Montenegro did not make progress in 2017 towards releasing the relatively small amount of area still contaminated with cluster munition remnants (CMR). However, in May 2018 Norwegian funding for the necessary land release efforts was secured, with CMR survey and clearance to be undertaken by Norwegian People’s Aid (NPA), in partnership with the national authorities.
Montenegro should ensure that CMR survey and clearance operations to be conducted by NPA, in collaboration with the Ministry of Interior of Montenegro and Directorate for Emergency Situations, and with secured funding from the Norwegian government, begin as soon as possible.

Montenegro should develop a completion plan to ensure that non-technical survey of the small number of remaining areas not yet surveyed is undertaken swiftly, in addition to technical survey and clearance of all remaining CMR-contaminated area by its August 2020 CCM Article 4 deadline.

**CONTAMINATION**

Montenegro has estimated that just below 1.72km$^2$ of land contains CMR, which remains the same level as in the previous year.$^1$ Areas suspected or confirmed to contain CMR are located in two municipalities (Rožaje and Plav) and one urban municipality (Golubovic).$^2$ The contamination was identified by NPA in its detailed non-technical survey conducted between December 2012 and April 2013. During the survey, NPA made 87 polygons of suspected or confirmed hazardous areas across 11 locations in three municipalities. Contamination was found to affect five communities.$^3$

Two suspected areas of CMR contamination in Plav municipality, namely at Bogajice and Murino, have still to be surveyed. NPA was prevented by snow from doing so during its 2013–13 survey.$^4$ Montenegro has pledged to investigate the villages in Plav suspected to be contaminated with CMR.$^5$

Montenegro became contaminated with explosive remnants of war (ERW), mainly unexploded ordnance (UXO), as a result of conflicts during the break-up of the former Socialist Federal Republic of Yugoslavia in the 1990s.$^6$ North Atlantic Treaty Organization (NATO) air strikes in Montenegro between March and June 1999 included the use of 22 cluster munitions of four different types: AGM-154A JSOW guided missiles, BL755s, CBU-87/Bs, and Mk-20 Rockeyes. These scattered a total of some 4,000 submunitions of four different types: BLU-97A/B, BL755, MK-1, and Mk118.$^7$ In addition, there is CMR contamination in Rožaje, which is the result of the dumping of cluster munitions by the Yugoslav army.$^8$

Some unexploded submunitions were collected by Yugoslav army units immediately after the NATO 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.$^9$ Following Montenegro’s independence, CMR removal was conducted by the Ministry of Internal Affairs in response to notifications from the public.$^{10}$

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 378,000m$^2$ was cleared with the destruction of 16 Mk-1 submunitions.$^{11}$

Montenegro’s initial CCM Article 7 transparency report had claimed that, as at 27 January 2011, “there are no contaminated areas in Montenegro.”$^{12}$ 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.$^{13}$ 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 to assess the remaining threat.$^{14}$ This led to the 2012–13 NPA survey described above.$^{15}$

CMR contamination in Montenegro is said to impede the safe use of land for agriculture, harvesting of forest produce, and use of wood by the timber industry.$^{16}$

**Other Explosive Remnants of War**

Montenegro is also heavily contaminated by other ERW, with items of UXO discovered daily throughout the country, on land as well as in rivers and the sea.$^{17}$ The NATO Science for Peace and Security (SPS) project, which was launched in Montenegro in 2014 to provide the UXO clearance team of the Directorate for Emergency Situations with technical capacity and training in the detection and destruction of UXO, ended in December 2017.$^{18}$

**Programme Management**

The Directorate for Emergency Situations, established in 2006 by the Ministry of Internal Affairs, is responsible for mine action in Montenegro, performing the role of a national mine action centre.$^{19}$ Prior to 2017, due to lack of human resources and equipment, the role of the national mine action centre had previously been undertaken by RCUD, which was set up in 2002.$^{20}$

**Strategic Planning**

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, non-technical survey, 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 non-technical survey and quality management.$^{21}$ The non-technical survey 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,$^{22}$ was not secured. In May 2018,
Norwegian government funding was secured for the CMR survey and clearance operations necessary for Montenegro to release remaining CMR-contaminated areas and complete its CCM Article 4 obligations.

Legislation and Standards
Montenegro has requested international assistance to meet the demands of the International Mine Action Standards (IMAS), as well as for capacity building (training, equipment, vehicles) and ERW clearance. In March 2018, the Directorate for Emergency Situations reported that it had prepared a rule book on the destruction of UXO and was currently working on drafting national mine action legislation.

Quality Management
In December 2017, NPA organised a workshop in cooperation with the Ministry of Interior of Montenegro’s Directorate for Emergency Situations, on the “Application of standard operating procedures for technical survey and clearance of areas contaminated with cluster munition remnants with special emphasis on internal and external quality control”.

The aim of the workshop was to familiarise employees of the Directorate for Emergency Situations with standing operating procedures (SOPs) relating to technical survey and clearance of CMR and to train them on how to undertake quality control (QC) of those operations.

LAND RELEASE
No planned land release operations took place in 2017.

Survey in 2017
No CMR survey took place in 2017. A small amount of previously unreported non-technical survey was conducted in 2015 on an area of approximately 10,000m² around the airport, during which one submunition and one item of UXO were destroyed. Prior to this, no survey had taken place since NPA’s non-technical survey was completed in April 2013.

Clearance in 2017
No planned CMR clearance took place in either 2017 or in the three previous years, though in 2014, 6,500m² of land was cleared after two unspecified items of UXO were found in Golubovci during construction work; and as noted above in 2015, 10,000m² of land was released after one submunition and one other item of UXO were found during survey at Golubovci airport. No submunitions were destroyed during UXO clearance or EOD spot tasks in Montenegro in 2017.

Previously, in 2013, NPA, in cooperation with RCUD, had prepared 10 technical survey 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. As noted above, however, lack of funding has meant the work has not yet begun.

ARTICLE 4 COMPLIANCE
Under Article 4 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.

In March 2018, Montenegro reported that, “In cooperation with Norwegian People’s Aid Montenegro has collected certain funds for the clearing programmes”. At the same time, it also reported that if funding is provided all areas are to be cleared by the end of 2019. Funding for the remaining CMR survey and clearance was secured in May 2018, from the Government of Norway, to be conducted by NPA. If CMR survey and clearance operations commence swiftly and without undue delay, Montenegro may still be in a position to complete clearance of the remaining CMR-contaminated area by its CCM deadline.

The five participants from the Directorate for Emergency Situations successfully completed the NPA training. The Directorate for Emergency Management, under the Ministry of Interior, will be responsible for external quality monitoring and issuing of QC certificates in operations on CMR-contaminated area.

Information Management
The information management system with respect to CMR-related operations in Montenegro, will be agreed between the Directorate for Emergency Situations and NPA.

Operators
The Department for UXO within the Directorate for Emergency Situations has only five staff, who are primarily dedicated to clearance of UXO other than submunitions, which comprises the bulk of explosive remnants contamination in Montenegro. Due to lack of funding, responsibility for explosive ordnance disposal (EOD) has remained with the police.

International clearance operator, NPA, was expecting to begin CMR survey and clearance operations in 2018, with the aim of helping Montenegro meet its CCM Article 4 deadline as soon as possible. NPA plans to deploy one team, comprising six clearance personnel, in addition to a medic, team leader, quality assistance (QA) officer, site manager, operations manager and programme manager.
While the Montenegrin authorities and NPA plan to complete clearance by August 2020, there is no margin for unforeseen delays. With the earlier funding provided by the Norwegian Ministry of Foreign Affairs, the non-technical survey 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. In early 2014, Montenegro indicated that clearance would be complete by the end of 2016, subject to funding. 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. 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. Except for destruction of a very small number of submunitions discovered during construction work and project-based survey, there has been no planned clearance of CMR in Montenegro whatsoever in the last five years (see Table 1). This does not comply with Montenegro’s obligations under the CCM.

### Table 1: Five-year summary of CMR clearance

<table>
<thead>
<tr>
<th>Year</th>
<th>Area cleared (km²)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2017</td>
<td>0</td>
</tr>
<tr>
<td>2016</td>
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<td>2015</td>
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<td>2014</td>
<td>0</td>
</tr>
<tr>
<td>2013</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>0</td>
</tr>
</tbody>
</table>

It is a positive development that funding has been secured for completion of CMR clearance in Montenegro. Now, in order to comply with its international legal obligations and so as to be able to meet its Article 4 deadline of August 2020, land release operations must commence as soon as possible.

1. CCM Article 7 Report (for 2017), Form F; and email from Milovan Joksimović, Head of the Department for UXO, Directorate for Emergency Situations, Ministry of Internal Affairs, 28 March 2018.
5. CCM Article 7 Report (for 2017), Form G.
10. Ibid., p. 21.
11. Ibid., p. 23.
12. CCM Article 7 Report (for 1 August 2010 to 27 January 2011), Form F.
20. Email from Veselin Mijajlovic, RCUD, 29 July 2012; and Sluzbeni list RCG [Official Gazette of Montenegro], No. 64, pp. 28–32.
22. Ibid., p. 6.