



MONUSCO UNFICYP NATO MINUSMA UNOCI
migration dialogue DEVELOPMENT EULEX UNOCI
PEACE UNAMID EUSEC justice rule of law
UNIFIL UNISFA political dialogue gender equality
elections BUILDING OF INSTITUTIONS SECURITY CIVCAP EUSEC
UNMIL civilians human rights MINUSTAH
civil society humanitarian aid good governance
UNAMID EU UNAMID mission OSCE UN EUJUST LEX
cross-border cooperation UNAMID EU UNAMID mission OSCE UN EUJUST LEX
BUILDING OF INSTITUTIONS EUBAM terrorism trade STABILITY EUVASEC
MINUSTAH UNMISS UNISFA PEACE
MINUSCA organized crime
security sector reform EUCAP

The Future of International Police Missions in the New Global Security Environment – Contribution of Western Balkans Police Forces to EU's International Policing

Andreja Bogdanovski and Uroš Živković



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Global trends in international police operations

The existence of a police component in UN peace operations is not a novelty. It goes back half a century ago and was first introduced in the Congo in the 1960's.¹ Embedding police components in UN missions became more extensive at the end of the 90's, when different types of it (support of country security reforms, advice, monitoring etc.) were incorporated in all UN Security Council approved missions after 1999.²

Over the years, with the change of the context of conflicts (from interstate to intrastate) peace support operations have evolved and are now very much shaped to reflect political and security developments on the ground. For example, policing in UN operations has shifted from the observing role policemen had in the past to full fledged maintenance of law and order in more recent times.³ Police deployment has to follow strictly the tasks resulting from the mandate of a particular mission which can consequen-

tly provide a very restrictive environment for a police role in terms of what they can and cannot do.

Police components in peace support operations are gaining in prominence, incorporating more diverse ranges of tasks within the mandates of the missions such as "advisory, mentoring and training".⁴ We are also witnessing greater involvement of police in operations of more robust character, involving the maintenance of public order type of actions. One basis of differentiation about the types of UN policing operations depends on the general mandate of the mission, affecting whether the operation involves purely an advisory role or an executive one as well.⁵ Types of activities that are usually undertaken by UN police can be divided into several categories: assistance to the host country (usually the local police), law enforcement, and protection of UN personnel and objects. According to the type of deployment, over the years the UN has developed formed police officers (where the mandate allows a more robust presence) and Standing Police Capacity, which has more of an advisory role.

Recently there has been quite a lot of debating within the UN on the need for a strategic turn of the organisation's approach towards more of a political and non-military involvement when the situation allows. This entails more of a crisis management type of involvement. In this context, tasks would rely on state building efforts and overseeing

1 "UN Police." United Nations Peacekeeping.
<http://www.un.org/en/peacekeeping/issues/police.shtml>.

2 J. Durch, William, and Henry L. Stimson Center. "United Nations Police Evolution, Present Capacity and Future Tasks." March 10, 2010. Accessed on 2 May, 2015.
<http://www3.grips.ac.jp/~pinc/data/10-03.pdf>. p8

3 "United Nations Police in Peacekeeping Operations and Special Political Missions." February 1, 2014. Accessed on 29 April 2015. [http://www.challengesforum.org/Global/Forum Documents/2014_SGF_Oslo/000358-AH-and-HL\(1\).pdf](http://www.challengesforum.org/Global/Forum Documents/2014_SGF_Oslo/000358-AH-and-HL(1).pdf). P3

4 "UN Police." United Nations Peacekeeping.
<http://www.un.org/en/peacekeeping/issues/police.shtml>.

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peace processes in the form of Special Political Missions.⁶ The increased number of police officers deployed through UN missions worldwide speaks about the changing nature of policing in peace support operations but it may be suggested that it also fills a security provision gap in terms of peacekeeping in general. The number of UN peacekeepers has been on a steady increase.⁷ The number of policemen under the UN umbrella has increased from 5,840 (1995) to 13,500 (2012).⁸

It should also be taken into account that, apart from the UN, other regional bodies, such as the EU, OSCE and even the African Union, are also incorporating policing components as part of their missions abroad. One of the general trends in international peacekeeping is the greater role of regional organisations, which may have the capacity to deploy in areas close to their vicinity and, more importantly, incorporate a range of civilian tasks including policing within such deployment. The EU presence in Africa can be seen primarily through the Atalanta counter-piracy operation off the Somali coast. Moreover the EU also has a presence in Somalia with a significant training mission for the security sector actors in this country.⁹

Most of the European UN contributions in troops are based in the Middle East, especially in Lebanon.¹⁰ On the other hand, the number of European troops in Africa under the UN is very low, with numbers barely reaching 100.¹¹ Authors like Richard Gowan and Megan Gleason suggest that due to the proximity of some African states (especially those of Northern Africa) and the historical bonds with some European countries this low engagement may change. As an example they put Mali and Somalia where “specialised units and assets” would be of use.¹² The police contribution through gendarmerie and riot police can be especially helpful for the UN's robust and hybrid operations, due to the level of expertise of the European police and the sophisticated equipment they possess. Even though the EU has not been known for its robustness in international relations, events surrounding the MENA region may change this.

Another (negative) trend that could be observed in the last decade is the general decrease of UN deployments coming from European countries. As with their counterparts in the US and Canada, the drop in contributions might be viewed from different angles. One of the reasons for such poor numbers might be traced to the increase of the number of personnel going to regional organisations such as the EU, OSCE and others. Richard Gowan and Megan Gleason mention the example of Kosovo, where after the EU took over from the UN, the organisation saw a considerable drop in European troops across UN missions.¹³ This is a development that also mirrors Europe's contribution of policemen under UN auspices. According to the available statistics, such contribution has halved in the period 2008-2011 and represented only 5% of the total contributions.¹⁴ The largest European involvement of police officers is within the UN's mission to Timor-Leste (UNMIT), MINUSTAH, UNMIL and UNMISS.¹⁵

European Union as a global international policing actor

Since the creation of the Common Security and Defence Policy in 1999 (as an operational part of CFSP), the adoption of the European Security Strategy in 2003 and the entering into force of the Lisbon Treaty on December 1st 2009, the European Union became one of today's most prominent providers of international policing efforts. UN effectively has more police officers in the field, but bearing in mind the available resources, geographical scope and political interest, the EU is a global security actor in the field of international crisis management/peace support operations. The EU has many peace support instruments at its disposal, such as a variety of financial instruments (ENI, EDF, IPA, ICSP, etc.) as well as policy instruments (trade, enlargement, diplomacy, etc.). However, the EU's most prominent instruments in this respect are their crisis management or CSDP missions and operations (military, civilian or hybrid field operations).¹⁶

Until today EU has had more than 30 CSDP missions and operations on three different continents and in three different formats (military, civilian and hybrid). The legal grounds for CSDP missions are found in the Lisbon Treaty (foremost in Section 2 of Title V of the Treaty on the EU (TEU)).

6 Gowan, Richard, and Megan Gleason. “UN Peacekeeping: The Next Five Years.” New York University Center on International Cooperation, p.9

7 Ibid.12

8 “UN Police.” United Nations Peacekeeping,. <http://www.un.org/en/peacekeeping/issues/police.shtml>.

9 Gowan, Richard, and Megan Gleason. “UN Peacekeeping: The Next Five Years.” New York University Center on International Cooperation, p. 15

10 Ibid.

11 Ibid.

12 Ibid. 4

13 Ibid. 3

14 Ibid. 15

15 Ibid.

16 In this text, when we refer to EU/CSDP mission we encompass all their types. But it should be noted that usually EU/CSDP mission refers to a civilian or hybrid type and EU/CSDP operation to a military type.



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The main principles of CFSP, which also apply to CSDP, are based on the principles and values that inspired the creation of the Union (Article 2 of TEU). More specifically, we find them in Article 21(2) of the TEU.¹⁷

The principal institution of CSDP is the Council, consensus being the main decision making procedure as foreign and security policy is still firmly in the hands of the member states. Importantly, Member States also provide political control and strategic direction through the Political and Security Committee (PSC). The Commission controls the financial aspects of this policy and the European Parliament plays a minimal controlling and advisory role. The political guidance and control of implementation of the CSDP is in the hands of the High Representative of the Union for Foreign Affairs and Security Policy (HR). The European External Action Service (EEAS) is the administrative body that assists the HR in performing his/her duties. Inside EEAS several specific bodies deal with different aspects of civilian crisis management, such as the **Committee for Civilian Aspects of Crisis Management (CIVCOM)**, Crisis Management and Planning Directorate (CMPD) and the Civilian Planning and Conduct Capability (CPCC).

The expenditures of CSDP are divided into two main parts: Administrative Expenditures (for functioning of CSDP institutions) paid from the EU Budget, and Operational Expenditures (for implementation of CSDP) also paid from the EU Budget with the exception of those with military and defence implications, which are paid by the member states. In this respect the civilian missions are covered by the EU Budget and military operations by member states (Article 41 of TEU).

The Global Strategy for the EU's Foreign and Security Policy, adopted in late June 2016, makes up the strategic framework of CSDP. Its main goal is to analyse EU's strategic environment, define main challenges and threats, and provide instruments that will adequately respond to them, taking into consideration the political will and material resources of the Union and its member states. The main principles on which the Strategy is based are: the undiminished importance of the EU as a global actor bearing in mind its specific and diverse (comprehensive) approach to foreign and security policy; primacy of human security; EU strategic autonomy; multilateral rule-based global order, etc.

17 Among others: Consolidate and support democracy, the rule of law, human rights and the principles of international law, preserve peace, prevent conflicts and strengthen international security, assist populations, countries and regions confronting natural or man-made disasters and promote an international system based on stronger multilateral cooperation and good global governance.

In its crisis response missions the EU can use military and civilian resources and perform the following tasks: joint disarmament operations, humanitarian and rescue tasks, military advice and assistance tasks, conflict prevention and peace-keeping tasks, tasks of combat forces in crisis management, including peace-making and post-conflict stabilisation. All these tasks may contribute to the fight against terrorism, including by supporting third countries in combating terrorism in their territories (Article 43 of TEU). Taking into account the existing practice of EU in this area (21 civilian and 12 military), it can be inferred that EU is engaged in mostly civilian, small-to-mid size missions with relatively modest operational goals and conducted in its close neighbourhood. Bearing in mind the military-civilian division of missions, police contribution is being counted in the latter.

Civilian missions fall within three main categories of *strengthening missions*, *monitoring missions*, and *executive missions* (although this latter category counts only one operation, in Kosovo). *Strengthening missions* are mainly concerned with capacity-building in the realm of the rule of law. *Monitoring missions* provide third-party observation of an activity or a process, be it the performance of a given sector (police, justice, border, etc.) or the implementation of an agreement (ceasefire line, peace agreement, etc.). *Executive missions* are operations that can exert certain functions in substitution to the recipient state.¹⁸

The capacity gap was one of the early, but still present, problems of all CSDP missions. Staff and logistics shortages, as well as lack of coordination, are a constant burden to the adequate deployment and efficiency of EU police missions.¹⁹ Complicated and time-consuming planning procedures hinder the need of the EU to be effective and efficient especially in situations that necessitate swift action.²⁰ The Civilian Headline Goals that were adopted in Santa Maria de Feira in 2000 and amended in 2008 and 2010 are still not met in full. They identified the civilian crisis management priority areas (policing, the rule of law, civil administration and civil protection, monitoring missions and support for EU Special Representatives), emphasised the need for the Union to conduct simultaneous missi-

18 EUISS Yearbook of European Security 2016, p. 57.

19 Christopher S. Chivvis, EU Civilian Crisis Management-The Record So Far, RAND Corporation, Santa Monica, 2010;

20 More about civilian CSDP mission planning in: Alexander Mattelaer, "The CSDP Mission Planning Process of the European Union: Innovations and Shortfalls", in: Sophie Vanhoonacker, Hylke Dijkstra and Heidi Maurer (eds). Understanding the Role of Bureaucracy in the European Security and Defence Policy, European Integration online Papers, Special Issue 1, Vol. 14, 2010, Available at: http://eiop.or.at/eiop/index.php/eiop/article/view/2010_009a



ons, and highlighted two additional focus areas for the EU: security sector reform (SSR) and disarmament, demobilisation, and reintegration (DDR). In recent years EU is placing greater emphasis on civil-military cooperation in addition to a continued focus on improving readiness and deployability. In the area of policing, the Feira Council set concrete targets whereby EU Member States could collectively provide up to 5,000 police officers for crisis management operations, with 1,000 officers in high readiness (able to be deployed within 30 days). EU Member States also identified a number of key tasks for civilian policing which included: monitoring, advising and training local police, preventing or mitigating internal crises and conflicts, restoring law and order in immediate post-conflict situations, and supporting local police in safeguarding human rights. With this frame of mind it is no wonder that the EU is welcoming third countries' active participation in all CSDP missions and operations as a means to overcome its own shortages.²¹

The burden of training and equipping usually falls on the participating countries. Some EU institutions are sharing the load of training, such as European Security and Defence College (ESDC), EU Agency for Law Enforcement Training (CEPOL), European Union Police Services Training (EUPST) and Europe's New Training Initiative for Civilian Crisis Management (ENTri). Training can also be a phase of EU policing that is planned and/or conducted by civil society organisations.

Since 2003, the EU has conducted 15 police missions under the CSDP.²² The main focus of the EU's police missions has been in the Balkans, where the EU has conducted training and advisory missions in Bosnia, Macedonia, and Kosovo. These missions have focused on confidence building, often between ethnic groups, helping local police develop interethnic police forces, fighting organised crime, and generally helping the host nation to improve the quality and professionalism of its police forces. Beyond the Balkans, the EU has also contributed to police work in the Democratic Republic of Congo (DRC), the Palestinian Territories, and Afghanistan. In the DRC, the EU focused mainly on general advice to the state's effort to establish a national police force while working to support the establishment of an integrated police unit. In the Palestinian territories, the EU mission has provided advice and mentoring to the police

of the Palestinian Authority, including training traffic police, helping modernise the Palestinian Authority's bomb squad, and mentoring the Palestinian Authority's own police training efforts.²³

This means that there are different types of EU police missions with multiple goals in multidimensional environment, the main goals being advising and strengthening local police forces and establishing „local ownership“. It should be noted that EU has deployed police missions to both conflict and post-conflict environments, usually in combination with other types of EU missions and operations (rule of law, SSR, military) or with operations of other global actors (NATO, UN, OSCE, AU). In general, most EU police missions fall under the category of peacebuilding, and some like those in Afghanistan and Kosovo under stabilisation missions.

Western Balkans police participation to peace operations

Police participation in international peace support operations has not been particularly high on the agenda among the Western Balkans political elites. It was never seen as a priority issue, but rather as a by-product of regions' wish to join the Euro/Atlantic community and as a tool for countries' image improvement. Yet the countries from the region (Croatia, Bosnia and Herzegovina, Serbia and Macedonia) have been all contributing policemen in continuity in missions abroad, except for Macedonia which has so far contributed only one police officer as part of the UN mission in Liberia in 2007. There is in general subtle political willingness among the Western Balkans leadership when it comes to participation with police officers to peace operations abroad. Still, there are visible discrepancies among the above countries when it comes to their actual commitment, meaning that all the countries are at different stages of development.

Apart from the number of police officers that varies from one country to another, there is also a difference when it comes to international destinations to which they are being deployed. For example, Serbia commits almost all of its policemen within the UN framework, while Croatia practices greater EU engagement. The differences the countries have in terms of preferred international (security) organisations they cooperate with are clearly shown by police deployments. Thus however does not necessarily represent criticism towards the Western Balkans capitals. On the contrary; diversity is of great advantage when it

21 Thierry Tardy, "CSDP: getting third countries on board", Brief - No.6, EUISS, 07. March 2014, Available at: <http://www.iss.europa.eu/publications/detail/article/csdp-getting-third-states-on-board/>

22 Giovanna Bono, "EU Police Missions", in: David Chandler and Timothy D. Sisk (eds.), *The Routledge Handbook of International Statebuilding*, Routledge, London, 2013, pp. 350-361.

23 Christopher S. Chivvis, *EU Civilian Crisis Management-The Record So Far*, p. 12.



comes to sharing knowledge. Hence, the countries of the region could learn from one another based on their first-hand experiences.

Still the preferred platform for participating with police personnel in international organisations also very much mirrors the political priorities that the countries in the region face today. For example, it is perfectly understandable that for Croatia, the most recent country to join the EU, to focus more on EU's missions abroad. On the other hand, because of Belgrade's legacy and institutional memory as a major contributor to UN peacekeeping operations²⁴ and it being one of the frontrunners in the Non-Aligned Movement, coupled with NATO's 1999 intervention in Serbia, the authorities in Belgrade remain primarily focused on participation in police missions through the UN system.

Participation with police officers in peace operations abroad is still perceived as the second most important thing when compared to the armed forces and peacekeeping operations. This is best seen on Macedonia's example, where sending military personnel to peace operations under NATO and EU was the main focus of country's leadership, while, on the other hand, police was rarely discussed. For more than a decade Macedonia has been united to dedicate most of its resources to join NATO. Hence, in order to translate this commitment into action it has overwhelmingly relied on military participation in peace operations. There is, however, one thing that is common for all of the countries from the region: due to the high percentage of military personnel in peace operations, respective Ministries of Defense are playing a more prominent role in discussing issues related to peace operations. Additionally, while the primary focus of policy briefs is to discuss state participation to peace operations, there is also number of former employees of the Ministries of Interior - for example - who started working for various international organisations abroad as experts.²⁵

Serbia

Serbia's experience with sending police officers abroad is well established and embedded in the country's institutional system. Serbian police have been present at many locations around the globe. More active participation of Serbia as part of the UN Peacekeeping system, which represents the country's main platform for sending peace keepers

abroad, could be seen after 2001 with the "fall of the authoritarian president Slobodan Milosevic."^{26 27}

Current peace keeping contributions – military²⁷

- MONUSCO Congo, UN (2 doctors and 4 medical technicians) UNOCI, Cote D'Ivoire, UN (3 military observers) UNFICYP, Cyprus, UN (2 staff officers; two military observers; six members of patrol and 37 members of infantry platoon)
- UNIFIL, Lebanon, UN (177 Serbian Armed Forces members)
- UNTSO, Middle East, UN (1 military observer)
- EUTM, Somalia, EU (1 officer of medical specialty and a medical team of a doctor and three med. technicians)
- EUNAVFOR, Somalia, EU (Serbian Armed Forces staff)
- EUTM Mali (3 member med. team)
- EUMAM RCA, Central African Republic, EU (4 member med. team)

Current Police contributions:

- UNFICYP – Cyprus (2 police officers)
- MINUSTAH – Haiti (5 police officers)
- UNMIL – Lebanon (6 police officers)

As it can be observed from the table, Serbia predominantly relies on UN for its peacekeeping efforts, while there seems to be no involvement at this stage of police officers in EU led operations. This is expected to grow in line with the country's advancement in the EU accession process. To this

²⁴ Being the capital of the Socialist Federal Republic of Yugoslavia

²⁵ Gordan Bosanac, "Initial Mapping of civilian capacities for peace operations in Croatia" (presentation, Kick-off meeting – Civilian Capacities for peace keeping operations in Western Balkans, Oslo, Norway, October, 2013).

²⁶ Timothy Edmunds, Marko Milosevic "Peacekeeping Contributor Profile: The Republic of Serbia" <http://www.providingforpeacekeeping.org/2014/04/03/contributor-profile-the-republic-of-serbia/Serbia-UN-backgrounder>

²⁷ Ministry of Defense of the Republic of Serbia, MOD and SAF in Multinationality Operations, http://www.mnop.mod.gov.rs/sadrzaj.php?id_sadrzaja=14 (accessed on 22.08.2016)



end Serbia has already signed the Agreement with the European Union establishing a framework for its participation in European Union crisis management operations.²⁸ For the time being it also plans to second 2 police officers to EU civilian crisis management operations.²⁹

Croatia

Croatia is the frontrunner country speaking of police contribution to peace operations, as well as within the EU. The latter is a logical consequence of this country's membership in the EU. Croatia is also most advanced when it comes to the various aspects of civilian capacities to peace operations, considering that it is the only country from the region that provides part of its GDP to development issues around the globe. Lastly, it is the only country that has its own presence with police officers in the region i.e. Kosovo. Since 2004, a separate department for peace operations has been established within the country's Ministry of Interior. This is a good example of developing institutional capacities that match a country's foreign priorities agenda as well as its international commitments.³⁰

Croatia's peacekeeping presence Military:

- MINURSO (West Sahara) – 7 pers
- UNFICYP (Cyprus) – 2 pers
- UNIFIL (Lebanon) – 1 pers
- UNMIL (Liberia) – 2 pers
- UNMOGIP (India and Pakistan) – 9 pers

Police

- UNFICYP (Cyprus) – 4 pers
- MINUSTAH (Haiti) – 5 pers
- UNMIK (Kosovo) – 1 pers

Bosnia and Herzegovina

As with the other countries from the Western Balkans, the main driver behind Bosnia and Herzegovina's participation in peace operations is based on this country's efforts to join primarily EU and to a lesser extent NATO.

As the data suggests, BiH is focused primarily on participation in UN missions. So far there have not been any EU-related contributions. However, the country has signed a general framework of participation in EU crisis management operations³¹ which signals its readiness to play a more active role in this area.

At the same time, BiH also hosts the EU military mission on its soil - EUROR Althea, whose aim is to oversee the implementation of the Dayton peacekeeping agreement of 1995. A force more than 2,000 strong is stationed there. This is probably why one of the political aspects of BiH's participation in peace operations is also tied to changing the narrative from a country being a security importer to a country that is exporting security.³²

Bosnia & Herzegovina contribution:

UN Missions

- MINUSMA 2 troops
- MONUSCO 5 experts
- UNAMA 1 police
- UNFICYP 8 police
- UNMIL 2 police
- UNMISS 20 police

Afghanistan (Resolute Support) 57 personnel

28 Ministry of Foreign Affairs of the Republic of Serbia – CSDP <http://www.mfa.gov.rs/en/foreign-policy/security-issues/csdp>

29 Marko Milosevic, "CIVCAP in Serbia" (presentation, Kick-off meeting – Civilian Capacities for peace keeping operations in Western Balkans), Oslo, Norway, October, 2013.

30 United Nations Peacekeeping, UN Mission's Summary Detailed by Country, 2016, http://www.un.org/en/peacekeeping/contributors/2016/jul16_3.pdf (accessed on 22.08.2016), a)

31 Denis Hadzovic "Peacekeeping Contributor Profile: Bosnia and Herzegovina" <http://www.providingforpeacekeeping.org/2014/08/11/peacekeeping-contributor-profile-bosnia-and-herzegovina/>

32 United Nations Peacekeeping, UN Mission's Summary Detailed by Country, 2016, http://www.un.org/en/peacekeeping/contributors/2016/jul16_3.pdf (accessed on 22.08.2016), b)



BiH also hosts the Peace Operations Training Centre which provides trainings for future police officers contributing to missions abroad. As an international training centre, it also serves as a training hub for police from the Western Balkans. In 2015 all the police officers that were in missions abroad were in high positions during their engagement as "Team Leaders".³³ Since 2000, Bosnia and Herzegovina authorities have contributed 155 police officers to missions abroad (Liberia, Sudan-South Sudan, Cyprus, East Timor and Haiti)³⁴.

Macedonia

Even though there is political willingness among the Macedonian political elites to participate in peace operations through police, this has so far not been translated into concrete steps for its implementation. When compared to the rest of the countries, Macedonia happens to be the regions' laggard. There are no legal barriers for the participation of Macedonian policemen abroad. Additionally, around 200 officers have so far expressed willingness, and some have even been trained to participate in missions abroad. Macedonia's police officers possess expertise and could easily be deployed to different missions such as border control training, monitoring elections, etc. The years-long stalemate situation when it comes to the country's ambitions to join EU and NATO could be considered one of the reasons why national authorities are failing to not invest in this process.

Conclusion

International policing efforts are an extremely important factor in establishing and maintaining international security today. Although military peace support operations and national military contributions are predominant, not all security problems can have a military solution. Regardless of the security context, police functions and mechanisms are extremely necessary for a successful peace support operation. International terrorism, organised crime, illegal migrations and failing state (security) governance are the

primary threats to global and national security today. International policing is one of the answers to them, and just one of the comprehensive approach instruments at the disposal of states and international organisations.

Although the UN is the number one international security provider, as a result of fast regional security dynamics regional international organisations are now transferring more of this load onto themselves. NATO, EU, OSCE and AU are responsible for different security problems in their own regions. Their mutual cooperation is on the rise, prompted by their need to fight against sophisticated techniques and technologies used by modern criminals.

The demand for police capabilities is increasing and outpacing the supply. The future demand for police capabilities is to a large extent determined by the number, geographical distribution and nature of crises and conflicts. The security environment of Europe is volatile and is likely to remain this way. This only amplifies the need for EU and its neighbours to take the lead in providing security inside, as well as outside their borders. Border control has become the number one EU priority.

The EU and other international organisations struggle with both quantitative and qualitative personnel shortages for police missions. In qualitative terms, the increasing complexity of police mandates in missions, the multi-dimensional approach to security sector reform and other forms of crisis management, and the shift of attention from observation and monitoring missions to mentoring, training and capacity-building missions all require high quality experts and senior leaders.

The supporting role of WB countries is crucial both for the wider European security and their own. Bearing in mind their Euro-Atlantic aspirations and their security crisis experience, international policing under CSDP is the right way forward. Financial costs are disproportionately low when compared to the benefits in overall security, security forces capabilities and foreign policy prestige. The effective performance of Europeanisation in the WB can be adequately evaluated by their contribution to the EU international policing efforts.

33 Ministry of Security Bosnia and Herzegovina "All BiH police officers in UN mission in Liberia with managerial posts" <http://msb.gov.ba/vijesti/saopstenja/default.aspx?id=7135&langTag=bs-BA>

34 Ibid.



ANEX I

Completed and ongoing EU civilian missions with police staff from 2000 onwards

Mission name (country)	Category of tasks	Tasks	Personnel	Police staff	Duration
EUPM (Bosnia and Herzegovina)	T/R, O	MMTA	556	498	2003-2012
EUPOL Proxima (FYROM)	T/R, Oth	MMTA	200	Not specified	2003-2005
EUJUST Themis (Georgia)	T/R	RoL	?	?	2004-2005
EUPAT (FYROM)	T/R	MMTA	30	30	2005-2006
Aceh Monitoring Mission (Indonesia)	M	MloA	80	Not specified	2005-2006
EU Support to AMIS (Sudan)	T/R, O	SOM	50	30	2005-2007
EUJUST LEX-Iraq	T/R	MMTA	53	6	2005-2013
EUPOL Kinshasa (DRC)	T/R, O	MMTA	30	Not specified	2005-2007
EUPOL RD Congo (DRC)	T/R	MMTA	30	17	2007-2014
EU SSR Guinea-Bissau	T/R	MMTA	8	Not specified	2008-2010
EUAVSEC-South Sudan	T/R, O, Oth	ASA	34	2	2012-2014
EUSEC RD Congo (DRC)	T/R	MMTA	40	Not specified	2005-present
EUBAM Moldova and Ukraine	T/R, Oth	BSA	100	Not specified	2005-present
EUBAM Rafah (Palestinian Territories)	M, Oth	BSA	4	2	2005-present
EUPOL COPPS (Palestinian Territories)	T/R	MMTA	71	27	2006-present
EUPOL Afghanistan	T/R	MMTA	200	205	2007-present
EUMM Georgia	M	MloA	200	213	2008-present
EULEX Kosovo	T/R, S/O	MMTA/S	1.900	777	2008-present
EUCAP Nestor (Djibouti)	T/R, O, Oth	MSA	100	21	2012-present
EUCAP Sahel Niger	T/R	MMTA	56	12	2012-present
EUBAM Libya	T/R, Oth	BSA	44	17	2013-present
EUCAP Sahel Mali	T/R	MMTA	80	18	2015-present
EUAM Ukraine	T/R	MMTA	101	11	2014-present

Source: Franca van der Laan et alia, The Future of Police Missions, Clingendael, Hague, 2016, pp.124-126



EXPLANATORY NOTES:

Category of tasks:

- M Monitoring the implementation of an agreement
- S Substitution (interim administration with executive powers)
- O Operations/Operational support to host state police (e.g. executive policing, riot control, maritime or border security assistance, anti-trafficking operations, protection of civilians)
- T/R Training/Reforming (advising, mentoring, SSR, etc.)

Tasks:

Police

- MMTA Mentoring, monitoring, training and assistance
- S Substitution (also known as 'Executive')

Rule of Law

- RoL Rule of law

Other

- MloA Monitoring implementation of agreement
- SOM Support to other mission
- ASA Aviation security assistance
- BSA Border security assistance
- MSA Maritime security assistance.

Personnel: Maximum strength (planned or realised), unless otherwise indicated. Locally hired personnel is not included unless otherwise indicated.

Police Staff: Maximum number of personnel (planned or realised) deployed in police functions.

NB: In police missions police reform is the central task. In rule of law missions reforming the judiciary (prosecution, courts, etc.) is the central task. Other missions form a mixed bag. In most of these other civilian missions police personnel participates.



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ABOUT PROJECT

Norwegian Institute of International Affairs (NUPI) and Belgrade Centre for Security Policy (BCSP) is conducting three-year project with the aim to support capacity development of the Western Balkans states to roster, train and deploy civilian capacities to peace operations. This three-year project is funded by the by the Royal Norwegian Ministry of Foreign Affairs and implemented by regional partners from Croatia, Albania, Montenegro, Macedonia and Bosnia and Herzegovina.

