational fields - land, air, sea, cyber, space;
  - ✚ integrated at national level - with the institutions of the national security system, with industry, academia, and civil society.
- we plan and develop a comprehensive response to the identified hybrid threats, depending on the type of their manifestation;

#### Strategic level effects

- ✓ prevention, deterrence and limitation of aggressive actions against Romania
- ✓ limiting the duration or influence of a hostile military action likely to generate a crisis or a situation of instability
- ✓ protection of the population and the territory
- ✓ projection of military capabilities for participation in the extended national security
- ✓ strengthening the strategic credibility of the country
- ✓ resilience

- provide the necessary resources and continue efforts to modernize the armed forces, notable in the fields of cyber and emerging disrupting technologies;
- we develop dual-use capabilities, in a national context and multinational framework with allied and partner states;
- we participate in NATO and EU initiatives / programs for capabilities development and sharing, with a focus on achieving the identified critical capabilities (surveillance and early warning - NAEW<sup>2</sup>, ground surveillance - AGS<sup>3</sup>, strategic air transport - SAC<sup>4</sup>, deployable NATO communications and IT systems - DCM<sup>5</sup>);
- contribute to the development of common defense capabilities against ballistic missile attacks (NATO BMD<sup>6</sup>, Aegis Ashore - USA);
- we continue to participate in crisis response operations, in humanitarian assistance missions, outside the national territory, independently or in a multinational framework, including within some coalitions;
- we intervene in support of the civil authorities to eliminate the consequences of natural disasters and technological accidents, in situations of epidemics and pandemics;
- we provide the necessary political and diplomatic support for the restoration of the arms control regime.

## B. National military objectives

**The overall objective of the Romanian Armed Forces** is to strengthen the national defense capacity by developing a structure of flexible, modern, adequately equipped, deployable, interoperable forces both internally and in an allied context, with multidimensional support and protection capability, with an efficient command and control system.

**For the time period 2021-2024, national military objectives are:**

- removing the effects of the COVID 19 pandemic and strengthening national resilience;
- developing defense capabilities for learning, preventing, deterring and rejecting any aggressive actions against our country;
- participation in the buildup of the integrated crisis management national system;
- strengthening Romania's military profile, with an emphasis on the defense and deterrence dimension within NATO, as well as consolidating the national contribution within the CSDP;

### The pursued end state

- ✓ consolidated operational capacity, strengthened national resilience
- ✓ in the situation of an aggression, the execution of a defense operation, on the national territory, for counteracting the conventional, unconventional and / or hybrid / atypical aggressive actions, until the intervention of the main allied forces
- ✓ if necessary, the participation, according to the assumed commitments, in a major NATO collective defense operation of Art. 5 type, or the provision of support and assistance by all possible military means, to the EU member states that are subject to armed aggressions on their territory, based on mutual assistance clause

<sup>2</sup> NATO Airborne Early Warning

<sup>3</sup> Allied Ground Surveillance

<sup>4</sup> Strategic Airlift Capability

<sup>5</sup> Deployable Communication Module

<sup>6</sup> NATO Ballistic Missile Defense

- increasing the presence of allied and partner forces in the Black Sea region, facilitating their mobility, emplacement and deployment;
- continuing to participate in the development of NATO defense capabilities against ballistic missile attacks;
- deepening military cooperation within strategic partnerships, especially with the US, and supporting diplomatic, information and economic activities to promote national interests;
- participation in consolidating Romania's profile as a pillar and security provider at regional and international level;
- the contribution to the strengthening of the Romanian society resilience against any unpredictable changes of the security environment;
- development of cooperation initiatives and partnerships with the armed forces of neighboring states;
- supporting the central and local public administration authorities in their main role to manage of emergency situations;
- active participation in measures to combat the effects of the pandemic generated by the new coronavirus, to restore and increase the resilience of the national health system;
- strengthening military cooperation in a regional context, in the spirit of maintaining Romania's profile of regional stability pole.

**The national military objectives will pursue the following effects at strategic level:**

- prevention, deterrence and countering of aggressive actions against Romania;
- limiting the duration or influence of a hostile military action likely to generate a crisis or a situation of instability;
- protection of the population and territory;
- development of military capabilities for participation in the extended national security;
- strengthening the strategic credibility of our country;
- developing the resilience of the military system and contributing to ensuring national resilience.

### C. Directions for military action to achieve the objectives

**Increasing the readiness level.** The responsiveness level may ensure timely action against any type of threat and will also have a strong deterrent effect. Thus, the readiness of the Romanian Armed Forces will increase gradually, aiming to reach full operational capability in the shortest time, from the permanent combat ready units up to a maximum of 60 days.

**The structural adaptation and revision of the organization of the Armed Forces to peacetime and wartime structure, centered on the requirement of fulfilling the missions** - the Romanian Armed Forces, will be organized, manned, equipped and prepared so that, with the organization in peacetime, it will be able to execute the permanent combat service, missions in

#### Directions for action

- ✓ increase the readiness level
- ✓ structural adaptation and revision of the organization of the Armed Forces for peace and war, focused on the requirement to fulfill missions
- ✓ reform of the personnel management system - *"The soldier as the center of any strategy"*
- ✓ revitalizing the process of generating the reserve
- ✓ digitization
- ✓ providing the necessary resources and continuing the endowment program

support of civilian authorities and outside the national territory, to participate in the Allied position for deterrence and defense. With the organization of war, the Romanian Armed Forces must guarantee the territorial integrity of the country. In the case of commands and units with a high level of reaction capacity, the peace structure will be as close as possible to the war organizational structure.

**The human resources management system reform - "The soldier as the center of any strategy"** - the process aims to ensure the manning at the appropriate expertise and numbers of both national structures and positions allocated in the command and force structures of NATO and EU, with priority to structures with an operational assignments. It will also be necessary to **adapt the capacity of military education institutions to the training needs of the Romanian Armed Forces** and to adapt the legal framework for the recruitment, selection and training of volunteer soldiers, as well as the drafting of reservists for training or missions, in the peacetime, as well as during the state of emergency. Human resource is the basic component of the Armed Forces. It must be equipped with modern equipment and trained according to allied standards, thus significantly contribute to achieving and maintaining the high level of readiness, necessary to take decisive actions in case of aggression against national territory or an allied state.

**Digitization** will aim both to the modernization and the consolidation of military capabilities and will be generalized by implementing specific processes and by adapting those currently used for capability development, as well as in the processes of planning and conducting combat actions. A resilient, decentralized and adapted command and control system, in line with C4ISTAR principles of will be facilitated by the implementation of digitalization within the armed forces.

**The revitalization of the reserve generation process** – the strategic analysis of the defense highlighted the importance of developing a trained reserve, able to actively participate, through mobilization, in achieving the full combat capability of the Romanian Armed Forces at wartime. Thus, the structure of the Romanian Armed Forces for wartime will better reflect the legal right and constitutional obligation of citizens to defend the homeland, as well as the need for the national defense to be a collective effort of the entire nation. As a result, the approach to the establishment and training of the reserve will consider the provisions of the national defense law according to which human resources are made up of the entire population capable of effort and action for national defense.

The reform of the system of constitution and training of the reserve aims at identifying and ensuring a quality human resource, trained and motivated, to cover the manning shortfalls of the military structures, in order to achieve the complete combat capacity. Efforts to amend, supplement and improve the incidental legislative framework will lead to the initiation of voluntary military service, which will ensure the annual training and education of young people dedicated mainly to the operational reserve. We will pursue the rejuvenation of the mobilization reserve with well-trained and motivated reservists and military volunteers by implementing the following priorities:

- organizing and carrying out in 2024 a pilot training program for reservists within a structure of the land forces;
- continuation and improvement of the voluntary reserve program, through the annual increase of the number of personnel involved;
- training of reservists included in the mobilization plans through MOBEX type mobilization exercises and relevant mobilization trainings at national level.

#### D. Resources for fulfilling of military missions and objectives

In accordance with the missions / operational requirements of the structures, with the commitments assumed at international level, the Romanian Government provides and allocates the necessary financial funds to ensure / realize the defense resources that are planned and used by the military structures according to the planning premises.

The number of posts financed from the state budget and from own revenues, as well as staff expenditures, will be sufficiently ensured in the short, medium and long term, in order to draw an optimal planning of manning level and gradually achieve that level, at least the operational requirements for each structure.

The level of financial resources is, according to the National Political Agreement on Increasing Defense Funding, at least 2% of Gross Domestic Product by 2027, of which at least 20% is allocated to the acquisition of military equipment and at least 2% to research and innovation. This level allows to support the multi-annual budgetary planning of military expenditures to ensure the predictability of the endowment policy, as well as the permanent improvement of the quality of life of military and civilian personnel.

At the same time, with the financial resources provided by NATO or EU programs, projects and initiatives, the capabilities that are developed support both the fulfillment of the commitments assumed in relation to these bodies, as well as the specific missions and tasks, at national level.

Material resources shall provide the equipment necessary for the development, where applicable, of national capabilities in accordance with the Alliance's capabilities requirements, in accordance with the type of structure designated for each capability.

In the process of operationalization of capabilities, achieving the planned level of operational capacity, in the process of operationalization of structures, will be achieved by revitalizing, redistributing and ensuring the technical operation of current equipment, as well as equipping them with new equipment, involving Romanian industry in the manufacturing of the products and services necessary for the Romanian Armed Forces.

During the procurement programs for major weapons and equipment systems, the elements of their integrated logistics support will be planned and purchased, which will ensure their support throughout their life cycle, in accordance with the areas of responsibility / responsibilities specific to each major program.

The maintenance of military equipment will be ensured mainly within its own structures by supplying spare parts and materials, testing and support equipment, trained personnel, providing technical documentation and specific infrastructure, in the facilities offered by the national defense industry and / or in NATO and EU membership framework.

The technological and research resources will ensure the development of new military technique and equipment, as well as the modernization of the existing ones in order to develop and maintain the necessary capabilities of the Romanian Armed Forces at optimal parameters for fulfilling national defense missions according to established directions.

#### Resources

- ✓ at least 2% of GDP for defense
- ✓ at least 20% of the defense budget allocated for the acquisition of modern military equipment
- ✓ at least 2% of the defense budget allocated for research and innovation



### CHAPTER III – THE CAPABILITIES DEVELOPMENT PRIORITIES

The main effort in developing the capabilities of the Romanian Armed Forces aims at achieving the most efficient and resourced force structures able to ensure the fulfillment of the Armed Forces' missions and national military objectives. Therefore, it is essential to build the capabilities we have committed in the Allied defense planning process and to make them fully operational, as well as to modernize the whole inventory based of new technologies.

The overall objective is to achieve the capacity to deal with several concurrent crises, while ensuring the support of forces deployed in theaters of operations, the support of civilian authorities, deterrence and defense, in an allied context.

The main directions of action in the reference period of this strategy will include, on priorities:

- commitment of the necessary resources and direct involvement in the support of the population and of the central and local public administration bodies **in order to reduce the negative effects caused by the COVID-19 pandemic**. Ensuring the support role of the Armed Forces in this context, until the elimination of the effects on human health, determined by the spread of the new coronavirus, will continue to be the most important action carried out in peacetime;
- further development of structures for operations in **cyberspace and forces for special operations**;
- **strengthening the structures at high readiness**, intended for surveillance and early warning, peacetime permanent combat tasks, intervention in military objectives, terrorist crisis and emergency situations;
- **operationalization of the command, control, communications, computers, information, surveillance and research system (C4ISR)**, at tactical, operative and strategic level;
- **maintaining the complete operational capacity of the structures** dedicated to execute the combat actions on the national territory, through immediate reaction, deterrence and demonstration of force;
- **achieving / maintaining the full operational capability (FOC) of the multinational structures** established on the Romanian territory (HQ MNC-SE, HQ MND-SE, HQ MN BDE-SE, and the NATO / NFIU Integration Unit), of those made available to NATO, as part of the NATO Response Force (NRF), the NATO Readiness Initiative (NRI) and the European Union Battle Groups (EUBG).

Also, in the time period 2021-2024, within the defense planning process, the Romanian Armed Forces will pursue:

- developing the prioritized capabilities assumed within the NATO defense planning process, through capability targets, of those assumed for the fulfillment of the commitments within the EU and those assumed through the UN Capability Management System for peacekeeping operations;
- development of dual-use capabilities (national defense and support of civil authorities);
- developing the capabilities dedicated to participate in the implementation of projects, programs and development initiatives within the multinational framework provided by NATO and the EU;
- participation in operations and missions within the Alliance and as part of some coalitions, increasing the contribution and profile within the operations under the auspices of the CSDP;

- interconnecting the systems of discovery, identification and acquisition of targets with the operative and tactical systems of high-precision hitting for the destruction of enemy objectives at distances of over 200 km, respectively over 50 km;
- full operationalization of the Defense Staff, the Cyber Defense Command and the Special Operations Forces Command;
- achieving FOC of the Joint Forces Command and the operational components of the force services;
- operationalization of INFOOPS capabilities for counteracting ongoing information campaigns;
- closing the setting of the organizational and functional status of the National Military Command Center (NMCC);
- development of national mechanisms to ensure the configuration and operation of the National System for Integrated Crisis Management (NSICM);
- ensuring mobility and reception, staging and movement in the area of operations (RSOM) for own and allied forces;
- developing capabilities for cyberspace operations ;
- initiation of the project "soldier of the future";
- ensuring the resilience and increasing the potential for employment in decisive military actions of own and allied forces;
- the development of operational medical capabilities, so as to respond to the needs of medical support of the forces and the consolidation of the medical military system;
- initiating / continuing the development of equipping programs that contribute to the development of the military capabilities necessary for the Romanian Armed Forces.

The areas that will be in focus in the next period and that will undergo the main structural transformations and adaptations will be the military medical system, the reserve establishment and training system, the judiciary system, the military education system, as well as the support actions aimed at strengthening the economic-industrial and defense industry base.

**The military medical system** provides the necessary medical support to the armed forces in times of peace, crisis and war, being integrated into the national health system and emergency situations response. The standardization of the infrastructure of medical facilities, the digitization, training and retention of qualified human resources, including by increasing the share of active military personnel in the system, the revitalization of innovation and research and the prevalent orientation towards operational medicine are the main directions for providing medical support at the highest professional standards. The implementation of the lessons learned from the actions to counteract the COVID-19 pandemic will be decisive in the development of flexible, modern, interoperable and interconnected capabilities, mobile, fully staffed and equipped, which can act not only in support of the Armed Forces but also within the national health system.

**The legal system** supports the fulfillment of the strategy's objectives primarily by adaptation of the legal framework, with a priority to ensure technical agreements, to facilitate the presence of allies and strategic partners and to implement measures specific to new concepts of consolidated defense, supplementing and training Romanian Armed Forces reservists.

**The digital transformation** of military capabilities, triggered by the acceleration of the digitalization of Romanian society, implicitly generates relevant processes that capitalize on information, as a strategic resource in the Romanian Armed Forces, to ensure informational and decision-making superiority, in order to generate estimated operational effects. The digitization program aims to operationalize the cyberspace as an operational field focused on C4ISR functions, but also to facilitate / automate the current planning and support activities, which will be the main ecosystem of data processing and operational analysis.

It will allow the definition and experimentation of the implementation concepts of emerging technologies (EDT), based on *Big Data*, *Internet of Battle Things (IoBT)*, *Cloud and Edge Computing* or solutions based intensively on software and applications in the field of *Artificial Intelligence* and *Quantum Computing* with revolutionary impact, *Game Changer* type (eg *5G*, *VR / AR*, *block chain*), ensuring and maintaining at the same time the adequate level of digital sovereignty of the Ministry of National Defense. The process involves speeding up the adaptation of the legal framework for collaboration and partnership with the private sector and academia, especially in the field of research and development of military capabilities, including dual-use, with intrinsic communication and IT components, and participation in international cooperation (NATO, EU) to ensure interoperability in a federated multinational environment (e.g. FMN).

The development of the **military education system** will be based on three fundamental directions: personalization and ensuring the educational process for all military students; making the education system more flexible according to priorities and challenges; adaptability of the system to external changes and future trends. A major priority is the reorganization of the initial and in-service training system for teachers, including those from the higher education level, in order to increase their training in the field of theoretical evaluation, but especially methodological and practical-application, for a better connection with the operational needs of units and the reality of the operating environment.

Increasing the resilience of the **military education system** is based on modernizing the educational infrastructure and related endowment, in conjunction with the present and future needs of the force structure and the challenges of action environments, in order to ensure participation in a quality, modern and inclusive educational process. Adaptation / updating / modernization of existing education programs for the development of transversal competencies in accordance with the principles of the Romania President's project, *Educated Romania*, including notions of innovative and creative learning, as well as competencies oriented towards structural and digital transition. The education system will seek to train future military leaders by promoting competence, competition and multidisciplinary in the training process.

In addition to the human factor, the degree of training and endowment of the armed forces, the guarantee of independence, national sovereignty and territorial integrity also depends on the capacity **of the country's economic and industrial base** and infrastructure of any kind to support the defense effort, as well as the training of the population so as to deal with situations arising from civil emergencies or armed conflict. The defense and related industry, transport and tele-communications networks, the energy system, the medical system, warning and alert systems, etc., require improvements and investments. The defense effort requires ensuring a sufficient industrial capacity for the manufacture / maintenance of weapons and ammunition systems, in order to replace consumption and losses. All this leads to the need for a multidimensional and coherent national defense policy, ensuring the integration of all capabilities to support the defense effort and the transmission of the message of national unity, while developing links with allies and partners and maintaining external support.

## CHAPTER IV - STRUCTURE OF FORCES. DIRECTIONS FOR ORGANISATION, TRAINING AND EQUIPPING OF THE ROMANIAN ARMED FORCES

**The command structure** ensures the leadership of the Romanian Armed Forces in peacetime, when a state of siege is declared, as well as state of mobilization and / or a state of war is stated or for fulfilling the missions in case of civil emergencies, applicable both for leading forces in national defense missions, and as well as for the affiliation to an allied command deployed on the national territory or outside it, the accomplishment of the planning, organization, execution and control in an integrated, logical and coherent system, according to the Command and Control Concept of the Romanian Armed Forces.

**At peace**, the leadership is exercised by the constitutional authorities of the state, on three levels - political, politico-military and military, as follows:

- **at political level**, the leadership of the national defense is exercised by the President, the Parliament, NSDC and the Government of Romania;
- **at politico-military level**, the leadership of the Romanian Armed Forces is exercised by the Minister of National Defense;
- **at the military level**, the leadership of the force structure of the Romanian Armed Forces is exercised by the Chief of the Defense Staff.

**Upon institution of the state of siege, declaration of mobilization and/or war**, leadership of military actions is exercised at the strategic level by the Commander of the National Military Command Center (NMCC), and at the operational level by the Joint Forces Command (JFC) and by the operational components/centers of National Security System (NSS).

The NMCC commander ensures the coordination of the inter-institutional effort to carry out the country's defense actions and the leadership of the armed forces in cooperation with the central public administration authorities and the public institutions from NSS.

The inter-institutional relationship is achieved through the use of communication and information services of voice, data and images provided by the Mission Network of the Romanian Armed Forces and the Secure Administrative Network of the Armed Forces, the use of communication services and information technology provided by cooperation networks managed by Special Communication Service, as well as by using other communication services of the ministries / institutions in the composition of the NSS.

**The force structure of the Romanian Armed Forces**, for fulfilling specific missions and tasks, is defined from an organizational, operational and employment perspective.

**From an organizational perspective**, the Romanian Armed Forces comprise land forces, air forces and naval forces, combat support forces, combat service support forces, special operations forces, cyber defense forces and other forces.

**The Land Forces** provides the maneuvering, striking and protection capabilities capable to achieve the deployment, presence, expansion, and continuity of land-centric military actions in the



### Land Forces

- ✓ Land Forces Staff
- ✓ two division headquarters (with the related combat and logistic support structures)
- ✓ eight maneuvering brigade
- ✓ two combat support brigade
- ✓ one research, surveillance and reconnaissance brigade
- ✓ three combat service support base
- ✓ military institutions / units of education and continuous training

areas of interest for Romania and/or its allies, in peacetime, during crisis, and at war. It provides immediate response capabilities and forces which take part in international operations and missions and those assigned to the enhanced NATO Response Force and the EU Battle Groups, according to approved plans, on a rotational basis.

The organization of the Land Forces will include: Army Headquarters/Staff; two division headquarters (along with the relevant combat support and combat service support structures); eight combat brigades; two combat support brigades; one intelligence, surveillance, and reconnaissance brigade; and three combat service support bases.

**The Air Force:** defends the national airspace and the common allied airspace, operationalizes and maintains the operational readiness of air forces and equipment, provides support to the other Services, contribute to emergency situations and intervention in support of local authorities, and in fulfilling international commitments.

The organization of the Air Force will include: Air Force Headquarters/Staff; five air bases; one air defense brigade; one intelligence, surveillance, and reconnaissance brigade; one combat service support base, one special operations air group and training and education structures.

**The Naval Forces** carry out military actions, independently or within multinational task forces, to ensure the integrity of the sea and river lanes of communication, participates in national and international law enforcement operations in territorial waters, contiguous zone and exclusive economic zone, conducts sea maritime security operations and search-and-rescue interventions at sea and on rivers. Furthermore, it ensures permanent reconnaissance of the littoral and of the Black Sea, provides support to the other Services and takes part in international operations and missions, according to approved plans.

In order to fulfill these missions, the composition of the naval forces will include: The Headquarter of the Naval Forces; Maritime fleet; River flotilla; a research, surveillance and reconnaissance brigade; a logistical support base and military institutions / units for continuing education and training.

### Air Force



- ✓ Air Force Staff
- ✓ five air force base
- ✓ one air defense brigade
- ✓ one surveillance and reconnaissance brigade
- ✓ one combat service support base
- ✓ military institutions / units of education and continuous training
- ✓ one special operations air group

### Naval Forces



- ✓ Staff of the Naval Forces
- ✓ Maritime fleet
- ✓ River flotilla
- ✓ one maritime surveillance and electronic warfare brigade
- ✓ one combat service support base
- ✓ military institutions / units of education and continuous training

**The Special Operations Forces** perform specific missions of special reconnaissance, direct actions, military assistance and unconventional tasks, as well as complementary missions, in the land, maritime and air environments, on the territory of the Romanian state or outside it, independently or together with other national forces and / or allies, by law.

These missions are performed by the Special Operations Forces Command, as well as by specialized operations structures organic to Air Force and Naval Forces structures.

**Cyber Defense Forces** ensure, through fixed and deployable capabilities, the planning, conducting and execution of operations in cyberspace and generate operational effects in support of operations and missions of the force structure.

The fulfillment of these missions and the assurance of the leadership of the forces is carried out by the Cyber Defense Command, the Cyber Operations Center, the Information Technology Agency, the Cyber Defense Agency and the Cyber Security Incident Response Centers (CSIRC).

**Logistics support structures** provide the logistical operational support and general support needed for combat and combat support structures, in accordance with the specific operational requirements of the whole spectrum of operations, through specialized structures on the functional areas of support and operational logistics, respectively: supply, services campaign, maintenance, movement - transport, HNS and support for reception, staging and movement (RSOM).

These missions are performed by structures in the composition and subordination of the Joint Logistics Command and consist of: Joint Logistics Support Group Command (JLSG), a logistics brigade, three territorial logistics bases and military institutions / units of education and continuous training.

**The structures for communications and information** provide, through fixed and deployable capabilities, the combat support for the management, operation and maintenance of the infrastructure, systems and services of communications, and information security, in the country and outside the national territory.

### Special Operations Forces



- ✓ Special Operations Forces Command
- ✓ two Special Operations Battalion
- ✓ one Comando Battalion
- ✓ one Naval Forces Special Operations Battalion
- ✓ one Support Battalion
- ✓ Special Operations Training School

### Forces for cyber defense



- ✓ Cyber Defense Command
- ✓ Capabilities of fixed cyber operations
- ✓ Dislocable cyber operations capabilities
- ✓ Response centers in the composition of force services

### Structures for logistical support



- ✓ Joint Logistics Command
- ✓ one logistics brigade,
- ✓ one joint logistics support group command (JLSG HQ)
- ✓ three territorial logistics base
- ✓ education and training facilities

The fulfillment of these missions and ensuring the leadership of the forces is achieved through the Communications and Information Command, three communications and information technology bases, a C4ISR management and development agency, a logistics and information technology logistics base, communications and information support units and large units in the composition of the services, military institutions / units of education and continuous training.

**The intelligence forces** ensure, through fixed and deployable capabilities, the planning, management and execution of intelligence operations, generating operational effects in support of the operations and missions of the force structure.

The fulfillment of these missions and ensuring the leadership of the forces is achieved through the General Directorate of Defense Intelligence, a military intelligence brigade, a geospatial intelligence agency for defense, the Maritime Hydrographic Directorate, large units and Romanian Intelligence Service units embedded in the force services.

**The structures for medical support** ensure: the implementation of health policies and strategies in the Romanian Armed Forces at a strategic level; operational medical support, at tactical and operational level and primary, emergency, specialist and recovery medical care for own personnel, reserve and retired military personnel and their family members, through their own network integrated in the national health insurance system.

These missions are performed by the Medical Directorate and the subordinated units, as well as by the specialized structures within the commands and force services.

Within the NATO force structure, the following multinational structures are established and operate in Romania: HQ MNC-SE, HQ MND-SE, HQ MNBDE-SE, NFIU and the Deployable Communications Module (DCM- "E").

From the **operational** perspective, the Romanian Armed Forces include:

➤ **command, control and communications structures:** CNMC (N), Joint Forces Command, components / operational commands of the force categories, support commands (Joint Logistics Command, Communications and Informatics Command), Cyber Defense Command, Special Operations Forces Command, division / similar commands, brigade / similar, fleet, flotilla, operations centers;

#### Foces for providing communications and IT services

- ✓ Communications and Informatics Command
- ✓ three CIS base
- ✓ one C4ISR management and development agency
- ✓ one logistic base for communications and information technology
- ✓ support units in composing the categories of forces
- ✓ military institutions / units of education and continuous training

#### Foces to provide information

- ✓ **General Directorate of Defense Information**
- ✓ **one military intelligence brigade**
- ✓ **one geospatial information agency for defense**
- ✓ **Maritime Hydrographic Directorate**
- ✓ **units in the composition of force categories**

#### Medical support structures

- ✓ **Medical department**
- ✓ **11 military hospitals**
- ✓ **five ambulatory health units**
- ✓ **four medical support units**
- ✓ **research and recovery units**
- ✓ **military institutions / units of education and continuous training**

- **intelligence structures** : large units and units for observation, surveillance and reconnaissance;
- **maneuver/engagement structures**: large units and units mechanized, infantry, mountain troops, special operations, tanks, artillery, military police, psychological operations, marine infantry, combat aviation squadrons, training aviation, combat helicopters and of sea and river warships;
- **combat support structures**: large units and units of surface-to-air missiles, air defense, combat engineers, chemical, biological, radiological and nuclear protection, sea mine laying and sweeping ships and other units for the protection of Romanian and foreign military dignitaries on the national territory;
- **projection and mobility structures**: air transport squadrons;
- **combat service support structures**: operational logistics large units and units for the land, air, naval and communications and IT forces, as well as logistical support bases.

From the **employment** perspective, in order to carry out their military missions and tasks at the national level and within the Alliance, the Romanian Armed Forces develop:

- **combat ready** force package - for surveillance and early warning, in support of civil authorities, and counterterrorism;
- **immediate reaction capability** force package, to avoid surprise and engage in low-intensity military actions, maintaining the integrity of Romania's airspace - integrated into NATO's expanded air defense system, ensuring inviolability and control over territorial seas, as well as for deterrence and response, preparing to defend important objectives in strategic depth and implementation of NATO crisis response measures at national level;
- **rapid reaction capability force package** to deter imminent aggression;
- **strategic defense** and / or deterrence of aggression force package;
- structures that are set up **after mobilization**, forces regeneration of and other missions.

#### Guidelines for the organisation training and endowment of the Romanian Armed Forces

**The organization of the Romanian Armed Forces** pursue the designing of the military organization using a unitary conception applied at all hierarchical levels within the force services and commands, aiming at fulfilling the level of ambition established in the White Paper on Defense ed. 2021<sup>7</sup>, by:

- development of the force structure, in a sequenced manner, according to the provisions of the Program on the transformation of the Romanian Armed Forces until 2040;
- organizing the elements that form the basis of the Armed Forces structure architecture, aligned with the national and Alliance operational requirements;
- gradual adaptation of the force structure to the new requirements in the field of transformation and phased modernization of capabilities;
- implementation of the provisions of documents developed at NATO level that define and standardize, from the organizational perspective, the capabilities necessary for the force structure so that to fulfill an extensive range of missions;
- optimizing the ratio between maneuvering, combat support and logistical support and command or administrative support structures, following the existing stencil at NATO level, the ratio between combat and support functions, as well as ensuring an optimal ratio between military and civilian posts.

<sup>7</sup> Approved with the Romanian Parliament Decision no. 28/11.05.2021



**The training of the force structure** is carried out by going through the activities specific to military education, training and exercises. The content of the instruction and exercises is permanently adapted to the characteristics of the present and anticipated security environment, in order to ensure the knowledge, competencies, skills and action cohesion, necessary to fulfill the Romanian Armed Forces missions and essential tasks related to each mission. The training of the force structure will be accomplished by enacting training activities in conditions as close as possible to those of the modern combat space and the hybrid environment, with the integration of simulation-modeling capabilities, at all hierarchical levels. Priority will be given to the doctrinal and operational integration of the new weapons and equipment systems introduced, directly contributing to the substantial increase in the ability to strike and protect the armed forces.

**The training of voluntary reservists and reservists included in the mobilization plans** of the units is conducted with the aim to develop and maintain the skills and abilities necessary to perform the tasks related to the functions, through the participation in training activities and complex exercises in the structures in which they are employed. Another direction of action is the initiation of steps to **establish the reserve of specialists** in various fields (in addition to the two types of reserve - operational reserve and general reserve). At the same time, the competent structures will carry out training activities for central and local public authorities, as well as for economic agents with tasks at mobilization and war. A priority for institutions with responsibilities in the field of national security and defense is the organization and development of youth training for defense and the development of security culture.

In accordance with the National Strategy for the Defense for the period 2020-2024, the White Paper on Defense ed. 2021 and the Armed Forces Program 2040, the endowment of the Romanian Armed Forces will aim at:

- the acquisition of military equipment in the context of ensuring at least 2% of GDP for defense, of which at least 20% for endowment and modernization, respectively 2% for research and innovation;
- continuing the development of endowment programs with military equipment and modernization of existing ones, as well as the initiation of new programs, mainly through the involvement of the national defense industry;
- the acquisition of weapons systems and equipment for military use using innovative, emerging and disruptive technologies;
- strengthening research and development and technology transfer in the field of defense by supporting the participation of the national defense industry in projects aimed at top priority capabilities for Romania;
- making acquisitions in order to develop the assumed prioritized capabilities;
- participation in programs, projects and initiatives for the development of defense capabilities within the multinational framework provided by NATO and the EU.

## CHAPTER V - OPERATIONAL CONCEPTS

In order to coordinate and field the provisions of the defense planning documents (national, NATO and EU), the Romanian Military Strategy clarifies, from a doctrinal perspective, the posture of the Romanian Armed Forces, ranking the concepts to be used in the reference period and explaining what each of them wants.

The posture of the Romanian Armed Forces is characterized by:

- power - to fight and win;
- agility - in adapting to any new situation;
- survivability - the ability to continue the mission in unfavorable conditions;
- resilience - the ability to withstand a blow, recover quickly and respond decisively;
- flexibility - in facing several types of challenges, in often changing conditions;
- continuous situational awareness - pay attention to what is around - to avoid surprise.

In order to ensure the capacity of national defense, the Romanian Armed Forces must be able to ensure the fulfillment of the following imperatives: strategic deterrence; freedom of action; strategic maneuver; in depth integrated defense; dynamic engagement of forces; execution of information-based operations; multi-domain integrated actions; rapid and continuous adaptation; innovation.

The operational concepts established for the fulfillment of military objectives and military tasks are classified and ranked as follows:

- fundamental operating concept
- integrated operating concept;
- joint support concepts;
- operational concepts;
- force engagement concepts.

The fundamental operating concept of the Romanian Armed Forces, in the period 2021-2024, will be the **Consolidated National Defense**, which ensures a unified vision of conducting operations in the future. This concept determines an approach that includes, in addition to the military component, both central and local public authorities and institutions, as well as private companies and voluntary organizations, so as to delineate in its sphere all societal functions.

**Enhanced national defense** includes all activities necessary to prepare the nation for conflict, considering that attacks can take the form of both conventional and unconventional military actions against the population, the state economy and society as a whole. **The pillars of Consolidated National Defense** are the *country's defense, national resilience and society's preparation for defense*. The defense of the country is understood as the set of measures, provisions and activities carried out by the Romanian state, since peacetime, in order to guarantee national sovereignty, independence and unity of the state, territorial integrity of the country and constitutional democracy against any form of aggression. The country's defense efforts are based on the principle of defensive sufficiency and the principle of collective defense. At the same time, enhanced national defense aims to mobilize a prepared, firm and persevering survivability capability against the enemy that has temporarily occupied parts of the national territory.

National resilience is society's ability to withstand and recover from shocks caused by disruptive factors. Romania's concept of resilience is approached from the perspective of the capacity of individuals, community, regions, state, to oppose and adapt to violent events, causing stress, shock,

disasters, pandemics or military conflicts, on the one hand, and on the other, the ability of these entities to return to a functional state of normality<sup>8</sup>.

Strengthening resilience requires a multidimensional, flexible strategy and a broad perspective on all systems, in order to improve the capacity to manage adaptation mechanisms at local, regional and national level. National resilience covers all stages of a crisis situation, from prevention to adaptation to limitation of effects<sup>9</sup>. In this regard, the main directions of action are the identification of threats, vulnerabilities and associated risks, the synchronization of intergovernmental decision-making bodies with national and NATO military planning, the development of military sustainability and civilian training, the allocation of available resources and the implementation of established measures.

**Military resilience** is the ability of forces to absorb kinetic and non-kinetic shocks associated with actions specific to military, conventional and hybrid conflict, including fighting in the degraded CBRN, electromagnetic and cybernetic environment. In essence, military resilience is the ability of the military instrument to build credible forces and successfully conduct the defense operation, even if the opponent is able to create strategic, operational or tactical surprise. In this sense, the Romanian Armed Forces ensures the development of robust, flexible, balanced military capabilities, organized according to the specifics of the missions, able to execute the entire spectrum of missions and operations, in all operational environments of the modern combat space. At the same time, the Romanian Armed Forces trains and equips the force structure, ensures the prepositioning of stocks and essential services in the targeted areas and maintains the capacity to generate reserves of any kind.

The Romanian Armed Forces contributes **to strengthening resilience at national level**, mainly through coordination with other central and local public institutions and authorities, protection of infrastructure and important civilian objectives for defense / dual civil-military use, training of central and local public authorities and the population for defense, as well as by providing support to public authorities and the civilian population in crisis situations. Therefore, an important direction of action is the integrated management of crisis situations, respectively, the development of the national crisis response manual in an integrated, inter-institutional format.

**The concept of integrated operation** describes, in broad terms, how the Joint Force will operate, in specific missions or in functional areas to combat threats. **The Integrated Joint Force**<sup>10</sup> is the concept of operation on the basis of which the Armed Forces of Romania, in an extended inter-institutional format, will fulfill their established missions and tasks. The concept is developed based on the analysis of the military problem foreseen in the future security environment, proposing solutions that describe how the Joint Force, using military art and the latest technical and scientific discoveries, can meet the established strategic objectives. The concept leads to a list of essential capabilities that will be developed with absolute priority.

**The joint support concepts** add depth and detail to the integrated operation concept by describing how the Joint Force will be able to perform a series of derived tasks or how the joint nature<sup>11</sup> of certain specific actions can be ensured / guaranteed. From the series of joint support concepts, we will use: command-control, integrated systems of indicators and warnings, execution of precision strikes, cyber operations, information for defense and joint logistics.

Operational concepts describe how the actions of the components of the Joint Force and other organizations that support it can be integrated, synchronized and phased so that they effectively perform a specific mission or function. The Romanian Armed Forces will use the operational concepts

<sup>8</sup> National Defense Strategy for the 2020-2024, para 46

<sup>9</sup> Ibidem para 47

<sup>10</sup> Multi-domain

<sup>11</sup> Through joint nature, in this text it is understood the achievement of total synergy of actions in all operational domains including space and cyberspace.

related to: national defense, combating hybrid actions, collective defense, maintaining or restoring peace, and, if necessary, the support of civilian authorities. In support of their implementation, categories of forces and commands will develop subsequent plans or concepts. All this will be based on a single package of forces, designed both to fulfill the fundamental mission of guaranteeing the sovereignty, independence and unity of the state, the territorial integrity of the country and constitutional democracy, as well as the obligations assumed within NATO and the EU; of support missions.

**The concepts of force employment** refer to the generic way in which certain particular tasks can be performed using emerging and disruptive technologies, decision-making and planning processes, integrated sensor systems and precision striking means, innovative techniques, procedures or processes. The concepts of force employment are the most specific of all types of military concepts and must contain a sufficient level of granularity to determine programmatic requirements. Representative concepts of employment of forces that will be detailed, experienced and operationalized in the period 2021-2024 are: military resilience, as part of national resilience; armed resistance as part of national resistance; mobilization reserve, multidimensional protection<sup>12</sup> of the force, ensuring the support of the host nation (HNS), the reception, staging, on-ward movement and deployment of allied forces (RSOMI), as well as the support of civilian authorities in civil emergencies.

**Armed resistance** - a component of national resistance - comprises the kinetic and non-kinetic actions carried out by armed resistance structures, openly or covertly, in cooperation with other forces of the national defense system, with allied or partner forces, on the temporarily occupied national territory by the aggressor, against the occupying forces, the administration imposed or about to be established by the aggressor state. There is a direct link between resilience, which is achieved and strengthened in peacetime, and resistance, which is prepared in peacetime but is conducted during partial or total occupation of the national territory by the aggressor's forces, both based on the will and capacity of organizations and citizens to survive and oppose, by violent or non-violent means, the occupying forces.

**Mobilization reserve** - the development of additional forces well trained and prepared, able to actively contribute to increasing the combat capacity of the Romanian Armed Forces is a priority. The establishment of a reserve is a measure taken by the commander to be able to respond to an unforeseen situation. The reserve can be set up at a tactical, operational or strategic level. A very important role has and will continue to have in the future the mobilization reserve, which ensures the completion with personnel of all the structures of the Romanian Armed Forces and the transition from the ability to fight in peacetime to the wartime situations. During the mobilization, in addition to the existing peacetime units, new units are set up, with different destinations. The revitalization of the mobilization reserve and its training will be a major objective of the period 2021-2024. Thus, the structure of the Romanian Armed Forces at war will better reflect the right and constitutional obligation of citizens to defend Romania, as well as the need that national defense to be a collective effort of the entire nation. As a result, the approach to the establishment and preparation of the reserve will consider the provisions of the national defense law according to which human resources are made up of the entire population capable of defense efforts.

**The multidimensional protection of the force** aims at the survival of the joint force and the assurance of freedom of action. By surviving of the force we have in perspective the provision of protection during the first wave of precision strikes of the opponent, executed with missiles and aviation, as well as the first wave of cyber-attacks. Ensuring freedom of action includes mobility, camouflage and misleading, electronic interference, rapid repairs and mitigation of the effects of damage caused by the opponent. The purpose of the concept is to define the requirements and ways to achieve synergy between passive and active, defensive and offensive measures. Multispectral

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<sup>12</sup> Through multidimensional protection it is understood in addition to the multispectral masking also misleading and misinformation techniques

protection will be provided by individual equipment, which must ensure a low footprint in the infrared and thermal spectrum, the best possible camouflage in the visible spectrum, and protection against CBRN agents. The survival of the force will essentially depend on the development and maintenance of an efficient surveillance and early warning system, with autonomous elements, and on the development and maintenance of an integrated air and sea interdiction system. In the case of cyber-attacks, the main role will be played by capabilities for operations in cyberspace, aggregated in a system of big data, artificial intelligence, Internet of Things (IoT), machine learning and quantum technology. Multidimensional protection of the force will also be ensured by the capabilities of electronic warfare and information operations, focused on misleading and misinformation.

As elements of continuity of the Military Strategy approved in 2016, we will continue to use the concepts related to strategic credibility, inter-institutional approach and planning, integrated crisis management and we will adapt those related to resilience, comprehensive protection and integrated logistics.

**HNS and RSOMI** based on the revised HNS Concept<sup>13</sup>, aim to provide full spectrum of HNS support elements for RSOMI, agreed with allies during specific planning processes. Following the development of NATO's Gradual Response Plans (GRP), which requires a rapid response from NATO to possible threats on the Alliance's eastern flank, the Very High Readiness Joint Task Force (VJTF) will be deployed in short time in any of the GRP variants. In this direction, the host countries (HNs), including Romania, must be able to provide logistical support for RSOMI of the component forces of the VJTF package, up to the final destinations. Starting with 2022, the support elements will target the entire NRF package.

The HNS capabilities that Romania makes available to NATO are designed and ensured during the phases of the RSOMI operation, starting with the reception, at border crossing points, airports, ports and railway stations, stationing, in temporary staging locations, continuing movement, based on road and rail infrastructure elements and on temporary stopping and support locations for convoys and finalizing integration into final destination locations.

In addition to the HNS capabilities mentioned above, Romania can provide, upon request, as a component of HNS support, a range of goods and services, class I, class III and class IV, transportation, escort with military police, escorting oversized convoys, catering, utilities, internet, port services, maintenance, etc., contracted or from the resources of the Ministry of National Defense, necessary for the reception and logistical support of the forces, including during RSOMI.

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<sup>13</sup> Approved through Supreme Council of National Defense no. S67/2018, and Concept for HNS support for RSOM approved with NSDC Decision no. 64/2015.

## CONCLUSIONS

Romania strengthens its national defense and preserves its national interests in the Black Sea Region and the Danube River, with its own structures and capabilities, until the activation of "Article 5" / NATO or "Article 42/7" / TEU functioning mechanisms, as well as through developing cooperation with strategic partners, close allies and through regional military cooperation initiatives. The Romanian Armed Forces will be able to deter and counteract a possible armed aggression on the national territory and to participate in deterring and repelling an aggression within the alliance.

The Romanian Armed Forces will participate in ensuring internal security in peacetime, in supporting central and local public administration structures in civil emergencies, and will contribute to promoting regional and Euro-Atlantic stability by participating in crisis response operations, under the command of NATO, EU, UN and OSCE and in coalitions.

**The missions of the Romanian Armed Forces** will be fulfilled through specific actions and tasks, through an efficient, gradual, integrated, multi-domain force engagement. The comprehensive approach, by establishing practical and tangible ways of inter-institutional cooperation, is a key factor in achieving a logical and efficient decision-making process, as well as an integrated, flexible and standardized command and control structure.

To achieve its national military objectives, the Military Strategy sets out **six main directions for action**:

- increasing the level of readiness;
- structural adaptation and revision of the organization of the Armed Forces to peacetime and wartime, focused on the requirement to fulfill missions;
  - the reform of the personnel management system - "*The soldiers as the center of any strategy*" - and the adaptation of the capacity of the military education / training institutions to the training needs of the Romanian Armed Forces;
  - digitization;
  - revitalizing the generation of the mobilization reserve;
  - providing financial, human, technological and research resources.

The COVID-19 pandemic brutally highlighted the need to develop and maintain robust resilience, the existence of diversified stocks and capabilities, and the need for professional leadership. At the same time, at the level of society, there are still very high expectations regarding the role and capacity of the armed forces. The Romanian Armed Forces will allocate the necessary resources and will be directly involved in the application of measures to support the population and reduce the effects of the pandemic.

**The development of the Romanian Armed Forces' capabilities** will be achieved in order to meet the objectives set out in the process of strategic defense analysis, in stages, by meeting the objective of the Romanian Armed Forces 2026 Program, updated, as the first stage of the Armed Forces 2040 Program, with the following lines of effort:

- population support for mitigating the negative effects of the COVID-19 pandemic;
- structures for operations in cyberspace and special operations forces;

- permanent ready for combat structures;
- C2 system, communications, computers, information, surveillance and research (C4ISR);
- structures combat ready at high readiness;
- the multinational structures established on the Romanian territory, those made available to the North Atlantic Alliance, as a component part of the NRF, NRI and EUBGs.

Moreover, in the period 2021-2024, the necessary resources will be provided for the development of dual-use capabilities (national defense and support of civilian authorities), the interconnection of systems for discovery, identification and acquisition of targets with high-precision tactical striking systems for destroying enemy targets, and as well as the launch of projects: military satellite telecommunications system, UAS systems, combat vehicles and high-performance tactical transport vehicles to ensure increased mobility and protection for personnel, NATO-type weapons system, ground-based air defense systems.

The Romanian Armed Forces transformation process, requires the full implementation of the Armed Forces 2040 Program, according to the stages approved at the NSDC level and in line with NATO and EU developments. In the long term, the Romanian Armed Forces will thus go through a sequenced process of deep changes towards a flexible, multi-domain force structure, with a wide range of capabilities specific to the XXI century, with more effective means of combat, based on integrated knowledge of the operational situation, focused on the multi-specialized soldier, fully equipped to ensure his survival in the tactical field, extensive situational awareness and increased firepower.

The objectives of the Romanian Military Strategy will be able to be achieved only by drawing and maintaining a sufficient and properly prepared human resource, training military leaders, transforming the fighter's mentality and providing the necessary resources to develop defense capabilities. In this regard, the Military Strategy sets out:

- maintaining three concepts defined in the Romanian Military Strategy approved in 2016: **credible defensive capacity, restructuring and modernization and intensified operational partnership;**
  - establishing the fundamental concept of operation of the Romanian Armed Forces, in the period 2021-2024, - **Consolidated national defense;**
  - identifying the concept of integrated operation - **Integrated Joint Force;**
  - establishing the joint concepts of support and operational ones;
  - defining, developing, experimenting and implementing the **concepts of force engagement:** military resilience; armed resistance; mobilization reserve; multidimensional force protection; HNS and RSOMI insurance; support of civilian authorities in civil emergencies.

The objectives, priorities and concepts included in this strategy underline the urgent need to continue the efforts to strengthen the military capabilities of the Romanian Armed Forces in order to face the increasingly complex challenges of the security environment.