

Bosnia and Herzegovina Civilian Capacities for Peace Operations

Emsad Dizdarevic

Centre for Security Studies

Summary

This paper aims to present current situation in Bosnia and Herzegovina related to the civilian capacities¹ in the process of building and keeping peace in the world. It will analyse the legislative framework that regulates international cooperation in this regard. Bosnia and Herzegovina already contributes to the peace operations by sending their Military troops in NATO led missions as well as with Police officers in UN led missions. During the last year, Bosnia and Herzegovina has decided to prepare all necessary conditions for sending civilians in missions abroad. In this regard, Council of Ministers of Bosnia and Herzegovina has established an inter-agency Expert team. This expert team is created with task to create the proposal regarding to the provisions for implementation of the Partnership Goal 3781 between Bosnia and Herzegovina and NATO “Stabilisation and Reconstruction – Interdepartmental Cooperation.” This Partnership Goal implies sending civilians in peace missions abroad.

Since political will for this exist, remaining challenges for Bosnia and Herzegovina are the question how to establish the personal database, the procedures necessary to work with database supposedly to track the status of civilians sent to the missions, as well as the staff training and education.

¹ The term civilian capacities, as understood in this paper, includes civilians and other non-military personnel that participate in peace missions, including the police and civilians in military missions

Introduction

The purpose of the peacekeeping mission, as its name suggests, is the establishment of peace and security, both between, as well as within the countries."Role of peace missions is to ensure, within the shortest possible time, peace and security in conflict area in order to achieve terms for democratic processes and development of necessary institutions."²

The UN peacekeeping missions are unique instrument established in order to assist countries affected by conflict, in the process creating conditions for lasting peace. Since 1948, when the first peacekeeping mission was launched, until this day, the UN launched a total of 68 peacekeeping missions, 15 of which are on-going. In the missions that are currently active, the total of 116.873 persons is engaged, of which 83.343 troops, 1.864 military observers, 12.807 police, 5.128 international civilian personnel 11.694 local civilian personnel and 2.001 UN volunteers.³ Although the UN Charter does not delegate the peacekeeping operations, these missions developed into one of the main tools of the United Nations for achieving peace in the world.

It has to be emphasized that the concept of peacekeeping mission has evolved from its very beginning, in order to incorporate the trends of the late 20th and early 21st century. The changing nature of the world conflicts led to a change of the UN approach to peacekeeping missions in general. After the end of the Cold War, worldwide peacekeeping missions have become increasingly complex and multidimensional.⁴ "We live in a rapidly changing society" is a proverb often used in the literature, one closely related to the foundations of the peace operations in the last 50 years. What specific changes have occurred during this period? Roland Paris argues that the practice of the post-conflict peacebuilding started to emerge after the end of the Cold War.⁵ However, the necessity for multilateral peacekeeping operations was existed even before the Cold War came to an end, but the character of the operations started to change only shortly before the end of the conflict between the two world superpowers. During this period, there was a huge possibility that changes would occur as a result of the tensions between the East and the West. Exactly this relationship played a vital role in paving the way towards the establishment of multilateral peacekeeping operations with a role to

² Interview with Denis Hadžovic, Secretary General of the Centre for Security Studies from Sarajevo, held on 10th of February 2014

³ United Nations 2013, "United Nations Peacekeeping Operations."

<http://www.un.org/en/peacekeeping/documents/bnote1013.pdf> (accessed 02.12.2013)

⁴ Findlay, T. (ed.) 1996. *Challenges for the New Peacekeepers*. Oxford: Oxford University Press, p. 10

⁵ Paris, R. 2004. *At War's End: Building a Peace After Civil Conflict*, Cambridge: Cambridge University Press, p. 13

stop the world conflicts – the UN and other international organizations mostly orchestrated this new development.⁶

Peacekeeping missions evolved from the so-called traditional peacekeeping missions (strictly limited to military tasks) towards the multidimensional missions that require a comprehensive approach in resolving conflicts and creating conditions necessary for the achievement of sustainable peace. According to the PSOTC employer with experience in ISAF missions in Afghanistan, “Today’s peace missions are more complex by comparison with traditionally applied during and right after Cold War (Kashmir, Middle East, former Yugoslavia), and these missions requires interagency comprehensive approach (DR Congo, South Sudan, Afghanistan, Liberia, etc).”⁷

Among other segments, the civilian component of the UN peacekeeping and peacebuilding missions includes officials responsible for supporting the local administrative offices, officials who help in building the local economy, officials in charge of establishing the system of protection of human rights, gender issues, as well as officials working on the security sector reform, DDR process, reform of the judiciary and so on. After the end of the Cold War, civilians have become a crucial component of these missions. The important role of civilians in peacekeeping missions follows the trend connected to the changes from one-dimensional peacekeeping mission into the multidimensional mission

The aim of this paper is to identify civilian resources that Bosnia and Herzegovina offer for peace missions as well as a current situation in Bosnia and Herzegovina regarding to preparation necessary preconditions for sending civilians in peace missions abroad.

Legislative framework

The Law that regulates deployment of personnel from Bosnia and Herzegovina in peace operations is *Law on participation of the Members of Armed Forces of Bosnia and Herzegovina, Police Officers, Civil Servants and Other Employees in Peace Support Operations and Other Activities Abroad*, which was adopted by the Parliamentary Assembly of Bosnia and Herzegovina in the early 2005. This law was adopted *post facto*, after sending first police officers in the missions in 2000 in order to increase

⁶ Ibid, p. 16.

⁷ Interview with Peace Support Operation Training Centre (PSITC) employer, held on February 3rd 2014

efficiency during the process of sending troops, as well as to prescribe by law all procedures that have to be followed prior to sending the troops on the ground.

The Law recognises seven types of missions in which personnel from Bosnia and Herzegovina can be deployed: *conflict prevention, peacekeeping operations, the operations of establishing, implementing and peacebuilding, participation in activities of the international security and defence organization that BiH joined on the basis of international agreements, humanitarian operations in the case of natural, technological and environmental disasters, participation in military exercise and training on the basis of intergovernmental agreements and the elimination of the consequences of the terrorist attack*⁸.

During the previous period, the participation of Bosnia and Herzegovina in the peacekeeping missions around the world was mainly focused on the participation of military and police forces. However, the country recognized that it has an obligation to preserve the peace in the world (additionally, it experienced the peacekeeping mission on its territory), and in order to become a full member of NATO and the European Union, Bosnia and Herzegovina realized it has to move a step forward in its intentions to participate in the peacekeeping missions. “Some institutions of Bosnia and Herzegovina recognizes role of civilians in peace missions, but unfortunately, Bosnia and Herzegovina does not have all mechanisms in place for engagement civilians in peace operations.”⁹

Consequently, the Council of Ministers of Bosnia and Herzegovina initiated the process to create the conditions for referral of the civilians in peacekeeping missions around the world. The formation of the Expert Team for creation of the proposals regarding the implementation of the Partnership Goal between Bosnia and Herzegovina and NATO “Stabilization and Reconstruction – Interdepartmental Cooperation” in April 2013 was part of this process¹⁰. The objective of this team is to prepare the arrangement proposals on the application and implementation of the Partnership Goal 3781 in accordance with the requirements defined in its provisions.

⁸ Parliamentary Assembly of BiH. 2005. *The Law on Participation of the Members of the Armed Forces of Bosnia and Herzegovina, Police Officers, Civil Servants and Other Employees in the Peace Support Operations and Other Activities Abroad*, The Official Gazette of BiH, No. 14/05, Article 2.

⁹ Interview with Asim Dorović, Ministry of Foreign Affairs of Bosnia and Herzegovina and vice Chair of Expert Team for creation of the proposals regarding to implementation of the Partnership Goal between Bosnia and Herzegovina and NATO „Stabilisation and Reconstruction – Interdepartmental Cooperation“, held on February 28th 2014

¹⁰ Council of Ministers of BiH 2013, “*Decision of establishing Expert Team for creation of the proposals regarding the implementation of the Partnership Goal between Bosnia and Herzegovina and NATO “Stabilization and Reconstruction – Interdepartmental Cooperation”* Official Gazette of BiH, No. 35/13.

The Ministry of Foreign Affairs of Bosnia and Herzegovina has been envisaged as the holder of the Expert Team activities. In addition to the Ministry of Foreign Affairs, the following institutions are involved in the work of the team: Ministry of Defence, Ministry of Justice, Ministry of Finance and Treasury, Ministry of Security and the Ministry of Civil Affairs, the Border Police, the State Investigation and Protection Agency – SIPA, Indirect Taxation Authority, Intelligence – Security Agency of BiH - OSA , the Government of the Federation of Bosnia and Herzegovina, the Republika Srpska Government and the Brcko District Government.

Mapping the Areas of Expertise

When it comes to the expertise that can be used in the peacekeeping missions, BiH has a lot to offer. As noted above, in the recent past, BiH was one of the countries that were recipients of the international help, and the experience gained in this process can certainly be useful in future peacekeeping operations. Specifically, during the reform process in BiH, local ownership was one of the most important criteria, and therefore domestic forces actively participated in all these processes. Thereby, vast experience has been acquired in various fields. According to Mr. Asim Dorovic, “fields of expertise that Bosnia and Herzegovina can offer in the peace missions are: Security Sector Reform, Judicial Reform, DDR, monitoring of election process, fields of diplomacy, state administration, as well as in medicine, construction and energetic.”¹¹

Mr. Denis Hadžović, Secretary General of the Centre for Security Studies from Sarajevo emphasises that “Bosnia and Herzegovina, as a country that was object of international civil and military structures in post conflict period gained important knowledge in all aspects of building peace and security, particularly in all aspects of Security Sector Reform (Defence reform, Police reform, Intelligence reform as well as process of democratization and enhancing parliamentary control of security sector) where representatives of this institution were actively involved during whole reform process.”¹² Besides these sectors, Mr. Hadžović states that “Bosnia and Herzegovina can also provide expertise in Judicial and Health sectors that can be offered as well as expertise of civil sector that played important role in reform process and oversight over Security Sector.”¹³

Earlier mentioned employer of the Peace Support Operation Training Centre (PSOTC) in Bosnia and Herzegovina state that, according to needs of peace missions and BiH experience and expertise from

¹¹ Interview with Mr. Asim Dorovic, MFA

¹² Interview with Mr. Denis Hadžović, CSS

¹³ Ibid

the past, Bosnia and Herzegovina should focus their efforts in preparation of civil experts for peace missions in fields: Security Sector Reform, Judicial reform, reform of education, Human Rights and Gender issues, Media reform, reform of health sector and help to the civil victims of sexual violations.¹⁴

Training and Roster

As stated earlier, one of the biggest changes in the character of the peacekeeping missions in the late 20th and the early 21st century is the growing number of civilians engaged in the peacekeeping missions. This change came along with the changing character of the missions – from simply monitoring the ceasefire and implementing the peace agreements to peace building, a process in which civilians are playing an increasing and more significant role. With the emergence of the growing need for civilians in the peacekeeping missions, one has to observe and address the challenge related to the selection, training and sending civilians to peacekeeping missions.

The Expert Team that has been created by the Council of Ministers, and which is regarded as an inter-agency body can be considered as one of the types of the roster (the governmental roster). However, this team is an *ad hoc* team. Since the process of recruitment is a permanent process, which requires a regular maintenance of the database, Bosnia and Herzegovina will have to decide which of the rosters will be used in the future.

According to Mr. Asim Dorovic Intergovernmental roster is the way that Bosnia and Herzegovina should go with this issue. He states that “Intergovernmental body is good solution for state as Bosnia and Herzegovina. But, this does not exclude cooperation with civil organizations in this process.” PSOTC employer that we interviewed goes in line with Mr. Dorovoć and states that “even Norwegian model deserves attention and definitely has some advantages; British model with intergovernmental body is more realistic for political conditions in Bosnia and Herzegovina.” Mr. Denis Hadžović says that if we take in consideration problems from the past with establishing intergovernmental body, and if we take into consideration practice and duties that Ministry of Security have, maybe establishment of separate department for rostering within the Ministry of Security, if that is not seen as political issue, can be solution for this issue. Also, Norwegian model can also be taking into consideration.

¹⁴ Interview with PSOTC employer

Training of civilians for peace missions represents one of the important parts of the process of sending civilians in peace missions. "Training aim to provide participants with realistic insight into daily work in peace operations and prepare them for the numerous challenges they might encounter in the field."¹⁵ Training centres should have close cooperation with rostering organization in order to develop training process of civilians.

When we speak about Bosnia and Herzegovina and training of civilians for peace missions abroad, during the seminar on developing civilian capacities for participation in the worldwide peacekeeping missions (held in September 2013 in Sarajevo¹⁶), organized by the Centre for Security Studies and the Ministry of Defence of Bosnia and Herzegovina through the Peace Support Operation Training Centre the Ministry of Defence of BiH offered the PSOTC capacities and experiences that have been gained during the pre-deployment courses organized in this Centre. Specifically, the Centre conducts pre-deployment training courses for military and police forces designed to demonstrate their tasks in the peacekeeping missions. It possesses numerous certifications for its courses, including the NATO Selected Courses for military forces, as well as the UN Police Course, accredited by the United Nations for the UN Peace Support Operations and prepared by the PSOTC in cooperation with the Ministry of Security of Bosnia and Herzegovina.

This seminar indicated that the PSOTC could serve as a good platform for future civilian pre-deployment training courses, both at the national and the regional level. Mr. Denis Hadžović states that "in this process all available potentials should be used, and PSOTC was proved as organization and qualitative platform for conduct this job. Of course, all necessary conditions within the MoD have to be ensured in order to PSOTC gain status for development of Civil-military relations in order to give them more flexibilities and independence in their work."¹⁷ PSOTS employer also states that "PSOTC is already declared as regional centre for peace operations, which confirm their credibility for training for peace operations. Therefore, PSOTC can be used, initially as a platform, and later as carrier of training of civilians for peace operations, and also have capacities to become regional centre for training of civil experts for peace operations."¹⁸ Their experience in training military and police forces can greatly help in the future training of civilians for peacekeeping missions. "Approximately 4.880 students were taught by PSOTC in past nine years (military and police personnel), and 25% of them are international students."

¹⁵Centre for International Peace Operations (ZIF). 2011. *Roster Management Handbook*. Berlin: Centre for International Peace Operations (ZIF), p. 20

¹⁶<http://css.ba/seminar-announcement/>

¹⁷ Interview with Denis Hadžović

¹⁸ Interview with PSOTC employer

Conclusion

Considering the current situation and the commitment of Bosnia and Herzegovina, one can say that the country is committed to the issue of preserving the world peace. This commitment is specifically reflected in the substantial number of military and police forces currently engaged in the missions led by NATO or the United Nations, especially after taking into account the economic situation in Bosnia and Herzegovina. By actively participating in the peacekeeping missions around the world by sending soldiers and police force, Bosnia and Herzegovina has moved another step further, a step towards engaging civilians in peacekeeping missions. This serves as an indicator that the country recognized the trends currently happening in the world when it comes to the peacekeeping missions, as well as the civilian involvement and wants to effectively contribute towards the overall peace and stability in the world. One of the reasons why the country approached these issues in this manner is the fact that BiH has been for a long time a recipient of the international help, thus regarding the participation in the international peacekeeping missions as its duty. Moreover, the expertise that Bosnia and Herzegovina is able to offer, the one gained through its own peace process, can certainly contribute to the successful implementation of the mandate of the UN, NATO, OSCE and some other organizations dedicated to the preservation of the world peace.

Bosnia and Herzegovina is currently facing the challenge of how to solve the issue of civilian engagement in peacekeeping missions. Among other things, it is necessary to identify the subjects that can contribute to the fulfilment of this objective and are located within the country itself. Furthermore, it is essential to address the issues of recruiting, training and sending civilians to the military missions, the issue of database of experts who could contribute to the implementation of the mandate of the peacekeeping mission, as well as maintaining and updating the database, status issues of people deployed as part of the international missions. Conclusively, one can say that Bosnia and Herzegovina is a positive example to the world that it is possible, despite the serious political and economic problems, to actively participate in the construction and maintenance of the world peace. This is especially important if we take into account the fact that the country was itself part of the conflict in the early 1990s.

Recommendations

For Expert team:

- Conduct an analysis of the laws in order to harmonize and amend the legal provisions as to ensure that all the requirements for sending civilians in peacekeeping missions end up being fulfilled
- Analyse and decide which type of recruitment is the most appropriate for BiH, and propose this solution to the Council of Ministry of Bosnia and Herzegovina
- Create a database of experts for possible involvement in peacekeeping missions (if Expert team becomes a permanent body)
- Address the technical issues related to the maintenance and update of the database and personal data protection of the experts that are in the database
- Address the status issues of the experts after the return from the mission (i.e. ensuring the return to the previous workplace etc.)

For all institutions:

- To use the experience and platform of the PSOTC in providing pre-deployment training of civilians for peacekeeping missions.

This policy brief is a product of a research project “Cooperation between Belgrade Centre for Security Policy, regional partners and the NUPI– Building Civilian Capacities from the Western Balkans in Peace Support Operations”, project No. SRB-13/0021 financed by the Norwegian Ministry of Foreign Affairs throughout 2013-2015.