MINISTRY OF DEFENCE
DEFENCE POLICY SECTOR
Strategic Planning Department

TOTAL DEFENCE CONCEPT

– SUMMARY –



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а) SRBIJA. VOJSKA SRBIJE – Koncept odbrane
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Koncept totalne odbrane kao opredeljenje Republike Srbije, predstavljen je kroz pristup organizovanju, pripremanju, i izvođenju odbrane sveobuhvatnim i jedinstvenim odgovorom sistema odbrane na izazove i pretnje bezbednosti od značaja za odbranu.

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INTRODUCTION

Determination of the Republic of Serbia to found its defence on the Total Defence Concept is set forth in the National Security Strategy of the Republic of Serbia and the Defence Strategy of the Republic of Serbia as the highest strategic documents whose implementation provides protection and pursuance of the national and defence interests of the Republic of Serbia.

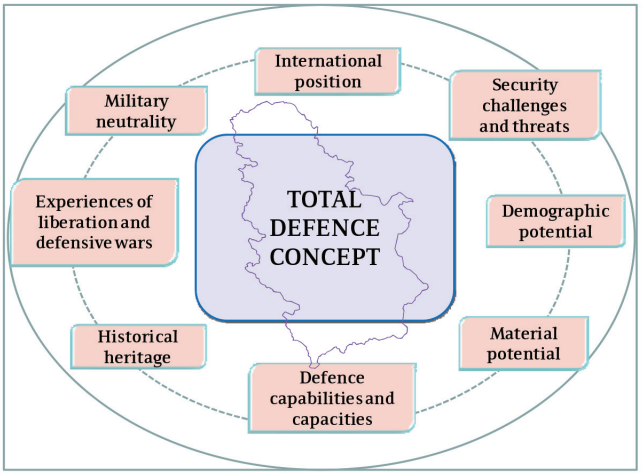
Total defence implies an approach to organisation, preparation and provision of defence through a comprehensive and unified response of the defence system to security challenges and threats relevant to defence.[1]

The Total Defence Concept is determination of the Republic of Serbia regarding the manner of implementation of total defence.

The determination to implement the Total Defence Concept arises from the international position of the Republic of Serbia, security challenges and threats relevant to defence, human and material potential, capabilities and capacities for defence, historical heritage, experiences of liberation and defensive wars and the decision on military neutrality.

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[1] Security *challenges* are possible dangers that, under certain conditions, may jeopardize national and defence interests of the Republic of Serbia.
Security *threats* are the existing dangers that directly jeopardize national and defence interests of the Republic of Serbia.



Reasons for development of the Total Defence Concept

The essence of the Total Defence Concept arises from an assessment that the nature, complexity and intensity of the current security challenges and threats make it impossible to achieve efficient protection of the defence interests of the Republic of Serbia by engaging only the Serbian Armed Forces, but the other actors of the unified defence system of the Republic of Serbia have to be included in the defence function as well.

In circumstances of the altered way wars are fought and fast technology development, the Total Defence Concept is implemented along with a continuous development of the defence system and adapting to changes in the environment.

The approach of the Republic of Serbia to defence is based on the United Nations Charter and the right to individual defence against an armed attack. The Republic of Serbia acknowledges and implements key international documents related to security and defence.

The Total Defence Concept contains foundations, as well as positions and determinations regarding the defence system, preparations for defence and conduct of total defence.

1.

FOUNDATIONS OF THE TOTAL DEFENCE CONCEPT

National security represents an absence of any threat to national values and interests and a citizens' subjective feeling of security. When national values and interests are threatened, parts of the national security system are activated to protect and defend those values and interests from all forms and actors of threat.

National interests, as a permanent need and aspiration of the Republic of Serbia and its citizens, are based on universal and national values expressed in the Constitution and arise from the heritage of the Serbian people and all citizens living in the Republic of Serbia. Protection and pursuit of national interests are substantial for the survival and development of a state and society.

Defence plays a particularly significant role in survival and development of the state and society. Defence of the Republic of Serbia is a function of the state that ensures protection and pursuit of defence interests of the Republic of Serbia. The defence interests of the Republic of Serbia derive from general civilisational and national values, capabilities of the Republic of Serbia and its position in international relations. They represent an expression of paramount values and general needs of the citizens and the Republic of Serbia for the development and preservation of security and stability as substantial presumptions of free and democratic development of the society. They are laid down in the Defence Strategy of the Republic of Serbia as the fundamental strategic document that guides the development of normative, doctrinal and organisational solutions of the defence system, defence planning, financing, and engagement of defence resources of the Republic of Serbia. Protection and pursuit of the defence interests enable the Republic of Serbia to create

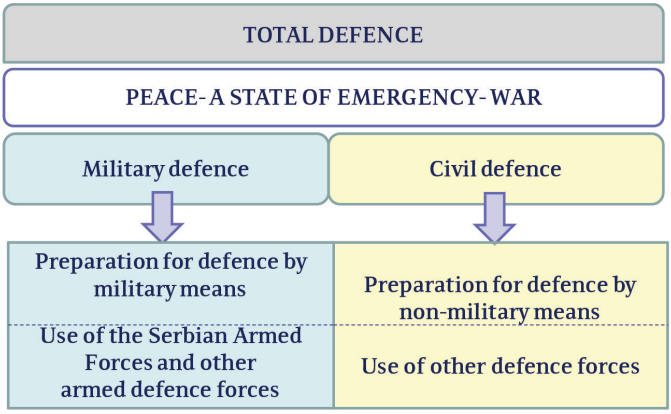
preconditions to protect national interests and actively participate with the other states in safeguarding common values. They are accomplished by engaging available human and material resources and ensured by engagement of the Serbian Armed Forces in peace, emergency and war.

The strategic concept of defence is an idea of the Republic of Serbia on how the defence system functions in protecting and pursuing defence interests. It is the starting point for organising the state and society to respond to security challenges and threats relevant to defence in peace, emergency and war. The strategic concept of defence of the Republic of Serbia is founded on total defence, which is planned, organised and conducted by an integral engagement of the defence system actors and defence resources.

Total defence implies the implementation of a wide scope of common, synchronised and hierarchically organised measures, complex procedures and conduct of combat and non-combat activities to protect and pursue the national and defence interests of the Republic of Serbia.

The aim of total defence is to preserve the sovereignty, independence and territorial integrity of the Republic of Serbia and the internal stability and the security of its citizens. It is achieved by timely and comprehensive preparations of all the defence system actors and by engagement of defence forces for the defence of the Republic of Serbia.

Total defence includes military and civil defence and it is planned, organised and conducted in peace, emergency and war. Military and civil defence represent an integrated and synchronized response of the defence system actors and defence forces to challenges and threats to national security.



Total Defence of the Republic of Serbia

Military defence is a part of the defence of the Republic of Serbia, directed to preparations for defence and the defence of the Republic of Serbia by military means, using the Serbian Armed Forces and the other armed defence forces. The Serbian Armed Forces integrate all participants in combat operations and command all defence forces that conduct combat and non-combat activities in emergency and war. Military defence rests on capabilities of the Serbian Armed Forces and other armed defence forces to deter and confront actors posing armed forms of external and internal threats. The actors posing armed forms of security threats to the Republic of Serbia can be state and non-state actors.

Civil defence is a part of the defence of the Republic of Serbia directed to preparations for defence and the defence of the Republic of Serbia by non-military means, using other defence forces. It is carried out in peace, emergency and war through the set of measures and activities aiming to provide a successful functioning of the state authorities, authorities of autonomous provinces and local self-governance authorities, companies and other legal entities and entrepreneurs; provide living and working conditions for the citizens; satisfy needs of defence forces; coordinate civil protection activities; plan and implement plans for training courses for the citizens to defend the country; conduct obligations of conscription, labour and requisition, including

mobilisation and unarmed combat and resistance. The actors posing non-armed forms of security threats to the Republic of Serbia can be state and non-state actors.

The determination that the defence of the Republic of Serbia is based on the Total Defence Concept is a basis for the design and development of the defence system.

Preconditions for a successful total defence are: timely, integrated and coordinated preparations of all the defence actors; planned, organised and timely mobilisation; favourable strategic and operational disposition; prepared territory; unified, harmonised and decisive action of all defence forces; motivation for defence and resistance; coordination and precisely defined responsibilities of the defence system actors and defence forces.

Reliance on one's own potentials is a base for preparing and implementing total defence, which does not exclude cooperation with other states and international organisations. Implementation of the Total Defence Concept is aligned with the capabilities of the Republic of Serbia and is adapted to changes in the conditions in which the defence is carried out.

Basic principles of total defence are as follows:

- *comprehensiveness* – includes all social activities and involves all the defence system actors;
- *unity* – implies common and harmonised engagement of all the defence system actors;
- *prevention* – denotes the application of appropriate measures and activities of the defence system actors to reduce the security risks or mitigate possible consequences of security threats;
- *timeliness* – includes timely preparation measures and activities of the defence system actors in countering security challenges and threats relevant to defence;
- *sustainability* – implies sufficiency of human and material resources and their rational engagement in protection of the defence interests of the Republic of Serbia.
- *continuity* – denotes permanency in confronting the enemy, in terms of time and space, until the threat to the country is eliminated;

- *entirety* – implies the conduct of combat and non-combat activities on the entire territory of the Republic of Serbia.
- *multidimensionality* – implies activities of the defence system actors in multiple dimensions of the strategic and operational environment;
- *dynamism* – denotes an intensive conduct of active combat and non-combat activities at all levels of confronting the enemy;
- *resilience* – includes resistance, solidity and ability of human and material resources to maintain the required level of functioning of the state and society in complex conditions;
- *adaptability* – implies ability to adapt the way of conducting defence to changes in the strategic and operational environment;
- *mass participation* – implies the engagement of a large number of the defence system actors carrying out numerous and various activities during accomplishing missions;
- *cooperativity* – implies openness for cooperation with other national and international actors;
- *determining the focus* – implies focusing measures and activities in a way that best contributes to achieving the goals.



Principles of Total Defence of the Republic of Serbia

Consistent implementation of the above mentioned principles creates conditions for successful confronting the enemy and protection and pursuit of the defence interests of the Republic of Serbia.

Total defence of the Republic of Serbia requires continuous preparedness, planning and preparations of the society, creating conditions for sustainability of the existing capabilities and development and achievement of the required capabilities of the defence system actors, efficiency and rapid response to assessed and directly manifested security threats, clearly defined decision-making hierarchy, solidarity and further development of cooperation with partner and friendly countries.

Preparations and conduct of total defence involves all the defence system actors in accordance with their place, role, and tasks in the defence of the Republic of Serbia.

2.

DEFENCE SYSTEM OF THE REPUBLIC OF SERBIA

The defence system of the Republic of Serbia is a part of the national security system, representing a unified, normatively, structurally and functionally regulated system intended for protecting and pursuing the defence interests of the Republic of Serbia in peace, emergency and war.

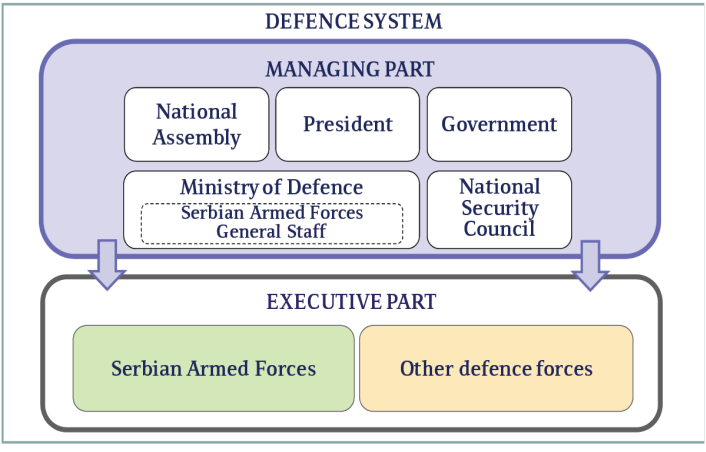
The defence system is organised so as to ensure the involvement of all the defence system actors in the preparation and conduct of total defence.

The defence system actors are: citizens, state authorities, governmental authorities, bodies of autonomous provinces, local self-government bodies, legal entities, entrepreneurs and the Serbian Armed Forces. Defence forces include human and material resources of the Republic of Serbia, i.e. organised structures of the defence system actors.

The defence system actors constitute an integral part of the national security system of the Republic of Serbia as well. The structure of the defence system is adapted to the purpose and basic tasks of the defence system actors in defence of the Republic of Serbia.

The basic tasks of the defence system are: identification of challenges and threats to security of the country; assessment of probability and intensity of threat manifestation; deterrence against armed endangerment; development of capabilities for military and civil defence; conducting the preparations for defence; defence against armed endangerment and protection of security of the Republic of Serbia and its citizens; providing conditions for functioning of the state authorities during preparations for defence and defence conduct; providing living and working conditions of the citizens during preparations for defence and defence conduct; civil protection and contribution to peace and security in the region and world.

The defence system, as a part of the national security system, consists of the managing and executive parts. The managing part directs the functioning and development of the defence system and provides preconditions for military and civil defence by engagement of the Serbian Armed Forces and the defence forces in peace, emergency and war. The executive part ensures the protection and pursuit of the defence interests of the Republic of Serbia through preventive action, successful use of forces and elimination of danger and consequences of security endangerment.



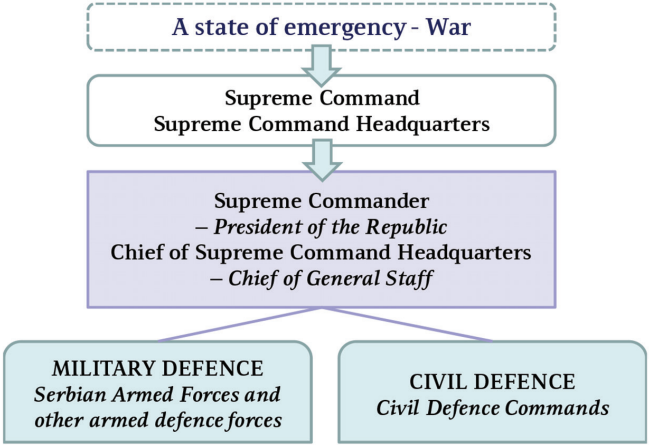
Defence System of the Republic of Serbia

Managing the defence system is an activity of strategic significance. The general aspect of managing the defence system as a whole is determined by the strategic and legal framework.

The managing part of the defence system consists of the National Assembly, President of the Republic, Government, Ministry of Defence, General Staff of the Serbian Armed Forces and National Security Council.

In a state of emergency and war, the Supreme Command is established as a supreme body integrating the command and management of defence forces in whole or in parts. The Supreme Command is headed by the President of the Republic, as a Supreme Commander, and in addition, the permanent members of the Supreme Command are the National Assembly Speaker, Prime Minister, Minister of Defence, Minister of Interior, Minister of Justice, Minister of Foreign Affairs, Chief of General Staff of the Serbian Armed Forces, Director of the Security Information Agency, Director of the Military Intelligence Agency, Director of the Military Security Agency and Director of the Police.

The Supreme Command Headquarters is a professional body of the Supreme Command in charge of preparing and implementing decisions made by the Supreme Commander. The Supreme Command Headquarters is commanded by the Chief of the General Staff, acting simultaneously as the Chief of the Supreme Command Headquarters.



Command and management authorities in a state of emergency and war

In a state of war, all defence forces participating in operation are commanded by the commander from the Serbian Armed Forces in accordance with the plans and orders of the superior command. In a state of emergency, if the Serbian Armed Forces are responsible for planning, organising and

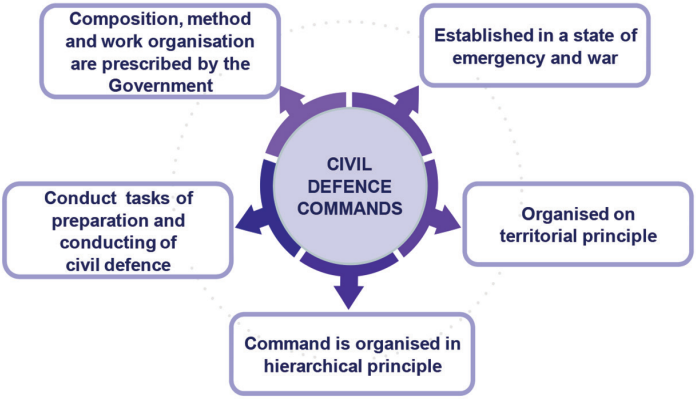
executing the operation, the defence forces are commanded by a commander from the Serbian Armed Forces in accordance with the decisions of the President of the Republic, plans and orders of the superior command.

In a state of emergency, if planning, organising and executing of operations are under the responsibility of other defence actor, the defence forces are commanded by a person from that defence actor, in accordance with the decisions of the President of the Republic, plans and orders of the superior command.

Civil defence commands are formed on the territorial principle for the purpose of managing defence forces providing civil defence in a state of emergency and war.

A civil defence command may establish professional-operational teams as its auxiliary expert bodies. Preparations of civil defence commands for executing tasks in a state of emergency and war are conducted in peace.

The commander of the civil defence command is the Prime Minister for the National Civil Defence Command; the president of the provincial government for the provincial civil defence command; the head of the county for the county civil defence command; major for the city civil defence command; the president of the municipality for the municipal civil defence command. Composition, method and organisation of work of civil defence commands are prescribed by the Government.



Civil Defence Commands

Civil defence command, in a state of emergency and war, manages and coordinates the emergency headquarters and coordinates with the Ministry of Interior in order to conduct civil protection assignments and with the centres of the Ministry of Defence in order to conduct other tasks of civil defence in the area of its responsibility.

The executive part of the defence system consists of the Serbian Armed Forces and other defence forces. Defence forces are organised as forces conducting military defence and forces conducting civil defence in accordance with their purpose, assigned tasks and achieved capabilities.



Defence forces conducting military defence

Military defence is conducted by the Serbian Armed Forces and other armed defence forces. The Serbian Armed Forces are organised armed forces which shall defend the Republic of Serbia from armed threats and perform other missions and tasks in accordance with the Constitution, laws and principles of the international law governing the use of force. The Serbian Armed Forces are responsible for combat operations, integrate all participants in combat operations and commands all forces conducting combat actions and non-combat activities in a state of emergency and war.



Roles of the Serbian Armed Forces in the military defence

Other armed defence forces are special units of the Police, specialised units of the Police and the intervention units of the Police, which, in accordance with their purpose, tasks and capabilities, can perform combat actions. Military defence, i.e. combat actions in war and emergencies, is conducted by the special units of the Police, specialised units of the Police (except for the protection unit, the unit for security of certain persons and facilities, and the intervention unit 92) and the intervention unit of the Police.

Civil Defence is conducted by the state authorities, governmental authorities, bodies of autonomous provinces, local self-government bodies, civil protection units, companies, other legal entities, entrepreneurs having significance for defence, and citizens, according to defence plans and development plans.

State authorities, governmental authorities, bodies of autonomous provinces, and local self-government bodies perform tasks related to drafting defence plans, developing capabilities to counter all forms of security threats, preparations for functioning in a state of emergency and war, planning and civil protection measures implementation, implementation of preparedness measures and other tasks relevant to defence.

Civil protection units are organised in peace, emergency and war into general-purpose civil protection units and specialised civil protection units.

General-purpose civil protection units are intended for taking preventive measures in order to reduce danger, provide substantial first aid, participate in clearing and rescuing from ruins, water rescue, extinguish initial and minor fires, participation in outdoor fire-fighting, evacuation, care and protection of life and health of people, material and cultural goods and environment, limited scale decontamination, protection of animals and food of animal origin, protection of plants and plant products, water sources and watercourses protection and participation in sanitation of terrain.

Specialized civil protection units are specially trained and equipped units intended to carry out more complex tasks of protecting and rescuing lives and health of people, animals, material and cultural goods and the environment.

Firefighting, fire-rescue, and alert units are equipped and trained to extinguish all kinds of fires, rescue endangered persons and material goods, maintain, repair and activate warning sirens, as well as eliminate the consequences of danger, in peace, emergency and war.

Companies and entrepreneurs contribute to ensuring citizens' living and working conditions and meeting the needs of defence forces in a state of emergency and war. The basic tasks of companies and entrepreneurs in defence are ensuring a regular supply of basic foodstuffs, water, fuel, electricity and other products and services; ensuring continuity and safety of telecommunications; organization and realization of road, railway and river traffic; maintenance of road and railway infrastructure; clearing ruins and building necessary infrastructure facilities; monitoring and detection of environmental contamination and protection of the environment, and other in accordance with the primary mandate.

Health institutions take measures and activities to preserve and improve health of the citizens, determine health capacities in accordance with the kind and structure of needs, assess threats and organisation of the territory in terms of health, hygiene and epidemiology, and develop necessary skills for performing in a state of emergency and war.

Educational institutions and scientific research organisations implement contents relevant to defence, develop and harmonize plans and programmes for work in a state of emergency and war, and develop capabilities and capacities to work in a state of emergency and war.

Other legal entities perform tasks in the field of defence related to informing the public, fostering culture and tradition, protecting religious, cultural and historical objects, providing social welfare and health care for children, persons with special needs and elderly people, taking care of the refugees and displaced persons, removal and disposal of communal and other waste, and other tasks for defence purposes.

Citizens, as an elementary defence system actor, execute their rights and duties in the defence field through obligations of conscription, labour and requisition by carrying out preparations for life and work in war and a state of emergency, by training for defence, by participating in defence, protection and rescuing people, animals, material and cultural goods from various dangers, by confronting the enemy with non-military means and performing other tasks relevant to defence.

3.

PREPARATIONS FOR DEFENCE

Preparations for defence represent a set of political, economic, military, normative-legal, organisational, educational, personnel, material, informational and other measures and activities undertaken by defence system actors for the purpose of creating conditions for defence. They are conducted continuously in accordance with defence plans and defence system development plans, according to the Constitution, law and Defence Strategy of the Republic of Serbia.

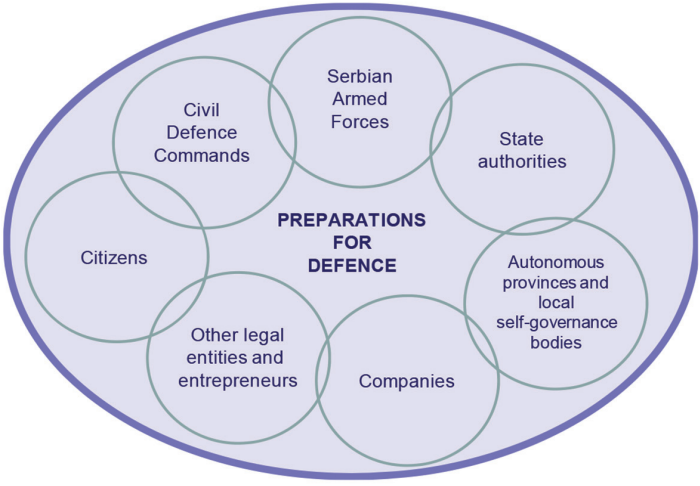
Timely and complete preparations create the conditions for deterring and confronting a potential enemy, preventive activity, averting strategic and operational surprise, an organized and quick transition of the state and society to functioning in emergencies or war, efficient functioning of the defence system and a comprehensive and unified response to security challenges and threats. The preparations are conducted in peace and continue and intensify in emergencies and war.

The preparations for defence include planning and conduct of preparations. All defence system actors participate in planning and conduct of the preparations in accordance with the law and plans. Preparations for the defence are coordinated by the Ministry of Defence and those responsible for the preparations for the defence in peacetime are expert services of the defence actors.

A starting point in the preparations for defence is the consideration of various forms of security threats to the Republic of Serbia and different conditions in which the defence can be carried. The preparations for defence are based on assessments of security challenges and threats, characteristics of contemporary conflicts and defence policy directions.

The preparations for defence include preparations of the Serbian Armed Forces, the state authorities, bodies of the autonomous provinces, the local self-government bodies, companies, other legal entities, entrepreneurs and the citizens.

The preparations for defence also include preparations of civil defence commands.



Defence actors conducting preparations for defence of the Republic of Serbia

Preparations of the citizens for defence are conducted in a planned, organised and continuous manner, in order to create conditions for their participation in defence. Citizens exercise their role in defence through obligations of conscription, labour and requisition.

Preparations of the citizens include increasing of patriotism and building of morale, training for armed and unarmed confrontation and resistance to the enemy, training for protection and rescuing population and material goods, provision of conditions for life in a state of emergency and war and other preparations. They are conducted by the governmental authorities in accordance with their competencies, bodies of the autonomous provinces and local self-government bodies, the Serbian Armed Forces, national training

centres, health institutions, educational and upbringing institutions, humanitarian organizations, citizen`s associations, citizens themselves, civil defence commands in a state of emergency and war, and others.

Military service with weapons is the most significant and complete form of the citizens' defence preparations. It is executed in the Serbian Armed Forces' commands, units and institutions. During military service, the citizens, apart from training for the defence, are learning about the territory of the Republic of Serbia and cultural heritage of the Serbian people and all the citizens living in it, which increases cohesion and unity of the citizens and the overall defence capability of the country.

In order to ensure conditions for life in war and emergency, citizens conduct their own preparations for functioning without the support of public institutions for at least five days. Instructions for own preparations are developed by the Ministry of Defence.

Education and upbringing are of particular interest for defence, which is why the plans and programmes of educational work, depending on whom they are intended to, include topics and contents directed to developing patriotism and accomplishing assignments in defence. Education and upbringing follow the progress and application of contemporary technology through regularly updating educational work plans and programs and are important aspects of preparation for defence.

4.

CONDUCT OF TOTAL DEFENCE

Total defence is conducted by the defence system actors under the directive of the Supreme Commander. The responsibility for the provision of total defence lies with the Serbian Armed Forces and other defence forces. The Serbian Armed Forces are tasked with executing combat operations in emergencies and war, and they integrate all participants in combat operations. A commander from Serbian Armed Forces commands all forces executing combat activities in accordance with the plans and orders of a superior command.

The conduct of total defence begins immediately after the demonstration of threats to security of the Republic of Serbia and its citizens, and it continues until the danger has been eliminated or terminated. The most complex form of total defence is conducted in case of armed aggression against the Republic of Serbia.

The total defence employs various forms of armed and unarmed combat and resistance, making a unified entirety in achieving defence aims. Armed combat is a primary way to confront an enemy in total defence. Unarmed combat and resistance include measures, activities and actions of the defence system actors in all aspects of social life directed against the enemy to prevent the achievement of the objectives of the aggression.

After the proclamation of emergency or war, state authorities, governmental authorities, bodies of autonomous provinces and local self-government bodies act in accordance with defence plans and continue their work according to the regulations governing their organization and purview of work and perform the tasks assigned to them by the Constitution, laws and other regulations, adapting its organization, content and work methods to specific conditions.

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The Total Defence Concept is elaborated by laws and by-laws, development planning documents, doctrinal documents and planning documents for the use of forces. During the implementation, determinations expressed in the Concept will be continuously reviewed, evaluated and adapted in accordance with changes in the defence system and the environment.