



MDGP NGU 5-00(06).01

DOCTRINE ON DEVELOPMENT PLANNING IN THE NATIONAL GUARD OF UKRAINE



**JUNE 2026
CLASSIFICATION LIMITATIONS:
UNCLASSIFIED
MAIN HEADQUARTERS
NATIONAL GUARD OF UKRAINE**

MDGP NGU 5-00(06).01

APPROVED

by the Commander

of the National Guard of Ukraine

Order of 19.06.2026 No. 787

**DOCTRINE
ON DEVELOPMENT PLANNING
IN THE NATIONAL GUARD OF UKRAINE**

**Military Detailed
Guidelines Publication
on development
planning**

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NATIONAL GUARD OF UKRAINE

FOREWORD

The Doctrine on Development Planning in the National Guard of Ukraine (hereinafter – the Doctrine) defines the fundamental provisions and approaches to development planning in the National Guard of Ukraine, as well as the principles of activity of military organizational structures during long-term, mid-term, and short-term development planning through the application of the capability-based planning method, which is the primary approach used in most NATO member states.

This Doctrine was developed based on results of Doctrine on Development Planning in the National Guard of Ukraine, MDGP NGU 5-00(06).01, approved by the Commander's of the National Guard of Ukraine the order dated 01.03.2023 No. 150.

Taking into account the comments and suggestions regarding the content and structure of the Doctrine on Development Planning in the National Guard of Ukraine MDGP NGU 5-00(06).01, the first edition, is to be declared invalid.

The legal basis of the Doctrine consists of the Constitution of Ukraine, the laws of Ukraine, acts of the President of Ukraine, the Cabinet of Ministers of Ukraine, the Ministry of Defence of Ukraine, the Ministry of Internal Affairs of Ukraine, the Commander-in-Chief of the Armed Forces of Ukraine, and the General Staff of the Armed Forces of Ukraine on matters of national security and defence of Ukraine.

The Doctrine outlines the particular features of development planning processes in the National Guard of Ukraine and details the application of program and project management during capability development planning. A distinctive feature of the National Guard of Ukraine is that, in accordance with the provisions of the Law of Ukraine “On the National Guard of Ukraine,” it is a military formation with law enforcement functions. The performance of service and combat tasks across the entire spectrum of functions defined by law for the National Guard of Ukraine is based on the application of capabilities that belong both to the law enforcement and to the defence domains.

The Doctrine was developed by officers of the Development and Interoperability Planning section (J-5) of the Main HQ of the National Guard of Ukraine, under the guidance of the First Deputy of Commander (Chief of Staff) of the National Guard of Ukraine, and was coordinated with the relevant structural units of the Main HQ of the National Guard of Ukraine.

Written comments and recommendations should be sent to Main HQ of the NGU: 9-A Sviatoslava Khorobroho Street, 03151, Kyiv, or to the following e-mail address: vsps_nato@ngu.gov.ua.

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INTRODUCTION

For the National Guard of Ukraine, as a military formation with law enforcement functions that performs its assigned tasks and functions in both the defence and security domains of the state, there is a need to ensure the sustainable development of its capabilities under conditions of a complex and dynamic security environment, as well as limited state resource capacity.

The trends of aggravation of existing threats and the emergence of new types of threats require the National Guard of Ukraine to direct its efforts towards further development of professionalism, mobility, and an increased speed of response to any changes in the security environment. Development processes are aimed at the effective and efficient provision of public, state, and military security, successful interaction with other components of the security and defence forces based on interoperability, and the establishment of reliable partnerships with European and Euro-Atlantic collective security structures.

The restoration and preservation of the territorial integrity of the state, its European and Euro-Atlantic course, and the affirmation of the European identity of the Ukrainian people determine the priorities of development in the National Guard of Ukraine and form the basis for elaborating rational ways of enhancing capabilities. This will ensure the state's rapid and effective response to threats to national security and create the prerequisites for the further sustainable development of society and the state.

Development planning in the National Guard of Ukraine is carried out with the aim of ensuring public, state, and military security of the state through the identification of priorities and directions of capability development in the National Guard of Ukraine, armaments and military equipment, military infrastructure, training and preparation of troops (forces), as well as the elaboration of respective programs and plans, taking into account real and potential security threats and the financial and economic capacity of the state.

1. GENERAL PROVISIONS, PURPOSE AND TASKS OF THE DOCTRINE ON DEVELOPMENT PLANNING IN THE NATIONAL GUARD OF UKRAINE

1.1. In accordance with the provisions of the Law of Ukraine “On the National Guard of Ukraine,” the direct military leadership of the NGU is the activity aimed at implementing measures related to the development of the NGU, its technical equipment, training and comprehensive support, determination of the fundamentals of its engagement, as well as its command and control during the execution of service and combat tasks. Thus, development planning is the activity aimed at ensuring the direct military leadership of the NGU.

1.2. The Doctrine is based on:

- the results of the analysis of legal and regulatory acts of the security and defence forces of the state;

- the study of best practices of military formations of NATO member states regarding capability-based planning;

- systemic approach in the processes of defining the purpose, goals, and priorities of development;

- objectivity in assessing the resource capacity of the state to ensure development processes;

- transparency of development planning processes within the framework of democratic civilian control over the activities of the security and defence sector of the state.

1.3. The purpose of the Doctrine is to:

- disclose the essence of general approaches to development planning in the NGU;

- describe the system of planning in the long-, medium-, and short-term perspective;

- define approaches to the implementation of development planning and capability development planning;

- define practical mechanisms of coordination and interaction of all participants in the processes of development planning and capability development planning.

1.4. The tasks of the Doctrine (MDGP NGU 7-01(07).03) are to:

- systematize the best practices, approaches, and principles of defence planning and capability-based planning of NATO member states and the Armed Forces of Ukraine;

- outline the approaches and principles of development planning in the NGU;

- define approaches to capability development planning under the conditions of limited state resources using program and project management methodology.

2. DEVELOPMENT PLANNING IN THE NATIONAL GUARD OF UKRAINE

2.1. Development planning in the NGU is carried out by the subjects of development planning in compliance with the principles of planning in the areas of national security and defence (DP 5-0) and taking into account the peculiarities of capability-based planning applied in NATO member states [1–6].

2.2. The subjects of development planning in the NGU are the structural units of the main body of military command of the NGU. The general organization of development planning measures in the NGU is carried out by the structural unit of the main body of military command of the NGU authorized to perform the functions of development planning (hereinafter – the authorized development planning unit).

2.3. The objects of development planning in the NGU are capability enablers and their respective capabilities. A subject of this process may also serve as an object of development planning.

2.4. The principles of development planning in the NGU are:
 compliance with national legislation and international obligations of Ukraine;
 democratic civilian control and accountability, openness of information regarding development processes, defined goals, priorities, and tasks, and transparency in the use of resources;
 integrity, coherence, and systemic character of planning, taking into account priorities and constraints established by programs, plans, and forecast documents;
 timeliness and justification of adopted decisions, and a sufficient level of their adaptability to changes in the state's security environment;
 consistency of development planning in the NGU with strategic planning of the engagement of the Armed Forces of Ukraine, other components of the Ukrainian defence forces, mobilization readiness and the defence planning of the state;
 independence and responsibility of development planning entities in the NGU for the development of capabilities subordinated to them (capability carriers), their technical equipment and comprehensive support.

2.5. The main tasks of development planning in the NGU are:
 definition of the development goal;
 definition of strategic and operational objectives and main tasks of development in the NGU, aimed at implementing state policy in the sphere of national security and defence;
 determination of priorities and directions of development based on the assessment of the security environment, taking into account current and potential challenges and threats to Ukraine's national security, as well as the demographic and financial-economic capacities of the state;
 evaluation of the results of development measures implementation.

2.5.1. Definition of the development goal in the NGU is the process of formulating by the subjects of planning the desired result of development activity, which will determine the means and ways of acquiring in the long-, medium-, and short-term perspective the necessary capabilities for ensuring peace, public security and order, as well as protection of state sovereignty, territorial integrity, and the democratic constitutional order.

2.5.2. Definition of strategic and operational objectives and main development tasks in the NGU, aimed at implementing state policy in the sphere of national security

and defence, is the process of formulating ideal images of future desired development results in the long- and medium-term perspective of their achievement, as well as concretization, including by time parameters of execution, of defined desired achievements and results in the short-term perspective in the areas of ensuring public, state, and military security of Ukraine.

2.5.3. Definition of priorities and directions of development based on the assessment of the security environment, taking into account current and potential challenges and threats to Ukraine's national security, as well as the demographic and financial-economic capacities of the state, is the process of defining the main directions of concentration of efforts and available resources, both material and non-material, intended to ensure, in the most economical way, the acquisition of capabilities that are absolutely essential for achieving the necessary results (effects) and require creation (development) and maintenance as a priority (MDGP NGU 1-00). The dynamic nature of the security environment, as well as the capacities of the state, form the available set of ways and means of achieving the desired end state of development and the development goal in the NGU [7].

2.5.4. Evaluation of the results of development measures implementation is the process of comparing current (available) indicators of execution of the relevant tasks and the volumes of resources used for their achievement with the planned ones, as well as verifying their compliance with operational and strategic development goals. Evaluation of the results of development measures implementation is organized by the authorized development planning unit and carried out by the subjects of planning in order to maintain the maximum level of orderliness of development processes according to the criterion of minimum resource expenditures.

2.6. Development planning is carried out in order to achieve the defined development goal. The development goal in the NGU is to acquire the capabilities to ensure professionalism, adaptability, mobility, interoperability, and effectiveness in countering internal and external challenges or threats, and its achievement is determined by fulfilling the conditions of the desired end state of development.

Approach to the development goal is carried out through the achievement of development objectives, which are determined by the conditions of the current and future security environment in which the NGU must ensure public, state, and military security.

The fulfillment of the conditions that determine the desired end state of development is ensured through capability development planning in the NGU.

The dynamics of development processes are determined by the financial and economic capacities of the state, which necessitate the establishment of priorities and ways of developing the capabilities of the NGU to perform service and combat tasks in peacetime, in crisis situations, under legal regimes of states of emergency and martial law, both as part of the Joint Security and Defence Forces and together with international partners and Allies.

3. CAPABILITY DEVELOPMENT PLANNING IN THE NATIONAL GUARD OF UKRAINE

3.1. Capability development planning is carried out to ensure the maximum efficiency in the use of the state's limited resources during the processes of enabling the NGU to perform service-combat (combat) tasks within the framework of the functions assigned to it by law, as well as to participate in international peacekeeping and security operations [1-2].

3.2. The main tasks of capability development planning in the NGU are:
determining the impact of the security environment and the provisions of the state's strategic documents on capability requirements;
capability development programming;
budgeting and resource management;
implementation of development measures.

3.3. When determining the impact of the security environment and the requirements of the provisions of the state's strategic documents on capability requirements, the NGU conducts an analysis of the totality of factors characterizing the forecasted conditions of functioning, the competences defined by the state's legislation, as well as challenges and threats that the NGU must counter to ensure public, state, and military security of Ukraine. The results of such analysis are applied to the synthesis (refinement) of descriptive documents defining the NGU's tasks and the abilities to perform them, as well as the compliance of the qualitative state of these abilities with the state of the security environment [1-4].

Within these synthesis (refinement) processes, the following is carried out:
determination (refinement) of the list of universal tasks currently or to be performed by the NGU;
assessment of capabilities for performing mission tasks;
determination of the list of available capabilities and their enablers;
determination of the list of required capabilities;
determination of the list of redundant capabilities;
resource planning required to sustain capabilities;
formation of the prospective model (structure and composition) of the NGU capable of responding to challenges and threats of the future security environment;
risk management in the field of development planning in the NGU.

3.3.1. Determining the list of universal tasks is carried out in accordance with the provisions of the legislation defining the NGU's functions and tasks. The tasks to be performed by the NGU are determined in line with the challenges and threats of the security environment and the trends of its changes in the medium- and long-term perspective. Mission tasks are grouped by areas of activity into functional groups and constitute the List of Typical Tasks of the NGU.

3.3.2. Capability assessment in the NGU for performing current and prospective tasks in ensuring public, state, and military security of Ukraine is the process of determining the requirements, conditions, and standards necessary for achieving capabilities, identifying their shortcomings (gaps), and developing solutions for eliminating them or mitigating their impact.

Capability assessment focuses on identifying possible non-material solutions to eliminate (mitigate) capability gaps. If it is not possible to resolve the issue (gap) by non-material solutions, possible material solutions are sought (procurement and modernization of armaments and military equipment, construction of new (or restoration of existing) infrastructure, replenishment of logistical reserves, etc.).

3.3.3. Determining the list of available capabilities and their enablers is based on the approach that assumes the possibility of performing each task contained in the List of Typical Tasks of the NGU through a capability or a combination of capabilities.

Capabilities, similarly to typical tasks, are grouped by areas of activity into functional groups and systematized in the form of the NGU Capability Catalogue.

The totality of NGU capability enablers, i.e., the list of typical organizational structures (command bodies, formations, military units, military educational institutions, establishments, organizations, subunits, etc.), individual assets or systems that ensure the achievement of established capability requirements, form the NGU Catalogue of Capability Enablers.

3.3.4. Determining the list of required capabilities that will meet the NGU's current and prospective needs, taking into account the state's resource possibilities, is carried out by capability development planning entities.

This process considers probable scenarios of emergence and development of security or military situations in the medium- and long-term perspective, options for employing security and defense forces, and the list of tasks according to scenarios.

The result of this process is a set of capabilities made available to the relevant commander (chief) at a defined time and place to perform tasks under specific environmental conditions in order to achieve the required outcome (effect).

3.3.5. Determining the list of redundant capabilities is carried out by comparing required and available capabilities to identify capabilities whose employment is not directed toward the accomplishment of any task, as well as those whose employment in the future is impossible or impractical.

This list is used to free up the corresponding resources and further optimize the set of capabilities according to the criteria of maximum effectiveness in ensuring mission accomplishment and maximum efficiency in the allocation and use of state resources.

3.3.6. Resource planning required to sustain capabilities is carried out by identifying the corresponding needs for the medium- and long-term perspective, as well as assessing the resource volumes necessary for sustaining existing capabilities.

The assessed needs, results of analysis of available and forecasted resources, determine the list of required capabilities to perform mission tasks for the maximum balance of their sustainment (acquisition) costs with the financial and economic possibilities of the state within the budgetary process and resource management.

Additionally, the need for supplementary financial resources to ensure development of capabilities critical for achieving the necessary result (effect) in countering threats to national security and requiring creation (development) or sustainment on a priority basis is determined.

Summarizing the results of resource planning also includes assessing risks associated with resource provision and determining ways to mitigate them.

3.3.7. Formation of the prospective NGU model (structure and composition) is carried out on the basis of the determined (refined) list of required capabilities, taking into account resource requirement calculations and the defined alternative ways of achieving the minimum necessary level of mission accomplishment.

3.3.8. To ensure the effectiveness of risk management processes in the field of development planning, the authorized capability development planning subdivision annually conducts an analysis of the security environment.

The determined assessments of security environment trends are applied to refine the list of risks in the field of development planning in the NGU, as well as to identify planning assumptions applied in the previous planning period that, due to identified trends in the security environment, can no longer be applied in development planning processes.

3.3.9. Risk management in the field of development planning in the NGU envisages their reduction by ensuring a high level of efficiency in planning processes, preparation for implementation, successful execution, and unbiased evaluation of development results obtained.

The efficiency of planning processes is based on focus, consistency, initiative, and balance applied when defining development goals, priorities, tasks, and measures under conditions of limited resource provision.

Activities aimed at minimizing risks in the field of development planning are ensured by defining achievable goals and applying a comprehensive approach to the all-round support of processes for their accomplishment.

3.4. Capability development programming is carried out by capability development planning entities through the elaboration of capability development plans aimed at achieving strategic and operational goals, as well as the desired end state of development, based on the program–project management methodology.

Within this methodology, the development of each capability is regarded as the result of integrating the development processes of its core components (DOTMLPFI), which constitute a set of projects (a program). According to NATO capability-based planning methodology, these components are [1–2]:

doctrinal and regulatory framework (Doctrine);
organizational structure (Organization);
education and training (Training);
materiel support (Materiel);
leadership (Leadership);
personnel (Personnel);
military infrastructure (Facilities);
interoperability (Interoperability).

3.4.1. Development planning of the doctrinal and regulatory framework is carried out to ensure the creation of the necessary concepts, guidance, principles of engagement, standard operating procedures, and other guiding documents that define methods and ways of performing service and combat tasks through the employment of a specific capability or a combination thereof.

3.4.2. Development planning and optimization of organizational structures is carried out to ensure maximum efficiency in task execution with the available forces and assets that constitute the respective capability, taking into account personnel sustainment costs.

3.4.3. Development planning of training processes is aimed at ensuring continuous and effective acquisition of skills, abilities, and competencies by the relevant forces and assets, military organizational structures, and command and control bodies.

3.4.4. Development planning of materiel support for capability development is carried out to achieve the required level of provision of capability enablers with the necessary armaments and military equipment, equipment, stocks of logistical supplies and expendables, as well as financial resources.

3.4.5. Development planning of leadership and education improvement is carried out in accordance with the principles defined by the NGU doctrinal documents on training organization.

3.4.6. Development planning of personnel management measures is carried out to provide NGU military organizational structures with qualified and motivated personnel on the principles of gender equality of service members.

3.4.7. Development planning of military infrastructure is aimed at ensuring the accommodation, functioning, and protection of personnel, units, logistics bases, garrisons, medical facilities, and NGU airfields.

3.4.8. Development planning of interoperability ensures the enhancement of the ability of NGU military organizational structures or items of supply (equipment parts, materials) to operate within a single system (as part of the security and defense forces), as well as within multinational joint forces of European and Euro-Atlantic collective security structures, or in an environment without mutual interference.

3.5. The implementation of the main tasks of capability development programming in the NGU ensures the necessary detailing of the development tasks for each capability core component, indicators of their implementation with the definition of the list and sequence of their elaboration, measures to be carried out, allocated time, and establishes the effective distribution of resources among the development planning entities according to the criterion of minimizing the state's resource expenditures while guaranteeing the fulfillment of NGU assigned tasks and functions.

3.6. Budgeting and resource management are aimed at carrying out NGU development tasks in the short term, taking into account the procedures and timelines of the budget process in Ukraine.

The organization and coordination of processes for identifying resource requirements for capability development are carried out by the authorized development planning unit for the development planning entities in order to define the scope of required resources, both material and non-material, investments in development and infrastructure maintenance, as well as necessary operating costs. Development financing is provided from appropriations allocated for NGU sustainment in the State Budget of Ukraine and from other sources not prohibited by law.

3.7. The implementation of development measures under the program–project management methodology is ensured through [8]:

- program (project) management of capability development;
- monitoring and control of program (project) implementation;
- risk management of program (project) implementation.

3.7.1. Program (project) management of capability development means the coordination and interaction of activities by development planning entities within the program (project) management processes.

The program (project) management process consists of five stages:

initiation, which is a preparatory stage providing for the formulation of goals and criteria for their achievement, the establishment of constraints and basic project requirements, the appointment of project leadership, and the identification of stakeholders and project participants with distribution of powers and responsibilities;

planning, during which the project scope, necessary resources (material and non-material), and sequence of actions to achieve project goals are defined;

execution, which involves direct implementation of planned measures;

monitoring and control of program (project) implementation, which involves assessing and analyzing the current status of achieving defined goals, ensuring the implementation of planned measures within specified timelines, achieving defined criteria (qualitative and quantitative assessments of the ability to perform tasks in accordance with established requirements) within deadlines, and ensuring the effective distribution and economical use of resources allocated for development;

closure, which involves the achievement of program (project) goals, consolidation of obtained results, and preparation of a final report on its completion.

3.7.2. Risk management of program (project) implementation is the process of making decisions and implementing measures aimed at ensuring the minimum possible (acceptable) level of risk. It is based on the systematic identification of factors/events that may affect the achievement of program (project) goals and their subsequent implementation, in order to reduce their impact to an acceptable level.

3.8. The NGU develops capabilities in four main areas: institutional, operational (combat, special), readiness support, and sustainment support [7].

3.8.1. Development of institutional capabilities is carried out to ensure the generation and employment of NGU units and consists in improving the ability to implement state policy on national security issues, perform functions of planning, organization, command and control, monitoring, and oversight across all areas of NGU service and combat activities.

3.8.2. Development of operational (combat, special) capabilities is carried out to ensure prompt and effective response to threats to public, state, and military security of Ukraine, protection of vital interests of society and the individual, human and civil rights and freedoms against unlawful encroachments, and emergency situations threatening harm to the life, health, and property of a significant number of people.

3.8.3. Development of readiness support capabilities is carried out to generate professional, motivated forces with high leadership qualities that effectively perform service and combat tasks.

3.8.4. Development of sustainment support capabilities is carried out to increase the efficiency of the logistics and supply system both in peacetime and in special periods by introducing a supply algorithm unified with other components of the security and defense sector, implementing modern systems and technologies of comprehensive support of NGU activities, automating the management processes of the life cycle of armaments and military equipment and military infrastructure facilities, and codifying items of supply.

3.9. Development of the above-mentioned capability areas is carried out simultaneously (in parallel) in time, and their results shape, sustain, and concentrate NGU efforts toward achieving the defined desired end state of development by effectively combining ways and means of capability development in accordance with defined priorities.

3.9.1. Development of institutional capabilities is carried out by the main military command body of the NGU – the Main HQ of the NGU, in order to ensure the systemic and sustainable development (maintenance) of operational (combat, special) capabilities, as well as readiness support and sustainment support capabilities.

3.9.2. The decisive development area is operational (combat, special) capabilities. At the same time, institutional capabilities and readiness support capabilities are its formative areas, while sustainment support capabilities are its supporting area.

4. COORDINATION AND INTERACTION WITHIN THE DEVELOPMENT PLANNING PROCESSES IN THE NATIONAL GUARD OF UKRAINE

4.1. Development planning in the NGU is carried out through a comprehensive approach to capability development across all components, by combining the efforts of all NGU development planning entities [2]. The authorized development planning unit of the Main HQ of the NGU coordinates the activities of other planning entities to ensure effective and efficient synergy of efforts in achieving the goals and aims of NGU development.

A high level of efficiency of the development planning processes is ensured through the coordination of activities of the relevant planning entities in the NGU by the authorized development planning unit of the Main HQ of the NGU. Interaction of stakeholders, as well as effective and efficient coordination of development planning processes, is ensured by adhering to the following principles:

- unity of effort;
- concentration of effort;
- economy of resources and effort;
- freedom of action;
- attainability of goals and measurability of results;
- adaptability;
- simplicity.

4.1.1. Unity of effort defines the need to direct all forces, means, and resources towards achieving the defined development goal in the NGU. This is achieved through the application of the principle of unity of command and comprehensive support of direct military leadership measures.

4.1.2. Concentration of effort means that state resources allocated for NGU development and the efforts of personnel must be directed towards acquiring the

capabilities of highest priority, as determined by the current and future security environment of the state.

4.1.3. Economy of resources and effort defines the distribution of resources among priority areas of development in order to ensure the maximum combat potential of the NGU.

4.1.4. Freedom of action in defining development tasks and measures lies in the application of reasonable initiative by personnel within the limits of the objectives and conditions of the desired end state of development, as well as the established resource allocations and functional responsibilities by areas of activity.

4.1.5. Attainability of goals and measurability of results of implementing development measures lies in the definition of objectives, which, through the combination of the principles of unity and concentration of effort, economy of resources, and freedom of action, will ensure a continuous and transparent development process. Its dynamics are assessed by clear quantitative or qualitative performance (achievement) indicators.

4.1.6. Development planning in the NGU must be adaptable to the uncertainty of the security environment, as well as to existing or potential challenges and threats to public, state, and military security of Ukraine.

4.1.7. Simple and clear plans, developed on the basis of achievable goals within the defined time perspective, and the measurability of results of development measures, ensure the necessary economy of resources and personnel effort in achieving the conditions of the desired end state of NGU development.

4.2. The principles of coordination and interaction in development planning form the basis for developing the respective tasks assigned to development entities under the relevant legal acts and guiding documents on development planning in the NGU.

4.3. International cooperation in NGU development planning is aimed at deepening cooperation with global, European, Euro-Atlantic, and regional collective security structures in order to ensure NGU interoperability with military formations of the respective structures. The involvement of international experts (advisers), foreign (non-governmental) organizations, etc., creates the necessary prerequisites for ensuring transparency and openness of development planning processes in the NGU, the implementation of European and Euro-Atlantic values, and comprehensive support of NGU capability development by international institutions.

4.4. All development planning activities are carried out in compliance with the legislation of Ukraine in the field of state secrets protection.

5. DEVELOPMENT PLANNING DOCUMENTS IN THE NATIONAL GUARD OF UKRAINE

5.1. Development planning processes in the NGU are carried out on the basis of initial data for planning in the long-term, medium-term, and short-term perspectives. Medium-term and short-term planning documents specify the ways and means of achieving the goal, the desired end state, and the development aims within the priorities and directions defined in the long-term development planning document in the NGU.

5.2. The initial data for development planning in the NGU are:

- legislation in the spheres of national security and defense of the state;

- National Security Strategy of Ukraine;

- Public Security and Civil Protection Strategy of Ukraine;

- Military Security Strategy of Ukraine;

- Strategic Defense Bulletin of Ukraine;

- results of fundamental and applied research by areas of activity;

- experience of NGU employment in ensuring public and state security, as well as in the Joint Forces during combat operations in repelling and deterring armed aggression, and in international peace and security operations;

- current state of development of forms and methods of warfare;

- indicative forecast indicators of state capabilities to meet NGU needs in human, financial, and material-technical resources (indicators of armaments and military equipment production by enterprises of the national defense-industrial complex, opportunities for defense procurement abroad, production in cooperation, leasing, and other forms of military-technical cooperation).

5.3. Based on the initial data, development planning involves drafting the NGU long-term planning document – the Vision of the National Guard of Ukraine (hereinafter – the Vision). The Vision defines the strategic approach to NGU development, priorities, and stages of capability development necessary in the future to ensure public, state, and military security of the state in the conditions of the current and future security environment [7].

5.4. To implement the long-term planning document (the Vision), a medium-term planning document is developed – the NGU Development Roadmap (hereinafter – the Roadmap). Based on a comprehensive approach to capability development planning, this document outlines a system of ideas and views on solving problematic issues related to limited resource support for medium-term NGU development planning.

5.5. To refine current development priorities and synchronize medium-term development planning processes with the budgetary process, the Commander of the National Guard of Ukraine issues the Directive "On Tasks for the Next Year and Prospective Areas of Activity for the Following Two Years" (hereinafter – the Directive).

The Directive is a short-term development planning document that defines the procedure for fulfilling capability development tasks each calendar year, with a

perspective for the following two years, taking into account available resource support.

5.6. The Vision, the Roadmap, and the Directive form a coherent and comprehensive set of documents covering all levels of planning, guiding the sustainable, continuous, effective, and efficient capability development of the NGU in order to ensure public, state, and military security, as well as participation in international peace and security operations.

6. CONCLUSION

Development processes ensure the acquisition of NGU capabilities in accordance with the established development goals, aims (strategic and operational), priorities, constraints, and resources, by means that mitigate risks associated with the fulfillment of development tasks.

The synergy of personnel efforts, state resource opportunities, and expert-advisory assistance of international partners creates a strong foundation for continuous NGU development on the path to ensuring peace, state and public security, and order both in Ukraine and in Europe and the world.

REFERENCES TO MILITARY PUBLICATIONS

Number	Full title of the publication
MGP NGU 1-00	Military Guidelines Publication of the NGU 1-00 Doctrine of the National Guard of Ukraine, approved by the order of the Commander of the National Guard of Ukraine dated 22 December 2023, No. 1097 (amended on 02 September 2025)
MGP NGU 7-01(07).03	Military Guidelines Publication of the NGU 7-01(07).03 Doctrine on the Development of Military Publications in the National Guard of Ukraine, approved by order of the Commander of the National Guard of Ukraine dated 11 May 2026, No. 555
DP 5-0	Doctrine of Defence Planning in the Armed Forces of Ukraine, approved by the Commander-in Chief of the Armed Forces of Ukraine on 15 December 2025.

Note. In the event that a military publication referred to has been replaced with a new one or amended, the new military publication shall be applied, including all amendments introduced therein.

MAIN TERMS AND DEFINITIONS

In this Doctrine, the key terms are used in the following meaning:

Vision of the National Guard of Ukraine – a long-term planning document that defines the priorities and stages of capability development required to ensure public, state, and military security of the state under current and future security environments;

Directive of the Commander of the National Guard of Ukraine “On Tasks for the Next Year and Prospective Areas of Activity for the Following Two Years” – a short-term development planning document that defines the procedure for implementing capability development tasks in each calendar year with a two-year perspective, taking into account the available resource support;

development planning stage – a defined time interval during which specific sequential actions are carried out with the aim of obtaining the planned development result;

task – a specific and time-limited determination of desired achievements and results to be accomplished for their implementation;

institutional capabilities of the National Guard of Ukraine – the abilities to ensure the execution of planning, organization, management, monitoring, and control functions across all areas of service and combat activity within the framework of force generation and engagement, as well as the implementation of state policy on national security issues;

Catalogue of Capabilities of the National Guard of Ukraine – a list of existing and prospective capabilities of the National Guard of Ukraine, with descriptions of their characteristics and requirements;

Catalogue of Capability Enablers of the National Guard of Ukraine – a list of capability enablers of the National Guard of Ukraine, with descriptions of their characteristics and requirements;

Roadmap for the Development of the National Guard of Ukraine – a system of ideas and views on solving problem issues related to limited resource support for the implementation of mid-term development planning;

development goal – a conscious anticipation of the desired result of development activity, which determines the search for means and ways to achieve it;

operational (combat, special) capabilities of the National Guard of Ukraine – the abilities to perform functions and tasks defined by legislation according to their designation;

List of Typical Tasks of the National Guard of Ukraine – a set of typical tasks that may be performed within the framework of ensuring public, state, and military security of the state;

development planning of the National Guard of Ukraine – a process of managing available resources with the aim of acquiring the capabilities required for effective and efficient response to threats and challenges to public, state, and military security of the state;

capability development planning of the National Guard of Ukraine – a process of determining stages and necessary resources, both material and non-material, as well as ways of achieving the ability of capability enablers under current and future

security environments to perform service and combat (combat) tasks in peacetime, crisis situations, and under legal regimes of states of emergency and martial law, both as part of the Joint Security and Defence Forces and together with international partners and allies;

development of the National Guard of Ukraine – a process of acquiring the capabilities necessary for effective and efficient response to threats and challenges to public, state, and military security of the state;

readiness support capabilities of the National Guard of Ukraine – the abilities to carry out the organization, coordination, and control of activities related to training and education, personnel and mobilization work, work with personnel, psychological support, as well as the provision of social guarantees and rights of servicemen and their family members;

sustainment capabilities of the National Guard of Ukraine – the abilities to carry out the organization, coordination, and control of activities related to comprehensive support of forces, life cycle management of armaments, military (special) equipment, special means, as well as objects of military infrastructure;

development objective – an ideal image of the future desired result of development activity.

Other terms used in this Doctrine are applied in the meanings provided in the Laws of Ukraine “On National Security of Ukraine,” “On Defence of Ukraine,” “On the National Guard of Ukraine,” and in the Order of the Ministry of Defence of Ukraine of 22.12.2020 No. 484 “On Approval of the Procedure for Organization and Implementation of Defence Planning in the Ministry of Defence of Ukraine, the Armed Forces of Ukraine, and Other Components of the Defence Forces,” registered with the Ministry of Justice of Ukraine on 16.02.2021 under No. 196/35818.

LIST OF ACRONYMS AND ABBREVIATIONS

Acronyms and abbreviations	Full expression and notion abbreviated
NGU	National Guard of Ukraine
NATO	North Atlantic Treaty Organization

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