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Montenegrin Civilian Capacities for Peace Operations: Will Without Means?

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Abstract: The question that this paper sets out to answer is whether Montenegro is prepared for participation in peace support operations with civilian capacities. Montenegro currently participates in four peace support missions under UN, NATO and EU auspices, almost exclusively with armed troops. The police is starting to deploy its officers to missions, while the civil protection units have not yet been formed and the representatives of other institutions have so far not participated in any missions. The key finding of this paper is that Montenegro is at the very start of developing its policy in the area of civilian participation in the peace support missions. Political will to engage in developing CIVCAP exists. However, it does not seem to stem from an inherent need of the country or to be a choice made on the basis of evaluation of hitherto policy in this area. Montenegro has started to conduct activities aimed at establishing CIVCAP exclusively as one of the specifically outlined steps in the NATO integration process. The incentive to pursue this goal is not yet strong and the process of developing CIVCAP has not yet been institutionalized. The legal framework, though regulating the military participation in relatively elaborate detail, does not deal with civilian capacities at all. The concept of CIVCAP suitable for Montenegro is still being debated in the administration with no clear idea on what direction to take and very little knowledge about the comparative experiences in this regard. The process is quite challenging for a small state with limited capacities and strong donor support for initial steps is crucial for its success.

Keywords: civilian capacities, Montenegro, peacekeeping, peace support missions, NATO

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Introduction

Montenegro's experience in peace support missions goes way back to the nineteenth century when more than eighty Montenegrin soldiers were sent to Crete to maintain peace between the Greeks and the Turks.¹ Montenegro's participation in peace support missions around the world continued in the twentieth century within the Yugoslav army in Sinai, Congo, Yemen, Iran, Namibia, Angola, Liberia, etc. After re-gaining independence in 2006, Montenegro declared its commitment to the Euro-Atlantic integration and conducted activities aimed at acquiring membership in both EU and NATO, including participation in four peace support missions, by the army and, to a considerably smaller extent, the police administration.

As a young state with the smallest population in the Balkans, Montenegro lacks experience and capacities when it comes to participating in modern peace support operations. While there is a political will to engage and contribute, it has so far been concentrated almost exclusively on military capacities, with little attention given to civilian capacities². According to UN data on peacekeeping troop and police contributors, since regaining independence in 2006 Montenegro has experienced moderate growth in its contributions. From one person on average in 2006, Montenegrin contribution has grown to six in 2014.³ While no troops are contributed, this figure is comprised of 4 police and 2 UM military experts. Although not so significant in the ranking of troop and police contributing countries to UN peacekeeping (100th out of the 122), Montenegro is still ahead of some of its neighbors such as Albania and Macedonia.

The Montenegrin Army currently participates in peace operations under the NATO, UN and EU auspices as military troops and observers, in the ISAF mission in Afghanistan, EU NAVFOR – Atalanta in Somalia, as well as the UN peacekeeping mission in Liberia. Montenegro also has several police officers deployed in ISAF and UN mission in Cyprus.

1 Law and order broke down in Crete after an insurrection against Ottoman rule took place in 1896. Great powers decided to invite neutral troops in order to protect civilians and embassies in Crete. In the spring of 1897, the only foreigners in Crete were the soldiers from Montenegro. They later became a nucleus of the international peace forces on the island, remaining there until February 1899. Montenegrin constables were generally regarded as an effective force and even awarded with medals, although their numbers were not proportionate to the problems of the island. It can therefore be stated that Montenegro's first ever contribution to a peace support operation was a civilian one, in the sense in which the term 'civilian' is understood in the context of this paper. For more information about this mission see Babic 2006.

2 Civilian contributions to peace operations by Western Balkan countries are an under-researched topic (Savkovic and Karlsrud 2012). Building on the findings of Savkovic and Karlsrud, the case studies presented in this issue have examined the six countries following a common set of research guidelines to enable a comparative study, outlined in the introduction by Karlsrud and Milošević (2014).

3 The data presented is the average monthly contribution from a country for that year and the figure is always rounded up to the nearest whole number. Source: "UN Troop and police contributors data sheet." Accessed 20 June 2014. <http://www.un.org/en/peacekeeping/resources/statistics/contributors.shtml>.

However, no representatives of the state administration (civil servants or civilians) have so far been engaged in peacekeeping missions. There are initial plans to develop a system of civilian capacities for peace support operations, motivated by the implementation of the NATO Partnership goals, which have been delayed due to the lack of funds and expertise in this area.

This paper first gives an insight into the legal framework regulating participation in peace support missions, searching for references to civilian capacities or implications it may have in the development of this policy. In the following chapters, the paper looks into the capacities of three main domestic actors (possible participants of the peace support missions), Army, Police and Civil protection. Special attention is devoted to NATO integration of Montenegro and the impact that this process has had on the motive to start developing CIVCAP. The next section of the paper brings a critical overview of the existing plans and institution set up for formulating the CIVCAP policy that currently exist in the administration. At the end, conclusion brings key insights about the current situation in Montenegro regarding CIVCAP development and summarizes the main obstacles standing in the way of creating an effective policy in this area.

Legislative Framework

Montenegro's concept of defense is based on the premise of participation in the collective security system. In accordance with the official threat perception, one of the main tasks of the Army is participation in international forces, within the NATO, EU and UN missions.⁴ All of the five main tasks of defense, or defense goals of Montenegro as defined in the key strategic documents, are in one way or another related to participation in international forces.⁵ Additionally, "Contribution to peace building and peace keeping in the region and world" was formulated as last of the three key tasks of the Army of Montenegro.⁶

4 Defense Strategy of Montenegro, Official Gazette of Montenegro, No.79/08, 23.12.2008. Accessed on 20 June 2014. <http://www.odbrana.gov.me/rubrike/strateska-dokumenta-/90380/168694.html>.

5 These goals are: 1) Building of credible defense ability; 2) Developing interoperation abilities of Montenegro for participation in peace support activities in the world; 3) Contribution to the building of a stable security environment; 4) Development of partnerships and cooperation with other democratic states; 5) Development of abilities needed for integration into NATO and EU. Source: "Defense Strategy of Montenegro, Official Gazette of Montenegro", No.79/08, 23.12.2008. Accessed on 20 June 2014. <http://www.odbrana.gov.me/rubrike/strateska-dokumenta-/90380/168694.html>.

6 As stated in the "Strategic Defense Review and Defense Strategy of Montenegro". It is comprised of three components: participation in peace and humanitarian missions, participation in international military cooperation for the purpose of developing trust and partnerships, and participation in arms control. Other two key tasks of the Army are *defense of Montenegro* and *support to civilian institutions during crisis situations*.

Key strategic documents in the area of security and defense give great importance to participation in international forces and peace support operations, but fail to mention civilian capacities for peace operations. Foreign tasks of Montenegrin security forces (defined as Army, Police and Coast Guard) are support to state institutions in crisis management, peace building and peacekeeping in the region and the world, participation in peace support operations under the mandate of the UN, EU, OSCE and NATO, as well as participation in international military and police cooperation.⁷ The new Strategic Defense Review of Montenegro⁸ states that the legal framework that regulates participation in peace support operations must be changed or adjusted in the future course of the Euro-Atlantic integration, especially in the part that relates to the obligation of participating in the operations of collective defense.

The Constitution of Montenegro stipulates that army and security services shall be under democratic and civilian control.⁹ The Constitution of Montenegro stipulates that military troops and capabilities can be part of international forces.¹⁰ The Parliament decides upon the use of Montenegrin Army units internationally, while also performing supervision of the army and security services.¹¹

The Law on participation of military troops and members of civil defense, police and public administration employees in peacekeeping missions and other activities abroad was adopted in 2008 and has not been changed or amended since.¹² It replaced a Law that regulated this matter in the joint state of Serbia and Montenegro from 2004.¹³ This Law is the key piece of legislation that most specifically tackles the matter of participation in peace support missions, deployment procedures as well as the rights and obligations of persons that are participating in missions abroad.

Under the phrase “participation in international forces, peace mission and other activities abroad”, the Law considers a broad array of activities that are:

- aimed at peace-making and peacekeeping,
- in the framework of peace forces and peace missions,
- providing humanitarian aid,

7 “National Security Strategy”, June 2006. Accessed 20 June 2014. <http://www.odbrana.gov.me/rubrike/strateska-dokumenta-/93663/168693.html>.

8 “Strategic Defense Review of Montenegro”, June 2013. Accessed 20 June 2014. <http://www.odbrana.gov.me/rubrike/strateska-dokumenta-/129690/Strategijski-pregled-odbrane-Crne-Gore.html>.

9 Article 11 of the Constitution of Montenegro, Official Gazette No. 01/2007, 38/2013.

10 Article 129, Constitution of Montenegro, Official Gazette No. 01/2007, 38/2013.

11 *Ibid.*, Article 82.

12 Official Gazette of Montenegro, No. 61/08.

13 Law on Participation of the Professional Members of the Armed Forces of Serbia and Montenegro, Civil Defense Personnel and Ministerial Council Administrative Bodies Staff in Peacekeeping Operations (Official Gazette of Serbia and Montenegro, No. 61/04)

- related to development of democracy, rule of law and human rights in the framework of international organizations and alliances,
- as well as activities that stem from obligations from international treaties of which Montenegro is a signatory.

The Law allows representatives of civil protection, police and civil servants to participate in peace support missions and other activities abroad. Apart from the police, members of the civil protection and civil servants may only carry out activities that do not require the use of weapons.¹⁴ Sending units to missions abroad in the case of war or state of emergency in Montenegro is prohibited. The Law does not foresee the possibility of deployment of Montenegrin nationals outside the public administration and security forces to international missions.

When it comes to deploying the army to peace operations, it is the role of the Defense and Security Council to initiate proposals. This is a constitutionally established body comprised of the President of Montenegro, Speaker of the Parliament and the Prime Minister.¹⁵ The final decision is then adopted by the Parliament, acting upon a proposal of the Defense and Security Council.

On the other hand, the Parliament and the Defense and Security Council do not have a say when it comes to sending units of civil protection, police or state administration to peace support missions or other activities abroad. This decision is the sole responsibility of the Government, which acts upon the proposal of the head of the state administration body the employees of which are to be deployed.¹⁶ The execution of the decision on deployment that is adopted by the Government is the responsibility of the state administration body that proposed it.

The Defense and Security Council has an obligation to report to the Parliament once per year on the usage of army in the peace support operations. When it comes to non-military units, the law prescribes that the heads of public administration bodies that have deployed their representatives to international missions are obliged to submit a report on their participation and activities abroad to the Government.¹⁷ It is unclear whether this is supposed to be an annual report or a final report after the deployment.

14 Article 6, Law on deployment of the Armed Forces of Montenegro units to the international forces and participation of members of civil defense, police and public administration employees in peacekeeping missions and other activities abroad.

15 Article 130 Line 5, Constitution of Montenegro, Official Gazette No. 01/2007, 38/2013.

16 Article 7, Law on deployment of the Armed Forces of Montenegro units to the international forces and participation of members of civil defense, police and public administration employees in peacekeeping missions and other activities, Official Gazette of Montenegro, 61/08.

17 Article 11 Line 2.

The responsibility for preparation, training, equipping as well as monitoring, coordination of engagement in the peace support operations of the civil protection, police and state administration employees lies with the state administration bodies in charge of executing the decisions on their deployment.¹⁸ Criteria for selection and recruitment, preparation and training of persons to be deployed to international missions should be prescribed by the Government, and a special Decree was adopted in 2009 for this purpose.¹⁹ However, this bylaw is not more specific than the Law. It leaves the specifics to be regulated by special acts, that should be adopted by each state body that deploys its employees to missions.²⁰ To date, apart from the Army,²¹ only the Ministry of Interior Affairs has adopted these rules, which apply only to police officers.²²

The Law on Defense stipulates, *inter alia*, that the defense interests of the state are realized through conducting activities in the framework of EU and NATO integration, in accordance with domestic and international law.²³

The Law on Parliamentary Oversight of the Security and Defense Sector was adopted in 2010 and is the key legislation that regulates the competencies of Parliament and its Committee for Security and Defense in this area. It prescribes that one of the main competencies of the committee is to review the reports on the usage of Army in international forces and the participation of civil protection, police and civil servants and employees in peace support missions and other activities abroad.²⁴ Since the adoption of the Law, the Committee has discussed the 2011 and 2012 Reports on the use of Army of Montenegro in the International Forces. However, although police officers were a part of

18 Article 8, Law on deployment of the Armed Forces of Montenegro units to the international forces and participation of members of civil defense, police and public administration employees in peacekeeping missions and other activities.

19 Decree on criteria on fulfilling, preparation, training and equipping of Armed Forces of Montenegro to the international forces and selection, preparation, training and equipping members of civil defense, police and public administration employees in peacekeeping missions and other activities, Official Gazette of Montenegro, No. 22/09.

20 Article 11 of the Decree on criteria on fulfilling, preparation, training and equipping of Armed Forces of Montenegro to the international forces and selection, preparation, training and equipping members of civil defense, police and public administration employees in peacekeeping missions and other activities, Official Gazette of Montenegro, No. 22/09.

21 The Rulebook on Detailed Conditions, Manner and Procedure of Selection, Preparation, Training and Deployment of Armed Forces of Montenegro and employees in the Ministry of Defense to Peace Support Operations to Peace Support Missions and Other Activities Abroad, Official Gazette of Montenegro.

22 The Rulebook on Detailed Conditions, Manner and Procedure of Selection, Preparation, Training and Deployment of Police Officers to Peace Support Operations to Peace Support Missions and Other Activities Abroad, Official Gazette of Montenegro, 28/12.

23 Article 4 of the Law on Defense, Official Gazette of Montenegro, No. 47/07, 86/09, 88/09, 25/10, 40/11, 14/12.

24 Article 7, Point 7, Law on Parliamentary Oversight of the Security and Defense Sector, Official Gazette of Montenegro, No. 80/10.

two peace support operations, the Parliamentary Committee was not notified about their activities abroad via reports.

The Law on Interior Affairs²⁵ prescribes that a police officer may participate in the conducting of police tasks abroad under conditions prescribed by an international agreement. The decision on deployment of a police officer is adopted by the Minister of Interior Affairs. The same article prevents a police officer from being sent to a peace support mission without his prior agreement (meaning that participation is voluntary).²⁶ The rights and obligations of a police officer sent to a mission abroad are regulated by the contract, different for each mission, while the procedure of selection and conditions for deployment are prescribed by the Ministry of Interior.²⁷ The Police Directorate is allowed to cooperate with police services of other states and international police organizations in, inter alia, conducting police tasks abroad.²⁸ The Police Directorate can respond to requests coming from international organizations or obligations stemming from international agreements, and participate in conducting police tasks in missions abroad. This activity must however be performed in accordance with the procedure prescribed in the Law on participation [...] which is copied in the Law on Interior Affairs, meaning that the proposal of the Minister of Interior Affairs is approved by the Government.²⁹

The key law that regulates the rights and obligations of public administration employees, the Law on Civil Servants and Employees,³⁰ does not foresee the possibility of deployment to peace support missions or any other related mechanism.

The legislative framework is most detailed when it comes to regulating the participation of Army troops in peace support missions. One of the reasons for this is the widespread conviction that the military contribution would be the most valued which consequently caused the Army has been the almost exclusive provider of troops for hitherto contributions of Montenegro.

Montenegrin Armed Forces in Missions

The planned capacities of the organizational and formational size and structure of the Army of Montenegro foresee a force counting 2,094 persons. At the moment, however, the real size of the Montenegrin Army is 86.7 percent of that systematized number,

25 Official Gazette of Montenegro, No. 44/12, 36/13.

26 Article 34, Law on Interior Affairs, Official Gazette, No. 44/12, 36/13.

27 Article 121, Law on Interior Affairs, Official Gazette, No. 44/12, 36/13.

28 Article 120, Law on Interior Affairs, Official Gazette, No. 44/12, 36/13.

29 Article 120, Law on Interior Affairs, Official Gazette, No. 44/12, 36/13.

30 Official Gazette of Montenegro, No 39/11, 50/11, 66/12.

meaning that there are currently 1,816 persons serving in the Army.³¹ The initial plan was that reserve forces, 400 persons strong, should be formed as well. However, because of the lack of funds, the establishment of these forces has been postponed for the year 2017. The Army admits that an adequate model of engaging the active reserves has not yet been found.³² The Army is also conducting the training of its medical staff for participation in humanitarian missions.³³ In order to raise its level of operational ability, one unit of the ground forces has been declared ready for deployment and has passed numerous trainings and checks which confirmed that it is indeed capable to conduct missions and tasks in accordance with NATO standards.

The army is currently participating in three international missions: International Security Assistance Force (ISAF) Afghanistan, United Nations Mission in Liberia (UNMIL) and European Union Naval Force (EU NAVFOR) Somalia –Operation Atalanta. At the same time, these are also the only international missions in which the army had taken part since 2006 and the regaining of state independence. In 2009, acting upon the proposal of the Council for Security and Defense and the positive opinion of the Parliamentary Committee for Security and Defense, the Parliament of Montenegro approved the deployment of soldiers into three missions: up to 40 soldiers to ISAF, up to two soldiers (observers) to UNMIL, and up to three soldiers (Navy) to EU NAVFOR Atalanta.

In preparation for participation in the ISAF mission, the Ministry of Defense conducted a survey among the members of the Army, questioning whether they were interested in participating in peace missions, since their participation can be solely on voluntary basis. Around 30% of them answered positively, which amounts to approximately 400 soldiers. After the test procedures, 85 of them were selected to be a part of the peace missions unit and were subjected to training and preparations. In 2011, due to the desire to broaden the scope of the Montenegrin squad in the ISAF mission, the Parliament approved the Council's request to increase the number of soldiers in Afghanistan from 40 to 45.³⁴ A six-month rotation system was established, meaning that the squads are replaced after six months of service with new soldiers.

In August 2010, Montenegro signed an agreement with the EU concerning the participation of Montenegrin soldiers in the EU NAVFOR in order to contribute to the deterrence, prevention and repression of acts of piracy and armed robbery off the Somali coast. Currently there are two officers serving in the Italian frigates in the waters of Somalia.

31 "Report on the State of Affairs in the Army of Montenegro in 2013". Accessed on 20 June 2014. <http://www.gov.me/ResourceManager/FileDownload.aspx?rId=161034&rType=2>.

32 "Strategic Defense Review of Montenegro", June 2013. Accessed on 20 June 2014. <http://www.odbrana.gov.me/rubrike/strateska-dokumenta-/129690/Strategijski-pregled-odbrane-Crne-Gore.html>.

33 "Strategic Defense Review of Montenegro", June 2010. Accessed 20 June 2014. <http://www.odbrana.gov.me/rubrike/strateska-dokumenta-/97999/Strategijski-pregled-odbrane.html>.

34 Decision of the Parliament of Montenegro, 05 June 2011.

Since June 2013, there is also one Montenegrin officer in the Operation Command in Northwood, Great Britain. Hitherto engagement of the Montenegrin Navy officers in this mission was not accompanied by any danger to their security.³⁵

Montenegro participates in the UNMIL mission since its establishment in 2003, but in the framework of the joint Army of the then State Union of Serbia and Montenegro. After the referendum on independence and the dissolution of the State Union in 2006, the Montenegrin Army continued its participation in the mission, filling two out of the six positions of military observers that the joint army had in the UNMIL mission. In 2014 Montenegrin troops will start participating in two additional peace support operations abroad. The Security and Defense Council has recently³⁶ decided to deploy one officer to the European Union Training Mission in Mali (EUTM) and recommended that the Parliament approve its proposal at an expedite procedure. Additionally, it has recommended participation in the European Union Force RCA mission in Central African Republic, also with one officer deployed. The Parliament has endorsed these proposals with a consensus of all the parties,³⁷ due to the fact that the EU and the UN mandate the missions while NATO is not involved.

As a way to circumvent the issues in financing the defense and security costs, according to the Annual Law on Budget, the Army/Ministry of Defense has the opportunity to incur revenues through selling and leasing of its property, which can then be used for capital budget (investments and procurement of equipment).³⁸ As a part of a wider group of amendments, the Law on Personal Income Tax was amended in December 2013 so as to abolish the tax obligation regarding the fees for participation in peace support operations by the military troops and members of civil defense, police and public administration employees.³⁹ The list is taken from the Law on participation in peace support operations [...] and is, therefore, consistent in not mentioning the persons outside the public administration that can take part in the missions abroad. From the time it has regained its independence in 2006 until now, Montenegro has spent a considerable sum of money to fund the participation of the Army in peace support operations. Around €13 million

35 "Report on the state of affairs in the Army of Montenegro in 2013". Accessed on 20 June 2014. <http://www.gov.me/ResourceManager/FileDownload.aspx?rId=161034&rType=2>.

36 A decision was made at its session held in March 26.

37 The decisions were adopted at the 6th session of the Parliament, held on 25 April 2014. They are available at: http://192.185.34.202/~skupcg/skupstina/cms/site_data/DOC25/OSTALI%20AKTI/464_5.PDF and http://192.185.34.202/~skupcg/skupstina/cms/site_data/DOC25/OSTALI%20AKTI/460_5.PDF.

38 See Article 7 of the Law on Budget for 2014 of Montenegro, Official Gazette of Montenegro, 66/2012.

39 Article 1 of the adopted Law on Amendments to the Law on Personal Income Tax is available at: http://192.185.34.202/~skupcg/skupstina/cms/site_data/DOC25/ZAKONI%20I%20IZVJESTA-JI/356/356_11.PDF. Accessed on 20 June 2014.

were spent,⁴⁰ out of which the majority of the funds from 2010, when first squads were deployed to ISAF mission. Out of that number, around 80% of the costs are related to salaries and fringe benefits. According to the report of the Army of Montenegro, the total expenses for participating in the EU NAVFOR mission during 2013 amounted to €65,195.48. The participation in UNMIL mission cost €78,045.00 in 2013. Expenses related to participation in the ISAF mission during 2013 amounted to €3,098,787.65, making it the most expensive international engagement of the Army of Montenegro.⁴¹ However, this data is available only in the annual reports of the Army, but it is not visible in the key state budgetary documents – the annual budget law or the year-end budget report. The budgetary structure of the Ministry of Defense and the Army in the annual budget law does not transparently indicate the amount that will be spent on participation in peace missions due to the fact that there is no special heading dedicated to these expenses or a special budgetary line. Therefore, the annual budget is adopted by the MPs without them knowing how much will be spent to cover the expenses of the missions.

Participation in peace support operations in Montenegro has until now been equated to sending armed troops abroad, with the ISAF mission being the most prominent. However, in the last several years, the much more numerous Police Administration has started taking part as well by deploying police officers to various missions, though in a much lower scale.

The Police Peace Corps

Police Administration in Montenegro is functioning under the aegis of the Ministry of Interior Affairs. Although it is three times more numerous than the Army,⁴² the Police Administration has much fewer representatives deployed to peace support operations. There are currently four police officers in the UNFICYP mission in Cyprus, since 2009, while two police officers are engaged in the ISAF mission in Afghanistan. However, representatives of the Ministry of Interior Affairs claim that they have no plans to extend the number of police officers in missions abroad, stating that their ambitions in this regard are limited by the actual demand from the UN.⁴³ Since 2011, Montenegrin police officers have been participating in the ISAF mission in Afghanistan as part of the Croatian Police Advisory Team.

40 A detailed breakdown of costs for peace support missions is available here: <http://www.cdtmn.org/index.php/crna-gora-i-nato/312-mirovne-misije>. Accessed on 20 June 2014.

41 “Report on the state of affairs in the Army of Montenegro in 2013” Accessed: 20 June 2014. <http://www.gov.me/ResourceManager/FileDownload.aspx?rId=161034&rType=2>.

42 There are currently 4,736 police officers in the Police Administration out of 5,079 systematized job positions. Accessed 20 June 2014. <http://www.gov.me/ResourceManager/FileDownload.aspx?rId=126668&rType=2>.

43 Interview with the representative of the Ministry of Interior Affairs, 5 March 2014.

In the framework of the NATO PARP program, the Police Administration is tasked with one of the partnership goals, “*Stabilization and Reconstruction – Capacity Building*”, that can be considered one of the components of the broader goal of creating capacities for non-military participation in peace support operations.⁴⁴ Police Administration is conducting activities aimed at preparing, training and deploying police officers to UN, NATO and EU missions. The continuation of these activities is outlined as one of the 15 priorities of the Police Administration for 2013.⁴⁵ Police officers from Montenegro have participated at the 7th International United Nations Police Officers Course for UN peacekeeping missions in Croatia (UNPOC Croatia).⁴⁶ In 2013 there were attempts of the Police Academy and UNDP in Montenegro to organize trainings for Police Peace Corps which did not come to fruition due to logistical problems.⁴⁷

The Ministry of Interior Affairs has cooperated with the (Croatian) UN team in Montenegro at the Police Academy in Danilovgrad in organizing a specialist training for the police officers intended to go to peacekeeping missions. The objective is to provide practical training for members of the Montenegrin Police that will enable them to carry out special investigations, criminal intelligence support, border security tasks, crime prevention and other police duties. The training of 16 police officers was completed. The training of officers and non-commissioned officers in liaison and communications for their work in combined forces and for UN observers in peace-keeping missions is implemented in combined staff through NATO-related courses and exercises such as ‘Steadfast Joist 2012’.⁴⁸

It can be concluded that the vast potentials for contributing to missions that lie in the great numbers and modernized capacities of the Police have not yet been tapped and that there is very low level of political will in the higher ranks to pursue this policy further. Under the auspices of the Ministry of Interior, besides Police, also functions another potential contributing factor, the Civil Protection, existing however mostly on paper.

44 See more details about the MFAEI’s role in achieving one of the partnership goals in the next section.

45 Report on the Work of the Ministry of Interior Affairs for 2012.

46 For additional details see: “Croatia hosts another international training for police officers for UN peace keeping missions”. Accessed 20 June 2014. <http://www.undp.hr/show.jsp?shownewsrepcat=101398&page=81904&showsingle=146813>.

47 Interview with the representative of UNDP in Montenegro

48 Allied Joint Force Command Lisbon conducted this exercise in order to test some of the key elements of the new Deployability Concept, “which will be based on a stepped and scalable model that provides flexibility with options for a progressive deployment of capability ‘blocks’, each of which compromises operational functions that can be tailored to the mission and situation”. For more details, see: <http://www.aco.nato.int/-jfc-lisbon-conducted-steadfast-joist-2012-testing-new-deployability-model.aspx>. Last accessed on 20 June 2014.

The Non-existing Civil Protection

According to the Law on Protection and Rescue, civil protection units represent specially organized, equipped and trained forces that are a part of the general, national protection and rescue system, whose basic purpose is mass support for the implementation of the operational part of the protection and rescue measures.⁴⁹ However, the unit for Civilian Protection *de facto* does not exist in Montenegro. Although it is foreseen by the Law on Protection and Rescue and envisaged as a part of the rescue and protection system, efforts to establish this service have so far proven futile.

According to the analysis of the Ministry of Interior, the unit should have 2,000 men in order for it to be functional and serve its purpose. In 2009, some 400 persons have been engaged in a sort of a roster. They signed contracts with the Ministry of Interior. However, the Ministry did not fulfill its end of the bargain related to the financial compensation for these units. Therefore, they have been disbanded and the Ministry of Interior Affairs (its Rescue and Protection Directorate) is currently searching for models to organize it.⁵⁰

The intention of the Government is to join the EU Civil Protection Mechanism.⁵¹ Its main role is to facilitate co-operation in civil protection assistance interventions in the event of major emergencies which may require urgent response actions. According to the estimates of the Government, Montenegro's participation in this system would cost around €23,000 per year.⁵² The Government is planning to take the first step toward joining this mechanism at the beginning of 2014, hoping to sign the Memorandum of Understanding by the end of the year, having allotted the necessary funds as the entrance fee in the 2014 budget of the Ministry of Interior.⁵³

NATO Integration as Motivation to Develop Civilian Capacities

The Montenegrin Government is adamant about its intention to join NATO. Montenegro joined the Partnership for Peace in 2006 and was invited in 2008 to begin an Intensified Dialogue with NATO regarding its membership aspirations and the related reforms. Montenegro entered into its first Individual Partnership Program (IPP) with NATO in January 2008. The cooperation was expanded in July 2008, when its first Individual Partnership Action Plan (IPAP) was agreed upon. The first NATO assessment of the

49 Law on Protection and Rescue, Article 56 (Official Gazette No. 13/07, 05/08, 86/09, 32/11).

50 Interview with the representative of the Rescue and Protection Directorate of the Ministry of Interior Affairs.

51 Apart from all of the EU member states, the other states participating in the Civil Protection Mechanism are Norway, Lichtenstein, Iceland and Macedonia.

52 "Information on the EU Civil Protection Mechanism and Civil Protection Financial Instrument", Ministry of Interior Affairs, Government of Montenegro.

53 "The Report on the state of Affairs in the area of Protection and Rescue for 2012". Accessed 20 June 2014. <http://www.gov.me/ResourceManager/FileDownload.aspx?rId=125957&rType=2>.

implementation by Montenegro of its IPAP took place in early 2009. In December 2009, the Allies decided to approve Montenegro's request to join the Membership Action Plan (MAP), a NATO program of advice, assistance and practical support tailored to the individual needs of countries that wish to join the Alliance, considered to be the last step before the actual accession.

One of obligations that Montenegro has taken upon itself is to develop the capacities for contributing to the international peace operations and development assistance. NATO's Partnership for Peace Building and Review Process (PARP) defines a number of goals that acceding countries need to fulfill. One of the Partnership goals is: *Stabilization and Reconstruction – Intersectional Coordination*. This goal consists of actions aimed at establishing a mechanisms for participation of civilians in peace support operations.

Montenegro has recently completed the fourth Membership Action Plan (MAP) cycle. However, this goal was not mentioned in the strategic planning documents until 2013 and the fourth Annual National Program⁵⁴ which specifically outlines the intention of the Government to tackle the issue of civilian participation in the peace support operations.

Section V of the IV Annual National Programme is related to military and defense issues. Its last section is devoted to peace support missions and has five key activities. Activity *number 5* in this section is aimed at further enhancement of the partnership goal *Stabilization and Reconstruction - Intersectional Coordination*. Institutions that are tasked to conduct this activity are the Ministry of Foreign Affairs, Ministry of Defense and the Police Administration. This activity entails exchange of experiences for the purpose of defining necessary national procedures for deploying civilians to peace support operations, bringing the legislative framework up to date, and identification and training of civil experts.

The establishment of the system for civilian participation in peace operations in Montenegro is spearheaded by the Ministry of Foreign Affairs and European Integration (MFAEI), or more specifically, its Directorate General for NATO and Security Policy. This is due to the fact that the MFAEI is in charge of realizing the *Stabilization and Reconstruction - Inter-Institutional Cooperation* partnership goal, from the Partnership goals within the Planning and Review Process (PARP) which represents one of Partnership for Peace mechanisms. These goals are not publicly available, being regarded as a confidential document.⁵⁵ However, it is known that Montenegro is currently negotiating the contents of the fourth package of Partnership goals. The third package has 49 goals, out of which the Ministry of Defense is in charge of 15, the Army of Montenegro of 27, while the rest (seven) of the

54 The document is available in English at: <http://www.mvpei.gov.me/ResourceManager/File-Download.aspx?rId=146476&rType=2>. Last accessed 20 June 2014.

55 Interview with the representative of the Ministry of Foreign Affairs and European Integration, 20 March 2013.

partnership goals are divided among other institutions, including the MFAEI, Ministry of Interior and Police Administration.⁵⁶

Plans for Developing Civilian Capacities for Peace Operations

The MFAEI has developed an initial, unofficial and quite broad plan of action in this area⁵⁷ with the cooperation of UNDP⁵⁸ which consists of several interconnected phases. The first to be developed is a roadmap for the establishment of a civilian capacities system. It will contain a review of the comparative experience on structures and mechanisms for participating in civilian peace building operations and the Civilian Capacities system. The plan is also to organize study visits to a selected number of countries whose experience in civilian contribution to peace support operations could be valuable for Montenegro to learn from. One of the countries mentioned is Iceland, whose population is smaller than Montenegro's, but which has paid a lot of attention to the development of a system to manage its civilian capacities.⁵⁹ One of the essential parts of the roadmap will be the identification of opportunities of potential specialization of the Montenegrin Civilian Capacities system in some specific fields of peace support operations, i.e. finding the niche areas where there are both domestic capacities and needs in international operations. As a safeguard measure, a mechanism for monitoring the implementation of the roadmap will be created as well.

According to the MFAEI there will be a need for international expert assistance in the drafting of the roadmap or some of its specific topics, due to the fact that there is almost no experience in this matter in Montenegro. To further this process it will be necessary to create an appropriate legal framework, adopt new and amend the existing legislation. The initial assessment is that the key piece of legislation, the Law on Use of Army of Montenegro's Units in International Forces [...] does not need to be amended, as it is broad enough to encompass all the possible participants of the Civilian Capacities system.⁶⁰ However, bylaws would need to be adopted in order to regulate the financing mechanisms and an

56 "Government's Information on accomplishment of Partnership goals", available at: <http://www.gov.me/ResourceManager/FileDownload.aspx?rId=153307&rType=2>

57 Information available at: http://www.gov.me/ResourceManager/FileDownload.aspx?rid=158620&rType=2&file=2_1_57_27_2_2014.pdf. Last accessed on 20 June 2014.

58 United Nations Development Program's Capacity Development Programme (partnership programme of Government of Montenegro and UNDP committed to strengthening capacities of Public Administration).

59 In Iceland, civilian participation in international peace support operations is managed by the Iceland Crisis Response Unit, which in 2010 maintained a roster of approximately 200 personnel, out of which an estimated 90 were deployed. See more in: Cedric de Coning, Walter Lotze and Mikkel-Frøsig Pedersen, 2010 „Scoping Study: Norwegian Standby Roster for Civilian Observers (NOROBS), The Role and Position of NOROBS in the Context of Norway's Contribution to Civilian Peacemaking, Peacekeeping and Peacebuilding“, NUPI.

60 Interview with the representative of the Ministry of Foreign Affairs and European Integration, 20 March 2014.

insurance system which should be defined and legally enforceable. The Government plans to establish a working group which will be chaired by the MFAEI, and whose task will be to review all the requirements and recommendations related to the establishment of the Civilian Capacities system and its connections within the processes of NATO and EU memberships, and to define the relevant framework which will institutionalize a Civilian Capacities system with transparent decision-making procedures and effective monitoring and evaluation protocols.

Based on the defined legal framework, the intention of the Government is to create the institutional and inter-institutional cooperation mechanisms. Within this phase, it will be necessary to define the roles, relations and cooperation modalities between the government institutions, and to establish mechanisms for coordination modalities, as well as responsibilities between and to various stakeholders from the business and civil societies. There is still a need to better conceptualize the establishment and running of a roster for civilian capacities⁶¹ and a recruitment mechanism. Initial assessments provide that there should be a single roster that would consist of experts from both public (e.g. employees from health care sector, state prosecutors specialized in the field of war crimes, social workers, etc.) and nongovernmental sectors. For the time being, there is no information about the nature of the roster: its size and structure, the process of recruitment, selection, training and maintenance, or its overall position in the administration (who will be in charge of running it).

It is recognized by the MFAEI that there is a need to raise the awareness about the need to establish the roster and attract professions from both the public and private sectors.⁶² The MFAEI is also open to a regional approach to this issue. The Montenegrin MFAEI has tried to further the issue of civilian capacities and the need to find a common approach during the time it headed the A5.⁶³ However, the attempts to organize joint events, capacity building seminars and conferences on this topic have failed due to the lack of interest on the part of other member states.

Although the development of the civilian capacities system is primarily motivated by the aspiration to join NATO, MFAEI intends to create a basis for participation in UN and EU missions as well. Even though efforts to complete the Partnership goals within the NATO accession framework are a key motivational factor for Government's policy in the area of

61 Interview with the representative of the Ministry of Foreign Affairs and European Integration, 20 March 2014.

62 Interview with the representative of the Ministry of Foreign Affairs and European Integration, 20 March 2014.

63 US-Adriatic Charter (A5) is an association formed by Albania, Croatia, Macedonia and United States of America for the purpose of aiding their attempts to join NATO. The Charter was signed on 2 May 2003 in Tirana under the aegis of USA. In 2008 Montenegro and Bosnia and Herzegovina were invited to join the Charter while Serbia accepted the observer status at the same time. It is chaired by member states on a six-month rotational basis, with Montenegro chairing the initiative in the first half of 2011 and second half of 2013.

civilian capacities for peace support operations, it is recognized that the establishment of such a system can be one of the anchors of the future emerging donor position of the state, within the EU and UN arrangements.⁶⁴

Although it was initially planned that Montenegro will establish a complete system that would enable civilian experts' participation in post-conflict countries during 2013,⁶⁵ the task has proven to be more challenging than expected. The revised plan is much more realistic and modest in its aims: in 2014,⁶⁶ the MFAEI will look for good international practices and international partners to exchange experiences with, and try and find foreign donor funding for expert support and implementation of the initial phases of development of the civilian capacities system. On the other hand, however, the Government's 2014 official agenda does not include any activities that could be connected to this issue.⁶⁷ MFAEI is currently working on securing donor assistance for a project that would help the administration establish the legal framework, institutional mechanisms, and organizational structures for participation of civilians from Montenegro in international peace support operations.

Conclusions

At the moment, Montenegro is participating in four peace support missions, under UN, NATO and EU auspices, with soldiers and a few police officers. The army is being modernized and it views peace support missions as a professional challenge and an opportunity to build up its capacities, with significant funds being invested to enable its engagement. The police is just starting to deploy its officers to missions and its current level of participation is almost negligent. Civil protection units have not yet been formed and representatives of other institutions have so far not participated in the missions.

Montenegro is at the very start of developing its policy in the area of civilian participation in the peace support missions. The key driving force for the Government to consider when establishing CIVCAP is its NATO integration, as the development of CIVCAP represents one of the Partnership goals. Currently, various models and experiences from other countries are being examined, while donor support is sought out to support these initial phases. The process has not yet been institutionalized; there is no official roadmap or action plan for its implementation. The responsibility for establishing CIVCAP is currently completely centralized in the Ministry of Foreign Affairs and European Integration, with no participation of other state sectors.

64 Interview with the representative of the Ministry of Foreign Affairs and European Integration, 20 March 2014.

65 In the 2013 Annual National Program.

66 In the report on implementation of the 2013 Annual National Program.

67 The 2014 Agenda of the Government of Montenegro. Accessed 20 June 2014. <http://www.gov.me/ResourceManager/FileDownload.aspx?rId=153740&rType=2>.

Montenegro has shown willingness and interest in cooperating with other countries in the region to realize synergies when it comes to training, rostering and deploying civilian capacities. This is a commendable effort, but so far it seems that the neighboring countries have little interest in it.

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