Government of the Republic of Montenegro

“Strategy of National Security of Montenegro”

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I N T R O D U C T I O N

The Strategy of National Security of Montenegro (Hereinafter referred to as: the Strategy) is the document that defines the development and functioning of the system of national security of Montenegro and it is an expression of its commitment to be a part of the regional and global security systems.

The Strategy addresses the national interests, security objectives, security risks and challenges, possible reactions of the state of Montenegro to these risks and challenges as well as the structure of the national security system; it also focuses on the capacities of the state of Montenegro and its continuous efforts to adjust to global changes and to contribute to security and stability in South East Europe.

The Strategy confirms Montenegro's commitment to undertake all necessary actions so as to meet the conditions for its integration into the Euro-Atlantic and other international security structures. In that context, the strategic goal of Montenegro is to become a full NATO and EU member as soon as it is possible. Having that goal in mind, Montenegro seeks to join the NATO's Partnership for Peace Program.

The Strategy addresses the security system that Montenegro aims to establish by using the elements of the current security system and by developing some new ones. Having this approach in mind, the Strategy creates political-legal basis for thorough reform of the national security sector, as well as for legislative adaptation and further development of the national security system.

The Strategy represents the basic document that defines the concept of security of the state of Montenegro. All other documents that address security issues (such as the Security Policy, the Defense Strategy, Military doctrine, the Strategy for Homeland Security) and other security-related documents derive from it and have to comply with this Strategy.

The Strategy is a document that will serve as the basis for reforming the sectors of security and defense in Montenegro and that can be changed and adjusted to the extent of innovation and improvement of the security system. This Strategy gives grounds for a close cooperation in security-defense matters with all countries that so wish, provided there is a common interest in that.

The Strategy is a public document.

1. DEFINITION AND THE STRATEGIC GOAL

1.1 Definition

The terms «security» and «national security» refer to the state of affairs whereby people in Montenegro live in peace and stability, without any visible or projected challenges, risks and threats against their welfare, the stability of their political, economic, technological or ecological systems and without any visible threats against political existence and territorial integrity of the state of Montenegro. National security, defined this way, is achieved through development, implementation, and coordination of all the necessary instruments of national power (political, diplomatic, economic, military, legislative, informational etc.), organized and functioning within one comprehensive integrated system.

National security comprises political, economic, military, informational and ecological stability.

1.2 Goal

The strategic goal of the State is to build a stable, functional and reliable security system that will enable prevention, management and peaceful resolution of all possible crises and disputes, regardless of their range and character, and in compliance with international democratic standards and rules.

The achievement of the above mentioned goal will render a positive environment for efficient protection and defense of the vital state and social values and interests defined by the Constitution of the Republic of Montenegro.

2. SECURITY INTERESTS AND OBJECTIVES OF MONTENEGRO

Security policy of Montenegro is focused on the preservation of its national and state interests and on seeking to fully meet its security objectives, based on the principles of a developed democracy, rule of law and its orientation towards Euro-Atlantic integrations with full respect of international law and the internationally accepted principles of peaceful resolution of disputes and with respect of the environment.

The national security interests and objectives of Montenegro include*:*

<u>Political</u>

- **Preserving** a multi-party, multiethnic, multi-cultural and multi-confessional democratic system of government with full respect of democratic values;
- **Further strengthening** democratic institutions and increasing openness and transparency in the public sector
- **Safeguarding** and further strengthening of the rule of law;
- **Protection** of human and minority rights;
- **Safeguarding** the constitutional order of the state;
- **Safeguarding** peace and security in Europe, in its immediate, strategically relevant region and in Europe;
- **Making efforts** to create and strengthen adequate mechanisms of security at the regional and local levels, with all organizations and states interested in achieving stability and security;
- **Supporting** multilateral approach in resolving security issues;
- **Commitment** to generating and strengthening trust at sub-regional, regional and global level with the aim to diminishing threats of all kinds and to preventing violent resolution of disputes;
- **Commitment** to the cooperative security system and respect of all relevant documents in building inter-governmental relations based on the principles of equality, mutual interest and non-interference in internal matters;
- **Contributing** to stability and peace beyond Montenegro's borders by demonstrating its international solidarity, by participating actively in the process of non-proliferation of weapons, de-mining processes and in humanitarian and peace-keeping operations, and by allowing the possibility of use of Montenegro's territory, air and sea to support relevant missions undertaken by the UN, EU, OSCE or NATO.

Economic

- **Protection** of property and economic welfare of all citizens of Montenegro;
- **Protection** of economic resources of Montenegro;
- **Ensuring** flow of resources catering for the needs of Montenegrin population.

Defense

- **Defending** the sovereignty, unity and territorial integrity of the state of Montenegro;
- **Defending** the state of Montenegro from all forms of conventional, unconventional and asymmetric threats, particularly from the threat of terrorism;
- **Determination** to fully contribute to the global fight against terrorism and organized crime.

Legal

- **Ensuring** fairness and adequacy of the legal system of the state; safeguarding the human and civil rights;
- **Ensuring** that constitutional and legislative provisions are non-discriminatory and fully supportive of minority rights;
- **Ensuring** that the executive, legislative and judicial authorities of the state are properly separated, impartial, independent and balanced.

Technological

- **Ensuring** that the state keeps abreast with the latest technological developments and that it utilizes new technologies so as to modernize equipment and improve efficiency;
- **Encouraging** research and development in the field of new technologies in accordance with the capacity of the state budget.

Environmental

- **Ensuring** effective protection of the environment;
- **Adhering** to international conventions for environmental protection;
- **Adopting** appropriate international standards for environmental protection.

3. CHALLENGES, RISKS AND THREATS AGAINST SECURITY AND REACTION OF THE STATE

3.1 Montenegrin security context

The range of challenges, risks, and threats is rather wide. It is characterized by rapid change, complexity and reduced significance of geographic distance. Whereas in the past, the threat against territorial integrity and sovereignty was prevailing, today it is primarily the threat against the functioning of society and the concept of the state as a protective institution. Since the majority of risks are transnational by nature, they can no longer be addressed independently.

Manifold and flexible multilateral security structures enable Montenegro to safeguard its interests more efficiently than it could do by relying solely on its own capacities and resources. The relative loss of freedom of action, arising from membership in multilateral security structures, is compensated by the security benefits.

3.2 Classification of challenges, risks and threats against national security

Conventional military threats: the number of these threats has substantially decreased, the warning time for large-scale operations with conventional weapons has increased and the direct military impact of potential conventional operations is limited to relatively small regions. However, a geographical escalation involving Montenegro directly can never be ruled out entirely. Potential risks of crises in the region are not altogether eliminated neither.

Global terrorism and violent extremism: this category of security challenges currently constitutes one of the most important global, regional, and national threats due to its transnational character and links to organized crime.

All forms of organized crime – illegal trafficking in narcotics, arms, chemical, biological and nuclear-radiological agents, human beings, contraband and proliferation of weapons of mass destruction can develop into the most serious threats against the society, the state and the economy.

Corruption in all its forms, *abuse of power*, *weak institutions* and *lack of accountability* can corrode the state from within and contribute to destabilization and regional insecurity.

South-East European countries are also confronted with *economic, social, and political difficulties* accompanying the process of transition to societies based on the principles of democracy and market economy. These difficulties could also generate risks and threats against the security of these countries.

Natural, ecological, technical and technological disasters, *man-made accidents*, and *epidemics* of human or contagious animal diseases may generate challenges, risks and threats against national security.

The security of democratic institutions may be jeopardized by the *activities of individuals or groups* that violate the laws of Montenegro.

3.3 Normal, special and extraordinary situation

Depending on the level of threat against national security, the security situation in Montenegro can be either *normal, special* or *extraordinary.*

Normal situation is the situation under which there are no significant realistic threats against the national security of the state and the state structures can operate uninhibited and perform their regular activities.

Special situation refers to a situation under which the level of threat against national security is higher than the acceptable levels relevant for

the normal situation. The security situation is characterized as *special* if the activities in individual sectors of the state structures are affected, and normal administrative procedures are no longer sufficient for ensuring normal operation of these sectors.

Extraordinary situation refers to a situation under which the level of threat against the national security is realistically assessed as particularly high and when the special measures are needed for protecting the security of the state. In an *extraordinary* situation the normal operation of the state structures is seriously and completely affected.
The determination of the level of threat for each of these situations, relevant indicators, measures to be implemented in each case and other relevant details are regulated by the law.

3.4 Reaction of the State

Montenegro pursues the objectives of its security policy by implementing a strategy of *national* and *international cooperation*.

In the interior aspect, comprehensive and flexible security cooperation consists of the assignment of specific missions and corresponding resources to the various bodies contributing to security at different levels, and of mutually coordinated cooperation in their deployment. Comprehensive cooperation requires the employment and cooperation of various authorities at different levels (state, municipal and other). Flexible cooperation enables the most appropriate combination of measures and resources to be employed, based on the real needs.

International security cooperation, should consist of preferably preventive and, if necessary, reactive involvement, too. Through coordinated multinational cooperation, Montenegro will contribute to crisis management, the stabilization of region by elimination of tensions and general mutual reinforcement of security measures. Montenegro will also be focused on strengthening its relations with other countries and international organizations for the purpose of safeguarding its own security and establishing the network of the appropriate agreements for collective security and defense.

Cooperation at both interior and international level presumes continuous and intensive activities on modernization and operability of Montenegrin resources.

Montenegro will undertake all necessary measures to reduce the risks and to protect the state, its institutions and the population against these threats by establishing an efficient system of security and by building

trust and partnerships with other countries and international organizations.

Montenegro is ready to respond to the threats against national and international security, by undertaking the following three missions:

- *Prevention and management of vital threats*. All instruments of security policy contribute to the prevention and management of vital threats. That means in particular: helping to relieve natural and man-made disasters in Montenegro and abroad; protecting people, critical national infrastructure and vital facilities; and combating organized crime and terrorism.

- *Crisis management for the purpose of promoting peace*. Montenegro benefits directly from a stable strategic development and therefore it has every reason to contribute to crisis management and promotion of peace. The criteria for its commitment to those goals include the national interests, basis in the international law and the orientation of such activities towards democracy, human rights, and humanitarian values.

- *Defense*. Montenegro maintains its capability to protect and defend its sovereignty, borders, territory, air and sea space, and its population against the threat and use of force of strategic magnitude. Protection and defense capability means: maintenance of a credible defense capability; an efficient and flexible system of homeland security; high standards of equipment and training; a degree of readiness that can be adapted to various developments; and interoperable Security forces capable of cooperation with other states for the purpose of defending its own territory.

In realization of the stipulated missions, Montenegro :

- *gives absolute priority to political and diplomatic measures*, in conformity with the best international practice, standards and documents;

- *is committed to the principles of peaceful dispute resolution,* with the least possible use of force within and outside its borders, and to non-intervention;

- *will participate in the anti-terrorist coalitions*, thereby preserving the rule of law, international law and international humanitarian law;

- *has capacity to undertake effective preventive actions and to efficiently respond to all challenges, risks and threats against security* and it will depend on building and optimal functioning of its national security system, and

- *will deploy its security forces as a final option*, selectively and proportionately to the scope and intensity of the threats with full respect to international conventions and multilateral agreements.

Truthful, rapid, and easily understood information for the public is of the utmost importance in all security situations. The importance of information and communications as a means of peace promotion is increasing. The information technology and communications infrastructure are exposed to many threats and risks at all times, not just during the crises. The state's supreme objective regarding the security of the communication infrastructure is to maintain the ability of Montenegro to decide, act and create conditions for ensuring the functioning of its "information society".

Security and protection of borders is of utmost importance for the security of Montenegro and the region. Montenegro provides external and interior security by establishing the system of integrated border management in compliance with the international standards and in cooperation with the neighboring countries. The integrated border management system shall in particular contribute to combating terrorism and organized crime.

4. SYSTEM OF NATIONAL SECURITY

The system of national security is subject to democratic and civil supervision.

Defense and security are the responsibility of the society as a whole.

The system of national security represents functional unity of all elements of the state for the purpose of ensuring protection of national interests and values of Montenegro.

Montenegro assigns particular importance to the role of civil society, strengthening civilians' training, civil-military and police cooperation in security matters and development of the civil sector and institutions of the national security system.

Integrated functioning of the system provides:

- **Self-sustainable stability**, based on the principles of democracy and the rule of law;
- **Ability** of the state to prevent challenges, risks and threats to security and to respond adequately to them;
- **Positive** political influence to security environment, and
- **Quality analysis** and **assessment** of the security in Montenegro and its strategic environment.

The integrated system of national security provides for the distribution of resources and infrastructure to all subjects of the security policy on economically and strategically justified basis.

4.1. Principles

The basic principles underpinning the national security system are:

- **Unity**, that provides building and functioning of the system as a compact structure;
- **Efficiency**, representing the ability of identifying security problems and undertaking appropriate measures for their resolution;
- **Modernity,** implying constant upgrading and developing of the system of the national security
- **Comprehensiveness**, achieved through joint activities of all security elements and through employing all available measures and procedures;
- **Professionalism**, implying skilled and competent personnel needed to perform tasks within the security system;
- **Flexibility**, representing the capability of the system's timely adaptation to security changes;
- **Transparency**, implying openness in performing tasks and activities being undertaken in the security system;
- **Cooperation,** requiring cooperation of all elements of the national security system with other security systems;
- **Interoperability,** representing compatibility of the national security system with modern international standards in the field of security.

4.2. Elements of the national security system and its management

The elements of the national security system include state authorities and institutions involved in planning, organizing, harmonizing and implementing measures and activities within the security system.

Elements of the national security are:

- President of the Republic of Montenegro,
- Parliament of the Republic of Montenegro,
- Government of the Republic of Montenegro[1],
- National Security Council,
- Ministry of Justice,
- Ministry of Foreign Affairs,
- Ministry of Defense,
- Ministry of the Interior,
- National Security Agency,
- Judiciary and the State prosecutor,
- Customs,
- Security forces and
- Homeland security.

Management of the national security system is regulated by law.

President of the Republic of Montenegro chairs the meetings of the National Security Council, acts as the commander in chief of the Army and decides about its deployment in accordance with law.

Parliament of the Republic of Montenegro, through its relevant organs and bodies, exercises democratic and civil oversight over the national security system.
The Parliament of the Republic of Montenegro is responsible for ensuring legal preconditions for functioning of the national security system.

Government of the Republic of Montenegro regulates and implements the policy on national security by:

- giving guidelines and performing supervision over the national security system;
- providing material and financial resources for the needs of the national security system;
- looking after the enforcement of international treaties and agreements in the field of national security and compatibility of national laws with international documents, and
- adopting and implementing the National Security Strategy.

National Security Council considers strategic issues in the area of functioning and development of the national security and defense

[1] This document lists only the ministries that have primary importance and it does not exclude nor diminish the importance of other ministries.

system. The composition and competences of the Council are defined by the special law regulating the security and the defense sector.

Ministry of Justice addresses the issues relevant for the organization and work of the courts and the State Prosecutor, misdemeanor courts, penal institutions, criminal legislation; court proceedings and misdemeanor proceedings.

Ministry of Foreign Affairs coordinates, promotes and implements the defined security policy at the international level, especially in relation to the international security organizations.

Ministry of Defense formulates and implements the defined defense policy, plans system of defense, designs and harmonizes defense plans, conducts international cooperation in the field of defense, conducts tasks of managing, equipping, armament, developing and deploying the Army, performs other tasks within its competency in accordance with the law regulating the security and defense sector.
The Minister of Defense is a civilian.

Ministry of the Interior proposes and implements defined policy in the field of protection of the State security; protection of life, security of persons and property; risk management, protection, rescuing and relief in the extraordinary situations (earthquakes, fires and other natural and technical-technological catastrophes), and conducts international police cooperation.

The National Security Agency, by applying special methods and means stipulated by law, collects data and information relating to potential threats, plans or intentions of organizations, groups or individuals that are directed against the territorial integrity, security and constitutional order of the state of Montenegro and warns against potential security challenges, risks and threats.

Judiciary, independent and impartial system, renders decisions in the court proceedings on the basis of the Constitution and law.

The State prosecutor conducts criminal prosecution and uses legal measures in order to protect the Constitution and laws and represents the Republic in the property disputes.

The Customs Authority is responsible for issues related to: customs control; custom taxation of goods; control of goods whose import/export is separately regulated; foreign currency control in international travel and cross-border traffic with foreign countries; prevention and detection of criminal acts and economic offences in customs procedures;

prevention and detection of foreign currency related offences in the international travel and cross-border traffic with foreign countries; processing and monitoring of the statistic data on exports and imports and other activities pertaining to its competences.

Security Forces represent the united armed forces in the national security system (at state level). The organization, composition and deployment of the Security Forces are defined by a law regulating the security and defense sector.

The Army, the Police and the Coast Guard are parts of the security forces.

The Army represents the armed part of the Security Forces, whose task is to defend Montenegro, in accordance with the Constitution and the international law principles regulating the use of force. The Army deployment is defined by law.

The Police ensures general, personal and property security and protection of citizens and inhabitants. It is active in prevention and suppression of crime, especially all forms of organized crime, protection of human rights, supervision and control of the state border, securing public peace and order, security of traffic, security of citizens and other persons under the jurisdiction of the state of Montenegro.

The Coast Guard and the Army is an integral part of the security system in a sense of preventing and responding to challenges, risks and threats to security on and from the sea.

Homeland Security is responsible for protection of the critical national infrastructure and civil protection. The components of Homeland Security are compatible with the integrated national security system. Homeland security operates at the level of local governance, whilst it is defined and coordinated at the state level.

4.3. Resources

The adequate employment of resources of the national security system has a considerable effect on the efficient functioning of the system of national security and it can help in dealing successfully with all security challenges, risks and threats.

The basic resources of the national security system are human and material resources.

Human resources represent the basis for the establishment of the system of national security. The number and availability of the human resources are determined by demographic and other factors.

Material resources consist of natural, economic, financial, information and other potentials of the state of Montenegro engaged for security and defense purposes.

Budgetary resources for the needs of security and defense are planned and utilized in a transparent manner, compatible with the standards and criteria of the UN, EU and with the NATO recommendations and matching Montenegro's financial capacity.

Law regulates human and material resource engagement and monitoring of their deployment within the national security system.

5. SECURITY FORCES

The Security Forces are subject to the democratic, parliamentarian and civilian supervision.

The tasks of the Security Forces are divided on external and internal.

Internal tasks are:

- *Defense of vital national and state interests* of Montenegro and its citizens;
- *Preventive intervention* in case of armed threat to the national security and forming of the quick-reaction forces in cases of high intensity threats to national security;
- *Subsidiary support* to regular police forces, border police and customs, in cases defined by law, in cases of serious violations of public order and peace and border regime;
- *Training* of staff and organizational units so that they can carry out their missions and tasks;
- *Providing support* to state institutions and authorities in cases of environmental, natural or man-made disasters of greater scale, as well as in cases of human or animal epidemics, where human life, environment and material goods are under considerable threat and
- *Participation* in the activities of the state protocol.

External tasks are:

- *Providing support* to the state institutions in crisis management, peace building and peace preserving in the region and in the world;
- *Participating* in peacekeeping operations mandated by the UN, EU, OSCE and NATO; and

- *Participating* in the international army-police cooperation*;*

The Government of Montenegro ensures conditions for achieving necessary, reliable and high-quality level of operational and combat capabilities of the Security Forces.

6. HOMELAND SECURITY[2]

Homeland security represents a subsystem of national security designated for integrated command, protection, rescue and help, primarily in the case of natural disasters and extraordinary situations.

Homeland security mandate includes the protection and rescue of people and their environment in cases of catastrophes and special and extraordinary situations.

The main tasks of Homeland security include:

- *preparing and strengthening* vital infrastructure for protection and defense;
- *securing* the instruments of public surveillance, warning and alert;
- *coordinating* deployment and utilization of human and material resources;
- *organizing cooperation and providing assistance* in the mobilized resources management;
- *assistance* in preventing, limiting and managing damage;
- *organizing assistance and taking care* of people seeking shelter;
- *planning, organizing and implementing* the protection of historical and cultural assets, and
- *providing other services* in public interest in the area of defense and protection.

The integrated leadership in the interior security system provides for coordination and cooperation of different organizations and institutions performing joint and combined civilian, police and military duties for the state and local authorities in normal, special and extraordinary situations.

Homeland security is regulated by law.

[2] This term refers to the new and comprehensive concept “homeland security” that has been in use in the national security systems in the past few years.

CLOSING PROVISIONS

The Strategy of National Security takes into account the realistic security situation and constitutes a framework for the development and integrated functioning of the national security system.

The Strategy represents the basis for the Montenegrin security system reform, for defining security policy and the development of the doctrinal, procedural and other documents in the area of functioning and development of the security and defense systems.

Being a flexible document, the Strategy is prone to changes depending on the state's security context, its interests, economic capacities and changes of other determinants.

The Government of the Republic of Montenegro shall adopt the agenda on the national security system development and reform within a year.

The Government of the Republic of Montenegro adopts the Strategy for National Security of Montenegro.