Montenegro

ARTICLE 4 DEADLINE: 1 AUGUST 2020
(UNCLEAR WHETHER ON TRACK TO MEET DEADLINE)

PERFORMANCE COMMENTARY
Montenegro’s mine action performance declined in 2015 given the lack of any progress towards releasing the relatively small amount of remaining cluster munition remnant (CMR) contamination.

<table>
<thead>
<tr>
<th>PROGRAMME PERFORMANCE</th>
<th>2015</th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>Problem understood</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td>Target date for completion of cluster munition clearance</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Targeted clearance</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Efficient clearance</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>National funding of programme</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Timely clearance</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Land-release system in place</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>National mine action standards</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Reporting on progress</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Improving performance</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td><strong>PERFORMANCE SCORE: POOR</strong></td>
<td>4.8</td>
<td>5.0</td>
</tr>
</tbody>
</table>
RECOMMENDATIONS FOR ACTION

- Montenegro should clarify the location and extent of suspected and confirmed CMR.
- Montenegro should identify and apply as soon as possible the resources necessary to fulfil its Convention on Cluster Munitions (CCM) Article 4 clearance obligations.
- Montenegro should submit its CCM Article 7 transparency reports in a timely manner.

CONTAMINATION

Montenegro has estimated that 1.7 km² of land contains CMR. Contaminated areas are located in two municipalities and one urban municipality (of a total of 23 municipalities). According to Montenegro’s most recent CCM Article 7 transparency report (for 2014), contaminated areas are located at: Golubovci airport and a suburb of Podgorica in the urban municipality of Golubovci; the villages of Besnik, Jablanica, and Njeguši in the municipality of Rožaje; and Cakor mountain and the village of Bjelaje in the municipality of Plav. However, there are differences between this list and the list of areas that Norwegian People’s Aid (NPA) identified as suspected or confirmed to contain CMR in its detailed non-technical survey (NTS) conducted in December 2012 to April 2013. During the survey, NPA made 87 polygons of suspected or confirmed hazardous areas over 11 locations across three municipalities. Contamination was found to affect five communities. The results of the survey are summarised in Table 1.

Table 1: Contamination by municipality as at April 2013

<table>
<thead>
<tr>
<th>Municipality</th>
<th>Community</th>
<th>Area (km²)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Golubovci</td>
<td>Mataguži (suburb of Podgorica)</td>
<td>0.295</td>
</tr>
<tr>
<td></td>
<td>Aerodrom (suburb of Podgorica)</td>
<td>1.083</td>
</tr>
<tr>
<td>Rožaje</td>
<td>Jablanica</td>
<td>0.045</td>
</tr>
<tr>
<td></td>
<td>Njeguši</td>
<td>0.062</td>
</tr>
<tr>
<td>Tuzi</td>
<td>Sipacanik</td>
<td>0.230</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>1.715</strong></td>
</tr>
</tbody>
</table>

In addition, the NPA survey indicated that CMR might also be present in two areas of Plav municipality: Bogajice and Murino. Due to snow, however, NPA was unable to survey these areas.

The differences between Montenegro’s CCM Article 7 report data and NPA’s survey data are due largely to the fact that the Article 7 report (for 2014) includes the additional villages of Besnik (in the municipality of Rožaje), and Cakor mountain and Bjelaje (in the municipality of Plav), which are suspected of CMR contamination, but where NTS has yet to be conducted due to bad weather conditions. In addition, Sipacanik, in the municipality of Tuzi, was unintentionally missed in the Article 7 report.

The NPA survey found a total of 1.72 km² suspected or confirmed to contain CMR as at 30 April 2013. Montenegro reported a slightly lower figure of 1.7 km² in its CCM Article 7 report for 2013, which was subsequently reduced by 6,500 m² in 2014 following a small amount of clearance resulting from discovery of two unspecified items of unexploded ordnance (UXO) during construction work.

Montenegro became contaminated with explosive remnants of war (ERW), mainly UXO, as a result of conflicts during the break-up of the former Socialist Federal Republic of Yugoslavia in the 1990s. North Atlantic Treaty Organization (NATO) air strikes in Montenegro between March and June 1999 saw the use of 22 cluster bombs of four different types: AGM-154A JSOW guided missiles, BL755s, CBU-87/Bs, and Mk-20 Rockeyes. These scattered a total of 4,000 submunitions of three different types: BLU-97A/B, BL755, MK-1, and MK118. Some unexploded submunitions were collected by units of...
the Yugoslav army immediately after the air strikes. This initial clearance was carried out in haste, without applying international standards for ERW clearance, and for the most part only visible submunitions were destroyed.12 Following Montenegro’s independence, CMR removal was conducted by the Ministry of Internal Affairs in response to notifications from the general public.13

To date, CMR clearance according to international standards has only been carried out in one of the three affected municipalities in Montenegro. In 2007, UXB Balkans conducted clearance operations in two locations within the communities of Besnik and Njeguši (in the municipality of Rožaje). In total, some 378,000m² was cleared with the destruction of 16 MK-1 submunitions.14

Montenegro’s initial Article 7 report had claimed that, as at 27 January 2011, “there are no contaminated areas in Montenegro.”15 In July 2011, however, the director of the Regional Centre for Divers’ Training and Underwater Demining (RCUD) confirmed that unexploded submunitions had been found in 2007.16 Montenegro informed a CCM intersessional meeting in 2012 that clearance by military units after the air strikes in 1999, during which more than 1,800 submunitions were collected, had not been conducted “fully according to humanitarian mine action standards” and that it planned to conduct a survey.17 This led to the 2012–13 NPA survey described above.18

**PROGRAMME MANAGEMENT**

In 2006, the Ministry of Internal Affairs and Public Administration established a Department for Emergency Situations and Civilian Safety. However, it lacks human resources and equipment. Due to a shortage of funds, responsibility for explosive ordnance disposal (EOD) has remained with the police19 who set up an EOD team of three.20

RCUD performs the role of national mine action centre.21 This was set up in 2002 by the government, which tasked the Ministry of Internal Affairs and Public Administration to “develop [the centre’s] organization and its specification.”22

RCUD and NPA signed a Memorandum of Understanding in December 2012 under which NPA agreed to fund and implement a two-phase project — the “Cluster Munition Convention Completion Initiative for Montenegro” — involving first, NTS, and then, technical survey and clearance of areas where the presence of CMR was confirmed. NPA agreed to set up a database and to develop capacity for NTS and quality management.23 The NTS was completed but funding for the second phase of the project involving technical survey and clearance, originally expected to start in 2013 and continue throughout 2014,24 was not secured and as at mid-2016 this phase had yet to commence.25

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12 Ibid., p. 22.
13 Ibid., p. 21.
14 Ibid., p. 23.
15 CCM Article 7 Report (for 1 August 2010 to 27 January 2011), Form F.
16 Telephone interviews with Veselin Mijajlovic, RCUD, 19 and 25 July 2011.
17 Statement of Montenegro, CCM intersessional meetings (Clearance and Risk Reduction Session), Geneva, 17 April 2012.
20 Email from Zoran Begovic, Ministry of Interior Affairs and Public Administration, 28 June 2012.
21 Email from Veselin Mijajlovic, RCUD, 29 July 2012.
22 Sluzbeni list RCG (Official Gazette of Montenegro), No.66, pp. 28–32.
24 Ibid., p. 6.
25 Email from Veselin Mijajlovic, RCUD, 13 May 2016.
LAND RELEASE

No planned land release operations took place in 2015.26

Survey in 2015

No survey has taken place since NPA’s NTS was completed in April 2013.27

Clearance in 2015

No planned CMR clearance took place in either 201528 or 2014, although in 2014, 6,500m² of land was cleared after two unspecified items of UXO were found in Golubovci during construction work.29

Previously, in 2013, NPA, in cooperation with RCUD, had prepared 10 TS and clearance projects covering 834,630m² to be undertaken during the second phase of the “Cluster Munition Convention Completion Initiative for Montenegro” in 2014, and one additional project for underwater clearance covering 24,150m².30 As noted above, however, lack of funding has meant the work has not yet begun.31

ARTICLE 4 COMPLIANCE

Under Article 6 of the CCM, Montenegro is required to destroy all CMR in areas under its jurisdiction or control as soon as possible, but not later than 1 August 2020. Montenegro should complete the remaining clearance well before this deadline if it secures funding for the remaining survey and clearance.

With funding from the Norwegian Ministry of Foreign Affairs, the NTS completed in April 2013 resulted in an almost complete baseline of remaining CMR contamination in Montenegro. In April 2013, Montenegro said it planned to complete clearance of all contaminated areas in 2014 if the funds were provided.32 In early 2014, Montenegro indicated that clearance would be complete by the end of 2016, subject to funds.33 In June 2015, RCUD reported that if sufficient funding was secured in 2015, CMR clearance in Montenegro would be completed by the end of 2017.34

As at May 2016, however, neither national nor international funding had been secured for CMR clearance in Montenegro.35 NPA and RCUD jointly applied for a Norwegian Ministry of Foreign Affairs fund for 2015, through a bilateral agreement between Norway and Montenegro, but the government of Montenegro did not prioritise the CMR clearance project.36 The refugee crisis is impacting the Balkans, and risks diverting funds away from mine action.37 Montenegro continues to seek international cooperation and assistance to fulfil its survey and clearance obligations under the CCM.38

26 Ibid.
27 Emails from Darvin Lisica, Programme Manager, Bosnia and Herzegovina, NPA, 3 March 2015; and Veselin Mijajlovic, RCUD, 13 May 2016.
28 Email from Veselin Mijajlovic, RCUD, 13 May 2016.
29 CCM Article 7 Report (for 2014), Form F.
31 Email from Veselin Mijajlovic, RCUD, 13 May 2016; and email from Darvin Lisica, NPA, 1 April 2016.
32 CCM Article 7 Report (for 30 April 2012 to 31 March 2013), Form F.
33 CCM Article 7 Report (for 2013), Form F.
34 Email from Veselin Mijajlovic, RCUD, 16 June 2015.
35 Email from Veselin Mijajlovic, RCUD, 13 May 2016.
36 Email from Darvin Lisica, NPA, 1 April 2016.
37 Ibid.
38 Statement of Montenegro, CCM Fifth Meeting of States Parties, San José, 2–5 September 2014, and email from Veselin Mijajlovic, RCUD, 13 May 2016.