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POLICE IN PEACE OPERATIONS (THE CASE OF MISSIONS IN SOUTH-EASTERN EUROPE, AND THE CASE OF SLOVENIAN POLICE PEACEKEEPERS)

Contemporary peace operations are characterised by a complex nature. Many tasks are carried out and numerous actors are involved in fulfilling them. The development of peacekeeping operations started in 1947 with observer tasks provided by military personnel. The police forces have been involved in peace operations since 1960 (first participation in United Nations Operation in the Congo). Today the tasks of the police in peace missions range from monitoring, consulting, education and training to executive policing.

South-Eastern Europe is region, where the police peacekeeping is becoming very important part of the general peacekeeping after armed conflicts, and it is gaining more and more importance in the whole range of mentioned tasks. There are different international settings in which policemen cooperated in peacekeeping, from WEU, OSCE, UN to EU. The policemen participated in missions in Albania, currently they still serve in Bosnia-Herzegovina, Kosovo, Macedonia. Currently the UN mission in Kosovo represents the operation with largest police force in the region, on the other hand the EU takes over many international police efforts (with the EU Police Mission in Bosnia and Herzegovina and EUPOL Proxima in Macedonia). The police from different world countries contributed the personnel to the missions in region, and additionally, the police from the region contributed significant number of police troops to different missions all over the world. Slovenian police is one of those that successfully joined the club of police peacekeepers after 1997. Slovenian policemen in peace operations in South-Eastern Europe had or have been working under the authorities of WEU, UN OSCE and EU. Their peacekeeping experiences are systematically evaluated and integrated into preparations for new deployments.

INTRODUCTION

Contemporary peace operations are characterised by complexity of tasks, actors, function and outcomes. Historically, they began as military tasks to assure the peace after the peace accords (peacekeeping operations) under the control of the United Nations (UN). Nowadays, they are performed by different international security organisations and actors; they are established before the conflicts break out into violence (preventive operations), during the conflicts as part of the solution (also peace enforcement solution), after the conflict as peacekeeping, peace building, and stabilization process. The development of peacekeeping operations under UN flag started in 1947 with observer tasks provided by military personnel. The police forces have been involved in peace operations since 1960 (first participation in United Nations Operation in the Congo). Today the tasks of the police in peace missions range from monitoring, consulting, mentoring and training to executive policing.

South-Eastern Europe is the region, where armed conflicts called upon quick and robust solution. Additionally, the post-conflict situation is still very unpredictable, therefore a broad range of different peacekeeping providers are acting in the region 13

years after the dissolution of the former Yugoslavia. The police peacekeeping has become very important part of the common peacekeeping after armed conflicts in the region. There are different international organizations, under whose auspices the policemen participated in South Eastern Europe peacekeeping, from Western European Union (WEU), Organization for Security and Cooperation in Europe (OSCE), and United Nations (UN) to European Union (EU). The policemen participated in missions in Albania, currently they still serve in Bosnia and Herzegovina, Kosovo, Macedonia. The police forces from different world countries contributed the personnel to the missions in region, and additionally, the police from the region contributed significant number of police troops to different missions all over the world. Slovenian police is one of those that joined the club of police peacekeepers in 1997 and has been represented in different operations since then.

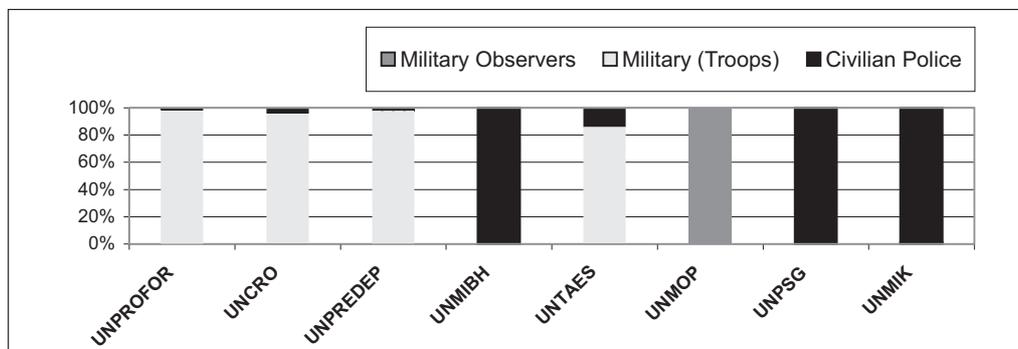
This paper, which is a common work of researchers and practitioners in the field of police peacekeeping in Slovenia, presents the peace operations, established on the territory of South-Eastern Europe with focus on police component as a case study of modern police "peacekeeping", and the Slovenian achievements in police peacekeeping activities.

POLICE IN PEACE OPERATIONS IN SOUTH-EASTERN EUROPE

The involvement of police in international peacekeeping started in 1960 with a small unit of Ghana policemen in the United Nations Mission in Congo (see Schmidl, 1998: 30-31; Broer, Emery, 1998: 367), but its real rise has begun after the end of Cold War. In that period the traditional peace operations with prevailing military component are more and more replaced with so called complex peace operations, characterized by the cooperation of various military and civilian actors. The complex approach derives from the presumption that the conflicts are more successfully settled through the democratisation, and institution and relationship building than through physical demarcation of conflicting parties.

The glance on the situation in South-Eastern Europe confirms the complex approach of international community to the post-conflict stabilization and reconstruction in the region. Firstly, the reconstruction lies in hands of several international organizations and institutions, under the coordination of international body. For example, UNMIK (United Nations Interim Administration Mission in Kosovo) initially brought together four "pillars" under United Nations leadership. With the emergency stage over, Pillar I (humanitarian assistance), led by the Office of the High Commissioner for Refugees (UNHCR), was phased out at the end of June 2000. The other pillars are: Pillar II: Civil Administration, under the United Nations; Pillar III: Democratisation and Institution Building, led by the Organization for Security and Co-operation in Europe (OSCE); Pillar IV: Reconstruction and Economic Development, managed by the European Union (EU) (UNMIK, , 24.07.2004). Further, in Bosnia and Herzegovina the implementation of the civilian aspects of the peace agreement is coordinated by the Office of High Representative (OHR). Regarding the police roles in South-Eastern Europe it should be mentioned that policemen are integrated in the OHR work, too (especially in Rule of Law Pillar). Secondly, the complexity is evident also in peacekeeping activities. There is either one peacekeeping force with different components (for example, the case of UNPROFOR with 684 military observers, 37.915 troops, 803 civil police and over 4.000 international and local civilian staff) either the forces are organized under different frameworks - for example, the case of Bosnia and Herzegovina after Dayton with police forces under UN (International Police Task Force - IPTF in United Nations Mission in Bosnia-Herzegovina - UNMIBH) and military forces under NATO

(IFOR/SFOR)), etc. (the distribution of uniformed personnel in UN peace operations in the South-Eastern European region is shown in Graph 1).



Graph 1: The Structure of Uniformed Personnel in United Nations Peacekeeping Operations in South-Eastern Europe

Civilian police forces have been involved in peacekeeping and peace building in South-Eastern Europe since the first contemporary international peace operation in region - the UNPROFOR (United Nations Protection Forces), established at the beginning of 1992. Civilian police formed about 2 % of all uniformed personnel in that operation. Its tasks were monitoring the functioning of the local police; helping to ensure non-discrimination and the protection of human rights. Since 1992 policemen have been present in many peacekeeping/crisis management activities in South-Eastern Europe, carried out a range of different tasks – from classical monitoring to advising, mentoring and training of local police, and also law enforcement, and operate under various responsibilities or organizational frameworks (former WEU, UN, OSCE and EU). The largest international police contingent in the region operates in UN mission in Kosovo, lately the EU police is engaged in substantial part in stabilization and reconstruction of countries in the region (EUPM as European Union Police Mission in Bosnia and Herzegovina, EUPOL Proxima in Macedonia). The Table 1 presents the peacekeeping and peace building activities in South-Eastern Europe, which are carried out as operations under competence of international organizations/institutions.¹ It can be seen that the police forces are involved in more than half of the peace operations in the region. Besides, the post-conflict reconstruction usually encompass also activities of other foreign governmental and non-governmental institutions and the members of police forces can be involved in their work to (in war crimes investigations, for example).

The glance on peacekeeping and peace-building activities in South-Eastern Europe also shows that the modern peacekeeping is not merely complex, it is also very flexible. There are changes almost all the time in mandates, number of forces, responsible institutions etc. For example, while the IPTF in Bosnia and Herzegovina had also some law enforcement power, today's EUPM just advise and mentor the police service of Bosnia and Herzegovina. In an optimistic scope, the need for constant adjustment of operations can be regarded as a proof of country's security and political development.

Table 1: Police in Peace Operations in South-Eastern Europe

Territory	Operation	Duration	Responsibility	Strength of civilian police component (one turn)³	Civilian police main tasks
Former Yugoslavia	UNPROFOR <i>United Nations Protection Force</i>	February 1992 - March 1995	UN	803	To monitor the functioning of the local police, to help ensure non-discrimination and the protection of human rights.
Macedonia	OSCE Spillover Monitor Mission to Skopje	since September 1992	OSCE	approx. 100	Advising, and police training and development.
Former Yugoslavia	WEU Danube operation	June 1993	WEU	na	Inspection and monitoring operations.
Bosnia and Herzegovina	Police contingent in Mostar	July 1994 - October 1996	WEU	max. 182	To assist the Bosnian and Croat parties in Mostar to set up a unified police force for the town.
Croatia	UNCRO <i>United Nations Confidence Restoration Operation</i>	March 1995 - January 1996	UN	296	Monitoring.
Macedonia	UNPREDEP <i>United Nations Preventive Deployment Force</i>	March 1995 – February 1999	UN	26	Monitoring and reporting on the situation along the borders.
Bosnia and Herzegovina	UNMIBH <i>United Nations Mission in Bosnia and Herzegovina – IPTF (International Police Task Force)</i>	December 1995 – December 2002	UN	2047 (Nov. 1997) 1414 (Sept. 2002)	Monitoring, observing and inspecting law enforcement activities and facilities, including associated judicial organizations, structures and proceedings. Advising law enforcement personnel and forces. Training law enforcement personnel. Facilitating, within the IPTF mission of assistance, the parties' law enforcement activities. Assessing threats to public order and advising on the capability of law enforcement agencies to deal with such threats. Advising government authorities in BiH on the organization of effective civilian law enforcement agencies. Assisting by accompanying the parties' law enforcement personnel as they carry out their responsibilities, as the Task Force deems appropriate.
Bosnia and Herzegovina	IFOR (<i>Operation Joint Endeavour</i>)	Dec. 1995 – Dec. 1996	NATO	/	/
Bosnia and Herzegovina	SFOR (Operation Joint Guard / Operation Joint Forge)	since Dec. 1996	NATO	/	/
Croatia (Eastern Slavonia, Baranja and Western Sirmium)	UNTAES <i>United Nations Transitional Authority in Eastern Slavonia, Baranja and Western Sirmium</i>	January 1996 – January 1998	UN	404	Monitoring the performance of the Croatian police in the Danube region, particularly in connection with the return of displaced persons.

Territory	Operation	Duration	Responsibility	Strength of civilian police component (one turn) ³	Civilian police main tasks
Prevlaka	UNMOP <i>United Nations Mission of Observers in Prevlaka</i>	Feb. 1996 – Dec. 2002	UN	/	/
Croatia	OSCE Mission to Croatia – PMG <i>OSCE Police Monitoring Group</i>	since April 1996 (PMG October 1998 – October 2000)	OSCE	120; currently 6 police advisors	Monitoring (to ensure a proper transition in anticipation of the end of the UNPSG mandate in October 1998). Currently providing advice and assistance to Croatian police.
Albania	MAPE <i>Multinational Advisory Police Element to Albania</i>	May 1997 – April 2000	WEU	143 (in 1999)	To provide advice to the Ministry of Public Order on restructuring the Albanian police and train instructors.
Croatia (Danube Region)	UNPSG <i>United Nations Police Support Group</i>	January 1998 - October 1998 (police monitoring handed over to OSCE on 16 October 1998)	UN	114	Monitoring the performance of the Croatian police in the Danube region, particularly in connection with the return of displaced persons.
Kosovo	General security surveillance mission in Kosovo	Nov. 1998 – July 1999	WEU	/	/
Croatia	WEUDAM <i>WEU Demining Assistance Mission in Croatia</i>	May 1999 – Nov. 2001	WEU	/	/
Kosovo	UNMIK <i>United Nations Interim Administration Mission in Kosovo</i>	since July 1999	UN	3.510 (June 2004)	To provide temporary law enforcement, and to establish and develop local police.
Kosovo	KFOR (Operation Joint Guardian)	since June 1999	NATO	/	/
Kosovo	Mission in Kosovo (distinctive part of UNMIK)	since July 1999	OSCE	na	To select and train local police
Serbia and Montenegro	OSCE Mission to Serbia and Montenegro	since January 2001	OSCE	12	To assist in the restructuring and training of law enforcement agencies and the judiciary (including training of local police)
Albania	Operation Essential Harvest	August – Sept. 2001	NATO	/	/
Macedonia	Operation Amber Fox	Sept. 2001 – Dec. 2002	NATO	/	/
Macedonia	Operation Allied Harmony	Dec. 2002 – March 2003	NATO	/	/
Macedonia	Concordia	March 2003 – Dec. 2003	EU	/	/
Bosnia and Herzegovina	EUPM <i>European Union Police Mission in Bosnia and Herzegovina</i>	since January 2003	EU	500	Monitoring, mentoring and inspection activities to the local police.
Macedonia	Proxima	Since December 2003	EU	200	Monitoring, mentoring and advising the local police.

Data sources:

- United Nations - Department of Peacekeeping Operations,
- European Union –European Security and Defence Policy - EU Operations,
- OSCE Field Activities (<http://www.osce.org/>)
- NATO - Operations (<http://www.nato.int>)
- WEU History – Operational Role (<http://www.weu.int/>).

Legend:

EU – European Union

na – not available

OSCE – Organization for Security and Cooperation in Europe

UN – United Nations

WEU – Western European Union

The organizational distribution of responsibilities for stabilization and reconstruction undoubtedly makes possible the better outcome through the deployment of specialists and focusing on various aspects, on the other hand the disadvantages of such complex approach should be encountered, too. Namely, many problems can occur regarding the coordination of all involved actors. We have already mentioned some coordination bodies such as OHR and UNMIK, but the coordination should be ensured also on lower (executive) levels. The work performance and also the credibility of peacekeeping forces can be seriously hampered if all the components are not adequately informed about the responsibilities and competencies of each other. Thus, the training of police and military peacekeepers should include also information about other peacekeeping and peace-building actors in the region, and information on communication capacities for better coordination among actors.

When the issue of peacekeeping in South-Eastern Europe is discussed, we should be aware that some countries of that region are not merely the objects of international peace activities, but several of them also actively contribute to peace operations in other parts of the world with their personnel. As far as civilian police in UN peace operations is concerned, we can establish, that Bosnia and Herzegovina contributes 19 policemen to operations in Liberia and East Timor, and Serbia and Montenegro contributes 8 policemen to operation in Liberia, while small contingents of military personnel in UN peace operations are, beside these two countries, provided also by Albania and Croatia (as of May 2004; Monthly Summary of Military and Civilian Police Contribution to United Nations Operations).

PROXIMA – THE MODERN CASE OF POLICE WORK IN OPERATIONS OF CRISIS MANAGEMENT

Among the efforts of the European Union (EU) in the field of the common security and defence policy (CSDP), police missions have played increasingly important role since the very beginning. Together with the military missions, launched by EU in last two years, those activities are rather clear sign that EU is paving the way toward CSDP implementing decisions from the different EU Council summits. EU is aware of the fact that European integration has to take care about its security by its own and in this regard EU should play an important and significant role on the international security stage.

Following the relevant success of the European Union Police Mission in Bosnia and Herzegovina, EU Council decided to launch its second police mission in Republic of Macedonia⁴. Council also decided, according to the Joint Action 2003/681/CFSP that the missions code-name will be EUPOL-PROXIMA. The mission represents further

tangible evidence of the development of the ESDP and of the EU's contribution to the international community's effort to promote stability and security in the region.

On 15 December 2003 the mission was launched for an initial period of one year, divided into three phases: build-up phase, execution phase and exit phase. The possible follow up of the mission would be decided by additional EU Council decision.

MISSION BACKGROUND

On September 16 2003, prime minister of the Republic of Macedonia invited the EU to assume responsibility for an enhanced role in policing and to deploy a police mission. Under the political guidance of the EU special representative in Skopje, PROXIMA's work follows in line with the active role played by the EU over the last years. Approximately 200 personnel from EU and non-EU countries make up the mission, which is consisted from seconded police officers and contracted civilian personnel. Additional to that number, as many as 100 local staff is employed as well in the field of the translation service, logistic and personnel issues.

MISSION STATEMENT (OBJECTIVES)

The EUPOL PROXIMA in line with the objectives of the Ohrid Framework agreement (peace agreement between Albanian resistance and Macedonian government after 2001 armed clashes), in partnership with the relevant authorities and with a broader rule of law perspective, in full coordination and complementary with the Community institutions building as well as OSCE bilateral programmes, shall support including through monitoring, mentoring and advising, as appropriate:

- The consolidation of law and order, including the fight against organised crime, focussing on the sensitive areas (Skopje, Kumanovo, Tetovo, Gostivar and Debar).
- The practical implementation of the comprehensive reform of the Ministry of Internal Affairs, including the police.
- The operational transition towards and the creation of a border police, as a part of the wider EU effort to promote integrated border management.
- The local police in building confidence with the population.
- Enhanced cooperation with neighbouring states in the field of policing.

The PROXIMA mission statement was translated into a Standard Working Programme, which has been endorsed by the Ministry of Internal Affairs. The standard working programme develops six Mission dimensions of intervention and provides guidance for PROXIMA's everyday operations.

OFFICE OF THE HEAD OF THE MISSION

The office of the Head of the Mission (HoM) consists of the Head of Mission/Police Commissioner, the Executive Officer, the Political and Legal Advisor, the Press and Public Information Officer, the Special Information Adviser, the Proxima protection element⁵ and administrative staff. The Political Adviser provides the HoM and PROXIMA with advice on political affairs in the host country and assists the HoM in defining PROXIMA's strategic approach. The Legal Advisers are responsible for legal advice, guidance and training to mission members on the legal system and legislation. The Press and Public Information Officer is charged to oversee all aspects of mission media and media monitoring, public information and protocol. In order to contribute to the coherence of EU activities in the country, the Press and Public Information officer and the Political Adviser work at the same for PROXIMA and the office of the EU Special Representative in Skopje.

PROXIMA PROTECTION ELEMENT

The Republic of Macedonia is responsible for the security of the PROXIMA personnel in accordance with international law. The PPE is charged with the protection and rescue of individuals and teams in exceptional situations, e.g. where security relates incidents involving PROXIMA personnel occur and the security forces of the host country cannot be deployed.

OPERATIONS DEPARTMENT

The operations department headed by the Chief of the Operations covers the following functions: Field coordination, Central advice coordination, Reporting and analysis, Mission Security, Mission Liaison and the Operations Room.

FIELD AND CENTRAL ADVICE COORDINATION

PROXIMA's activities are delivered through co-located officers at central, regional, sub-regional and police stations levels. The Field coordinator manages the work of the chief collocated officers in Gostivar, Kumanovo, Ohrid, Skopje and Tetovo and their co-located officers in the different police branches. Co-locators cover the branches which are active in all parts of the country: Uniformed police, Criminal police, Internal control (Professional standards) and UBK (Department for State Security and Counter-intelligence).

A key principle of PROXIMA's field works the daily interaction of co-located international police officers with their national counterparts. In order to contribute sustainable change, PROXIMA officers work with management-level host country police officers who have strategic or operational responsibility.

A team of senior advisors, managed by the Central Advice Co ordinator is working directly in the Ministry of Internal Affairs in order to support all functions of the host country's police organisation:

- Sectors for public peace and order, Traffic safety and Border Crossings of the Uniformed police
- Sectors for organised crime, drug trafficking and police Techniques and Forensics of the criminal police
- Sector for organised crime, anti terrorism, counter-intelligence and analysis of UBK⁶
- Professional standards unit
- Unit for special tasks
- Central sector for Analysis and Research

The counterparts of PROXIMA advisors are senior level Ministry officials responsible for their respective sector or unit. PROXIMA is present during the most of the Ministry's day to day operations. Thereby, the Mission has the opportunity to advise "on the job" in real-time as well as through debriefing sessions.

A team of PROXIMA border police experts covers the border crossing points to Albania, Bulgaria, Greece and Serbia and Montenegro as well as the international airports of Skopje and Ohrid. The Mission has permanently co-located a number of officers to some border crossing points. The remaining one are regularly monitored by mobile teams.

REPORTING AND ANALYSIS

Two analysts are responsible for analysing and editing all operational and periodical reports of the Mission in close cooperation with the Programme Development Depart-

ment. They examine all aspects of reporting including political and criminal issues, programme implementation and security.

LIAISON OFFICER

The liaison officer acts as first point of contact between PROXIMA and other organisations. PROXIMA maintains close relations with its sister organisation, the European union monitoring mission (EUMM) with the OSCE as well as with many other partners in the international community.

MISSION SECURITY

The Mission Security officer is responsible for regularly assessing and advising on the security situation in the country as well as for convening the weekly PROXIMA security meeting, which is attended by representatives of other international organisations. A constantly updated Mission Security policy regulates the safety of PROXIMA staff, assets and locations.

OPERATIONS ROOM

Operations rooms is staffed with seven police officers and a team of a local staff member. They rotate in three shifts. The operations room is a permanent point of contact between the Mission Headquarters in Skopje, the field offices, the Ministry of Internal Affairs, the International community and the General Secretariat of the EU Council in Brussels on 24 hours basis, seven days a week.

PROGRAMME DEVELOPMENT DEPARTMENT

The Programme development department is responsible for the meeting the Mission objectives through initiation, implementation and management of PROXIMA programmes. The department is also responsible for assessing the implementation of programmes, strategic analysis and measuring progress in fulfilling the Mission goals. Mission programmes are developed to address specific short comings in the police organisation which are within the remit of PROXIMA's mandate. Programme development department activities are:

- To analyse and research potential sectoral and geographic areas of intervention for PROXIMA
- To provide strategic guidelines to maximise the effect of PROXIMA's programme operations
- To de- and refine continuously the central tasks of the Mission and their optimal implementation
- To convene and facilitate working groups on Mission such as Democratic Policing and Organised crime
- To develop and manage specific operative programmes in cooperation with the Operations Department

PROXIMA programmes have two desired outcomes: firstly, to initiate systemic change in the police organisation of the host country; and secondly, to identify specific areas for improvement. These programmes enable the Mission to follow issues from the field to central level, formulate appropriate recommendations to the Ministry of the Internal Affairs and to turn monitor their implementation by national officers on the ground.

LAW ENFORCEMENT MONITOR

A strong and impartial criminal Justice system, firmly based on the rule of law, is a prerequisite for any modern democratic state. Any democratic state must have effective legislation and methods to successfully prevent and control crime, particularly organised crime and corruption. The relation between the police, the public prosecutor service and the judges is a paramount importance. Stronger institutional links and closer co-operation between them will enhance the effectiveness of criminal investigations and lead to more successful prosecutions of criminal perpetrators.

In line with PROXIMA's mandate to enhance the capability to combat organised crime, Law enforcement monitors (LEM) are deployed to the regions of Skopje, Tetovo, Kumanovo, Gostivar and Ohrid. They advise on how to overcome difficulties and short comings in the cooperation between the police, the Public Prosecutor's office, investigative judges and other institutions and administrative bodies within the criminal justice system.

PROXIMA activities include the identification of weaknesses and flaws in the existing national system and its implementation on the ground. In particular, law enforcement monitoring activities contribute to forging stronger institutional links between the police, the Public Prosecutor's office and investigative judges to step up their capacity to combat organised crime successfully. Law enforcement monitors also assist PROXIMA internal control co-locators to investigate complaints of police misconduct.

ADMINISTRATION AND SUPPORT DEPARTMENT

The Administration and Support Department comprises several sections dealing with all administrative and logistical aspects of the Mission, such as Personnel, Finance, Procurement, Transport, Logistics, Communications, Archives and Document registry. A medical co-ordinator responsible for international staff is attached to the Department.

The Mission has an annual operational budget of approximately nine million Euros, located from the EU Common foreign and security policy budget. PROXIMA's budget is managed according to the rules of the European Commission and subject to regular auditing and financial reporting. The Administration and Support Department is responsible for providing training to Mission members. Every new Mission member participates in a specifically designed induction-training course. Internal training is provided on a broad range of issues for both international and national staff members, from IT to legal questions.

The Internal Affairs Officer investigates cases of Mission member's breach of PROXIMA's standards of conduct. European Union Police missions aim to set new standards in international policing. Mission members have to display impeccable behaviour with regard to consumption of alcohol, use of narcotics and drugs, or acceptance of gratuities. Attending or soliciting sexual services are strictly forbidden. No disciplinary cases emerged during the first six months of PROXIMA's operations.

PROXIMA ACTIVITIES IN THE FIRST HALF OF THE YEAR 2004

Since its official launching on December 15th 2003, PROXIMA has built up a presence both at central and at field levels. At the central MoI level, PROXIMA has deployed a team of central advisers who cooperate closely with the Ministry senior staff. At the field level, both in regional (SVR) and sub-regional (OVR) centres, the

PROXIMA Mission is now present with teams of international police experts who monitor, mentor, and advise their local counterparts across the whole range of police activities. By the end of June 2004, with more than 160 police experts deployed throughout the Mission Area, PROXIMA completed its build-up phase and is now engaged in its programme development and implementation phase.

PROXIMA regularly monitors police operations at all levels. After careful analysis, PROXIMA then provides advice to the Ministry on possibilities for improvement.

1. Uniformed Police
 - Police operations during the state funeral in March and during the Presidential elections in April provided a good opportunity to PROXIMA to monitor the work of the police and the MOI at all levels as well as to provide advice.
 - PROXIMA supported the development of a new ranking system for the uniformed police which entered into force in the beginning of May. The new system includes career paths and job descriptions for the different functions.
 - The re-organisation of the Tigers special unit was monitored and supported by PROXIMA.
2. Criminal Police:

Key project areas identified by PROXIMA include the flow of information within the police service and the research and analysis capacities of the MoI.

 - PROXIMA is assisting the MoI in the establishment of a new Department for Major and Organised Crime.
 - PROXIMA identified the need for an MOI working group on IT and data base support to intelligence gathering and is actively supporting and monitoring its implementation.
 - PROXIMA advises the MoI on the improving of its forensic capacities and has actively monitored a number of high profile forensic investigations.
3. Border Police:
 - PROXIMA has actively supported the development and implementation of the Integrated Border Management Strategy, and is monitoring, and providing advice on, the transfer of responsibilities from MoD to MoI. This includes PROXIMA advice on the recruitment of new border police officers.
 - PROXIMA also cooperated with the German embassy to provide specialist workshops to the MoI border police on the new Schengen Visa Stickers.
4. UBK:
 - PROXIMA has prepared a support programme for the development of structures and regulations for Undercover Operations.
5. International Cooperation:
 - PROXIMA monitored and mentored the Head of the Criminal Techniques section and the Head of the Forensic Institute in preparation of their participation in the 16th Meeting of Interpol Standing Committee on Disaster Victim Identification.
6. Law Enforcement Monitoring:
 - PROXIMA has deployed Law Enforcement Monitors throughout its area of operations with the task of monitoring and advising on the cooperation between police and judicial authorities.
 - In this context, PROXIMA is preparing a programme on crime scene management, in order to improve cooperation between criminal police, investigative judges and public prosecutors at the crime scene.

7. Daily Activities at local and regional levels:

- Complementing its sectoral programmes PROXIMA is providing continuous assistance to officers during their daily work. This can range from proposals to improve safety during traffic controls to the establishment of more efficient management routines.

It can be concluded that PROXIMA can be an example how the future EU led police operations should look like. The structure and organization of the mission is designed to the goals and objectives that it has to reach in the time of its mandate. All mission activities are done in a clear "local ownership" with the Macedonian police. This is a kind of guarantee, that efforts leading to the success of the mission are not only in the hands of the international community but first of all in the hands of the national police.

However, it has been noticed that mission had faced also some problems that it couldn't foresee and, in some cases, didn't have an impact on them. Those problems are linked mainly with the procurement procedures that lasted too long. Beginning of the mission was marked with a lack of computers and means of transport, offices and other difficulties that had an impact on the mission work. Once those problems have been overcome, mission has been fully operational.

Of course, PROXIMA can be considered as the model for the future police operations launched and led by EU, but it is not to forget that all future mission, wherever deployed, needs its own structure, organization and last but not least, the goals and objectives of the mission should be realistic and adjusted to the real situation in the theatre.

SLOVENIAN POLICE IN PEACE OPERATIONS

The South-Eastern Europe is, at the moment, the most important region of Slovenian peacekeeping activities. Despite the fact, that the Republic of Slovenia is represented through its peacekeeping activities also in other parts of the world, the majority of all its peacekeeping deployments are in that particular region. So, in quantitative aspect of importance, there are currently about 150 members of Slovenian Armed Forces and 25 Slovenian policemen in different peace operations in South-Eastern Europe. In qualitative terms, the Slovenians can significantly contribute to the international peacekeeping and peace-building activities in the region due to the familiarity with the local languages, the common political history and the awareness of culture and traditions of the nations in the conflicted region.

SLOVENIAN POLICE PEACEKEEPERS AT GLANCE

Slovenian police has participated in peace operations since 1997. The cooperation started with one police officer in Western European Union's operation *Multinational Advisory Police Element* (MAPE) in Albania. From November 1997 till June 2004 there had been 103 deployments in 10 operations in 7 different countries (Albania, East Timor, Serbia and Montenegro (Kosovo), Macedonia, Bosnia and Herzegovina, Afghanistan and Jordan (see Table 2). The first larger deployment began in November 2000 when 15 Slovenian policemen were sent to the *United Nations Mission in Kosovo* (UNMIK) (the data of General Police Directorate, Ministry of the Interior, Republic of Slovenia, June 2004).

Table 2: Slovenian Policemen in Peace Operations

Operation or activity (responsible institution)	Territory	Participation of Slovenian Police	The current deployment of Slovene policemen (June 2004)*	The deployments of Slovene policemen till June 2004*
MAPE (WEU)	Albania	1997 - 2001	–	5
UNTAET/UNMISSET	East Timor	2000 - 2003	–	6
OSCE Kosovo	Kosovo	since 2000	–	7
UNMIK	Kosovo	since 2000	13	57
OSCE Macedonia	Macedonia	since 2001	1	7
EUPM	BiH	since 2003	4	9
OHR	BiH	since 2003	1	1
<i>IPTM - International Police Training Mission</i>	Afghanistan	2003 - 2004	–	1
<i>JIPTC (Jordan International Police Training Center) (CPA)</i>	Jordan	since 2003	5	5
Proxima (EU)	Macedonia	since 2003	5	5
All:			29	103

* The data of General Police Directorate, Ministry of the Interior, Republic of Slovenia, June 2004.

The Slovenian policemen volunteer for the mission. After their application they are selected according to the standards of the organizations responsible for the peace operations, and trained according to the organization's guidelines. Voluntarism as a principle of filling the vacancies in peace operations' national contingents is highly appreciated among the Slovene police peacekeepers, as shows the empirical survey among them.⁷ According to that survey it is evident that Slovenia send experienced policemen to the peace operations (the surveyed population has more than 13 years of work experiences in the Police). Regarding the level of education of Slovenian police peacekeepers, half of them have a secondary school degree and the other half college or university degree. Such distribution reflects the nature of tasks or jobs in the operations (namely, the executing tasks as the case of UNMIK are classic jobs for regular policemen, while the advisory tasks in some operations usually demands more experienced and higher educated police personnel). The police family is important factor of work and life in peace operations. The survey among Slovenian police in peace operations shows that about 70 % of the respondents are married or in other kinds of partnerships, and that about 75 respondents have children.

The survey indicates a strong identification of Slovene police peacekeepers with the mission. It can be seen through the high evaluation of their proud of participation in the peace operation and of being a Slovenian representative in the operation (evaluation is 8,5 in average on the ten point scale, where 1 means very low proud and 10 very high proud), and through strong agreement with the statements "Slovenian Police performs an important function with the cooperation in peace operations" (agreement is 4,2 in average on five point scale, where 1 means "not agree at all" and 5 means "completely agree") and "We should assist countries in providing peace as much as possible" (agreement is 4,2 in average on five point scale also). The motivation of Slovenian police peacekeepers for applying for mission deployment mostly comes from possibility of learning foreign languages, getting useful police knowledge and experiences, getting some money and useful application of their knowledge, as also shows the survey.

THE DEVELOPMENT OF CAPACITIES FOR COOPERATION IN PEACE OPERATIONS

Slovenia sent the first policeman to the peace operation in October 1997 (to MAPE in Albania). The proposal came from the Slovenian National Assembly, the decision was

made by the Government of the Republic of Slovenia. The legislative framework of participation of policemen in the peace operations gives the Law on Police, which enables police or other non-military work in foreign countries under special conditions (Zakon o policiji (Law on Police), Ur.l. RS 49/98, 66/98, 93/01).

The next year the Ministry of Internal Affairs confirmed the further participation of Slovenian Police in international peace operations and appointed two police officers to coordinate and manage these activities. Lately, the ex-participants in police peacekeeping operations were appointed to manage the preparations for peace operations in Slovenian Police. All the time, the responsible body has paid attention to the analyses of peacekeeping experiences and work in the missions; new propositions for improvements of work and preparations; evaluations of training programs; the activities at the end of the mission and to the reintegration of ex-peacekeepers into the previous environments. The system of preparations has also been evaluated and developed accordingly to past experiences (Kankaraš, 2004). The evaluations of Slovenian police peacekeeping show the following (The reports "Slovenski policisti v mirovnih silah (The Slovenian policemen in Peace Forces)", September 2003 and June 2004, The Police, The Ministry of Internal Affairs, The Republic of Slovenia): the cooperation in MAPE was a good demonstration of preparedness of Slovenian Police for various missions. In 1999 Slovenia proposed two candidates for OSCE led Police Academy for Kosovo police service in Kosovo. They started their mission in April 2000. This mission is a part of integral UN led operation in Kosovo and represents a new approach in peace building operations. The participation in UN peace operation in East Timor brought some new experiences to the Police. It was the first non-European mission and it represents a special challenge due to geographical distance, unaccustomed climate and social culture. Despite the fact that Slovenian Police probably will not be present in similar missions in great numbers, the East Timor experiences should be appreciated. The CIVPOL UNMIK is twofold challenge: first Slovenian large contingent (15 "police peacekeepers") and the executive nature of the operation. It is estimated that the contribution of Slovene policemen to the operation is substantial due to the familiarity with the situation in the region, the habits of local population, old Yugoslav legislature, and the language. The OSCE Spillover Mission in Macedonia brought a new challenge, because it was the first monitoring mission for the Slovenian Police. Work in such missions demands special expertise, thus a great importance was given to the selection of the proper personnel for the mission. The invitation to the cooperation in European Union Police Mission (EUPM) in Bosnia and Herzegovina was somehow expected for the Slovenian Police due to the comparative advantages as a result of previous common state. All four Slovene policemen in EUPM are on positions of middle or senior police management. They were selected and trained according to experiences of previous missions. Slovenia also has a representative in Office of High Representative (OHR) in the Serious Crime Unit – Investigation Unit under the Rule of Law reconstruction pillar. The decision of deployment was result of Slovenian advantages in the region and also influenced by the operational interest of Slovenian Police. The deployment of one Slovenian policemen in International Police Training Mission in Afghanistan was a recognition and confirmation of Slovenian positive contribution to peacekeeping activities in Kosovo and also participation on two seminars on democratization of police force in Azerbaijan in 2001 and 2002 in the OSCE organization. Following the very first EU led crisis management operation in Bosnia and Herzegovina, Slovenian Government has decided to contribute additional five police officers of a senior rank to the second EU led police mission in FYROM. In the efforts of the International Community (IC) to bring peace to Iraq, Slovenian police proposed to the Government a deployment of five police officers to Jordan, where IC set up a training centre for recently established police forces.

The Republic of Slovenia announced participation of approximately 30 policemen in one turn in peace operations also in the future. The next step of Slovenian contribution towards international security would be in the close future. Slovenian police will contribute also to the EU led police unit for rapid deployment in the crisis areas on "stand by basis" that will be on disposal for the EU Council decision in the field of the Common defence and security policy. The preparations for peace activities in the future are currently directed toward the establishment of a special Police Unit for peace Support Operations, where the care for the actual deployments and a "stand-by contingent" will be implemented.

CONCLUSION

The international community strives for peace and stability by different means, peace operations being one of the most popular since the end of the Cold War. The police forces are becoming a fruitful actor and substantial provider of peace operations' personnel in current missions under UN, OSCE, EU, and other organisations. They prove with the everyday involvement that the military has no monopoly anymore over the peace operations. Dag Hamarskjöld, famous leader of United Nations, once said that the military is not the best, but the only one ready to provide peacekeeping activities. He would be astonished by achievements that police has done in past 40 years in this regard.

The South Eastern Europe in a recipient and provider of peace operations, which shows that the country cannot only rely on the international security assistance, it must in any circumstances also contribute to the international peace. The police forces in South Eastern Europe operations proved to work in broad spectrum of tasks, where IPTF, EUPM and EUPOL-PROXIMA missions show the high level of police autonomy in the peace operations. The military and police peace keeping means an important input into the country's foreign policy, at one side. At the other side, the police forces, just like the military units, learn new skills and get additional experiences from the peacekeeping deployment. This is the case with Slovenian Police, too. The involvement in many operations since 1997, although in small numbers of personnel, brought a huge amount of experiences into the home police activities. Slovenian Government is aware of providing out-of-the-country security as a kind of national security, especially in the turbulent South Eastern Europe. In this task, the military and the police are carrying more and more equal burdens, shoulder to shoulder.

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ENDNOTES

- 1 Humanitarian operations (like ALBA) and operation under one leading country (like AFOR) are not included.
- 2 The data on police strength in operations/missions vary from turn to turn very much (changes in mandates, availability of personnel etc.).
- 3 Also: FYROM (Former Yugoslav Republic of Macedonia)

- 4 Proxima protection element (PPE) was dissolved in the middle of June, since security assessment showed that there is no further need for that kind of the mission protection. Until then, French gendarmerie granted with the contribution of three platoons.
- 5 UBK stands for Uprava za bezbednost in kontrarazuznavanje (English:Department for security and counterintelligence)
- 6 The empirical survey "Slovenian Police in Peace Missions" has been carried out by Defence Research Centre at Faculty of Social Sciences, University of Ljubljana since October 2000. It is consisted of self-administered questionnaires before deployment and interviews after it. Till June 2004, 67 policemen participated in opinion poll and 59 interviews were done.

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