



CONCEITO ESTRATÉGICO DE DEFESA NACIONAL



GOVERNO DE
PORTUGAL

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I. Introduction

I. Introduction

The previous national defense strategic concept was approved in 2003.

It is indisputable that, in the last decade, the strategic situation and the international environment have changed profoundly, with the emergence of new, unexpected and important conditions.

On the one hand, the economic and financial crisis that was concentrated in Europe, particularly in the Euro Zone, opened a new phase of unrest and uncertainty about our collective future.

On the other hand,

- i) The unprecedented pressure from financial markets revealed the weaknesses arising from a incomplete architecture of the Economic and Monetary Union;
- ii) The emergence of new great powers - both in the Eurasian space and in Latin America, as well as the strategic reorientation - of the United States of America (USA) had implications for the field of security, as data is likely to alter current regional balances;
- iii) The new strategic concept of the North Atlantic Treaty Organization (NATO), approved in 2010, as well as the new Treaty of the European Union (EU) – the Treaty of Lisbon – implied new demands in terms of the Portuguese contribution to guaranteeing international security

Furthermore, Portugal was forced to resort to international financial assistance and to subject itself to severe budgetary limitations for the coming years, with an impact, in particular, on national security and defense.

In this context, it became imperative to review the strategic concept of national defense, as an indispensable instrument for the national response to the new security environment.

The strategic concept of national defense presupposes a national strategy, whose credibility is recognized and capable of mobilizing the Portuguese. It is based on the principle that all instances of the State and society contribute to achieving the objectives of national security and defense.

In this sense, the **strategic concept of national defense defines the fundamental aspects of the global strategy to be adopted by the State to achieve the objectives of the national security and defense policy.**

We are, therefore, talking about an overall vision of the national strategy, including a conceptual approach to the foundations that frame it and give it coherence: power and will; the mobilization of material and immaterial resources.

II. Fundamentals of the national security and defense strategy

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II. Strategy Fundamentals national security and defense

The quality of the national strategy, in a globalized world, is crucial for the survival of a modern State and an open society.

A good strategy requires well-defined values and interests, a solid will to defend them that allows the legitimization of clear objectives and their effective pursuit. National values and interests are defined in the Constitution and the National Defense Law. And they result in international commitments of the State, such as the United Nations Charter, the North Atlantic Treaty and EU treaties.

The **fundamental values** are: national independence, the primacy of the national interest, the defense of the principles of Portuguese democracy, as well as human rights and international law, the commitment to defending European, Atlantic and international stability and security.

Portugal's interests are : asserting its presence in the world, consolidating its insertion in a solid network of alliances, defending the affirmation and external credibility of the State, valuing Portuguese communities and contributing to the promotion of peace and international security .

The national interests that arise from Portugal's status as a European and Atlantic democracy - with a universal vocation but with limited resources - make it necessary to integrate it into a stable and coherent network of alliances. The EU and NATO are, therefore, vital for national security and defense, as well as for the modernization and prosperity of Portugal. National interests require greater cohesion and solidarity within the EU and NATO, the strengthening of the strategic partnership between these two organizations, as well as between Europe and the USA. Portugal's interest is also inseparable from the strengthening of the Community of Portuguese Speaking Countries (CPLP).

In addition, it is important to deepen or establish bilateral strategic partnerships, whether with other members of the European and Western community, or in the Portuguese-speaking space, or even in the Maghreb area and with emerging powers.

In the pursuit of these national values and interests, the following stand out as **essential elements in the national strategy**:

- **Portuguese diplomacy, to implement the strategy on an international level.** Diplomacy is essential for the State's external intervention and for Portugal's international affirmation. It also contributes to the country's economic recovery by promoting trade and attracting foreign investment.

Portugal's international affirmation, its credibility and the strengthening of its external negotiating capacity also presuppose the valorization of three essential elements: the Portuguese language and culture; the diaspora and immigrants and the definition and consolidation of policies - and strategies - of national image and brand.

- **The Portuguese Armed Forces, to consolidate Portugal in its status as co-producer of international security.** Security forces and services also contribute to this purpose, along with diplomacy and justice.

Military means are a fundamental component of State security and a factor in projecting Portugal's international prestige.

The national strategy must clearly define the priority missions of the Armed Forces, the geopolitical scale of their employment priorities and the necessary capabilities. At the same time, it must also define rationalization measures that guarantee greater efficiency in the application of its resources.

The new security environment, new financial conditions and the demands of external alliances require a different response capacity from the Armed Forces. Investments in modernization must focus on equipment of unquestionable tactical and strategic utility. They must also be selective and carefully distinguish the equipment to be acquired according to the capabilities necessary to fulfill priority missions. At the same time, the definition of an integrated civil and military strategy is of great importance, which is essential to face current threats and risks.

- ***Promoting the prosperity of the Portuguese, through the development of the country's material and immaterial capabilities and the reduction of its vulnerabilities and dependencies.***

Regarding vulnerabilities, the strategic impact must pay special attention to the financial, energy, food, demographic, scientific and technological dimensions.

As for capabilities, maximizing resources - and national opportunities - requires taking full advantage of Portugal's geostrategic position and its logistical and economic potential. It also requires ensuring the continuity of policies - and resources - essential to improving scientific and technological capabilities for the production of innovation.

It is, therefore, essential to develop scientific and technological capabilities - supporting relevant research centers - and reinforce the national educational project, focusing on the maximum value of knowledge and human capital. Greater proximity between universities, laboratories, centers of excellence and companies is also necessary, so that knowledge can be applied in a more practical way in the country's economic and social development.

- ***The restoration of financial stability and economic growth – sustainable and job-creating – as essential to strengthening national security.*** The economic and financial dimension is currently of increased importance. Economic risks can harm vital State interests, including sovereignty, national independence and social cohesion.

Particularly relevant is therefore: i) the focus on sectors linked to the production of tradable goods, namely those associated with export activity; ii) more efficient production and consumption of energy and food products; iii) better exploitation of mineral and maritime resources – the huge maritime area under national responsibility is one of the national resources that is most important to value; iv) and the development of new industrial and agricultural policies.

- ***Strategic “intelligence”, which is decisive in the effective realization of the country's strategic potential.*** Valuing this dimension means privileging the quality of strategic information, prospective vision and decision-making processes. In this sense, it is also essential to reinforce the State's capacity for strategic action.



III. International context

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1. Big trends

The international system has entered a **period of transition**, characterized both by a multiplication of crises and by an increase in conflict and turbulence that anticipate substantial transformations in international balances and in the security environment of States. The international transition implies growing instability and unpredictability, which justifies a careful identification of scenarios where national interests may be put at risk and a permanent assessment of the response mechanisms essential to defend them.

The process of globalization and the technological revolution have made possible an **unprecedented global dynamic of political, economic, social and cultural integration**. It created a framework of growing interdependence, a strong tendency towards homogenization and new conditions for progress. But they also made possible an equivalent diffusion of threats and risks in all dimensions, which include both the projection of terrorist and organized crime networks, the proliferation of weapons of mass destruction, the weakening of States and the devastating potential of attacks. cyber. The international economic and financial crisis, the biggest in recent decades, has made these risks and threats even more complex and difficult.

The strategic dimensions of the international transition create **new challenges to the preponderance of the USA**, which translate into a review of its priorities and which particularly values the Pacific region. The evolution of the international economic and financial balance and the institutionalization of the “Group of 20” (G20) was the recognition of the emergence of new powers, such as China, India and Brazil. The growing strategic importance of Asia may herald a shift in the balance between key international regions. The succession of situations of rupture and political transition, being possible sources of democratic legitimacy and stabilization in the medium term, can generate, in the short term, ruptures in strategic balances and geopolitical tensions, destabilizing regional and international security.

At the same time, the **diffusion of power**, the multiplication of weapons of mass destruction programs, the development of new military technologies and the dissemination of forms of asymmetric combat – guerrilla and terrorism – have changed the framework of regional and global security and allow States, groups or resource-poor organizations more easily access lethal technologies. These power levelers make the use of violence more unpredictable and the guarantee of international peace and security more complex. The multiplication of fragile States makes the collapse of state authority in vast territories, ethno-religious conflicts, civil and secession wars and prolonged conflicts of extreme violence more frequent, the resolution of which continues, to a certain extent, to elude traditional mechanisms of international intervention.

2. Regional Security Contexts

2.1. Europe and the European Union

The EU continues to be, as a whole, the richest region on the globe, with a social model that has provided its populations with unique quality of life conditions. However, the aging of the population, weak economic growth and internal tensions, accentuated by the economic and financial crises, represent problems that could undermine regional stability. The fragmentation of financial markets is testing the European solidarity implicit in a single market and a single currency, as well as the deepening of the integration process. The evolution of the crisis will have consequences for the Common Security and Defense Policy (CSDP). Reversing the European crisis requires not only the EU's internal unity and cohesion and the institutional reforms necessary to restore economic and financial stability, but also a realistic international strategy that ensures its ability to guarantee regional stability and contribute to security International.

2.2. The United States of America and transatlantic relations

The USA and Europe are fundamental strategic partners, particularly within the framework of NATO. Their alliance is essential not only for transatlantic security, but also for the stability of the international order. In the USA, the financial crisis and the wars in Iraq and Afghanistan contributed to high budget deficits, which make strengthening its economy a priority, necessary to preserve North American international preponderance. The review of US external priorities includes strengthening its traditional alliances and the transatlantic community. And they also demand that European allies assume greater responsibilities, both in their own security and defense, and in their contribution to international security. Portugal and Europe must take care, together with their North American ally, of the crucial dimension of the transatlantic axis, in order to guarantee a complementarity of action and effort at a global level.

2.3. North Africa and the Middle East

North Africa and the Middle East are an **essential region** for the EU's external projection. It is about highlighting the importance of the borders and neighborhoods to the south, in the context of development and global security, both due to their proximity, their energy reserves, and also because it is a region characterized by enormous economic and social challenges. The latest political changes, which may have positive long-term consequences, have accentuated the risks of violence, created new problems of political instability and may degenerate into new political and territorial divisions. The risks of nuclear proliferation persist, as do some trends toward extremism. Conflicts in this region tend to contaminate contiguous spaces, including the Sahel, where an unstable political and social situation facilitates the presence of terrorist groups, as well as the development of links between trafficking of all types. The implementation of an effective cooperation and development policy in bilateral and multilateral frameworks can be decisive for the evolution of the situation in the region. In this regard, special attention should be paid to the conclusion of new generation trade and political agreements between the EU and the most interested and reforming "Arab Spring" countries.

2.4. Sub-Saharan Africa

Sub-Saharan Africa has, at the same time, one of the poorest populations and least developed economies in the world and enormous human and natural resources, which point to strong growth potential. Africa, however, has many recent states with historically little consolidated borders where separatist tendencies have been manifested. There are, consequently, fragile or collapsing states, which has implications in terms of security, with special relevance for the phenomena of terrorism and piracy, but also for organized crime, associated with all types of transnational trafficking, and pandemics.

Nevertheless, there are positive trends that are important to highlight and support, also in terms of security, for example, the existence of pluralist democracies, the consolidation of multilateral structures, as well as the development of the African Union and its regional security dimension. . Portugal, whether bilaterally or within the EU and internationally, must help promote processes of regional economic and political integration.

2.5. The Atlantic

The Atlantic is an area of stability and security in international politics. In the North Atlantic, Western democracies form a unique security community, which constitutes an indispensable center of stability for the international order. The Western alliance is a guarantor of international strategic stability. Western democracies are a reference for freedom, law and respect for human rights, and other guarantees, including the protection of minorities and religious tolerance. Western economies are an important driver of modernization, innovation and globalization, and will be even more so as the transatlantic partnership develops through negotiations for a free trade area between the EU and the US.

In the South Atlantic, the processes of democratization and modernization reveal a new reality of peace and progress, as well as a capacity to structure multilateral regulatory and cooperation frameworks, which paves the way for the consolidation of new security communities. Brazil is the best symbol of this change in South America.

The two sides of the South Atlantic have been the target of intense demand for energy, minerals and food products, which highlights their geo-economic relevance. The reserves in the Gulf of Guinea and Angola and the oil and gas deposits *offshore* Brazil represent a counterweight to the traditional centers of power in the international energy system. The Atlantic, in addition to being a capital platform for the flow of raw materials and energy, will be even more valued for being an open ocean. The growing importance of energy and trade routes highlights the need for a convergent effort between the coastal countries of the North and South to guarantee their common security.

2.6. Asia

Asia is a region experiencing accelerated economic growth. The realization of the economic potential of China and India transformed their societies and changed the international economic balance. The parallel rise of the two great Asian continental powers forced the recognition of Asia as one of the three main international regions. Strategic competition between Asian powers is accentuated by the persistence of territorial issues, secessionist movements and border problems, as well as fragile states that connect this region with the Middle East.

Two fundamental questions for the future evolution of this region remain unknown. The first is to know whether the trend of strong economic growth will continue, and for how long, given the impact of the crisis on exports. The stability and predictability of foreign exchange markets and international trade, as well as sustainable and socially balanced economic growth models, will be key aspects to take into account. The second consists of evaluating the possibility of finding peaceful solutions to critical points of tension in the region. The issue that most concerns the security of NATO member states is the pacification of Afghanistan and Pakistan. The dynamics of this region will continue to have an important impact on global security and prosperity.

In summary, Portugal is faced with an international transition process in multiple dimensions and involving all strategically relevant regions. For Portugal, the continuity of the Atlantic Alliance and the EU is essential to guarantee minimum conditions of stability in a scenario of transformation, since factors of instability and conflict remain in the international security environment, the consequences of which, difficult to predict, can trigger risky situations. , which, directly or indirectly, may jeopardize national interests.

3. Threats and risks

3.1. Threats and risks in the global security environment

The global security environment is faced, in particular, with the following risks and threats:

- **Transnational terrorism** and other forms of violent extremism, with a highly destabilizer;
- **Piracy**, based mainly in states in collapse or with weak control of their territory and affecting vital routes of international trade;
- **Organized transnational crime**, which includes trafficking in people, weapons and drugs, posing a threat to the security of people and goods, with the potential to create fragile States;
- **The proliferation of weapons of mass destruction** (nuclear, biological, chemical and radiological), with the aggravating factor of being able to be appropriated by terrorist groups;

- **The multiplication of fragile states and civil wars** in vital strategic areas, enhancing mass atrocities, terrorism and rising waves of refugees;
- **Regional conflicts**, as a result, namely, of the hegemonic assertion of powers in strategic areas of high conflict or separatism, with a potential impact on regional and global balances;
- **Cyberterrorism and cybercrime**, targeting networks essential to the functioning of the economy and the globalized information society;
- **The dispute over scarce natural resources**, such as hydrocarbons, minerals and water, which can lead to violent competition for their use and control;
- **Natural disasters and climate change**, affecting States, societies and populations, without distinction, but with more serious effects on the most fragile.

3.2. Main risks and threats to national security

3.2.1 Threats of a global nature

Portugal is faced with threats of a global nature that can directly jeopardize its security, such as:

- **Terrorism**, since freedom of access and Portugal's identity as a Western democracy can make the country a target of international terrorism;
- **The proliferation of weapons of mass destruction**, which represents a more immediate and worrying threat, as this leads to their eventual possession by terrorist groups or results in serious crises in the regional security of vital areas;
- **Organized transnational crime**, since Portugal's geographical position as the EU's external border and the vast air and maritime space under its jurisdiction impose particular responsibilities on it;
- **Cybercrime**, as cyberattacks are a growing threat to critical infrastructures, in which potential aggressors (terrorists, organized crime, States or isolated individuals) can collapse the technological structure of a modern social organization;
- **Piracy**, not only due to energy and food dependence and the importance of maritime transport for the national economy, but also due to growing national responsibilities in the cooperative security of global resources.

3.2.2 Environmental risks

The degradation and scarcity of drinking water, the loss of arable land, the decrease in food production and the increase in the frequency of environmental catastrophes can lead to mass migrations and enormous economic losses. Competition for scarce natural resources, namely water and energy resources, has a high destabilizing potential and can lead to situations of violence and armed conflict.

The natural disasters of the past decade have heightened awareness that States may be faced with the sudden and massive destruction of wealth and the occurrence of large-scale human disasters, requiring the solidarity of the international community.

Portugal is subject to the same environmental risks and must improve its ability to prevent, adapt and respond quickly to the following challenges:

- **Climate change, environmental and seismic risks**, which, either due to their destructive effects or their potentially prolonged impact, can seriously affect the ability of States, societies and economies to continue to function normally and safely;
- **Occurrence of heat and cold waves**, with potential effects on the morbidity and mortality of population;
- **Attacks on the ecosystem, both on land and at sea**, such as pollution, abusive use of marine resources and forest fires;
- **Pandemics and other health risks**, capable of creating not only significant numbers of victims, as well as causing additional security problems due to the panic they can generate.



IV. Portugal in the World

IV. Portugal in the World

1. Strategic insertion and spaces of interest national strategic

The stable and coherent definition of Portugal's international position as a European and Western democracy made possible not only a consistent strategy of integration into the EU and consolidation of the Portuguese position in NATO, but also the increase in relations with Portuguese-speaking states, namely with the creation of the CPLP.

The international position of the State and the delimitation of its geographical areas of strategic insertion result from the conjunction between values, interests, geography and history. The essential values for Portugal's international identity are the constitutional values of democracy, which place the country as an integral part of the EU and NATO. The State's interests in the crucial areas of defense and security, as well as the imperatives of modernizing the economy and society, confirm this European and Western definition. The geography of the national space, defined by the “**strategic triangle**”, formed by the continental territory and the archipelagos of Madeira and the Azores, naturally values Europe and the Atlantic. History confirms Portugal's universalist vocation.

Europe is the main geographic area of national strategic interest. Portugal is Europe's western border on the Atlantic. Democratization and Europeanization ensured an essential congruence between the values of Portuguese democracy, the imperatives of national defense and modernization strategies.

The **North Atlantic** security community is the space of unity between Europe, the US and Canada. Portugal's national unity and territorial integrity, as well as the bilateral alliance with the USA and the cohesion of the Atlantic Alliance, make the Euro-Atlantic space the second geographical area of permanent strategic interest, whose stability is reinforced by the community of political and cultures among Western democracies. The Arctic energy reserves under the jurisdiction of the USA, Canada and Norway reinforce the importance of this area.

The **Atlantic** constitutes a vast geographic area of relevant strategic interest. The majority of Portuguese-speaking countries are concentrated in this space. The regions of traditional historical connection in the Portuguese-speaking community include countries with which we share a common past and a network of relationships through culture, migration, economic exchange, are important in symbolic terms and as partners in progress. It is therefore in Portugal's interest to highlight the strategic unity of the Atlantic and contribute to security and strive for the international relevance of this region.

The Atlantic was transformed with the democratization of Latin America and the emergence of new powers. In this new framework, conditions began to exist for democratic convergence in the Atlantic space and to build a new identity for the Atlantic, with unique homogeneity and stability. The Atlantic unit anticipates the need for a new transatlantic community to guarantee the security not only of maritime lines of communication, but also of energy reserves and raw materials, the importance of which will be consolidated with the future development of the new economy of the sea.

The distribution of **Portuguese communities** and migratory flows, concentrated in European and Western countries, as well as in Brazil, South Africa, Angola and Venezuela, confirm the status of Europe, the Euro-Atlantic space and the Atlantic as priority areas of national strategic insertion.

The **Maghreb** is valued due to the effect of territorial proximity and economic and cultural relations. Energy dependence and the potential risks of an increase in demographic pressure in a possible scenario of conflict in this region justify its recognition as a geographic area of relevant strategic interest.

Finally, Portugal cannot be separated from the transformation of **Asia**, where it must find strategic partnerships that can ensure the external projection of its interests.

In summary: at the beginning of the 21st century, Portugal, a member of the EU, NATO and CPLP, is at the geographic center of the transatlantic community and is a natural link in relations between Western Europe and Europe. North America and with South America and Southern Africa, regions with which we intend to deepen give our relationship.

This is a reality that values our strategic importance, but which simultaneously requires us to be capable of actively contributing to the stability and progress of all areas in which the affirmation of our strategic interests is involved.

2. Cooperative security

Portugal's national interests determine its strategy for defending the multilateral system in the international order and its status as a member of the United Nations, the EU and NATO. This is the best way to guarantee a relevant presence in international politics and maximum security for Portugal.

Portuguese democracy has been an effective actor in a cooperative security framework, committed to the evolution and reform of these organizations and to the new commitments resulting from doctrinal review processes in which it participated in a relevant way.

The **United Nations** continues to be an ultimate legitimizing institution for the use of force. Portugal's participation in the Security Council created new opportunities and obligations that reinforce national political credibility.

At the Lisbon Summit in 2010, NATO approved a new strategic concept . The document defends the notion of a Global Approach (*Comprehensive Approach*) and the articulation of civil and military means in responding to security challenges, an area where Portugal has its own doctrine and past experience that must be valued. The new strategic concept manifests NATO's determination to deepen relations with its strategic partners, including the EU and Russia. In this context, the unique and primordial importance of the strategic partnership between NATO and the EU was once again highlighted, as well as the critical importance of the bilateral partnership between NATO and Russia for European stability. Following the Lisbon summit, the concept of Smart Defense was also introduced , with the aim of accompanying technological transformation with intelligent investments, in order to enhance the Alliance's capabilities to project robust forces in the prevention and resolution of crises.

As part of the reform of the Atlantic Alliance's command structure, it was decided to transfer to Portugal the command of a naval force (*Strike Force NATO*), as well as the NATO communications school, which should be valued, both in terms of advantages and obligations that arise from Portugal's participation in this important cooperative security system.

The **EU** assumed new responsibilities as a security actor with the Lisbon Treaty. The CSDP defines a framework of common security and defense interests of member states, including mutual defense and solidarity clauses, which provide for collective actions of mutual assistance, as well as mechanisms of reinforced cooperation and permanent structured cooperation. The EU's security and defense doctrine is defined in the 2003 European Security Strategy, updated and reinforced in 2008, which highlights the need to improve the coordination of resources and the EU's ability to act on the ground with a multiplicity of civil and military.

The EU's economic and financial crisis has given greater emphasis to the role of the European Defense Agency and the need for shared development of capabilities (*Pooling and Sharing*), in order to simultaneously respond to national and European requirements. It is necessary to move forward with bilateral and multilateral agreements in this dimension, with clear rules that guarantee the effective use of this instrument, without losing the autonomy of the Portuguese Armed Forces.

The **United Nations, NATO and the EU** share a fundamental principle of defending human security, in which members commit to guaranteeing not only the security of States, but also the security of people. In the same sense, the three institutions share a common determination to improve crisis prevention and management capacity and ensure a greater capacity for rapid response and projection of civil and military resources.

Portugal undertakes the transformations required by the new security agenda to continue to be a responsible partner in the cooperative security framework for the permanent defense of our fundamental values and interests.

3. Alliances and partnerships

The main objectives of the alliance strategy are to defend national interests and guarantee the security and defense of Portugal, reduce vulnerabilities and exercise the international responsibilities of the State and contribute to the realization of the Portuguese vision of the constitutive values of the international order.

The crucial alliance for Portugal's security and defense is the **Atlantic Alliance**. The defense of territorial integrity and national cohesion are inseparable from participation in NATO. The recognition of Portugal as a co-producer of international security, its participation in external missions and its contribution to the security of the planet's common resources are carried out, as a priority, within the framework of NATO. The internationalization and modernization of the Portuguese Armed Forces result from Portugal's integration into the Atlantic Alliance. The credibility of the military institution and its ability to carry out essential national defense missions are inseparable from Portugal's status as a member of NATO. The Atlantic Alliance is the institutional form of the security community of the Euro-Atlantic space.

Strengthening the bilateral relationship with the **USA** is crucial to consolidating Portugal's position in the main geographic areas of priority interest. Relations with the USA are decisive in the military, political, economic and scientific dimensions, as well as for the development of the maritime economy.

Europe is the first geographic area of national strategic interest. Portugal's committed and full participation in the EU is crucial for the security and well-being of the Portuguese. The values of Portuguese democracy are realized in the constitution of the EU as a community of law in the international system. To ensure the imperatives of national security and defense, Portugal must guarantee its position as an integral part of permanent structured cooperation within the CSDP framework, investing in the quality of its participation in EU missions and in the programs of the European Defense .

Portugal must commit to enhancing military and security cooperation programs within the **CPLP framework** and establish strategic security partnerships to create relevant cooperation frameworks for the defense of common interests, particularly in the field of security of maritime lines of communication and crisis management.

These partnerships are relevant to consolidate national autonomy and defend national interests and values in a geographical area of strategic interest for Portugal. These initiatives are a way of demonstrating Portugal's commitment to defending Atlantic unity, the consolidation of which is crucial to strengthening ties between CPLP members. Interregional relations between Western Europe, North America, South America and Southern Africa justify the creation of security dialogues, namely between the EU, NATO, the Union of South American Nations (UNASUR) and the Southern African Development Community (SADC).

In the **Maghreb and Middle East**, Portugal must permanently and in-depth monitor local conditions, valuing bilateral relations. It is essential to prioritize bilateral partnership relations with close neighbors who share common interests, as well as participating in multilateral frameworks, namely the Mediterranean Dialogue, the Istanbul Cooperation Initiative and the 5+5 Initiative.

In **Timor-Leste**, the continued national commitment to state building and bilateral cooperation is not only relevant for bilateral relations, but also for Portugal's regional prestige. It is important for Portugal to be able to stabilize and develop partnership relations not only with China, especially through the Macau Special Administrative Region, Japan and India, but also with South Korea, Malaysia, Thailand, Sri Lanka and Indonesia, where history has created its own relationship between Portugal and the nations of Asia, which does not exclude the states in the region whose relationship with Portugal has enormous potential, particularly economic. Portugal can and must combine the recognition, by Asian countries, of the specificity of this historical link with the development of more intense bilateral relations.

The Portuguese crisis coincides with a European crisis, marked by growing uncertainty about the future of the EU and the fate of the transatlantic community, the two pillars of the international order that guarantee the defense of Portugal as an independent State. In this context, the clear and rigorous definition of Portugal's international position, its national priorities and its alliances is decisive to contain the dangers of isolation, marginalization and loss of autonomy, unprecedented since the institutionalization of Portuguese democracy.



V. National context

V. National context

1. National vulnerabilities and assets

Portugal is a democracy, part of the Western community and has a geography whose consequences condition the definition of its permanent interests.

National capabilities will be greater the better the articulation between the strategic instruments available to the State and the way in which the available resources are used to carry out actions that allow achieving the defined objectives.

Within the framework of the strategic planning process, with the objective of maximizing national capabilities, it is important to explore, for what this represents in terms of a multiplier element of national strategic potential, the following **national assets**: national history, identity and cohesion; culture and linguistic space; a consolidated democratic regime; participation in the EU, NATO and CPLP; the sea and centrality in the Atlantic space; the archipelagic character of the territory; the climate and emigrant communities.

When defining how we wish to use resources, it is important to consider our **main vulnerabilities**: economic-financial imbalances and the economy's levels of competitiveness; the aging of the population; energy and food dependence; the insufficiencies of the justice system and the constraints of spatial planning.

The national strategic potential will always be a function of the resources that the Nation can make available. However, its real value results, above all, from the rational and intelligent way in which these resources are used to build a national capacity for effective action and, mainly, from the **collective will** that encourages us as Portuguese to want to continue building a common future.

2. Principles of national security and defense

National security and defense policies integrate principles and objectives defined in the Constitution and the law, as well as guidelines and priorities defined by the strategic concept and implemented, namely, at the level of each government's program.

Security and defense policies are guided by the promotion of **national interests**: by affirming Portugal's presence in the world and by consolidating its international alliances; for the defense of Portugal's external reputation and credibility; for valuing the role of Portuguese communities in the world; for contributing to the promotion of peace and human security, based on the primacy of international law.

The following are the **fundamental principles** on which national security and defense policies are based: the principle of national independence, the principle of equality between States, the principle of protection of human rights, the principle of respect for international law, the principle of peaceful resolution of international conflicts and the principle of contribution to international security, stability and peace.

The State defends national interests by all legitimate means, inside and outside its territory, maritime areas under national sovereignty or jurisdiction and air space under its responsibility; the State ensures the safeguarding of the lives and interests of the Portuguese within an autonomous or multinational framework; In exercising the right of self-defense, Portugal reserves the use of war for cases of actual or imminent aggression.

The implementation of the national strategy is guided by three rules:

- **Strategic unity:** it is essential to integrate all dimensions of security and defense, making them converge towards common objectives;
- **Coordination:** it is essential to ensure cooperation and collaboration between all intervening entities and bodies, at national or multilateral level, in order to maximize the available strategic potential;
- **Rational and efficient use of resources:** when using the various instruments, it is imperative that this happens, bearing in mind the objective they contribute to and the nature of the threats and risks they intend to mitigate.

3. Permanent national objectives

Portugal is a pluralistic democracy, a rule of law, an integral part of the Western community.

The Portuguese constitute an ancient European nation, with a strong identity and a deep confidence in their national destiny.

Within the framework of national security and defense policies, **permanent objectives are defined** to ensure:

- State sovereignty, national independence, territorial integrity and fundamental values of the constitutional order;
- The freedom and security of populations, as well as their assets and the protection of national heritage;
- The freedom of action of sovereign bodies, the regular functioning of democratic institutions and the possibility of carrying out the essential functions and tasks of the State;
- The maintenance or restoration of peace under conditions that correspond to national interests;
- Strengthening the cohesion capabilities of the national community, so that it can prevent or react by appropriate means to any external aggression or threat.

4. Situational national objectives

The definition of permanent objectives is not, however, sufficiently detailed to define strategic action. It is important that, as a result of the analysis of the security environment and the role that Portugal aspires to have in the world, more concrete and current political objectives are identified, which allow for a consistent elaboration of strategic planning. Within the framework of national security and defense policies, **short-term objectives are defined to ensure:**

- The correction of economic-financial imbalances, in order to restore external credibility and preserve social cohesion, simultaneously reinforcing the country's autonomy and capacity for external action;
- The reduction of unemployment, contributing to social cohesion and a higher quality of life for citizens and respective families;
- The correction of vulnerabilities and external dependencies that are harmful to national cohesion and the exercise of sovereignty;
- The appreciation of Portugal's Atlantic vocation;
- Consolidation of Portugal's insertion into a stable and stable network of alliances and strategic partnerships coherent;
- The commitment to consolidating the CPLP;
- The development of the capacity to face the most likely threats and risks and to comply with international commitments, including the relevant participation of the Armed Forces in international peacekeeping missions;
- The rationalization and profitability of resources, through the development of civil and military capabilities integrated;
- The commitment to valuing human capital and strengthening and boosting scientific capabilities national and technological technologies and the promotion of scientific research and innovation.
- The contribution to strengthening the cohesion of the EU and NATO;
- The defense of Portugal's international prestige.

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The national strategy is developed along three vectors of action: exercising national sovereignty, neutralizing threats and risks to national security; overcome the main national constraints and vulnerabilities; leverage national resources and explore existing opportunities. The **vectors of strategic action** bring together several lines of action, whose implementation in an articulated or independent manner by the various actors, contribute directly or indirectly to the achievement of permanent national and cyclical objectives of the State.

1. Vectors and Lines of Strategic Action (I) – Exercising sovereignty, neutralizing threats and risks to national security

1.1. Defend Portugal's international position

Portugal has a stable international status as a Western democracy, a full member of the EU and NATO and founder of the CPLP. The permanent interests of Portuguese foreign policy are well defined and based on a national consensus.

Diplomacy and foreign policy are essential for achieving the objectives of the national strategy in international relations. The priority lines of action to **defend Portugal's international position** include:

- Contribute to stabilizing and completing the Economic and Monetary Union and strengthening common policies of the EU, namely the CSDP, in which Portugal must continue to be an active and committed partner;
- Reaffirm the strategic importance of Portugal's inclusion in NATO, as well as the bilateral alliance with the USA;
- Contribute to the consolidation of the CPLP and reinforce strategic partnerships with Portuguese-speaking States, developing the political, economic and security and defense dimensions in this strategic axis;
- Invest in the security of the Maghreb, namely through the 5+5 Initiative and other multilateral forums
- Actively participate in missions that contribute to international peace and security, within the scope international organizations to which it is linked;
- Intensify relations with States with Portuguese communities, with countries with a strong Portuguese cultural presence and with the States of origin of immigrant communities residing in Portugal;

- Effectively mobilize Portuguese diplomacy, particularly for the country's global economic projection, investing in economic diplomacy that contributes decisively to the affirmation of Portugal's external credibility, to attracting investment and to the promotion of companies abroad;
- Strengthen the presence of Portuguese in international institutions;
- Develop national image strategies that include, in particular, the definition of a plan strategic, through professional management of public diplomacy policy and through association with these two axes of national private initiative and the Portuguese diaspora.

1.2. Consolidate external defense relations

The strengthening of national security and defense is based on the **consolidation of external defense relations**, namely with NATO and the EU, as well as the deepening of the security dimensions of cooperation policies in the Portuguese-speaking community, the implementation of which involves the following lines of action:

- Participate in international military peacekeeping missions, particularly within the framework of the United Nations, of NATO and the EU;
- Intensify the relationship with NATO, participate in its transformation process and defend the strategic articulation between NATO and the EU;
- Intensify external defense relations and cooperation with the USA;
- Promote the development of EU CSDP;
- Expand bilateral and multilateral security and defense relations with CPLP member states, in particular in the areas of technical-military cooperation and security sector reform;
- Contribute to strategic stability in the Mediterranean and Maghreb, actively participating in Initiative 5+5 Defense;
- Enhance opportunities in the field of defense economy.

1.3. Valuing strategic information

The unpredictable, multifaceted and transnational nature of new threats confirms the relevance of the information. In this context, information services are essential instruments for identifying and evaluating threats and opportunities in volatile and complex scenarios. Information is a strategic instrument of the State, essential for supporting political decisions, especially in matters of security and defense.

Given the current situation, the necessary safeguarding of national interests in various regions will become, in the coming years, one of the main and most demanding responsibilities of the State, making reinforced training of information services unavoidable.

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Therefore, the **valorization of strategic information** involves, in particular,:

- Consolidate the vector of information as an instrument for evaluating and identifying opportunities, threats, vulnerabilities and risks;
- Strengthen the capacity of information as an instrument for identifying opportunities to assert the Portuguese presence that contribute to national security, taking advantage of intangible values such as language and culture, democracy and respect for human rights.

1.4 Adapt national security and defense policies to the strategic environment

1.4.1. Defend the territory and security of citizens, neutralize transnational threats and risks

The defense of constitutional values, the guarantee of sovereignty, national independence and territorial integrity, the security of citizens and their individual and political freedom, constitute permanent functions and duties of the democratic rule of law.

To ensure these permanent objectives, national security and defense policies must:

- Ensure a deterrent capacity, reinforced by the framework of alliances, sufficient to discourage aggression or to re-establish peace, under conditions suitable for the national interest;
- Consolidate a military structure as an essential means of demonstrating the defense capacity of the State and collective determination in the exercise of national sovereignty;
- Ensure the ability to carry out the military missions necessary to guarantee sovereignty, national independence and territorial integrity of the State;
- Efficiently articulate civil and military resources, in order to guarantee responsiveness integrated with aggression or threats to national security;
- Guarantee the capacity for surveillance and control of the national territory and inter-territorial space, including the supervision of air and maritime space;
- Ensure autonomous capacity to carry out missions aimed at safeguarding life and interests of Portuguese citizens;
- Ensure strategic reserves essential to the country's security, particularly in the plans of energy, communications, transport, supplies, food and health;
- Ensure the capacity to organize national resistance in the event of aggression.

1.4.2. Respond to threats and risks

The typology of transnational threats, such as terrorism, the proliferation of weapons of mass destruction, transnational organized crime, cybercrime, catastrophes and calamities, environmental risks and pandemics, requires multisectoral and integrated strategic responses.

In this sense, the State must:

- Maximize existing civil and military capabilities and promote an integrated approach in responding to threats and risks, operationalizing an effective **national crisis management system**;
- Clarify, streamline and simplify prevention and operational response structures, adapting them to the nature of the threats, in order to maximize existing capabilities and improve efficiency in the use of resources;
- Contribute, in international bodies, to strengthening control and non-proliferation policies of armaments, technologies of mass destruction, for the prevention and combat of terrorism, drug trafficking and other forms of organized crime and for the protection of the environment, maritime and air security and humanitarian aid;
- Deepen **cooperation between the Armed Forces and security forces and services** in missions to combat aggression and transnational threats, through an Articulation Plan Operational that includes not only coordination measures, but also the interoperability aspect of systems and equipment;
- Promote an integrated approach to **internal security**, encompassing a horizontal dimension, including the need for articulated and coordinated intervention by security forces and services, civil protection, medical emergency and judicial authorities, as well as sector entities. private tor, and a vertical dimension, including international, national and local levels;
- Promote the operational integration of internal security, through the adoption of operational measures that reduce redundancies and increase operational integration and system resilience, including intelligence, public security, criminal investigation, foreign and border services and civil protection;
- Develop the military capabilities necessary to mitigate the consequences of terrorist attacks, cybernetics, NBQR – Nuclear, Bacteriological, Chemical, or Radiological – and catastrophes and calamities;
- Define the coordinated effort to acquire and maintain **strategic reserves** of certain medicines that can be used in the event of a public health emergency or calamity, as well as ensuring, in a sustained manner, the preservation of essential infrastructures in the health sector, integrating the care delivery system, whether in the field of water and food supply, and energy.

To respond effectively to the threat posed by terrorist networks, Portugal must develop a national and integrated strategy that combines diplomatic, financial control, judicial, public information and police and military information measures. Special attention must also be paid to the surveillance and control of maritime, air and land access to the national territory. In this domain, the implementation of a **National Program for the Protection of Critical Infrastructures acquires great acuity**.

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Regarding the proliferation of weapons of mass destruction and their vectors, it is essential to reinforce coordination between the various bodies of the State with responsibilities for preventing and responding to this risk, particularly in terms of monitoring markets for access to production, commercialization and trafficking. , technological research, information to the population and civil protection, in close coordination with our allies. It is also necessary to promote the improvement of **NBCR defense capabilities**.

To fight against **transnational organized crime**, it is important not only to reinforce international cooperation, but also to improve the capacity to prevent and combat organized crime, reinforcing and improving coordination mechanisms between the various entities and bodies with responsibilities in this field, assigning Special priority is given to monitoring, detecting and tracking drug trafficking in maritime and air spaces under national jurisdiction, and to combating clandestine immigration and human trafficking networks.

In the field of **cybercrime**, an assessment of the vulnerabilities of information systems and the multiple infrastructures and vital services supported by them is necessary. In this domain, the following are defined as priority lines of action: ensuring the protection of critical information infrastructures, through the creation of a National Information Infrastructure Protection System (SPIIN); define a National Cybersecurity Strategy; set up the structure responsible for cybersecurity, through the creation of the necessary technical bodies; raise public and private operators' awareness of the critical nature of IT security and build national cyber defense capacity.

To face **attacks on the ecosystem**, Portugal must strengthen its response capacity by promoting an adequate articulation between public policies with intervention in this field and the maximization of civil-military capabilities.

Piracy **constitutes** a serious security threat, affecting vital international trade routes.

Portugal must continue to participate in missions to combat piracy, within the framework of its alliances, and contribute to the security of the planet's common resources, as well as cooperate with Portuguese-speaking States, particularly within the scope of the CPLP Defense Agreement, to develop maritime security actions and combat this threat.

The devastating impact of **natural or induced catastrophes** and calamities highlights the Civil Protection System and the following lines of strategic action: strengthening the Civil Protection System, intensifying the use of operational synergies between the entities responsible for the areas of internal security , justice and national defense and local administration, to improve the efficiency and effectiveness of the system; develop methodologies, programs and technical and scientific studies on different hazards, threats and risks; create a Military Emergency Assistance Unit, without increasing authorized personnel, and deepen the connection and response capacity of the Armed Forces with the network of entities responsible in catastrophe and calamity situations.

Pandemics and other health security risks pose serious risks to the security of the State and people . Within this framework, it is a priority to strengthen the national response capacity to health risks, through a better definition of the strategic planning and response framework; promoting education and training actions for emergency and risk management; the development of civil-military cooperation and coordination between public, private and military hospitals, in order to more quickly and effectively deal with epidemic diseases or attacks with NBQR weapons. Health security also involves guaranteeing food security, namely the quality of food and water and the definition of a National Health-Epidemiological Strategy.

Finally, a National Environmental Strategy is needed to prevent and address, in an integrated manner, the main environmental risks in Portugal, such as earthquakes, forest fires, floods, coastal erosion and soil water erosion, desertification and industrial accidents.

1.4.3. Affirm Portugal as a co-producer of international security

The military vector is essential in supporting foreign policy. One of the priority missions of the Armed Forces is to contribute as an instrument of the State for international security, namely through its intervention in international military peace missions, which ensure external recognition of Portugal as a State that co-produces international security. Security forces and services, along with diplomacy and the justice and health sectors, among others, play an important role in this field.

The borders of national security go beyond the territorial borders of the State. Reducing factors of global instability and regional conflicts is a collective responsibility of democracies and an integral part of national security missions. In this sense, the Portuguese State is responsible for:

- **Participate in international military missions** in defense of peace and security, particularly within the framework of the United Nations, NATO and the EU, integrating the evolution recorded in these organizations into national planning;
- Participate, whenever possible and according to our capabilities, in aid missions emergency, requested by the United Nations;
- Participate in security sector reform missions;
- Establish strategic security partnerships with **CPLP countries**, open to joint initiatives in the field of security and defense, namely the fight against organized crime, cybercrime and the security of naval routes.
- Increase the effort being developed in the area of **technical-military cooperation**.

Taking into account the available resources and the situation, the use of national military resources must comply with a **geopolitical scale of priorities**. Firstly, in the cooperative defense of peace and security in the European and Euro-Atlantic regions, together with allies, as well as in the protection of Portuguese communities abroad; secondly, in areas vital to combating transnational terrorism and other direct threats to the Euro-Atlantic region; thirdly, in cooperation in the field of security and defense with CPLP countries; and finally, participate in United Nations emergency relief missions.

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1.4.4. Valuing the public interest missions of the Armed Forces

The missions constitutionally attributed to the Armed Forces include missions of public interest, namely supporting sustainable development and improving the quality of life of the Portuguese.

These missions cover a wide range of activities, including: support for the National Civil Protection Service, to deal with situations of catastrophe or public calamity; support for meeting the basic needs of populations; supervision of the Exclusive Economic Zone; search and rescue; environmental protection; the defense of natural heritage and fire prevention; research into natural resources and research in the fields of geography, cartography, hydrography, oceanography and marine environment. When carrying out these missions, the principle of dual use must be valued to the greatest extent possible.

1.4.5. Adapt and rationalize structures

Structural changes in the security environment and the nature of threats to national security imply a different response capacity from the Armed Forces. The imperative to reform the Armed Forces is not cyclical. The financial constraints that the Western world and Portugal in particular are facing only give it greater urgency.

It is essential that this structural modification process corresponds to a strategic vision. The reforms must follow a **coherent model** that is based on the valorization of integrated and joint solutions, as well as the operational product, the ultimate justification for the existence of the Armed Forces. This is the starting point of a process that cannot fail to involve the integration of force planning and capacity building processes; by simplifying organizational structures; by rationalizing devices; by sharing operational solutions and eliminating unnecessary redundancies.

The **predominantly joint nature of the Armed Forces' actions** must extend not only to operational concepts, doctrine and procedures, but also to the institutional and organizational culture of the Armed Forces. The need to guarantee effective decision-making processes and efficient resource management makes it urgent to deepen the reform of national defense structures and the Armed Forces, through greater integration of command and management structures, administrative and logistical bodies and services, as a reflection of a philosophy and operational practice that privileges joint action.

The need to rationalize and optimize the relationship between operational product and resources is imperative, in a context of financial constraints, not only at national and European level, but also in NATO, where the objective of applying the concept of *Smart Defense* has become consensual. *Defense*).

With regard to the **structures of the Ministry of National Defense, General Staff of the Armed Forces (EMGFA) and branches**, the deepening of the reform should aim at: a functional organization that corresponds to a global vision of national defense; the simplification and reduction of structures, in order to streamline them and eliminate unnecessary elements, and the improvement of the functioning of bodies and services whose responsibility is to obtain, allocate and manage resources allocated to the Armed Forces, in particular the that relate to the preparation and use of its operational component.

The **structure** of the Armed Forces must be rationalized in accordance with the guiding principle of concentration, aiming at saving resources, making logistical support profitable and limiting the number of infrastructures, making the most of those that prove most appropriate.

It is important to maximize **dual-use and resource-sharing** practices, as well as eliminate any and all forms of duplication of public resources. Finally, it is necessary to rationalize and resize personnel and adapt human resources to the flexibility requirements inherent to the new missions of the Armed Forces.

1.4.6. Monetize means and capabilities

In a context of budgetary constraints, common to EU and NATO members, we must be even more precise in defining deterrence capabilities, priority missions and the most likely employment scenarios, in accordance with national objectives and international commitments. of State.

Portugal must be equipped with a **deterrent capacity** to discourage aggression and that guarantees the possibility of making the political, diplomatic and military containment mechanisms inherent to the exercise of collective defense responsibilities within the framework of the alliances to which Portugal is a party work in a timely manner.

The Armed Forces must constitute a military instrument capable of projecting joint forces of high readiness, constituted based on a modular concept, with capabilities that allow autonomous or integrated engagement in multinational forces and in support of civil protection. To this end, they must be prepared to carry out **missions of**:

- Integrated defense of the national territory;
- Response to international crises or armed conflicts, within the scope of commitments assumed in particular with NATO and the EU;
- Support for peace and humanitarian aid, in accordance with the State's foreign policy and the safeguard of national interests;
- Technical-military cooperation;
- Public interest, associated with sustainable development, the well-being of the population, support for civil protection and international commitments assumed in this field;
- Cooperation with security forces and services in combating transnational threats.

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The **operational scenarios** in which these missions are carried out emphasize the need for the Portuguese Armed Forces to have, as a priority, the ability to project forces to participate in missions within the framework of cooperative security or in an autonomous framework – to protect Portuguese communities in the abroad, in areas of crisis or conflict, surveillance and control of areas of sovereignty and under national jurisdiction, and response to complex emergencies, particularly in situations of catastrophe or calamity.

Consequently, the **configuration of the force structure** must consider, as a priority, the missions that take place in these scenarios and the existing military capabilities must be optimized and articulated, in order to materialize joint capabilities and effective force objectives that allow for a greater capacity for response and greater readiness.

The experience accumulated over the last two decades, through the participation of the Armed Forces in these missions, unequivocally demonstrates the importance of the ability to project forces and sustain them for prolonged periods of time, as well as the ability to act jointly. It is, therefore, essential to favor a force structure based on joint capabilities and based on a modular and flexible organizational model.

The force structure and its device must be rigorously dimensioned and reconfigured in line with the **level of ambition**, to be defined by the political power at the beginning of the planning cycles, and with the corresponding priority force objectives. All capacity planning should be oriented towards this level of ambition.

Taking into account the typology of the Armed Forces' missions and threats to national security, the highest level of **priority** must be attributed to : the ability to project forces and sustain them for extended periods of time; strategic and tactical mobility and force protection; effective capacity in the areas of command, control, communications and information; the development of cyber defense capabilities; to “force multipliers” that increase the operational capacity and survival of troops; to the means that improve the capabilities of surveillance and control of air and maritime spaces under our responsibility and the indispensable capabilities to face the consequences of terrorist attacks, NBQR and catastrophes and calamities. The success of priority missions also requires a qualified information system geared towards supporting military operations. Consequently, the resources strategy must prioritize this list of capabilities.

The above also corresponds to an effort to modernize in light of Portugal's obligations in the management of common spaces (*global commons*), the EU CSDP and the security of the Atlantic. These are strategic challenges that represent opportunities and imply investments.

In this sense, it is essential to decisively implement the **capability planning methodology** within the scope of the development of the national forces system, taking into account the criteria for action and effective use of resources, preparation and effectiveness of the Armed Forces. It is necessary to guide investment towards the capabilities necessary to fulfill the priority missions of national defense. Investments must be selective and focus on tactical and strategic equipment that ensures significant operational results at lower costs.

Capacity-sharing programs under debate in NATO and the EU, as well as a rigorous articulation of military programming and planning with NATO and EU planning cycles, must be taken into account, without compromising the capacity to act autonomy of the Armed Forces in certain scenarios.

The demands of responses to the current situation of threats and risks make it essential to take into account the necessary capacity for growth of the force system, when necessary, by call or mobilization. It is, therefore, essential to implement an effective **call-up and mobilization system**, as well as increasing the constitution of appropriate war reserves.

In summary, maintaining the objective of a credible deterrence capacity, the consolidation of the Portuguese Armed Forces as a modular, flexible and modern organization is considered a priority, valuing joint capabilities and optimizing the operational product, adapting them to the new environment. security and the new financial environment, which will imply rationalizing solutions for the force system and its device, in accordance with the guidelines defined here.

In this sense, it is also essential **to ensure a more balanced relationship** between the budget's expenditure aggregates, namely **between personnel and operation and maintenance expenses and investment**.

1.4.7. Clarifying the competencies of the Security Forces and Services

The internal security system should not be considered in isolation, but rather integrated into the broader and more comprehensive system of national security, which appeals to the principles of complementarity and interdependence between all its components.

The internal security system has, in order to pursue its activity, a set of forces and services that perform functions in this field, in addition to the criminal police bodies. The Portuguese internal security system can be included in the so-called dualist or dual police component models. It is important, however, to recognize the need to clarify this conceptual model, precisely defining the responsibilities and competencies of each component and eliminating existing redundancies, in order to make it more efficient.

2. Vectors and Lines of Strategic Action (II) - Respond to national vulnerabilities

2.1. Promote financial balance and economic growth

One of the biggest national structural weaknesses has been the persistent trade imbalance with the outside world, which has recently been corrected. However, the structural deficit in the trade balance made Portugal dependent on the inflow of external resources to finance itself. This problem has been aggravated in recent years by the accumulation of other macroeconomic imbalances, particularly arising from the control of public accounts, which are often in deficit. This was a situation that was also reflected in the low level of economic growth and the increase in unemployment, a phenomenon that, by its nature, undermines the foundations of national cohesion and that, when it exceeds a certain dimension, can be generating of conflict and social instability.

In this domain, the following lines of strategic action are identified:

- Ensure macroeconomic stability and the economy's main financial balances, from therefore ensuring the sustainability of public accounts;
- Increase productive and industrial potential, removing the blockages that hinder economic efficiency;
- Promote job creation opportunities;
- Ensure balanced territorial economic development, in order to reinforce national cohesion national and also social cohesion;
- Pay special attention to strategically relevant sectors, in order to ensure maximum autonomy without sacrificing economic efficiency and the potential for creating well-being;
- Constitute strategic reserves of essential goods - energy and food -, which guarantee autonomy necessary in critical periods;
- Create and diversify mechanisms capable of guaranteeing **vital supplies**, in order to improve the capacity for national resistance in the event of conflict;
- Ensure internal financial rebalancing and reduce external debt, in order to restore external credibility;
- Strengthen international connectivity, enhancing the Atlantic façade, through the development of ports of deep waters, road-sea transport and the rail freight corridor to Europe.

2.2. Ensuring energy and food autonomy

There are two vulnerabilities that stand out for their strategic importance: energy dependence and food dependence. Strategic action in these areas must involve the execution of the following lines of strategic action:

- Reduce Portugal's energy dependence from abroad and bring it closer to the EU average (50%);
- Diversify supply sources and energy routes;
- Make an energy efficiency policy effective and invest in the country's endogenous resources with the promotion of competitive *clusters* in the area of renewable energy, in particular wind, solar and biomass;
- Optimize water resources;
- Review transport policy, a sector responsible for the consumption of more than a third of primary energy. mary and very dependent on oil;
- Review the management policy for strategic oil and gas reserves and adapt its magnitude to the intensity of supply interruption threats;
- Boost the potential for biofuel production and promote an integrated biofuel policy use of forest residues and urban waste that can help transform waste into energy resources;
- Negotiate Portugal's participation in trans-European energy network projects.

Food security must involve the execution of the following lines of strategic action:

- Develop national productive capacities in the food sector in order to safeguard its security, reduce external dependence and contribute to national cohesion, through rural development and the entire territory;
- Stimulate components associated with agriculture and forests (commerce and services) in all areas regions of the country, in order to generate employment and value, contributing to strengthening national cohesion;
- Prevent the destruction of the forest and reinforce the commitment of civil protection agents in their preservation.

2.3. Encourage demographic renewal and manage aging of the population

The trend of demographic aging reduces the possibilities of economic growth in the medium term and is insufficiently compensated by the ability to attract immigration, which, in turn, is a challenge in terms of integration and social policies.

In this sense, the following lines of strategic action appear to be:

- Promote new policies to encourage birth rates and population settlement, as well as the consolidation of immigrant integration policies;
- Develop public policies to manage population aging, in order to guarantee cohesion national;
- Maintain an integrative and humanistic immigration policy that reinforces social cohesion and promotes a culture of citizenship. Likewise, act at the level of population perceptions, in order to prevent radicalization and xenophobia.

2.4. Improve the effectiveness of the justice system

The insufficiencies of the justice system are another vulnerability, being pointed out as one of the causes of our lack of capacity for global economic affirmation and as an element that hinders the effective fight against organized crime.

In this domain, the following constitute strategic lines of action:

- Implement the necessary reforms in the justice system that allow for improved capacity international competitiveness, which, together with a stable tax system and reduced social conflict, constitute solid guarantees for investment;
- Correct existing asymmetries in the criminal system, in order to make the fight against crime more efficient. complex economic nature, including corruption and tax evasion;
- Introduce the necessary reforms to ensure the efficiency of combating organized crime, economically micro, cross-border, as well as cybercrime.

2.5. Qualify territorial planning

The process of qualifying spatial planning can make an important contribution to increasing security, based on a systemic, territorial-based vision of prevention, mitigation and adaptation to threats and risks. The lines of action in territorial planning fall into different levels:

- Implement integrated measures that reflect the indispensable connection between environmental safety, food, public health and territorial planning, aiming to increase the security of the territory.

river, communities and activities, whether from a perspective of prevention and adaptive risk management, or from a proactive and prospective perspective of strengthening resilience and sustainability;

- Articulate emergency planning and territorial planning procedures, aiming to improvement of municipal emergency plans and municipal master plans;
- Develop coordinated interventions in particularly socially vulnerable areas, environmental and economic, where the logic of proximity is decisive for the prevention of crime or terrorism, social inclusion, environmental, energy or public health security;
- Contemplate major transport, communications and respective infrastructure and means projects, the requirements for national security and defense, particularly in the essential scope of maritime and air links between the Continent and the Autonomous Regions, as well as with the outside world in general;
- Define safety rules for land planning activities compatible with safety nationally, particularly in large public works projects.

2.6. Involve society in matters of national security and defense

Assume national security and defense as an essential responsibility of the State, but also of society and citizens.

In this domain, the following are strategic action lines:

- Improve the strategic communication of the Armed Forces to allow understanding on the part of the society, national strategic interests and the threats and opportunities they face;
- Promote among citizens the knowledge and usefulness of the military organization and other instruments available to the national security and defense strategy.

3. Vectors and Lines of Strategic Action (III)

- Value national resources and opportunities

3.1. Invest in maritime resources

Portugal has a specific geographic position of intercontinental articulation, where many of the world's most important air and sea routes cross.

The delimitation of the **continental shelf** configures a reference territory for the country, inseparable from its increased maritime dimension, which enshrines Portugal with sovereign rights in the exploration and use of the high potential of its resources, as well as responsibilities and challenges in a space that renews its geostrategic centrality.

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Therefore, because we can only explore, protect and preserve what we know, the sustainable exploitation of its mineral, energy and biogenetic resources, and the consequent creation of value that promotes economic development, requires the creation of conditions based on three critical factors of success: improving scientific knowledge, increasing technological capacity and defending the continental shelf.

Portugal can place itself at the center of international port networks and commercial and energy routes and will have the possibility of exploring important raw materials and energy resources. The sea thus constitutes an important strategic asset and, therefore, the exploration of the resources of the continental shelf makes it mandatory to periodically review the National Strategy for the Sea, envisioning vectors of action so that the sustained use of the sea becomes an effective reality, in which the integration and articulation of various sectoral policies is crucial, namely diplomatic, economic, educational, scientific and technological and environmental. As a strategic asset, the sea must be integrated into a broad perspective of national security and defense.

To do this, it is necessary:

- Maintain an adequate capacity for surveillance and control of the maritime space under responsibility national and inter-territorial maritime space;
- Clarify competencies and rationalize the resources and institutions involved in maritime surveillance and assistance, maximizing existing capabilities and improving efficiency in the use of resources;
- Prevent and prepare to react to environmental accidents and natural disasters, and implement a system monitoring and warning of natural disasters;
- Optimize coordination and use of means to combat criminal activities carried out in the mar;
- Study the impacts of climate change on coastal maritime areas and plan resources necessary to adapt coastal areas to those impacts;
- Promote interventions in the maritime space, aiming to guarantee uses, functions, activities and forms of management compatible with the sustainable and safe use of existing resources and with increasing the resilience of the various natural and biophysical systems that constitute it;
- Adopt public policies to promote the economy of the sea, in particular the exploitation of resources national seafarers;
- Promote and encourage the preservation, exploitation and use, in a multidisciplinary way, of resources marine areas of the Exclusive Economic Zone and the continental shelf;
- Investment in professional and higher education and R&D in the area of marine sciences;
- Develop a collective awareness of the importance of the sea as a factor of national power.

3.2. Valuing knowledge, technology and innovation

Scientific and technological innovation is one of the main bases for the development of globalized and open economies. The transversality of defense dimensions and the industrial, technological and scientific potential of the institutions and units linked to it, particularly in the information technology, aeronautics and shipbuilding sectors, make this sector a potentially dynamic hub of production, consumption, dissemination and demonstration of Portuguese innovation and technology.

In this sense, it is relevant:

- Promote research, development and innovation as a fundamental step towards promoting a high technological level in the defense sector, which improves the operability of the Armed Forces and the continued development of a Defense Technological and Industrial Base (BTID), duly integrated into conditions of competitiveness in the European defense industry;
- Integrate BTID into a broader National Innovation Plan, which contributes to the scientific and technological qualification of the Portuguese economy and to the implementation, at European level, of the 2020 Strategy;
- View technical-military cooperation actions not only as training and capacity-building initiatives for friendly Armed Forces, but also as opportunities to publicize and expand the national defense industry;
- Explore the experience gathered by the participation of the Armed Forces in missions abroad to, in collaboration between universities, research centers and industry, develop technological solutions of interest to the global defense market and dual-use civil and military.

3.3. Develop human resource potential

It is with citizens and the promotion of a culture of security and defense that the implementation of this national strategy begins. And there are several examples of countries that grew from the qualification of human resources, despite the fragility of their natural resources. The qualification of human resources is essential for the modernization of the Portuguese economy and society. Portugal must simultaneously enhance its natural and human resources.

In this sense, the following strategic lines of action are identified:

- Value human capital, through the continued improvement of the education system and the attribution of a high priority on lifelong learning;
- Promote, through education and national security and defense institutions, a **culture of security** and promote national values and training for democratic and cosmopolitan patriotism in school programs;
- Consolidate a culture of strategic consultation, mobilizing will around a national strategy, promoting, in particular, forums for discussion and decision-making on risks and opportunities, in each region and each relevant sector;

- Value Portuguese communities abroad and reinforce the contribution of our emigrants and their descendants for the capacity for national influence;
- Consolidate higher education institutions where the majority of human resources are concentrated Portuguese dedicated to advanced science and culture.

3.4. Value the Portuguese language and culture

Portugal's international reputation is inseparable from its culture and language and makes it necessary to develop cultural and creative industries, with their powerful means of expansion, connection, penetration, information, communication and dissemination. Portuguese is the third European language with the largest number of speakers in the world and ranks fifth among the most used languages on the Internet.

To leverage these resources, it is necessary to give high priority to the internationalization of national culture and the Portuguese language, as crucial means of affirming national identity and sovereignty, developing, in a coordinated manner, the following strategic lines of action:

- Strengthen the presence of Portuguese as a language of culture and international communication, namely by promoting efforts, together with other Portuguese-speaking countries, to make Portuguese one of the official languages of the United Nations;
- Foster Portuguese language and culture chairs at international universities and implement bilateral and multilateral programs that ensure the mobility of students and teachers in the Portuguese-speaking space;
- Strengthen the link between scientific and technological culture and artistic and literary culture as an instrument of attraction, dissemination and prestige of Portugal.

4. Operationalization and control of the strategic concept of national defense

In accordance with best international practices, methodologies will be adopted that ensure integration, information sharing and accountability of entities responsible for implementing different lines of action through specific sector strategies.

VII. A National State Strategy

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The National Security and Defense Strategy is based on the aggregation of all actions and all elements with the final and permanent objective of protecting the Portuguese nation, guaranteeing its future as a free, independent and sovereign political entity.

The strategic concept establishes the main guidelines and priorities that the State and society must carry out in democracy to defend national interests, safeguard material and immaterial heritage and guarantee the construction of a more prosperous, safer and fairer future.

Linking ends and actions to means, the strategic concept of national defense constitutes an essential reference for the articulation of State priorities, for the necessary and consequent alignment of subordinate strategies (derived strategic concepts) public and private and, finally, for obtain the coordination of efforts to be requested from society in general and, in particular, to be demanded from the State.

The strategic concept of national defense must be considered the national strategy of the State, intended to fulfill its fundamental tasks, for which its bodies and bodies, as well as society itself, contribute. This is a challenge to which we are all called.

The strategic concept of national defense only becomes national once Portugal and the Portuguese assume it as their own.





CONCEITO ESTRATÉGICO DE DEFESA NACIONAL