



Membership Action Plan (MAP)

Introduction

Launched in 1999, based on the experience of the first post-Cold War round of enlargement, the Membership Action Plan (MAP) assists countries aspiring to join the Alliance in their preparations for NATO membership. Nine countries - Albania, Bulgaria, Estonia, Latvia, Lithuania, Romania, Slovakia, Slovenia and former Yugoslavia Republic of Macedonia – have participated since its inception. They were joined by Croatia in May 2002. Seven of these countries became members in 2004.

Washington Summit 1999 had particular importance for establishment and development process of Membership Action Plan. Taking into account the decisions made during this summit, it can be assessed as historic step in NATO 50 year history. Namely, NATO member states agreed on a) NATO New Strategic Concept; b) Poland, Czech Republic and Hungary officially finished their integration processes; c) NATO member states expressed their commitment to further enlargement of NATO, adopted MAP (Membership Action Plan); d) within the NATO framework Member states elaborated the major elements of the European Security and Defence Identity; e) Defence Capability Initiative have been launched; f) special emphasis was made on the enhancement of cooperation with partner states and with the Mediterranean countries; g) NATO member states decided to increase joint efforts to fight against Proliferation of Weapons of Mass Destruction (WMD).

The third part of provision is the most important for Georgia, as it includes recommendations for NATO membership aspiring states.

Participation in the Membership Action Plan does not guarantee future membership. It does, however, enable all countries concerned to focus their preparations on the goals and priorities set out in the plan and receive specialist help and assessments from NATO. These cover all aspects of membership, including political, economic, defence, resource, information, security and legal requirements.

To become a member of NATO, aspirants have to demonstrate a functioning democratic political system and market economy; respect for persons belonging to national minorities in accordance with OSCE standards; the resolution of all outstanding disputes with neighbours and commitment to the peaceful settlement of disputes generally; the ability and willingness to make a military contribution to the alliance and achieve interoperability with other members' forces; and the proper functioning of civil-military relations in line with democratic standards.

Georgia now actively participates in Partnership for Peace Program and in activities carried out by the Euro-Atlantic Council. Individual Partnership Action Plan is under effective fulfilment

process. If Georgia manages to successfully implement Individual Partnership Action Plan, it will have precious opportunity to establish closer ties with North Atlantic Alliance and integrate into the viable collective defensive Alliance. The following essay aims at informing and increasing public awareness on the general structure, content and implementation mechanisms of Membership Action Plan.

Membership Action plan

The door to NATO membership under Article 10 of the North Atlantic Treaty remains open. The Membership Action Plan (MAP), building on the Intensified, Individual Dialogue on membership questions, is designed to reinforce that firm commitment to further enlargement by putting into place a programme of activities to assist aspiring countries in their preparations for possible future membership. It must be understood that decisions made by aspirants based on advice received will remain national decisions undertaken and implemented at the sole responsibility of the country concerned.

The programme offers aspirants a list of activities from which they may select those they consider of most value to help them in their preparations. Active participation in PfP and EAPC mechanisms remains essential for aspiring countries who wish to further deepen their political and military involvement in the work of the Alliance.

Any decision to invite an aspirant to begin accession talks with the Alliance will be made on a case-by-case basis by Allies in accordance with paragraph 8 of the Madrid Summit Declaration, and the Washington Summit Declaration. Participation in the Membership Action Plan, which would be based on self-differentiation, does not imply any timeframe for any such decision nor any guarantee of eventual membership. The programme cannot be considered as a list of criteria for membership.

Implementation

The Membership Action Plan, which is a practical manifestation of the Open Door, is divided into five chapters. These chapters are:

- I. Political and Economic issues**
- II. Defence/Military issues**
- III. Resource issues**
- IV. Security issues**
- V. Legal issues**

Within each, the MAP identifies issues that might be discussed (non-exhaustive) and highlights mechanisms through which preparation for possible eventual membership can best be carried forward.

The list of issues identified for discussion does not constitute criteria for membership and is intended to encompass those issues, which the aspiring countries themselves have identified as matters which they wish to address.

Each aspiring country will be requested to draw up an annual national programme on preparations for possible future membership, setting objectives and targets for its preparations and

containing specific information on steps being taken, the responsible authorities and, where appropriate, a schedule of work on specific aspects of those preparations. It would be open to aspirants to update the programme when they chose. The programme would form a basis for the Alliance to keep track of aspirants' progress and to provide feedback.

Meetings will take place in a 19+1 format in the Council and other bodies and in NATO IS/NMA Team formats as appropriate. Feedback and advice to aspirants on MAP issues will be provided through mechanisms based on those currently in use for Partners, 19+1 meetings and NATO Team workshops. These workshops will be held, when justified, to discuss particular issues drawn from the MAP.

The NATO Team will normally be headed by the appropriate Assistant Secretary General, Assistant Director of the International Military Staff, Head of Office or his representative. The NATO Team will liaise closely with the appropriate NATO bodies regarding advice to aspirants. Relevant procedures will be refined over time as experience is gained. Aspirants should make requests in writing for workshops to ASG/PA. He will be responsible for the implementation of the Membership Action Plan and the scheduling of meetings under the overall direction and coordination of the SPC(R).

Each year the Alliance will draw up for individual aspirants a report providing feedback focused on progress made in the areas covered in their annual national programmes. This document would form the basis of discussion at a meeting of the North Atlantic Council with the aspirant country. The report would help identify areas for further action, but it would remain at the aspirant's discretion to commit itself to taking further action.

I. Political and Economic Issues

Aspirants would be offered the opportunity to discuss and substantiate their willingness and ability to assume the obligations and commitments under the Washington Treaty and the relevant provisions of the Study on NATO Enlargement. Future members must conform to basic principles embodied in the Washington Treaty such as democracy, individual liberty and other relevant provisions set out in its Preamble.

Aspirants would also be expected:

- a. to settle their international disputes by peaceful means;
- b. to demonstrate commitment to the rule of law and human rights;
- c. to settle ethnic disputes or external territorial disputes including irredentist claims or internal jurisdictional disputes by peaceful means in accordance with OSCE principles and to pursue good neighbourly relations;
- d. to establish appropriate democratic and civilian control of their armed forces;
- e. to refrain from the threat or use of force in any manner inconsistent with the purposes of the UN;
- f. to contribute to the development of peaceful and friendly international relations by strengthening their free institutions and by promoting stability and well-being;

- g. to continue fully to support and be engaged in the Euro-Atlantic Partnership Council and the Partnership for Peace;
- h. To show a commitment to promoting stability and well-being by economic liberty, social justice and environmental responsibility.

Moreover, aspirants would be expected upon accession:

- i. to unite their efforts for collective defence and for the preservation of peace and security;
- j. to maintain the effectiveness of the Alliance through the sharing of responsibilities, costs and benefits;
- k. to commit themselves to good faith efforts to build consensus on all issues;
- l. to undertake to participate fully in the Alliance consultation and decision-making process on political and security issues of concern to the Alliance;
- m. To commit themselves to the continued openness of the Alliance in accordance with the Washington Treaty and the Madrid and Washington Summit Declarations.

Implementation

Aspirants will be expected to describe how their policies and practice are evolving to reflect the considerations set out above (in paragraphs 1-2 above), and to provide their views on, and substantiate their willingness and ability to comply with other parts of the NATO "acquis", including the NATO Strategic Concept, the development of the European Security and Defence Identity within the Alliance, the NATO-Russia Founding Act and the NATO-Ukraine Charter.

Aspirants would be expected to provide information on an annual basis on the state of their economy, including main macro-economic and budgetary data as well as pertinent economic policy developments.

Aspirants would be asked to provide a written contribution to the NATO Team, which would then be passed directly on to the Allies for their comments. After appropriate consultation in the Alliance, the NATO Team would then convene a meeting to discuss the contribution provided and relevant political issues. Such meetings would be held yearly; additional meetings could be convened upon mutual agreement.

An annual Senior Political Committee (Reinforced) meeting will be held to provide direct feedback from Allies to individual aspirants.

II. Defence/Military Issues

The ability of aspiring countries to contribute militarily to collective defence and to the Alliance's new missions and their willingness to commit to gradual improvements in their military capabilities will be factors to be considered in determining their suitability for NATO membership. Full participation in operational PfP is an essential component, as it will further deepen aspirants' political and military ties with the Alliance, helping them prepare for participation in the full range

of new missions. New members of the Alliance must be prepared to share the roles, risks, responsibilities, benefits and burdens of common security and collective defence. They should be expected to subscribe to Alliance strategy as set out in the Strategic Concept and as laid out in other Ministerial statements.

Aspirants would be expected upon accession:

- a. to accept the approach to security outlined in the Strategic Concept;
- b. to provide forces and capabilities for collective defence and other Alliance missions;
- c. to participate, as appropriate, in the military structure;
- d. to participate, as appropriate, in the Alliance's collective defence planning;
- e. to participate, as appropriate, in NATO agencies;
- f. to continue fully to support PfP and the development of cooperative relations with non-NATO Partners;
- g. To pursue standardization and/or interoperability.

Implementation

The following measures are designed to help aspirants develop the capabilities of their armed forces, including by enhancing interoperability, to be able to contribute to the effectiveness of the Alliance and thus demonstrate their suitability for future membership. The measures build where possible on extant initiatives.

- h. Aspirants will be able in accordance with existing PfP procedures to request tailored Individual Partnership Programmes to better focus their participation in PfP directly on the essential membership related issues. Within each IPP, certain generic areas would be marked as being essential for aspirants, and aspirants would be invited to give due priority to those areas of cooperation.
- i. Annual Clearinghouse meetings for aspirants in a 19+1 format would be developed to help coordinate bilateral and multilateral assistance and maximise their mutual effectiveness to better assist them in their preparations for membership.
- j. Within the general framework of the expanded and adapted PARP and in accordance with PARP procedures, planning targets specifically covering areas most directly relevant for nations preparing their force structures and capabilities for possible future Alliance membership will be elaborated with aspirants. Aspirants will undergo a review process on their progress in meeting these planning targets.
- k. These planning targets will be established based on consultations between each aspiring country and NATO and may be applied to any component of their force structures, rather than solely to their PfP-declared forces.

- l. PARP Ministerial Guidance will include approaches and specific measures, which aspirants might adopt, in the context of the MAP, to prepare their forces for possible future NATO membership.
- m. The PARP Survey will be used for aspirants to seek more information and data in a number of areas, for example, general defence policy, resources, and present and planned outlays for defence.
- n. As a sign of transparency, and in accordance with PARP procedures: aspirants will be encouraged to circulate individual PARP documents to other aspirants in addition to circulating them to NATO Allies; and aspirants will be encouraged to invite, in particular, other aspiring countries to participate in the review process on planning targets.
- o. Aspirants will be invited to observe and participate in selected, clearly defined phases of NATO-only exercises when Council decides to open these in accordance with current procedures. Priority consideration will be given to ensuring exercise effectiveness.
- p. Any future NATO facilities established for the assessment of Partner forces for NATO-led peace support operations and of Partner performance in NATO/PfP exercises and operations will be used to assess the degree of interoperability and the range of capabilities of aspirants' forces. If these assessment facilities are extended to encompass forces beyond those for peace support operations, they will be used to assist aspirants.
- q. Appropriate use may be made of simulation technology for training forces and procedures.

III. Resource Issues

New Alliance members would be expected to commit sufficient budget resources to allow themselves to meet the commitments entailed by possible membership. National programmes of aspirants must put in place the necessary structures to plan and implement defence budgets that meet established defence priorities and make provision for training schemes to familiarise staff with NATO practices and procedures in order to prepare for possible future participation in Alliance structures.

Aspirants would be expected upon accession:

- a. to allocate sufficient budget resources for the implementation of Alliance commitments;
- b. to have the national structures in place to deal with those budget resources;
- c. to participate in the Alliance's common-funded activities at agreed cost shares;
- d. to participate in Alliance structures (permanent representation at the NATO HQ; military representation in the NATO command structure; participation, as appropriate, in NATO Agencies).

Implementation

Through existing mechanisms, including those within PfP, possible internships and training sessions, and NATO Team workshops, aspirants upon request will be:

- e. provided advice on their development of national structures, procedures and mechanisms to deal with the above issues and to ensure the most efficient use of their defence spending;
- f. assisted in training the staff needed to man those structures and work in and with NATO.

IV. Security Issues

Aspirants would be expected upon accession to have in place sufficient safeguards and procedures to ensure the security of the most sensitive information as laid down in NATO security policy.

Implementation

Appropriate courses may be made available, on request, to aspiring countries on Personnel, Physical, Document, Industrial Security and INFOSEC. Individual programmes for aspirants may be developed as warranted. The NATO Security and Special Committees may wish to meet with aspirants, whenever they judge it necessary or useful.

V. Legal issues

In order to be able to undertake the commitments of membership, aspirants should examine and become acquainted with the appropriate legal arrangements and agreements which govern cooperation within NATO. This should enable aspirants to scrutinize domestic law for compatibility with those NATO rules and regulations. In addition, aspirants should be properly informed about the formal legal process leading to membership.

- a. New members, upon completion of the relevant procedures, will accede to:

The North Atlantic Treaty (Washington, 4th April 1949)

- b. Upon invitation, new members should accede to:
 - i. The Agreement between the Parties to the North Atlantic Treaty regarding the status of their forces (London SOFA) (London, 19th June 1951)
 - ii. The Protocol on the status of International Military Headquarters set up pursuant to the North Atlantic Treaty (Paris Protocol) (Paris, 28th August 1952)
- c. It is expected that new members accede to the following status agreements:
 - i. The Agreement on the status of the North Atlantic Treaty Organization, National Representatives and International Staff (Ottawa Agreement) (Ottawa, 20th September 1951)

- ii. The Agreement on the status of Missions and Representatives of third States to the North Atlantic Treaty Organization (Brussels Agreement) (Brussels, 14th September 1994)
- d. It is expected that new members accede to the following technical agreements:
 - i. The Agreement between the Parties to the North Atlantic Treaty for the Security of Information (Brussels, 6th March 1997)
 - ii. The Agreement for the mutual safeguarding of secrecy of inventions relation to defence and for which applications for patents have been made (Paris, 21st September 1960)
 - iii. The NATO Agreement on the communication of technical information for defence purposes (Brussels, 19th October 1970)
- e. For possible eventual access to ATOMAL information, new members would be expected to accede to:
 - i. the "Agreement for Cooperation Regarding Atomic Information" (C-M(64)39 - Basic Agreement);
 - ii. the "Administrative Arrangements to Implement the Agreement" (C-M(68)41, 5th Revise);
- f. Domestic legislation of aspirants should, as much as possible, be compatible with the other arrangements and implementation practices which govern NATO-wide cooperation.

Implementation

NATO Team workshops will provide for briefings on legal issues and discussions on the steps that would have to be taken. Aspirants could provide information on existing legal arrangements and the steps that would have to be taken to accede to the agreements, including whether or not there are any constitutional/legal barriers to doing so.

Aspirants might also provide information on whether and how domestic legislation might impede immediate and full integration into Alliance activities. Exchange of information and experience on this issue could take place with all aspirants as appropriate.

Conclusion

After the end of the Cold War and dissolution of the Warsaw Pact Organization European states have unique opportunity to establish and develop Europe's Unified Security Architecture. In this context, the enlargement of NATO is thought to be the most important step towards achieving more broad and long-standing goal, which implies the strengthening security and stability in the Euro-Atlantic Area. After the incorporation of the Eastern European states in the NATO security system, the issue of integration of South East European States within the NATO Security framework holds leading place in the oncoming security issues. Changes that are underway in the international security system will have significant impact on Georgia's successful integration process in the North Atlantic Community. Effective and rapid implementation of reforms in various spheres is up to National Governments. Enlarged NATO will remain effective collective defensive community; its main function will be to ensure the security of member states within the Euro-Atlantic Area.

Appendix

#1 North Atlantic Treaty, Article 5

The Parties agree that an armed attack against one or more of them in Europe or North America shall be considered an attack against them all and consequently they agree that, if such an armed attack occurs, each of them, in exercise of the right of individual or collective self-defense recognised by Article 51 of the Charter of the United Nations, will assist the Party or Parties so attacked by taking forthwith, individually and in concert with the other Parties, such action as it deems necessary, including the use of armed force, to restore and maintain the security of the North Atlantic area.

#2 Madrid Declaration on Euro-Atlantic Security and Cooperation

Issued by the Heads of State and Government

We, the Heads of State and Government of the member countries of the North Atlantic Alliance, have come together in Madrid to give shape to the new NATO as we move towards the 21st century. Substantial progress has been achieved in the internal adaptation of the Alliance. As a significant step in the evolutionary process of opening the Alliance, we have invited three countries to begin accession talks. We have substantially strengthened our relationship with Partners through the new Euro-Atlantic Partnership Council and enhancement of the Partnership for Peace. The signature on 27th May of the NATO-Russia Founding Act and the Charter we will sign tomorrow with Ukraine bear witness to our commitment to an undivided Europe. We are also enhancing our Mediterranean dialogue. Our aim is to reinforce peace and stability in the Euro-Atlantic area.

A new Europe is emerging, a Europe of greater integration and cooperation. An inclusive European security architecture is evolving to which we are contributing, along with other European organizations. Our Alliance will continue to be a driving force in this process.

We are moving towards the realization of our vision of a just and lasting order of peace for Europe as a whole, based on human rights, freedom and democracy. In looking forward to the 50th anniversary of the North Atlantic Treaty, we reaffirm our commitment to a strong, dynamic partnership between the European and North American Allies, which has been, and will continue to be, the bedrock of the Alliance and of a free and prosperous Europe. The vitality of the transatlantic link will benefit from the development of a true, balanced partnership in which Europe is taking on greater responsibility. In this spirit, we are building a European Security and Defense Identity within NATO. The Alliance and the European Union share common strategic interests. We welcome the agreements reached at the European Council in Amsterdam. NATO will remain the essential forum for consultation among its members and the venue for agreement on policies bearing on the security and defense commitments of Allies under the Washington Treaty.

While maintaining our core function of collective defense, we have adapted our political and military structures to improve our ability to meet the new challenges of regional crisis and conflict management. NATO's continued contribution to peace in Bosnia and Herzegovina, and the unprecedented scale of cooperation with other countries and international organizations there, reflects

the cooperative approach which is key to building our common security. A new NATO is developing: a new NATO for a new and undivided Europe.

The security of NATO's members is inseparably linked to that of the whole of Europe. Improving the security and stability environment for nations in the Euro-Atlantic area where peace is fragile and instability currently prevails remains a major Alliance interest. The consolidation of democratic and free societies on the entire continent, in accordance with OSCE principles, is therefore of direct and material concern to the Alliance. NATO's policy is to build effective cooperation through its outreach activities, including the Euro-Atlantic Partnership Council, with free nations which share the values of the Alliance, including members of the European Union as well as candidates for EU membership.

At our last meeting in Brussels, we said that we would expect and would welcome the accession of new members, as part of an evolutionary process, taking into account political and security developments in the whole of Europe. Twelve European countries have so far requested to join the Alliance. We welcome the aspirations and efforts of these nations. The time has come to start a new phase of this process. The Study on NATO Enlargement - which stated, inter alia, that NATO's military effectiveness should be sustained as the Alliance enlarges - the results of the intensified dialogue with interested Partners, and the analyses of relevant factors associated with the admission of new members have provided a basis on which to assess the current state of preparations of the twelve countries aspiring to Alliance membership.

The essay was prepared by the Foreign Affairs Committee Interns:

Alexander (Aleko) Jishkariani

George Astamadze