DRAFT

DEFENCE STRATEGY

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

The Strategy of Montenegro (hereinafter: the Strategy) is a document that provides answers to the most important issues in the area of functioning and development of defence system. This Document derives from the Constitution of Montenegro, National Security Strategy, PfP Presentation Document of Montenegro and its strategic commitment for European and Euro-Atlantic integration.

The Strategy provides vision on how Montenegro will implement basic defence function – preservation of independence, territorial integrity and sovereignty.

In relation to identified challenges, risks and threats on national security, the Strategy defines strategic defence goals, sets strategic defence concept, projects defence system, missions and tasks of the Army of Montenegro, provides vision of development, principles of organisation and organisational structure of the Army of Montenegro, resources and funding of defence.

The Strategy provides strategic guidelines for development of defence system of Montenegro until 2015 and is intended to all leading institutions for organisation, preparation and implementation of defence of Montenegro, for which it presents conceptual framework and source of obligations. It is also intended to national and international public for presentation of defence arrangements.

The Strategy is a public document passed by the Assembly, upon proposal by the Government.

1. SECURITY ENVIRONMENT OF MONTENEGRO

1.1. Global and regional security

Today's challenges to security in the world are coming from different sources. They are mainly caused by social, cultural, religious, economic, scientific and technological differences and divisions in the world.

In the spectrum of current security challenges, the emphasis can be put on the following: international terrorism, proliferation of weapons for mass destruction, pending border issues, religious and ethnic disputes, organised crime, natural and man-made disasters, economic and social problems and cyber crime. Asymmetric threats, such as terrorism, organised crime, ethnic and religious conflicts, and proliferation of weapons for mass destruction constantly change and develop and they are characterised by uncertainty, constant duration, unpredictability, disproportional nature, dynamic nature and low cost in relations to the effect. These threats have transnational character and no single country has a capability to face them alone, but they require global co-ordinated response.

Processes of Euro-Atlantic and European integration are ongoing in the recent years in the region of South East Europe. All South East European countries are either integrated or in the phase of integration into NATO and EU. At international and regional level, several security co-operation initiatives are launched in order to establish long lasting peace and stability in the region. In military terms, reduction of armaments and military assets is being carried out.

1.2. Challenges, risks and threats

As a consequence of reduction of military assets in the region, integration of the countries into NATO and EU and development of the policy of confidence, co-operation and partnership, **military threat** to Montenegro is significantly reduced; however, it cannot be excluded in the future.

Global challenges, risks and threats are not primarily related to use of military force. Security of Montenegro can be negatively affected by crises in South East Europe, but instabilities in other regions cannot be neglected because of indirect effect.

Identified modern challenges, risks and threats, in particular asymmetric threats can affect security of Montenegro.

2. DEFENCE GOALS OF MONTENEGRO

Defence goals derive from defined security interests and goals of Montenegro.

Strategic defence goal of Montenegro is to develop integrated defence system, capable to defend and preserve independence, sovereignty and national territory.

Montenegro is firmly committed to preserve its freedoms, independence, sovereignty and national territory in all security conditions.

In order to respond to present and future security challenges, risks and threats, it is necessary to develop wide range of defence and military capabilities. For the purpose of implementation of the strategic defence goal, Montenegro strives to implement the following defence goals:

1) Development of credible defence capabilities,
2) Development of interoperable capabilities of Montenegro for participation in peace support activities in the world,
3) Contribution in building up stable security environment,
4) Development of partnership and co-operation with other democratic countries, and
5) Development of required capabilities to join NATO and EU.

3. STRATEGIC DEFENCE CONCEPT OF MONTENEGRO

Defence of Montenegro is focused on preservation of its national interests based on the principles of developed democracy, rule of law, market economy and orientation towards European and Euro-Atlantic integration. Special attention in defence planning will be put on development of good relations with the neighbours and strengthening regional and international co-operation aimed at confidence building and affirmation of peace in South East Europe and world.

Montenegro is determined to make active contribution in the processes of development of the international system of co-operative security and collective defence based on multilateral co-operation and confidence. Montenegro shares position of developed democratic countries that the most effective way to achieve favourable security environment is through a joint effort aimed at conflict prevention and stability building.

Modern challenges to the security are of such nature that Montenegro cannot base its defence on its capabilities only. Strategic defence concept is based on development of integrated defence system, capable to adapt to the future changes

and to join international defence and security integration. This is an optimum way to engage available defence resources.

For that purpose, Montenegro implements the strategic defence concept in the following manner:

a) **in peacetime:** by establishment of reliable partnership and alliance as well as by making contribution to establishment of more favourable security environment,
b) **in wartime:** by decisive defence of its territory, supported by partners and allies.

4. DEFENCE SYSTEM OF MONTENEGRO

Defence system of Montenegro is an integral part of the national security system of Montenegro. It is consisted of mutually linked elements that will act in synergy in order to achieve defence goals. This entails the integrity of all elements internally, while externally it will develop depending on the pace of Montenegro accession to European and Euro-Atlantic integration.

Defence system of Montenegro is defined in accordance with requirements, goals, capabilities and strategic defence concept of Montenegro.

4.1. Elements of defence system

Within defence system set is such manner, **main elements of defence system are:** Assembly of Montenegro, President of Montenegro, Government of Montenegro, Defence and Security Council, Ministry of Defence and Army of Montenegro (hereinafter: the Army).

The Assembly of Montenegro passes laws, decision and other documents for defence system; declares state of emergency and state of war; decides on engagement of the Army, Police and civil protection in peace and humanitarian missions abroad; performs oversight of the Army and security services; passes the National Security Strategy and Defence Strategy; decides on defence budget.

The President of Montenegro chairs the Defence and Security Council; commands the Army in accordance with decisions made by the Defence and Security Council; decides on employment of the Army in accordance with the law; issues decision on mobilisation development of the Army; issues orders on introduction of measures on readiness and mobilisation.

The Government of Montenegro defines and runs defence policy; recommends the National Security Strategy and Defence Strategy; issues Defence Plan, Strategic Defence Review; issues legally binding decrees during the state of emergency or state of war in case the Assembly is unable to convene. The Government defines draft laws and issues by-laws. It ensures material and financial assets for the needs of defence system. Based on defence planning documents, provisions of special

regulations and Defence Plan of Montenegro, the Government defines, harmonises and controls defence preparations of all public administration authorities.

The Defence and Security Council issues decisions on commanding the Army; analyses and evaluates security situation in Montenegro and issues decisions for relevant measures to be taken; recommends to the Assembly declaration of state of war or state of emergency; recommends engagement of the Army in international forces.

The Defence and Security Council of Montenegro consist of the President of Montenegro, Speaker of the Assembly and President of the Government.

The Ministry of Defence recommends and implements defined defence policy; develops the Defence Plan of Montenegro and harmonises defence plans of other actors in the area of defence; makes assessment of danger of war and other dangers; establishes multilateral and bilateral co-operation in the area of defence; performs duties of organisation, equipping, arming, development and employment of the Army and other duties in accordance with the Constitution and law. The Minister of Defence is a civilian person.

The Army is professional defence force that defends independence, sovereignty and national territory of Montenegro, contributes to building and preservation of international peace in accordance with the principles of the international law.

4.2. Role of the elements of the national security system in defence of Montenegro

Defence of Montenegro is the main state function and it is an honour, right and duty of nationals and citizens of Montenegro to participate in preparation for defence and to engage in accordance with the law.

Co-operation and joint action by the Army, Police, National Security Agency and Emergency Forces, national Prosecutor’s Office and courts is of outmost importance for defence system.

In crisis situations and during the war, co-operation and joint action by civilian and military health services is very important, as well as operation by business entities, which continue to produce and provide services for the needs of population and the Army.

Elements of the national security system perform their tasks in defence system of Montenegro in accordance with the Constitution, law and Defence Plan of Montenegro.

5. ARMY OF MONTENEGRO

Montenegro has a professional army, which is in accordance with its strategic defence concept and realistic financial, material and demographic capabilities.

The Army is under democratic and civilian control.

Members of the Army may be part of international forces.

5.1. Missions and tasks of the Army

The Army exercises its constitutional role by performing its missions and tasks.

Mission of the Army derives from defined defence goals.

The Strategy defines the following missions of the Army:

- **defence** of Montenegro,
- **support** to civilian institutions in case of natural and man-made disasters and other crises, including crises caused by terrorist activities,
- **contribution** to building and preservation of peace in the region and world.

Within **defence of Montenegro**, the Army performs the following **tasks**:

- deterrence from armed jeopardy,
- defence from armed jeopardy,
- support to allied forces engaged in defence of Montenegro.

In providing **support to civilian institutions in case of natural and man-made disasters and other crises, including crises caused by terrorist activities**, the Army performs the following tasks:

- support to civilian institutions in management of natural or man-made disasters,
- support to the Police in combating terrorism,
- support in search and rescue operations.

The Army **makes contribution in building and preservation of peace in the region and world** by performing the following tasks:

- participation in international peace and humanitarian missions,
- participation in international military co-operation aimed at confidence and partnership building,
- participation in arms control.

The Army participates in state level protocol activities, and it can be engaged for other tasks as decided by the Defence and Security Council.

The Army performs its tasks in accordance with the Constitution, law and principles of the international law.

5.2. Vision of development of the Army

Vision of development includes functional establishment and development of professional, effective, financially sustainable, interoperable and contemporarily equipped Army.

With a quality implementation of the vision, Montenegro will ensure:

- organisation and size of the Army in accordance with strategic defence concept and financial capabilities of the country;
- equipment and modernisation;
- development of capabilities for effective engagement in defence of the country;
- level of interoperability required for participation in collective security system;
- capabilities for provision of support to population and civilian institutions in case of natural or man-made disasters in Montenegro and provision of support in case of other crises, including crises caused by terrorist activities.

5.3. Principles of organisation and size of the Army

The Army is organised in commands and units, in accordance with experiences and modern standards.

Principles of organisation of the Army are as follows:

- **effectiveness** – its capability to perform the tasks with engagement of as less resources as possible;
- **unity** – structural and functional compactness of its organisation;
- **cost-effectiveness** – rational spending of available resources in preparation and implementation of the tasks;
- **flexibility** – ability to adapt in timely manner to specific situations and relevant organisation;
- **modularity** – ability of its forces to transform into more elements, depending on specific situation and tasks, and
- **interoperability** – ability to act together with international military forces.

Organisation and size of the Army is determined by the Government of Montenegro, upon proposal by the Ministry of Defence.

During the process of defining active duty (professional) and reserve personnel strength of the Army, standards of countries with developed democracy, i.e. NATO members, will be applied.

5.4. Organisational structure of the Army

The Army is consisted of components, branches and services.

Components are not in classical terms independent organisational units, but they rather complement each other through joint functions and services, maintaining at the same time main features of the components (land forces, navy and air force).

Branches have common main armaments and equipment, while organisation, training and purpose are different.

Services have specific organisation, equipment and training required for implementation of the activities of combat support. Therefore, they can be general and logistic services.

Branches and services may have types and specialities.

Branches and services are stipulated by the Government of Montenegro.

At all levels of organisation of the Army and because of specific security and defence requirements of Montenegro, branches and services can be combined in permanent or temporary task forces.

6. RESOURCES

Adequate use of resources has significant impact on effective functioning of defence system.

Main resources of defence system are **human and material.**

Human resources are basis for development of defence system. Scope and availability of human resources depend on demographic and other factors.

It should be particularly taken into account that new security challenges, risks and threats require new capabilities and modern training. Development and training of human resources is key area for development of successful defence system of Montenegro. In this regard, it is necessary to significantly improve the level of training of human resources by using mechanisms of the international co-operation in order to create conditions for joint activities and action.

Material resources include natural, economic, financial, energy, information and other capacities of Montenegro engaged for defence needs.

Funds for functioning and reform of security and defence system are provided by the Law on Budget of Montenegro.

Budget funds for security and defence needs are planned and used in a transparent manner, which is compatible with the standards and criteria of UN, EU and NATO recommendations within financial capabilities of the state of Montenegro.

Montenegro is committed to use available resources in a rational manner and to integrate them whenever justified and possible for the effective development and functioning of defence system.

Engagement of human and material resources and oversight of spending in defence system is regulated by the law.

7. FUNDING OF DEFENCE

An authority responsible for defence matters prepares budget request for each year based on annual requirements and guidelines by an authority responsible for financial matters.

In planning the structure of defence budget, there will be a tendency to harmonise it with the international standards in this area.

For mid-term planning, an authority responsible for financial matters provides data related to macro economic assessments, fiscal policy goals and mid-term budget framework.

Annual funding of defence requirements is covered by the funds defined by the law.

Transparency in defence funding is achieved in the procedure of proposal, preparation and adoption of the budget, presentation of the goals, programmes and tasks requiring appropriate funds, as well as in the process of execution and reporting on expenditures for approved purposes.

Control of the use of funds is done by the Assembly of Montenegro and other bodies in accordance with the Constitution and law.

FINAL PROVISIONS

Starting point of the Strategy is realistic security environment and defence goals of Montenegro. The Strategy is a framework for functioning and development of defence system.

The Strategy is a document applied and updated depending on security environment of Montenegro, its interests, economic capabilities and progress in security and other integration.

The Strategy is a basis for development of defence system; preparation of the Military Doctrine, Defence Plan of Montenegro, Development Plans of the Army, Equipment Plans of the Army; basis for defence preparation of state authorities and economy of Montenegro and preparation of other documents in the area of functioning and development of defence system and the Army.

In accordance with preparation of the Strategic Defence Review, the Ministry of Defence will submit by 2010 a long-term plan for development of the Army to the Government of Montenegro for consideration and adoption.