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26. USE OF ARMED FORCES IN EMERGENCY SITUATIONS

-MIGRANT CRISES -

Abstract: The relatively predictable nature of international relations has changed, and today's strategic planners must take into consideration a large number of related security issues starting primarily from globalization as the dominant process in the international community. Faced with new challenges and threats, the post-modern society is obliged to make some changes of military missions from classical towards non-traditional missions for preservation and building of peace and its use in its own territory as a complement to civilian resources in cases of various crisis situations. Inevitably the question is what new asymmetric security challenges brought and where they settled Army as a pillar of national internal and external security. The new security reality also brings about a higher degree of interdependence between civilian and military actors.

These changes result in a phenomenon that might be called a post-modern paradox – connecting and distancing of the armed forces from the society. And as the first is caused by the mixing of internal and external security risks, and by increasing cooperation between military and civilian institutions, the second segment is caused by inevitable professionalization of the army and its transition to international missions. The given situation Charles Moskos represents in the following way “the perceptions of threats and opportunities presented in the light of the international situation shaped by military forces, military missions, and the relationship of the military in society.”

The wave of migrants, as a result of the war in the Middle East, has opened the Balkan route as the main entrance of migrants to Western Europe. Large influx of migrants, imposed this issue as first-class security problem, which caused strain of all resources of the state at the specified route and the involvement of the army in its peacetime mission assistance to civil authorities in emergencies. This fact showed that the army, with its organization, status, reputation, resources represents the pillar of the existence of internal security.

Starting with the request that the army should have the ability to ensure compatibility with civil factors within the overall national security forces, modular military structure for missions in emergencies can be an option for adequate response.

Keywords: *armed forces, military missions, migrant crisis*

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1. INTRODUCTION

In the contemporary research in the field of security and, above all, in the field of civil-military relations there is also a new, post-modern view of the role of the military in the aftermath of the Cold War. Charles Moskos, John Allen Williams and David Segal have described this approach in the book *The Postmodern Military: Armed Forces After the Cold War* (1). Using the following variables in their research: a perceived threat, force structure, the main missions, the dominant military professionalism, the attitude of the public towards the military, relations with media, civilian personnel, the role of women, spouses and soldiers, homosexuals in the military, conscientious objectors; these authors came to the conclusion that in the development of the military one could identify certain organizational changes that included changes in the structural and cultural terms, slight differences in the armed forces in terms of gender, rank and the evolution of classical warfare to missions such as humanitarian interventions, peacekeeping operations, etc., That development of the army and its role in society could be observed through three major phases (plus one): a modern army, late modern and postmodern. The *Modern phase*, is from 1900 to 1945, the *Late modern phase* is characteristic of the Cold War era (1945 -1990), while the *Postmodern phase* is reviewed through two periods: the post-modern phase I, which indicates the epoch from the end of the Cold War (1990-2001), and post-modern phase II that came into being after the terrorist attacks of 11th September, 2001, as well as after the declared war against terrorism (2000-), (2). In the post-modern phase role of the military in the society is changing. Faced with new challenges and threats the post-modern society is obliged to make some changes of military missions from classical towards non-traditional missions for preservation and building of peace and its use in its own territory as a complement to civilian resources in cases of various crisis situations. The new security reality also brings about a higher degree of interdependence between civilian and military actors.

These changes result in a phenomenon that might be called a post-modern paradox - connecting and distancing of the armed forces from the society. And as the first is caused by a variety of internal and external security risks, and by increasing cooperation between military and civilian institutions, the second segment is caused by the inevitable professionalization of the army and its transition to international missions. The given situation Moskos represents in the following way “the perceptions of threats and opportunities presented in the light of the international situation shape military forces, military missions, and the relationship of the military in society.” (3)

2. INTERNAL USE OF THE ARMY

The army, with its organization, status, reputation, resources represents the pillar of the existence of internal security of each country. Although the role of the army within the internal needs of the European countries has always been evident, the terrorist attack of September 2001 opened new questions, primarily focused towards the new-old concept of “Homeland Security”, launched by the United States. The increased demand for military engagement both in prevention and in operational moves, led to the fear that there would be erosion of democratic and civilian control as well as a disruption of balance of relationships of the political elite and military establishment. (4)

An acceptable bid for the role of the military within country's borders was presented by Antoni Forster (Anthony Forster) in his work "Armed Forces and Society in Europe". The author, on the basis of the experience of European countries, gives an overview of the possible involvement of the army within its own territory, excluding defence against external attacks and profiles this through three tasks. The first refers to the support for the maintenance of law and order in cases where civilian authorities estimate that the state security is threatened and when they require the use of military (military aid to the civil power - MACP). The second task includes the establishment of "essential services" in the name of the government, when they are no longer capable of performing their function and when military assistance is necessary to government bodies (military assistance to government departments - MAGD). The third area refers to the involvement of army to assist civilian authorities in the event of natural and other disasters (military aid to the civil Community - MACC).

MACP – the category of military assistance to civilian authorities is viewed by the author in terms of two functions. The first, which includes assistance at local, regional and national level when civilian authorities have no control over the maintenance of law and order and the other one relating to the fight against terrorism and assistance in the areas for which the civilians are responsible.

MAGD– military assistance to government bodies is focused on achieving continuity in providing public services. A special segment of the military engagement refers to the counter-terrorism role within the national strategies to counteract terrorist activities.

MACC is described as a response to natural and technical-technological disasters not excluding the aid to deal with the consequences of terrorist attacks.

Johan L. Clark in the analysis of the role of the European military and security forces in the 21st century provides a very wide range of tasks. (5) He regards the support operations in the case of large strikes, sporting events, disruption of law and order, protection of life and property, presenting the view that the requested assistance often does not come under the functional jurisdiction of military formations. In the same way as Anthony Forster, he classifies the support to civil authorities into three different subcategories introducing defence as a broader term: defence forces support to civil authorities (Defence assistance to civil authority - DACA); defence forces support to civilian authorities institutions responsible for law enforcement (Defence support to civilian law enforcement authority – DSCLEA) and defence forces support (Defence assistance in case of civil disturbances – DACDIS)

It is difficult to give a unified scheme of a military engagement within its own territory and completely achieve a sort of balance in a relationship (ratio) between the military and civilian actors. Despite the unification of the European security organization (NATO, EU), the specifics of security risks and available resources affect the level of army engagement in its own territory. It is notable that in all three above-mentioned functions the author also incorporates the activities against terrorism, which is a consequence of the high positioning of terrorism on all security agendas of European countries. The popularity of the topic and the globalization of events of 11th September do not diminish the fact that the real danger of a terrorist attack is incomparably smaller than the influence of natural or technical disasters. Climate changes and the frequency of floods, heavy snowfalls, earthquakes, as well as technical and technological accidents have caused significant provision of army resources and its role in peace is most obvious in assisting civil authorities to amend the consequences of these events.

2.1. INTERNAL USE OF THE ARMY OF SERBIA

The Army of Serbia was established with the proclamation of the Republic of Serbia as an independent state in May of 2006, but according to all its aspects, not only of a legal nature, it was the successor of the previous armies that inherited the tradition of the Yugoslav People's Army. Without the existence of strategic documents, legislation and a clear vision of the development of the defence system, there has continuously existed a question—what sort of the army the Republic of Serbia needs. By adopting a political decision and Serbia's accession to the Partnership for Peace, a direction for making the initial standards for the future Army was outlined.

New reality of international relations, changes in global, regional and national security plan, new approach to security, changes in the physiognomy and character of the conflict and the changed role of the military in solving modern challenges, risks and threats are the main features of the new environment in which modern armies operate, including the Army of Serbia.

Based on the above facts, the strategic documents and laws were adopted thereby influencing the frameworks of the present structure and functioning of the Army of Serbia. The Law on Defence and Law on the Army of Serbia was adopted in 2007 with changes and Amendments in 2009 and 2015; The National Security Strategy and Defence Strategy were adopted in 2009.

The missions and tasks of the Army are defined by the National Assembly of the Republic of Serbia, based on the inalienable rights of the Republic of Serbia to the individual and collective defence, in accordance with the Article 51 of the UN Charter, basic principles of International law regulating the use of force and in accordance with the Constitution of the Republic of Serbia.

Missions of the Army of Serbia are:¹²⁴

- Defence of the Republic of Serbia from an armed threat,
- Participation in building and maintaining peace in the region and the world and,
- Supporting civil authorities in countering security threats.

The military can perform other tasks, based on the decision of the National Assembly of the Republic of Serbia.

Starting with clearly defined missions, the Army of Serbia performs its first and third mission on its own territory since the third mission, especially the part related to assisting the civil authorities in responding to natural disasters and industrial and other catastrophes is a reality of the security at the moment. It represents a special challenge, for the sake of which the Army of Serbia has incorporated, in its organizational structure, the function of civil military cooperation as well.

¹²⁴ The Defence of the Republic of Serbia from armed threats is being realized through the following tasks: deterrence from armed threats; defense of the territory and airspace defense. Participation in building and maintaining peace in the region and the world is realized through: participation in international military cooperation and supporting the multinational operations. Supporting civil authorities in countering security threats is realized through: support to civil authorities in countering internal threats, terrorism, separatism and organized crime and support to civil authorities in the event of natural disasters, industrial and other disasters.

3. THE MILITARY AND EMERGENCIES

Emergency situations (8) caused by natural disasters or human activities threaten the daily population and in various ways destroy and degrade the environment, causing great material damage. It represents the constant that threatens our country and countries of the region, without division into national boundaries.

Undoubtedly military engagement in emergency situation belongs to the area of civil-military cooperation, as a function of modern military.

Civil-military cooperation, regarded as the interaction of civilian and military actors, primarily oriented towards achieving the goal required for the army, have been known to commanders and civilians from the formation of first military units to date. The introduction of humanitarian intervention into international practice and the change in the military's role in multinational operations, with the need to address a large number of problems having civilian characteristics (humanitarian issues, reconstruction of infrastructure, health care, local administration) have produced a theoretical shaping of the civil-military cooperation and its strong connection to peacekeeping missions. Although the civil-military cooperation (in most developed countries) is related to peace keeping missions, it is increasingly becoming a necessary function on its own territory, as well as a support to civil environment in times of peace and peace-time risks. A number of countries, including Serbia, have developed and doctrinally established the civil-military cooperation, as a function of the military incorporated in its three missions. As a consequence of global climate change, the role and importance of the army in supporting and assisting civil authorities in preventing and countering emergencies is becoming more important.

In the Army of Serbia, civil-military cooperation is conceptually defined as the cooperation and coordination between military forces and operating environment factors whereby in a certain area and by means of planned resources in a given time contribution is being made to the execution of the military mission in peace, emergency and war. Under the operating environment local residents, authorities and local government organizations, business entities, international, governmental and non-governmental organizations and agencies are considered as factors.

Starting with the needs for the daily contacts with the civil participants, from the part of defence preparations to assistance to civil authorities in cases of natural disasters and technological accidents, as well as the irrationality of establishing a new organizational structure of the army only for the purpose of preparing for the peacekeeping mission – the civil-military cooperation in the Army of Serbia is defined in three missions of the Army of Serbia and constitutes a very rational solution. (6)

The solution that has been adopted in the Serbian Army is one of the possible ways to develop this Army's function. Civil-military cooperation is an inexhaustible source for finding solutions both to military and to civilian problems. The degree of solving these problems will often depend on the success of not only the military but the civilian activities as well. It concerns both the emergency situations and large manifestations, especially sporting events, in particular those which inevitably seek army resources engagement in terms of organizational, security, logistics and health aspect. (7)

Engagement of the Army of Serbia in emergency situations is legally based on the Constitution of the Republic of Serbia, the Law on Defence, the Law on the Army of Serbia, the Rules of

Service, the Law on Emergency Situations and functional doctrines of the Army of Serbia. Considering the importance of the participation of the Army of Serbia in emergency situations, the legislator has foreseen that in cases where it is necessary to rescue people and material goods, as a result of natural disasters, technical and technological accidents and other hazards, an order is to be issued by the Chief of the General Staff, the commanders of operational units and commanders of brigades.

The Ministry of Defence as the administrative framework of the activities of the General Staff and the Army of Serbia by its organizational structure accordingly follows the obligations of all bodies responsible for emergency situations. The Minister of Defence is a member of the Republic Headquarters for Emergency Situations, commanders and members of the Command of operational levels are also members of the provincial and district headquarters for emergency situations and commanders and members of the tactical level Commands are members of town and municipal headquarters for emergency situations. The Serbian Army units designated to help and support cooperate with the forces responsible for emergency situations.

Within the third mission, the Army of Serbia, through the civil-military co-operation, provides services at the request of, primarily, the Republic Staff and such services are rendered to some legal and physical entities, providing also assistance to vulnerable populations, on request and without a request from the state administration. The tasks where the forces of the Army are engaged can be grouped within following units: evacuation of population, transportation by air, land and water, reception and care of the population, providing water, food and resources for accommodation, decontamination, water supply, cleaning up of a terrain, health and veterinary care, water pumping, engineering works and the military-police jobs.

As a good example of Army's assistance to civil authorities was demonstrated during the floods in May 2014. When virtually all available manpower and equipment were put at the disposal of the Republic Headquarters of Civil Protection.

During that period, 32,297 members of the Ministry of Defence were engaged, with maximum daily stress of 2,000 persons with a significant use of transportation vehicles, construction machinery and infrastructural facilities. (9)

3.1. MIGRANT CRISES

As a specific security threat, with not clear timing and with the prospect of being further developed, the migrant crisis occurred in the course of 2015. The refugee wave from Africa, especially actualized with the migrants from the region of the Middle East, Afghanistan and Pakistan, brought into Europe more than a million migrants¹²⁵ of whom 800,000 passed along

125 Distinguishing migrants from asylum seekers and refugees is not always a clear, yet it is a crucial designation because these groups are entitled to different levels of assistance and protection under international law. An **asylum seeker** is defined as a person fleeing persecution or conflict, and therefore seeking international protection under the 1951 Refugee Convention on the Status of Refugees; a **refugee** is an asylum seeker whose claim has been approved. However, the UN considers migrants fleeing war or persecution to be refugees, even before they officially receive asylum. An **economic migrant**, by contrast, is a person whose primary motivation for leaving home country is economic gain. The term "migrant" is seen as an umbrella term for all three groups. All refugees are migrants, but not all migrants are refugees. (10)

the Balkan route and 600,000 moved through Serbia, creating a division within the member states of the European Union in terms of how to optimally respond to a new challenge.

Countries of the Balkan route have used all available capacities for control, acceptance and passage of the migrant wave. At that point, those resources available to the civilian authorities, the police, government bodies in charge of the refugee issues, ministries responsible for social issues, ad hoc established committees and bodies were primarily engaged.

At the same time, all countries of the region were considering the possibility of including military resources. The military is directly involved, in terms of assistance to police forces with the aim of closure and control of illegal border crossings, while other resources related to logistics capacities (accommodation, food, transport), health care and military police tasks remain only in the domain of planning.

So many migrants lead or may lead to the exhaustion of the peacetime resources, it is legitimate to consider the introduction of military capabilities in solving the emerging problems. Legislation in most countries does not recognize the migrant wave as the reason for the engagement of the army, and at the same time, there arose the need for a clearer definition of the role of the army in these or similar situations, and its reintegration in the control of the border zone.

Hungary, Slovenia and Austria, and later Croatia, Macedonia and Serbia have included the capacities of the army to assist the police force for the control and prevention of illegal border crossings. On the basis of the statement of the then Minister of Defence, in February 2016, Croatia announced the amendment to the Law on Defence so that the army could assist the police forces at the border in some specific and special situations.

Countries that gravitate towards the migrant route across the sea, such as Greece and Italy, through which the largest number of migrants pass, from the very start of migrant movements engaged the forces of the Navy in order to prevent illegal crossings as well as for the actions of search and rescue operations.

Due to the intense pressure of migrants, Greece went even a step further, establishing “Central Coordinating Body for the Management of Migration”. The aim is to increase the efficiency of transferring migrants from the islands to the mainland, to improve the provision of food as well as medical and healthcare to migrants, and to monitor the creation of five screening centres, or hot spots, for migrants on the eastern Aegean islands of Lesbos, Chios, Samos, Kos and Leros. The centre is based at the Defence Ministry headquarters and coordinate with the Hellenic Police, Coast Guard, Migration Ministry and nongovernmental organizations working with migrants and refugees. The screening and relocation centres are to operate in a similar way to the central body, under a local military official who is to coordinate with police and coast guard officers. Whereby Greece has become the only country where the army took over a leading role in solving the basic problems of the migrant crisis. (11) The first decision on the possible use of military forces, primarily military police in the Republic of Serbia was brought by the President of the Republic in December 2015, giving the right to the Chief of Staff of the Army of Serbia, on the basis of security estimates, to engage the Army of Serbia forces to assist in border control. Even though this decision with regard to its content is not controversial, it nevertheless bypasses the Minister of Defence and raises the question of his place and role in the process of deciding on deployment of the army in peace, as a representative of the executive authorities and a basic civil controller of the work of the Ministry of Defence.

Considering that the General-staff is an integral part of the organizational structure of the Ministry of Defence and that the Minister in accordance with the law, manages its work, his absence in the decision making to use the military in peace is unacceptable. It also points to the problems of interpretation of the functions of command in the army, i.e. the responsibility of the head of state and the management of the work of the Ministry of Defence that is under the jurisdiction of the defence minister. This legal solution is fully in line with democratic standards, but it is the current practice of civil and democratic control of the military that brings about additional demands for clarification and more precise defining of the concept of command and control in the defence system, so that no one of the key actors of civil-military relations and democratic control should be excluded from decision-making on the use of the military in peace.

The Republic of Serbia announced the engagement of military police at the beginning of 2016 in the border zone with the Republic of Macedonia. As a result of the increasing number of illegal migrants entering the territory of the Republic of Serbia, on 16th July 2016, the Bureau for Coordination of Security services proposed the President of the Republic the creation of joint teams of police and army with primary aim of strengthening border control and preventing illegal crossings of migrants. Although it was planned for the army to assist, the coordination of the establishment and use of mixed forces was assigned to the Army.¹²⁶ This fact indicates that the activities of border control in these and similar conditions cannot be successfully carried out exclusively by the police forces but the engagement of military resources is also necessary. Although it is an international standard for the police to control the border line, the experience of some countries, such as Austria, where the military forces retained this function, encourages a rethinking of the role of the army for that purpose.

The experience of Serbia in a joint engagement of military and civilian forces, and especially when it comes to the engagement at the level of units reveal some weaknesses that can be also surpassed by formation of special military modular units capable of adapting organizationally and functionally to the demands of emergencies and that can even be involved in the migrant crisis. One possible model is presented within the framework of a project by the Ministry of Science, implemented by the Faculty of Mechanical Engineering, Faculty of Security and the Military Academy.

4. MODULAR MILITARY STRUCTURE FOR MISSIONS IN EMERGENCY SITUATIONS¹²⁷

All the roles of the armed forces require interoperability, for participation abroad, and intraoperability as a new one. New request for the army defined as a *national operability (intraoperability)*, is the ability of military forces to ensure compatibility with civil factors within the overall national security forces.

New security engagement of national forces indicate that they will be less involved in combat operations, and more on civilian and other non-combat tasks, of national and/or

¹²⁶ Joint army and police teams patrolling along the border zone will be under the command of general Želimir Glišović, Deputy Commander of the Army.

¹²⁷ This part of the work belongs to the research with in the project no. III- 47029, funded by the Ministry of Education, Science and Technological Development of Republic of Serbia in 2015.

international character. These include tasks in emergency situations, such as assistance with the activities of civil protection, crisis management, as well as migrant crises as new joint task of the army and civil society. Such approach requires civil-military capacity and engagement of civilians as an inherent component of the specialized military formations, or vice versa. Those military units should be prepared for the tasks of preserving peace but also for the civilian emergency situation cooperation with various civil participants.

Concept of joint interoperability and intra-operability, requests modular structures of the units organization and changeable combat and non-combat elements. That type of the unit might be able to use a variety of integrated civilian and dual military defence technologies and could achieve a new quality of the capabilities. This virtual experimental team has been proposed as a general organizational scheme comprising the following six general organizational modular constituent forms:

1. module – command (command staff tasks);
2. module – expert informational security module (information-intelligence-security control);
3. module – a joint civil-military headquarters for planning and decision making decision-makers of joint bodies of civil protection and the military responsible for the decision to engage forces for rapid response and rescue teams);
4. module – military forces for indirect support (different rescue teams, from the transportation of special materials, remote control objects, moving observation sensors and crews, an engineering safety for logistics activities, to eliminate or reduce barriers on land, water NBC protection, medical epidemiological protection and also other types of support). The module is under the direct command of civil protection units;
5. module – mixed civilian-military forces for logistical support (logistic support which provides technical and temporary medical evacuation support in emergency situations, material, traffic, transport and other logistics safety);
6. modules – it is a group of virtual modules and teams for direct action in support of the civil protection operations and emergency situations (represent the elements of direct military involvement in civilian protection operations. It could be combined with civilian security forces, such as special units, gendarmerie and police special elements. It is a typical module for direct action in support of the civil protection operations.)

Figure 1. symbolically presents the method of formation and gives an example of the possible content of a modular unit with collected civilian and military participants for use in civil protection operations.

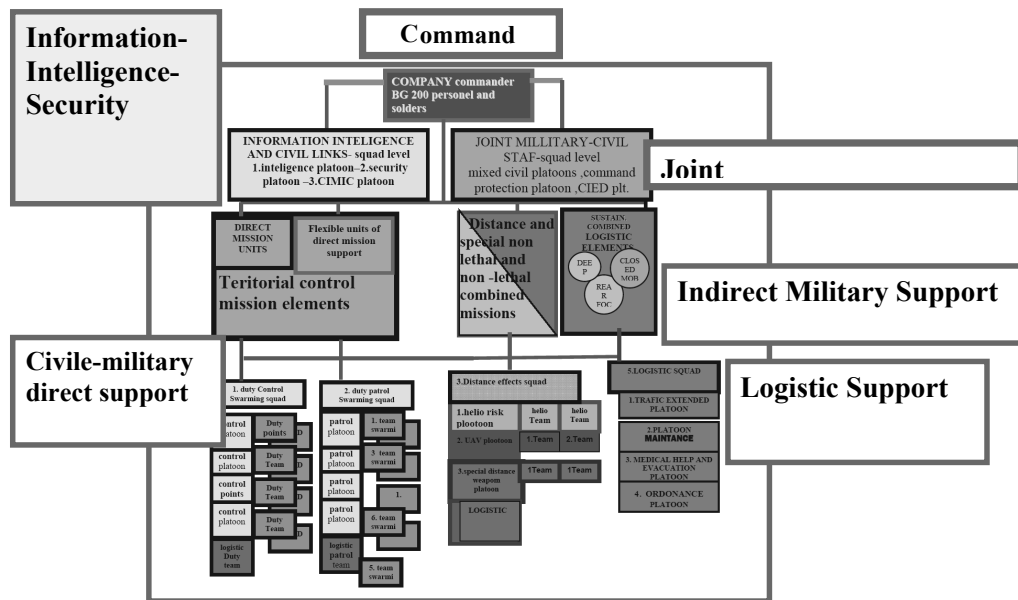


Figure 1. Structural scheme of a modular composition of the military modular expanded company team for support during emergencies. (12)

Total number of personnel would be between 220 and 250 participants. This personnel would be used as an interoperable military participant for focused tasks and missions to assist the civil protection forces in emergency situations. Each modular element as a whole or a part of a team is replaceable in accordance with the tasks and may be national or international. Also, each module can be selected as a national participant in international or national integration tasks, based on the principles of interoperability.

5. CONCLUSION

Global climate change has highlighted the request to engage of all the available resources in the prevention response and mitigation of the consequences of emergencies caused by natural disasters and technical and technological accidents, or unpredictable events like migrant crises. Civil-military cooperation with their activities contribute to saving lives and shaping the civil environment. It cannot not undertaken unilaterally, but it is a two-way activity that requires professional engagement in an almost unlimited fields of work. It can be noted that there is a need for advancing the coordination methods of activities of civil-military cooperation regardless of its normative and organizational structure.

Driven by real needs but also significant experience, the Serbian Army has developed its doctrines of civil-military cooperation, linking it to all its assigned mission. This refers to the part of defence preparation, assistance to civil authorities in case of emergency situations. This approach is primarily rational and adapted to our capabilities and creates a favourable environment for civil-military interaction. Its importance will be conditioned by the understanding of the place and the role it should have in everyday activities and in the operations of the Army of Serbia in the country and abroad.

State borders on the rivers, regional climatic conditions, geological similarity, socio-economic and cultural heritage as well as the political situations in the past are all important factors that contribute to the complexity of the region and determine cooperation in the field of emergency situations. The small size of countries also contributes to the common risks and the inability to respond to the hazards at the national level. (13).

Migrant crises, as a new security threat, with unpredictable further developed, started in 2015. with more than one million migrants. The EU and all countries in the region were not prepared to face that problem. Although the countries of migrant transit have engaged all available civilian resources, in late 2015 and early 2016 they started to engage military capabilities, first of all, special force for border control. Legislation in most countries does not recognize the migrant wave as the reason for the engagement of the army, and at the same time there is the need for a clearer definition of the role of the army in these or similar situations, and its reintegration in the control of the border zone.

Bearing in mind the capacity of the army of any country for emergency situation, including migrant crises, security planners consider them as the strongest support for civilian institutions. For the army successful support, it is necessary to amend the domestic legislation, develop standard operating procedures, relax regional cooperation, to have properly equipped and trained military units and organizational set up.

One of the options for better military civilian integration could be modular military units. This is especially the case for the initial level of equipment and training as the main prerequisite for interchangeability of modules to interoperability and intraoperability within national participants of different institutions. That unit, with basic combat functions could provide flexible change of modules depending on the type of mission and specific operation while participating in emergency situations. These concepts initially integrate people and their technologies are recognized as sufficiently efficient for the formation joining, but with a prominent significance of the role of the technologies used, as a general hypothesis about the preconditions for successful integration.

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