CLEARING CLUSTER MUNITION REMNANTS
2019

MONTENEGRO

CONVENTION ON CLUSTER MUNITIONS ARTICLE 4 DEADLINE: 1 AUGUST 2020
JUST ON TRACK TO MEET DEADLINE

KEY DATA

CLUSTER MUNITION CONTAMINATION: LIGHT
1.72 km²

SUBMUNITION CLEARANCE IN 2018
17,430 m²

SUBMUNITIONS DESTROYED IN 2018
6

LAND RELEASE OUTPUT

Area of Land Released [m²]

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>Clearance</td>
<td>0.0</td>
<td>17,430</td>
</tr>
<tr>
<td>Technical Survey</td>
<td>0.0</td>
<td>92,190</td>
</tr>
<tr>
<td>Non-Technical Survey</td>
<td>0.0</td>
<td>15,163</td>
</tr>
</tbody>
</table>

KEY DEVELOPMENTS

In 2018, Montenegro recommenced survey and clearance of the relatively small amount of area still contaminated with cluster munition remnants (CMR). The land release project, implemented with the support of Norwegian People’s Aid (NPA), aims to complete CMR clearance by 1 August 2020: Montenegro’s Article 4 deadline.

RECOMMENDATIONS FOR ACTION

- Montenegro should ensure that CMR survey and clearance operations meet its August 2020 Convention on Cluster Munitions (CCM) Article 4 deadline.
- If Montenegro begins to fall behind schedule on the project workplan, it should seek to increase clearance capacity immediately, making use of the additional clearance team which NPA has reported can be made available if required.
- However, if at any stage and for whatever reason, Montenegro believes it will not be in a position to complete CMR clearance by 1 August 2020, it must submit an Article 4 extension request immediately for consideration at the CCM Ninth Meeting of States Parties.
### ASSESSMENT OF NATIONAL PROGRAMME PERFORMANCE

<table>
<thead>
<tr>
<th>Criterion</th>
<th>Score</th>
<th>Performance commentary</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>UNDERSTANDING OF CLUSTER MUNITION REMNANT</strong> (20% of overall score)</td>
<td>7</td>
<td>Montenegro has a reasonable understanding of remaining CMR contamination, which is disaggregated from other types of explosive ordnance. Additional survey/re-survey is being conducted, as required, during land release operations. Montenegro should be more precise in recording and reporting CMR-contaminated areas as SHAs or CHAs.</td>
</tr>
<tr>
<td><strong>NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT</strong> (10% of overall score)</td>
<td>6</td>
<td>The Directorate for Emergency Situations, within the Ministry of Interior, is responsible for overseeing CMR survey and clearance, and provides an enabling environment. National resources (both technical and financial) are relatively limited, and the national authorities have benefitted from close partnership with NPA to help implement CCM Article 4.</td>
</tr>
<tr>
<td><strong>GENDER</strong> (10% of overall score)</td>
<td>7</td>
<td>The capacity of the national mine action programme in Montenegro is small, but there is a gender policy in place, and both the national authorities and implementing partner, NPA, ensure equal access to employment for women and men. Furthermore, women and children are consulted during survey activities, and data is disaggregated by sex and age.</td>
</tr>
<tr>
<td><strong>INFORMATION MANAGEMENT AND REPORTING</strong> (10% of overall score)</td>
<td>5</td>
<td>No national information management system exists, but plans were being made to address this in 2019. Montenegro’s reporting on information management would be strengthened by disaggregating CMR contamination data into SHAs and CHAs, and land release output into the amount released by clearance, technical survey, and non-technical survey, in its Article 7 transparency report.</td>
</tr>
<tr>
<td><strong>PLANNING AND TASKING</strong> (10% of overall score)</td>
<td>8</td>
<td>While there is no national mine strategy in place, the Ministry of Interior and NPA do have a project workplan in place to complete survey and clearance of CMR contamination by 1 August 2020.</td>
</tr>
<tr>
<td><strong>LAND RELEASE SYSTEM</strong> (20% of overall score)</td>
<td>7</td>
<td>While no national mine action standards exist, survey and clearance operations are conducted in accordance to international mine action standards and to national standing operating procedures (SOPs). While the small current survey and clearance capacity, which also includes the use of explosive detection dogs (EDDs), is thought sufficient to enable Montenegro to complete CMR clearance by 1 August 2020, NPA says that an additional manual clearance team can be made available if necessary.</td>
</tr>
<tr>
<td><strong>LAND RELEASE OUTPUTS AND ARTICLE 4 COMPLIANCE</strong> (20% of overall score)</td>
<td>6</td>
<td>After five years without CMR clearance, save for a few submunitions found during construction work, Montenegro now has funding to complete CMR clearance. Survey and clearance began in October 2018 and are scheduled to be completed by 1 August 2020, but there is no margin for any unforeseen delays.</td>
</tr>
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</table>

**Average score: 6.6**

**Overall programme performance: AVERAGE**

### CLUSTER MUNITION SURVEY AND CLEARANCE CAPACITY

**MANAGEMENT**
- The Directorate for Emergency Situations, Ministry of Interior

**NATIONAL OPERATORS**
- The Department for UXO (within the Directorate for Emergency Situations)

**INTERNATIONAL OPERATORS**
- Norwegian People’s Aid (NPA)

**OTHER ACTORS**
- None
UNDERSTANDING OF CMR CONTAMINATION

Montenegro has estimated that almost 1.72km² of land contains CMR, across three municipalities [Golubovic, Rožaje, and Tuzi]. CMR-contaminated areas are located in Podgorica airport; Golubovic; Matagući; Šipčanik and Tuzi; Njeguši and Jablanica (Rožaje municipality); and Bjelaja and mount Prokletije (Plav municipality). Of the total CMR-contaminated area, 29.98% is reported to be agricultural land, 6.26% forested area, 0.62% rivers and canals, and 63.14% infrastructure and utilities, which includes a military base at Podgorica airport.

Contamination as at the end of 2018 was a slight reduction on the year before. The contamination was identified during 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. Due to snow, it was not possible to survey two suspected areas of CMR contamination during the 2012–13 survey, at Bogajice and Murino in Plav municipality.

With new funding secured, CMR land release operations re-started in late 2018, and hazardous areas are being re-surveyed through non-technical survey, prior to tasking of technical survey and clearance. The two hazardous areas at Bogajice and Murino not surveyed in 2012–13 were due to be investigated by the non-technical survey team in May 2019.

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. North Atlantic Treaty Organization (NATO) air strikes in Montenegro between March and June 1999 included use of 22 cluster munitions of four different types: AGM-154A JSOW guided missiles, BL755s, CBU-87/Bs, and MK-20 Rockeye IIs. These scattered a total of some 4,000 submunitions (BLU-97A/B, BL755, MK-1, and MK118). In addition, there is CMR contamination in Rožaje, which is the result of the dumping of cluster munitions by the Yugoslav army. 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. Following Montenegro’s independence, CMR removal was conducted by the Ministry of Interior in response to notifications from the public.

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.

Montenegro’s initial CCM Article 7 transparency report had claimed that, as at 27 January 2011, “there are no contaminated areas in Montenegro.” 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. 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. This led to the 2012–13 NPA survey described above.

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. 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.

NATIONAL OWNERSHIP AND PROGRAMME MANAGEMENT

The Directorate for Emergency Situations, established in 2006 by the Ministry of Interior, is responsible for mine action in Montenegro, performing the role of a national mine action centre. 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.

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 Directorate staff 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. The five participants from the Directorate successfully completed the training. The Directorate is responsible for external quality monitoring and issuing of QC certificates in operations on CMR-contaminated area. In addition, in 2018, personnel from the Directorate were trained by NPA in non-technical survey.

A Memorandum of Understanding (MoU) was signed in July 2018 between the Ministry of Interior and NPA for a Norwegian funding project to complete CMR clearance. Cooperation and collaboration between the Directorate for Emergency Situations, its UXO Department, and
NPA is reported to be effective and professional, with clear division of roles and responsibilities and an enabling environment for mine action. NPA has provided capacity development support to national authorities regarding refresher training on destruction of BLU-97 and MK118 Rockeye submunitions, and the development of new SOPs for both non-technical and technical survey. All activities performed by the Ministry of Interior team, including destruction of submunitions and external QC, are nationally funded. In 2018, the government of Montenegro provided €50,000 for external quality assurance (QA) and QC of the CMR clearance and technical survey.

GENDER

National authorities in Montenegro reported that a gender policy is in place, and that procedures for conducting non-technical survey include ensuring a gender-balanced approach to survey teams and consulting with all members of the community, including women and children.

There is equal access to employment for qualified women and men in survey and clearance teams in Montenegro, and women account for 20% of operational roles, and 25% of managerial level/supervisory positions.

Implementing partner, NPA, has a gender equality policy in place and reported that it was also looking to conduct training in gender in 2019 for all staff engaged in the programme. NPA’s Programme Manager and Administration Officer in Montenegro are female, and the Operations Manager, Site Manager, while all members of the survey and clearance team are male.

In addition, relevant data is disaggregated by sex and age by both the Ministry of Interior and NPA.

INFORMATION MANAGEMENT AND REPORTING

There is no national information management system in place, such as the information management system for mine action (IMSMA), but as at early 2019, there were efforts underway to create an indigenous mine action information management system.

Although Montenegro submitted its Article 7 transparency report (for 2018) in a timely manner, the quality and accuracy of information on CMR contamination as well as on survey and clearance outputs, could be improved. In its Article 7 report, the total area of remaining CMR contamination was not separated into SHAs and CHAs, and the area released by survey in 2018 was not disaggregated by amount of land cancelled by non-technical survey and that reduced by technical survey, even though this data is available and was reported to Mine Action Review. Furthermore, the amount of land released through clearance, was not included in Montenegro’s Article 7 transparency report, but was reported to Mine Action Review.

Montenegro has not prepared an Article 4 deadline extension request for consideration by states parties at the Ninth Meeting of States Parties in September 2019, because it expects to complete CMR clearance ahead of its deadline of 1 August 2020. If, for any reason, Montenegro believes it will not meet that deadline, it must submit an Article 4 extension request as soon as possible for consideration at the Ninth Meeting of States Parties, to avoid being in violation of the CCM as at 1 August 2020, if CMR clearance were not completed by this date.

PLANNING AND TASKING

RCUD and NPA signed an MoU in December 2012 under which NPA agreed to fund and implement a two-phase project – the “Cluster Munition Convention Completion Initiative for Montenegro”. This involved 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.

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, was not secured.

In May 2018, in a welcome development, 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. An MoU between the Ministry of Interior and NPA was signed in July with CMR land release operations beginning in October 2018. In collaboration with NPA, there is a work plan in place aimed at completion of Montenegro’s Article 4 clearance obligations of 1 August 2020. Plans for realisation of the CMR completion project were entered into the medium-term workplan of the Montenegro government.

Following the signature of the MoU, a joint working group was established to support the planning, prioritisation, and collaboration for CMR tasks. Criteria for prioritising CMR-contaminated areas for clearance have been agreed between the national authorities and NPA, and are designed to enable access based on national priorities, including aviation needs, geographic locations and linkages, and weather conditions.
LAND RELEASE SYSTEM

STANDARDS AND LAND RELEASE EFFICIENCY
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. In February 2019, it reported that mine action legislation was in place.

No national standards exist for survey and clearance of CMR in Montenegro, but operations are being conducted according to the International Mine Action Standards (IMAS) and to national SOPs developed for non-technical survey, technical survey, clearance, and use of EDDs (explosives detection dogs). Aviation security procedures require that SOPs for CMR survey and clearance operations at Podgorica airport be adapted to meet specific international standards.

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 ERW contamination in Montenegro. Due to lack of funding, responsibility for explosive ordnance disposal (EOD) has remained with the police.

Having previously completed a nationwide non-technical survey in April 2013, NPA, re-started CMR land release operations in 2018, thanks to Norwegian government funding.

LAND RELEASE OUTPUT AND ARTICLE 4 COMPLIANCE

LAND RELEASE OUTPUT IN 2018
A total of 124,783m² of CMR contaminated area was released in 2018, of which 17,430m² was cleared, 92,190m² was reduced by technical survey, and 15,163m² was cancelled by non-technical survey.

SURVEY IN 2018
A total of 107,350m² of CMR-contaminated area was released by survey in 2018, in the municipality of Rožaje.

Non-technical survey capacity in Montenegro totals five personnel, comprising one NPA staff, working with four trained personnel from the Ministry of Interior. NPA technical survey/clearance capacity comprised six personnel. In addition, in May 2019, NPA deployed a team with two dog handlers and two explosive detection dogs (EDDs), supported by a team leader, working alongside the manual team for technical survey. NPA planned to deploy the dog team for three months and to review progress accordingly.

Furthermore, NPA reported that there is also an opportunity to bring in another manual team, if additional capacity is required, and that this option is under constant review.

OPERATIONAL TOOLS
The main method of CMR land release in Montenegro is manual survey and clearance, though as noted, NPA began deployment of an EDD team in May 2019 for three months, to assist with technical survey.

In addition, in late February 2019, NPA/Ministry of Interior received a thermal camera drone for six months, to assist with non-technical survey.

CLEARANCE IN 2018
In October 2018, NPA cleared 17,430m² of cluster munition-contaminated area in Rožaje municipality, during which six MK-1 submunitions were found by NPA and destroyed in-situ by the Ministry of Interior. The 2018 clearance output was not included in Montenegro’s CCM Article 7 transparency report for 2018, as national documentation was submitted after the report. This marks an increase on 2017, when no CMR clearance took place.
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. Both the national authorities and implementing partner, NPA, report that Montenegro is on track to complete its Article 4 clearance obligations by this deadline. However, the timeline is extremely tight and there is no margin for unforeseen delays to the completion workplan. If, for any reason, Montenegro believes it will not complete CMR clearance by its Article 4 deadline, it must submit an extension request for consideration at the Ninth Meeting of States Parties in 2019.

Prior to 2018, and with the exception of destruction of a very small number of submunitions discovered during construction work and project-based survey, there was no planned clearance of CMR in the previous four years (see Table 1).

Table 1: Five-year summary of CMR clearance (2014–18)

<table>
<thead>
<tr>
<th>Year</th>
<th>Area cleared (km²)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2018</td>
<td>0.02</td>
</tr>
<tr>
<td>2017</td>
<td>0</td>
</tr>
<tr>
<td>2016</td>
<td>0</td>
</tr>
<tr>
<td>2015</td>
<td>0</td>
</tr>
<tr>
<td>2014</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>0.02</td>
</tr>
</tbody>
</table>

Funding for the remaining CMR survey and clearance, through to completion, was secured in May 2018, from the Government of Norway, to be conducted in partnership with NPA. An MoU between NPA and the Ministry of Interior was signed in July 2018, and survey and clearance operations began in October 2018.

While the national authorities and NPA plan to complete clearance by August 2020, in compliance with Montenegro’s legal obligation under the CCM, there is no margin for unforeseen delays.
2. Article 7 Report (for 2018), Form F.
13. Ibid., p. 21.
15. Article 7 Report (for 1 August 2010 to 27 January 2011), Form F.
17. Statement of Montenegro, CCM intergovernmental discussion (Clearance and Risk Reduction Session), Geneva, 17 April 2012.
22. Email from Veselin Mijajlović, RCUD, 29 July 2012; and Sluzbeni list RCG (Official Gazette of Montenegro), No. 66, pp. 28–32.
23. Email from Goran Sehić, Deputy Programme Manager, NPA Bosnia and Herzegovina, 3 July 2018.
27. Ibid.
28. Article 7 Report (for 2018), Form F.
33. Ibid.
36. Ibid., p. 6.
40. Email from Alyson Lewin, NPA, 27 February 2019.
43. Email from Alyson Lewin, NPA, 27 February 2019.
44. Ibid.
45. Email from Milovan Joksimović, Directorate for Emergency Situations, 23 March 2018.
46. Ibid.
47. Email from Alyson Lewin, NPA, 27 February 2019.
48. Ibid.
50. Email from Alyson Lewin, NPA, 6 June 2019.
51. Email from Alyson Lewin, NPA, 27 February 2019.
53. Ibid.
54. Ibid.
57. Emails from Darvin Lisica, Programme Manager, Bosnia and Herzegovina, NPA, 3 March 2015; and Veselin Mijajlović, RCUD, 13 May 2014; interview with Milovan Joksimović, Directorate for Emergency Situations, Podgorica, 15 May 2017; and Article 7 Report (for 2015), Form F.
59. Email from Milovan Joksimović, Directorate for Emergency Situations, 4 June 2018.
60. Email from Milovan Joksimović, Directorate for Emergency Situations, 28 March 2018.