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# Indicators for measuring Europeanisation *ad extra* in the EU civilian mission in Bosnia and Hercegovina from 2003-2012

Wskaźniki pomiaru europeizacji *ad extra* w misji cywilnej UE w Bośni i Hercegowinie w latach 2003-2012

**Abstract:** This paper presents a quantitative and qualitative measurement of the components of Europeanisation *ad extra* in the EU civilian mission in Bosnia and Hercegovina from 2003-2012. The study aims to show that Europeanisation *ad extra* affects third countries to a certain extent and it is thus a form of exporting the European organisational, normative, and axiological model. The exploration relates to a completed civil mission. For the needs of this study, the Author generated two basic indicators; one quantitative and one qualitative, and used them as tools for synthesising and categorising the studied area, based on the assumption that, in this way, it will be possible to measure the intensity of the Europeanisation process in the external trajectory (*ad extra*). The analysis of the quantitative and qualitative indices shows the number of activities in the area of security carried out in the framework of the civilian missions in question. As evidenced by these indicators, the export of European norms, values, solutions, and practices is more likely to succeed for the Balkans than for other continents where EU civilian missions are deployed. Measurement of the Europeanisation *ad extra*, taking the example of Bosnia and Hercegovina, proves that in its expeditionary policy, the European Union has a significant impact on third countries through transferring European standards in various areas of security such as social or axiological.

**Keywords:** Europeanisation, European Union, civilian missions, Balkans, Bosnia and Hercegovina

**Streszczenie:** Celem artykułu jest wskazanie pomiaru ilościowego i jakościowego składników europeizacji *ad extra* na przykładzie misji cywilnej UE w Bośni i Hercegowinie w latach 2003-2012. Badanie ma pokazać, że europeizacja *ad extra* w pewnym stopniu wpływa na państwa trzecie. Zatem jest formą eksportu europejskiego modelu organizacyjnego, normatywnego oraz aksjologicznego na zewnątrz. Eksploracja dotyczy zrealizowanej (zakończonej) misji cywilnej. Na potrzeby badania Autorka wygenerowała dwa podstawowe

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wskaźniki, mianowicie: wskaźnik ilościowy i wskaźnik jakościowy, wskazując je jako narzędzia syntetyzujące i kategoryzujące badany obszar, wychodząc z założenia, że w ten sposób uda się zmierzyć nasilenie procesu europeizacyjnego w zewnętrznej trajektorii (*ad extra*). Analiza indeksów ilościowych i jakościowych pokazuje, jak wiele aktywności w obszarze bezpieczeństwa zostało zrealizowanych w ramach omawianych misji cywilnych. W przypadku Bałkanów eksport europejskich norm, wartości, rozwiązań i praktyk ma większe szanse na powodzenie niż na innych kontynentach, gdzie rozlokowane są misje cywilne UE, czego dowodem są wskaźniki ilościowe i jakościowe. Pomiar europeizacji *ad extra* na przykładzie Bośni i Hercegowiny udowadnia, że Unia Europejska w swojej polityce ekspedycyjnej wykazuje znaczące oddziaływanie na państwa trzecie poprzez transferowanie europejskich standardów w różnych obszarach bezpieczeństwa, np. społecznym czy aksjologicznym.

**Słowa kluczowe:** europeizacja, Unia Europejska, misje cywilne, Bałkany, Bośnia i Hercegowina

## Introduction

Civilian missions and military operations, conducted within the framework of the Common Security and Defence Policy (CSDP), have become an important tool for the European Union (EU) in providing complementary security, i.e., both external and internal, and are integrated into the entire EU security ecosystem. External actions are firstly based on a soft power approach, attracting allies through European values and creating a common European identity, and secondly on a normative power policy, spreading European values through informational or procedural diffusion. Soft and normative power approaches instil greater trust in the EU and submission to Europeanising influences in broader security areas. In particular, it is exactly through civilian missions (e.g., police missions or rule of law missions) that the European Union can transfer European norms and values, thus contributing to the establishment of democratic institutions in third countries. External factors such as EU external policy objectives, EU soft law, EU technical and financial assistance, all play an important role in convincing third countries to apply the EU acquis in their countries, or solutions in accordance with European standards. The presence of experts in such missions allows incorporation of the transmitted standards by third countries into various forms of activities such as training, seminars, exchange of experience, or joint drills. The level of absorption of the requirements of Europeanization by the recipients, in this case, the third country, into their national institutions and society may be different, depending on the strength of adaptation pressure from the EU and the preferences and practices

of the third country.<sup>1</sup> As Bedrudin Brljavac observes, there have been a variety of definitions made in relation to Europeanization; however, most of them interpret this process as a process of reform in the domestic political and economic system, affected by policies decided at the European level. That is, we can define Europeanization as a kind of form of domestic change that is caused by European decision-making.<sup>2</sup> Also, Claudio M. Radaelli defines Europeanization as the processes of construction, diffusion, and institutionalization of formal and informal rules, procedures, policy paradigms, styles, ways of doing things, and shared beliefs and norms which are first defined and consolidated in the making of EU decisions, and then incorporated in the logic of domestic discourses, identities, political structures, and public policies.<sup>3</sup> However, European norms and values very often clash with EU aspirants' laws, values, and norms. Johan P. Olsen extends the concept of Europeanization to third countries: "Europeanization as changes in external territorial boundaries. This involves the territorial reach of a system of governance and the degree to which Europe as a continent becomes a single political space. For example, Europeanization is taking place as the European Union expands its boundaries through enlargement."<sup>4</sup> Janusz Ruzzkowski names this process as Europeanization *ad extra*: "Europeanization can also have a third meaning and effect. If solutions, policies, and action models in countries outside the EU (also on other continents) become Europeanized, then we can speak of external Europeanization (*ad extra*)."<sup>5</sup> On the one hand, the causes of Europeanization could be described in terms of structural power towards third countries and regions outside the EU. On the other hand, Europeanization could be described in a more altruistic way as the Union's foreign policy is promoting its norms and values

1 J. Ruzzkowski, *Europeizacja. Analiza oddziaływania Unii Europejskiej*, Warszawa 2019, p. 267.

2 B. Brljavac, *Europeanisation Process of Bosnia and Herzegovina: Responsibility of the European Union?*, "Balkanologie", 2011, vol. 13, no. 1-2, p. 6.

3 C. M. Radaelli, *Wither Europeanisation? Concept stretching and substantive change*, "European Integration Online Papers", 2000, vol. 4, no. 8, p. 4, [https://www.researchgate.net/publication/26386856\\_Whither\\_Europeanization\\_Concept\\_Stretching\\_and\\_Substantive\\_Change](https://www.researchgate.net/publication/26386856_Whither_Europeanization_Concept_Stretching_and_Substantive_Change) [29.10.2021].

4 J. P. Olsen, *The many faces of Europeanization*, "Journal of Common Market Studies", 2002, vol. 40, no. 5, p. 3.

5 J. Ruzzkowski, *Europeizacja ad extra w zarządzaniu zewnętrznym (external governance) Unii Europejskiej*, "Rocznik Integracji Europejskiej", 2010, no. 4, p. 9.

beyond its borders. This normative power concept derives from the Union's lack of effective coercive power-politics instruments and the EU identity as such, which fosters normative values such as democracy, human rights, and the rule of law.<sup>6</sup>

This paper presents a quantitative and qualitative measurement of the components of Europeanisation *ad extra* in the EU civilian mission in Bosnia and Hercegovina (BiH) from 2003-2012. The European Union and Bosnia and Hercegovina have been in deep economic and political relations for more than two decades. That is, since the aftermath of the war in Bosnia, which ended in December 1995, the European Union has intensified its strategic activities and programs towards the Western Balkans region as a whole, including BiH. Also, the end of the war marked a shift in the EU approach towards the Western Balkans in general, and BiH in particular, whereby the EU proposed one initiative after another that was supposed to strengthen and speed up the European perspective of BiH.<sup>7</sup> Due to the geographical proximity, the EU's expeditionary presence in this region has a great impact and boosts its absorption capacities for the transferred Europeanisation components. Therefore, the initiated reform process stands a chance of succeeding and, above all, the initiated changes might prove durable and be continued. The Author does not intend to focus on mistakes or critically assess the effectiveness of the EU civilian mission in Bosnia and Hercegovina, or analyse the difficulties encountered during the performance of specific tasks, rather, the aim is to focus on what and how much has been done during the civilian mission in BiH.

For the Author, an EU civilian mission, treated as one of the instruments of expeditionary policy, will be an excellent research sample, as it can be applied to one of the external trajectories of the process of Europeanisation (i.e., *ad extra*). Due to its multifunctionality, Europeanisation can be both a process and a research tool. This is why, in this research on the impact of expeditionary policy on third countries, the Author used such broad attributes of Europeanization. The exploration of civilian missions in the context of Europeanization proves that

6 M. Schneider, *Europeanization beyond the EU: The Dynamics of Europeanization in the Southern Mediterranean Partner States*, "L'Europe en Formation", 2010, vol. 356, no. 2, p. 127.

7 B. Brljavac, op. cit., p. 4.

it is a process that is not limited to the European Union but rather is multidirectional and de-territorialized. This means that some Europeanisation components can also be transferred outside the European Union, to non-EU countries and regions. The study aims to show that Europeanisation *ad extra* affects third countries to a certain extent. It is thus a form of exporting the European organisational, normative, and axiological model. The exploration related to a completed civilian mission, because only then is it possible to indicate the practical effects of transferring the model of European values and the changes they brought about.

The article consists of five parts. After the introduction, the remainder of the article is organised as follows: Section 2 is devoted to the methodology for measuring the impact of Europeanisation *ad extra*; Section 3 describes the quantitative measurement indicators; Section 4 describes the qualitative effects of Europeanisation *ad extra*; and Section 5 contains the conclusions.

## 1. Measurement methodology

What is of key importance in the Author's methodology for measuring the impact of Europeanisation *ad extra* is an indicator defining the type of composite measure, which combines different elements into a single whole and categorises the results of a certain number of meticulous observations. Using a composite measure of variables means that the measurement can be based on more than just one data item.<sup>8</sup> The Author generated two basic indicators: a quantitative indicator and a qualitative indicator and used them as tools for synthesising and categorising the studied area, with the assumption that, in this way, it will be possible to measure the intensity of the Europeanisation process in the external trajectory (*ad extra*).<sup>9</sup>

The quantitative indicators the Author used include a mission intensity indicator (the Europeanization process measured by the number of civilian missions in a given country), a human resources indicator (the Europeanization process measured by the number of

8 Z. M. Zimny, *Metodologia badań społecznych: wprowadzenie*, Częstochowa 2000, p. 14.

9 L. Wojnicz, *Misje cywilne Unii Europejskiej w procesie europeizacji ad extra*, Toruń 2019, p. 336.

EU experts expedited), a normative quantitative measurement indicator (the Europeanization process measured by the number of legal acts established), an institutional quantitative measurement indicator (the Europeanization process measured by the number of institutions established), a programme indicator (Europeanisation measured by the number of thematic programmes containing European standards of behaviour), an activity indicator (Europeanisation measured by the number of training courses, coordination meetings, and seminars aimed at transferring European principles and solutions in security and crisis management), and a financial indicator (Europeanisation measured by the financial resources allocated to a given civilian mission).

In turn, the category of qualitative indicators included an institutional indicator (measuring the Europeanization process, as a result of which new institutions modelled on the European Union institutional system were created), a normative indicator (measuring the Europeanization process, as a result of which new legislation was enacted, or modified to comply with EU standards), a social indicator (measuring the Europeanization process resulting in joint action between mission experts and the local community to improve security and public order, protection of human rights, equal treatment and non-discrimination, in line with European values and standards), an information indicator (measurement of the Europeanisation process, resulting in activities aimed at raising public awareness, i.e., public campaigns, conferences, coordination meetings), a security indicator (measuring the Europeanisation process, resulting in improved capabilities to deal with threats, including border management and inter-institutional cooperation, etc.), a training indicator (measuring the training process, resulting in improved capabilities to deal with threats and infrastructure management modelled on European standards), a modernisation indicator (measuring the process of Europeanisation, resulting in the creation of new units as a result of restructuring police, judicial structures, etc.), an identification indicator (measuring the process of Europeanisation resulting in the replacement of travel or identity documents with biometric ones using data as in the EU model), a data indicator (measuring the process of Europeanisation, resulting in the creation of databases), an axiological indicator (measuring the process of Europeanisation, indicating a clear depoliticization of security management structures, e.g., police, and decentralisation), a coopera-

tion mechanisms indicator (measuring the process of Europeanisation, resulting in joint activities between the mission and local authorities as well as inter-institutional cooperation and international cooperation of the near neighbourhood).<sup>10</sup>

## 2. Quantitative indicators for measuring *ad extra* Europeanisation in the EU civilian mission in Bosnia and Hercegovina

Quantitative measurement indicators are figures that suggest the degree of financial, material, and immaterial involvement of the European Union in Bosnia and Hercegovina. Quantitative indicators show the level of increased transfer of Europeanization *ad extra* components and the level of absorption of EU standards in BiH.

Such measurements allow for measuring the intensity of the European impact in the already completed civilian missions. The quantitative indicators include a mission intensity indicator, a human resources indicator, a normative indicator, an institutional indicator, a programme indicator, a training indicator, and a financial indicator.

**Graph 1. Civilian mission intensity indicator**



Source: Common Security and Defence Policy, *European Union Police Mission in Bosnia and Hercegovina (EUPM)*, [https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012\\_factsheet\\_eupm-bih\\_en.pdf](https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012_factsheet_eupm-bih_en.pdf) [15.04.2021].

The graph above shows that between 2003 and 2012, the EU conducted one civilian mission in Bosnia and Herzegovina, the Police mission (European Union Police Mission, EUPM).<sup>11</sup> EUPM's presence can be divided into phases with adjusted mandates of mainly two-year periods, based on concurrent reviews. Most commonly, it is referred

<sup>10</sup> Ibidem, p. 338.

<sup>11</sup> Council Joint Action of 11 March 2002 on the European Union Police Mission (2002/210/CFSP), <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:02002E0210-20030227&from=en> [25.10.2021].

to as EUPM I from 2003 to 2005, EUPM II from 2006 to 2007, EUPM III from 2008 to 2009, EUPM IV from 2010 to 2011, and the transition phase until June 2012 as EUPM V. EUPM started as a novel instrument of EU civilian crisis management, working directly with local stakeholders and other international organisations in theatre.<sup>12</sup> The objective of the EUPM in Bosnia and Herzegovina was to prepare police structures to function under European and international standards. The mission consisted of training police officers as well as monitoring and controlling the implementation of state reconstruction programmes. Great emphasis was placed on supporting the local police in combating organised crime, assisting in the planning and conduct of investigations in the fight against organised crime and corruption, promoting the development of the criminal investigative capacities of BiH, strengthening police-penitentiary system cooperation, protecting the borders, and helping them to adapt to EU standards.<sup>13</sup> The police mission in Bosnia and Herzegovina was mandated to monitor, advise, and supervise.

**Graph 2. Human resources indicator**



Source: Common Security and Defence Policy, *European Union Police Mission in Bosnia and Herzegovina (EUPM)*, [https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012\\_factsheet\\_eupm-bih\\_en.pdf](https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012_factsheet_eupm-bih_en.pdf) [15.04.2021].

The above-presented human resources indicator refers to the number of experts expedited from the European Union. Depending on the type of mission, training participants include police officers, judges, prosecutors, and prison staff, but also citizens (local community), actively participating in the life of society. Altogether, 747 experts partici-

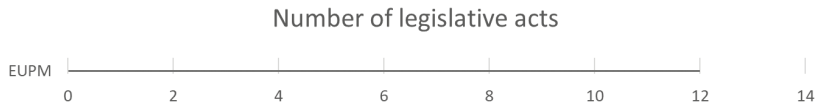
<sup>12</sup> Council of the European Union, Final Report of the Head of Mission European Union Police Mission in Bosnia and Herzegovina, 27 October 2014, pp. 10-14, <https://data.consilium.europa.eu/doc/document/ST-10762-2012-EXT-1/en/pdf> [25.10.2021].

<sup>13</sup> E. Miklas, *Misje UE na Balkanach*, Portal Spraw Zagranicznych, 17.04.2008, <http://www.psz.pl/tekst-10439/Misje-UE-na-Balkanach> [17.03.2021].



pated in the EUPM mission.<sup>14</sup> It is important to stress that, including experts from third countries, the mission counted more than 2200 staff.

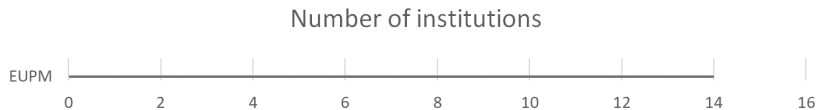
### Graph 3. Normative indicator



Source: Common Security and Defence Policy, *European Union Police Mission in Bosnia and Herzegovina (EUPM)*, [https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012\\_factsheet\\_eupm-bih\\_en.pdf](https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012_factsheet_eupm-bih_en.pdf) [15.04.2021].

The graph shows the number of acts. As a result of EUPM missions in Bosnia and Herzegovina, 12 legal acts have been adopted in line with the standards of EU law. Legislation has been adopted on border protection, migration and asylum, organized crime, terrorism, and the proper functioning of police structures.

### Graph 4. Institutional indicator

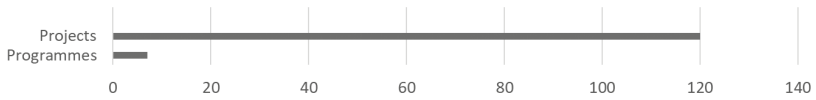


Source: Common Security and Defence Policy, *European Union Police Mission in Bosnia and Herzegovina (EUPM)*, [https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012\\_factsheet\\_eupm-bih\\_en.pdf](https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012_factsheet_eupm-bih_en.pdf) [15.04.2021].

As can be seen from the above graph, the civilian missions were intended to establish new institutions at state level. The institutional indicator as a quantitative measurement shows that the EUPM mission in Bosnia and Herzegovina resulted in the establishment of as many as 14 institutions and oversight bodies (see the qualitative index).

<sup>14</sup> I. Ioannides, *The EU Police Mission (EUPOL Proxima) and the European Union Police Advisory Team (EUPAT) in the former Yugoslav Republic of Macedonia*, [in:] *European Security and Defence. The first 10 Years (1999-2009)*, G. Grevi, D. Helly, D. Keohane (eds.), Condé-sur-Noireau 2009, pp. 187-188.

### Graph 5. Programme indicator



Source: Common Security and Defence Policy, *European Union Police Mission in Bosnia and Herzegovina (EUPM)*, [https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012\\_factsheet\\_eupm-bih\\_en.pdf](https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012_factsheet_eupm-bih_en.pdf) [15.04.2021].

The programme indicator shows the number of thematic programmes implemented during civilian missions. EUPM played an important role in combating organised crime in BiH through the introduction of a number of programmes and projects. Seven thematic programmes were implemented within the framework of the EUPM: criminal police, criminal justice, internal police control, police-administrative issues, public order and security, development of the State Border Service, and establishment of the State Agency for Protection and Research. The programs were implemented through 120 projects, accompanied by a corresponding Implementation Plan.<sup>15</sup>

### Graph 6. Activity indicator

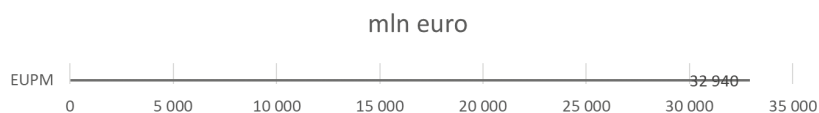


Source: Common Security and Defence Policy, *European Union Police Mission in Bosnia and Herzegovina (EUPM)*, [https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012\\_factsheet\\_eupm-bih\\_en.pdf](https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012_factsheet_eupm-bih_en.pdf) [15.04.2021].

A large number of training sessions, namely 452, were implemented as part of the EUPM mission in Bosnia and Herzegovina. Among other things, these related to strengthening the fight against cross-border crime, combating terrorism and strengthening inter-institutional cooperation.<sup>16</sup>

15 P. Sokołowska, *Bilans działalności misji policyjnej Unii Europejskiej w Bośni i Hercegowinie*, "Rocznik Bezpieczeństwa Międzynarodowego", 2009/2010, vol. 4, p. 18, [http://cejsh.icm.edu.pl/cejsh/element/bwmeta1.element.ojs-doi-10\\_34862\\_rbm\\_2010\\_8/c/236-209.pdf](http://cejsh.icm.edu.pl/cejsh/element/bwmeta1.element.ojs-doi-10_34862_rbm_2010_8/c/236-209.pdf) [30.10.2021].

16 European External Action Service, *EUPM/BiH*, [https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/index\\_en.htm](https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/index_en.htm) [20.02.2021].

**Graph 7. Financial indicator**

Source: Common Security and Defence Policy, *European Union Police Mission in Bosnia and Herzegovina (EUPM)*, [https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012\\_factsheet\\_eupm-bih\\_en.pdf](https://eeas.europa.eu/archives/csdp/missions-and-operations/eupm-bih/pdf/25062012_factsheet_eupm-bih_en.pdf) [15.04.2021].

The financial indicator shows that the missions in Bosnia and Herzegovina had mid-level budgets in the region of €33 million. Nevertheless the quantitative and qualitative measurements of Europeanisation *ad extra* components in this country was significantly higher than in other civilian missions with much larger budgets (e.g., the rule of law mission, EULEX in Iraq, with a budget of 100 million euros).<sup>17</sup>

### 3. Qualitative indicators for measuring *ad extra* Europeanisation in the EU civilian mission in Bosnia and Herzegovina

The qualitative effects of Europeanisation *ad extra* can be shown with the implemented civilian mission based on qualitative research. To examine the measurement of the legal infrastructure (institutional and normative indicator), the social infrastructure (social indicator and information indicator), and within the scope of other areas on which the indicators were based, i.e., training indicator, modernisation indicator, identification indicator, data indicator, axiological indicator, cooperation mechanisms indicator, I used qualitative exploration. The qualitative indicators provide tangible evidence of the *impact of ad extra* Europeanisation on law and security in Bosnia and Herzegovina. Qualitative measurement demonstrates that, as a result of the expeditionary policy, the components of Europeanisation *ad extra* transferred and incorporated have become part of new institutions, legal acts, or other solutions in the field of law and security.

<sup>17</sup> European External Action Service, *EUJUST LEX-Iraq*, [https://eeas.europa.eu/archives/csdp/missions-and-operations/eujust-lex-iraq/index\\_en.htm](https://eeas.europa.eu/archives/csdp/missions-and-operations/eujust-lex-iraq/index_en.htm) [15.04.2021].

### 3.1. Normative indicator: New legislation in line with the EU standards

As a result of the EUPM, the following legislative acts were enacted: the Law on Surveillance and State Border Crossing Control, the Law on State Border Service, and the Integrated Border Management Strategy.<sup>18</sup> It is worth emphasizing that, in the area of asylum, amendments to the law on the movement and settlement of foreigners and asylum-seekers were adopted, aligning the law more closely with EU and international standards.<sup>19</sup> Further work remains necessary to align the provisions on detention with the EU *acquis*. Other acts adopted include the Law on Provision of Services by Foreigners, Law on Foreigner Movement, Stay and Asylum, Law on Establishment of a Central Database on Foreigners, Law on Protection of Human Trafficking Victims, Law on Prevention of Money Laundering, Strategy for Combating Terrorism in Bosnia and Herzegovina, National Strategy on Supervision over Narcotic Drugs, and Prevention and Suppression of The Abuse of Narcotic Drugs (based on EU Drug Strategy).<sup>20</sup> Also, two police reform laws; the Law on Directorate for Coordination of Police Bodies and Agencies for Support of Police Structure of BiH and the Law on Independent and Supervisory Bodies of Police Structure of BiH were adopted by the Parliamentary Assembly in 2008, in line with the Mostar Declaration.<sup>21</sup>

### 3.2. Institutional indicator: New institutions and oversight bodies

The creation of new institutions is the result of effective civilian missions, particularly police and rule of law missions, due to which local

18 The new Law on the State Border Service (SBS), adopted in 2004, defined the Border Police (BP) as an administrative organisation with operational independence within the MoS. The BP was established to perform police tasks linked to border surveillance and border crossing control, including other tasks regulated by law. By amendment of the law in 2007, the name SBS was changed to BP. See: Council of the European Union, Final Report of the Head of Mission..., p. 55.

19 Report from the Commission to the European Parliament and the Council, Fourth Report on the Post-Visa Liberalisation Monitoring for the Western Balkan Countries in accordance with the Commission Statement of 8 November 2010, COM(2013) 836 final, p. 6, <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52013DC0836&from=EN> [30.10.2021].

20 National Strategy on Supervision over Narcotic Drugs, Prevention and Suppression of The Abuse of Narcotic Drugs in Bosnia and Herzegovina for the period 2009-2013, <https://www.emcdda.europa.eu/system/files/attachments/11638/bosnia-and-herzegovina-strateski.pdf> [30.10.2021].

21 Council of the European Union, Final Report of the Head of Mission..., p. 23.

authorities decided to establish new structures or to upgrade existing ones to strengthen the broader security area. EUPM civilian missions have resulted in the establishment of the State Agency for the Protection of Research, State Investigation and Protection Agency, Intelligence Security Agency, Agency for Forensic Medicine Analysis and Expertise, Agency for Education and Advanced Staff Training, Agency for Police Support, Directorate for the Coordination of Police Structures, and Service for Foreigners' Affairs. New institutions have also been established in the area of counter-terrorism as follows: Group for the Fight Against Terrorism and Strengthening Capacities for the Fight Against Terrorism (Task Force), and the Anti-Terrorism Strike Force,<sup>22</sup> and also in the field of drug policy: the Department for Narcotics Suppression and Narcotics Control Commission.<sup>23</sup> EUPM also assisted in the establishment of three oversight bodies: the Independent Board, the Public Complaints Board, and the Board for Complaints of Police Officials. The Independent Board is the Bosnia and Herzegovina parliamentary assembly, which selects and proposes the dismissal of heads and deputies of the police bodies. The Board for Complaints of Police Officials is an independent body of the Council of Ministers, which decides on appeals submitted by police officials, pertaining to their police status.<sup>24</sup>

In the area of institutional reforms, these are in particular new institutions that have the opportunity to absorb the components of Europeanisation *ad extra*. The institutions created as a result of civilian missions refer to European solutions, so their functioning based on efficient Europeanisation is supposed to bring them closer to the European Union. It should be emphasized that supporting the dual projects of peace-building and institution-building in ethno-territorially fragmented Bosnia and Herzegovina represents the most ambitious initiative by the EU in the Stabilisation and Association process spanning the Western Balkans.<sup>25</sup>

22 Strategy For Combating Terrorism in Bosnia and Herzegovina, <https://www.legislationline.org/download/id/1049/file/eac52236dde40b885cafb2006329.pdf> [30.10.2021].

23 National Strategy on Supervision over Narcotic Drugs..., p. 7.

24 Council of the European Union, Final Report of the Head of Mission..., p. 17.

25 A. Fagan, A. Dimitrova, *Reforming judicial recruitment and training in Bosnia-Herzegovina and Serbia under EU guidance: implementation without institutionalization?*, "Journal of European Integration", 2019, vol. 41, no. 2, p. 9.

### 3.3. Social indicator: Social outcomes

The social outcomes of the analysed civilian missions include, first and foremost, the dialogue with and the involvement of local structures (including NGOs) in the security and confidence-building process. EUPM has succeeded in establishing dialogue among varied ethnic groups (by working together on police structures) and has also succeeded in involving local actors in the police reform process.

### 3.4. Information indicator: Public awareness campaigns

What is extremely important for the EU in the process of Europeanisation *ad extra* goes beyond the issues related to the catalogue of human rights. On many occasions, civilian mission experts have taken up issues related to citizens' security and their activity in social life. This was done within the framework of various social campaigns, during which it was possible to promote the observance of the catalogue of human rights and fundamental freedoms, equal rights, women's and children's rights, but on the other hand to make citizens aware of the importance of public security issues.<sup>26</sup> As a result of the EUPM civilian mission, information campaigns were carried out in the areas of security and public order. The first such project, launched in 2004, was the Krimo-lovci hotline (Crime Stoppers),<sup>27</sup> anonymous and free of charge, intended for the citizens to call and provide information about committed crimes. The Crimes Stoppers campaign was handed over to SIPA in 2005 and aims to raise awareness among the public about their impact on stopping crime. Subsequent campaigns include: Not Faster Than Life and Choose Life, not Drugs (2006), Safe Summer, Your Police, (2007), Think, Anti-Crime (2008), 122-Your Police (2009), Corruption Takes Everything from You (2010), Not Faster Than Life, Fighting Corruption Begins with Me, Stronger, Faster, Better (2011).<sup>28</sup> Part of the information campaigns was dedicated to the role of women in police structures. In 2010, EUPM conducted a TV campaign through a series of talk shows and documentaries regarding

26 Also in 2008, police bodies supported an EUPM-launched public awareness campaign on serious and organized crime.

27 *High Representative Welcomes "Krimo-lovci" Hotline, Hand-over*, OHR's Statement at the International Agencies' Joint Press Conference in Mostar, <https://europa.ba/?p=12467> [29.10.2021].

28 Council of the European Union, *Final Report of the Head of Mission...*, pp. 94-97.

policewomen in BiH. The Head of Mission (HoM) and gender adviser took part in the talk shows promoting the Mission's efforts and goals.<sup>29</sup>

### **3.5. Security index: Development of operational capacities**

The development of local capabilities to provide security was an important aspect of the EUPM. Europeanisation *ad extra* allowed for the transfer of European public order, security, and crisis management solutions in this area. The EUPM civilian mission contributed to the development of local capacities to deal with unconventional threats, as it engaged in a number of different thematic activities that aimed at strengthening cooperation and coordination between local authorities, improving intelligence flows, updating the relevant legal framework, developing planning and investigation of organised crime, establishing a nationwide criminal intelligence network, and anti-corruption departments in the police.<sup>30</sup>

### **3.6. Training indicator: Training, workouts**

In line with the assumptions for expeditionary policy, the components of Europeanisation *ad extra* were transferred through civilian missions as part of training programmes. The EUPM civilian mission provided police training on investigation techniques, public order, and security. Moreover, dogs were trained to fight drug trafficking and patrol rivers. Also in May 2006, EUPM launched a Local Staff Training Programme. The programme aimed to be a specific type of financial and motivational support (i.e., study grant) to locally recruited employees for the enhancement of their job skills and the acquisition of advanced education (e.g., school/college/university diplomas, a master's degree, or other vocational training) which may provide them with better job opportunities after the completion of the EUPM mandate.<sup>31</sup>

### **3.7. Modernisation indicator: Reforms in line with the EU standards**

Security reforms, also those in the police and judicial areas, were the result of European influence, including the transfer of norms and val-

29 Ibidem, p. 102.

30 Ibidem, p. 34.

31 Ibidem, p. 70.

ues (Europeanisation *ad extra*). Police reform compliant with European standards. It resulted in the establishment of the state-level agencies, approximation of EU legislation into BiH legislation, implementation of travel documents including EU solutions, improvement of the quality and effectiveness of border control such as introducing European Best Practice in Standard Operational Procedures (SOPs) on border checks, information campaigns including gender issue and many more (see all qualitative indicators). The EUPM civilian mission resulted in the establishment of the Mobile Support and Control Units.

### **3.8. Identification factor: Adoption of the EU model documents**

The identification index shows concrete solutions that have been adopted as a result of the engagement of the civilian mission. Thus, as a result of the expedition policy and Europeanisation *ad extra* process, it was possible to implement some of the European document standards such as new identity cards and passports, incorporating biometric data (as in the European Union). The EU civilian mission resulted in the incorporation of the travel document model, and since 2013, biometric documents, the so-called third-generation documents, started to be issued in Bosnia and Herzegovina.<sup>32</sup> For the identification indicator, Europeanisation *ad extra* has reached an adaptive stage.

### **3.9. Date indicator: The EU-type databases**

The EUPM civilian mission in Bosnia and Herzegovina resulted in the establishment of the Information System of Migration (ISM) – the main source of data for international migration,<sup>33</sup> and the Financial Intelligence Department (FID) – which operates in accordance with binding European and international standards on the prevention of and fight against money laundering and financing of terrorist activities.<sup>34</sup>

32 Report from the Commission to the European Parliament and the Council..., p. 6.

33 MDG Achievement Fund, Methodology of Collection, Harmonization, Exchange and Dissemination of Migration Statistics in Bosnia-Herzegovina, Final Report, 2012, p. 3, [https://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/---ed\\_emp\\_msu/documents/publication/wcms\\_230114.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ed_emp_msu/documents/publication/wcms_230114.pdf) [10.11.2021].

34 The Financial Intelligence Department became operational on 28 December 2004 and was admitted to the membership of the Egmont Group of Financial Intelligence Units on 29 June 2005. See: State Investigation and Protection Agency, *The Financial Intelligence Department*, <http://www.sipa.gov.ba/en/about-us/structure/organisational-structure/financial-intelligence-department> [10.11.2021].



### **3.10. Axiological indicator: Depoliticization/decentralisation**

As a consequence of the implemented civilian mission, the Europeanisation *ad extra* process resulted in decentralisation of police reforms. The axiological indicator shows the positive effects of Europeanisation *ad extra* within the framework of the EUPM. The engagement of the EUPM civilian mission also led to the depoliticization of the police in Bosnia and Herzegovina.

### **3.11. Cooperation mechanism indicator: Joint actions, inter-institutional cooperation**

The cooperation mechanisms indicator is the last of the qualitative indicators identified in the process of Europeanisation *ad extra* and takes into account joint actions based on specially created institutions (mission experts with local experts) for security reforms, or other joint initiatives (programmes, mechanisms, joint patrols) that guarantee the transfer of the component of Europeanisation *ad extra*. This index also takes into account the progress made in inter-institutional cooperation, which is an important aspect of the functioning of the European Union. The results obtained based on the analysis of the cooperation index indicate that discussed civilian mission resulted in various forms of cooperation, which have been a good opportunity for the transfer of Europeanisation *ad extra* components. The EUPM civilian mission resulted in joint operations at external borders, joint training, joint development of a curriculum for border guards, and waiving visa requirements for EU citizens. In addition, a joint Commission on Police Restructuring was established (EUPM + local authorities), together with a Working Group on Police Reform and a Police Steering Board. They both facilitated cooperation with the local community.

## **Conclusions**

The Europeanization process as a comprehensive reform and transformation oriented process is a two-way street between the European Union and the countries that aspire for EU membership. Is not only about adopting and implementing EU policies, rules, norms, and values into the domestic economic, legal, and political context; it is equally

important that the EU sets clear standards, measures, and rules which are to be adopted by those wishing for membership.<sup>35</sup>

The primary achievement of the European Union Police Mission in Bosnia and Herzegovina is its functional transformation of the BiH security sector. The state-level security agencies in BiH were built from the ground up. The EUPM civilian mission helped to create new institutions (i.e., SIPA, the Ministry of Security, and the Directorate of Coordination for Police Bodies) and boosted the performance of existing organisations (i.e., BiH Border Police). It initiated and supported vital institutional and legislative changes and its capacity-building initiatives have helped to transform the Bosnian police into a professional service that has gained new capabilities in investigating organised crime.<sup>36</sup> Modern human resources management methods have also been implemented. This includes a recruitment and promotion system blind to gender or ethnicity.<sup>37</sup> Bosnia and Herzegovina has made progress in the area of migration. The Bosnian Border Police started cooperating with international actors on joint patrols, data exchange, and re-admission of illegal immigrants. Also, the centre for the temporary detention of irregular immigrants is now operational. The EU cooperation experience has shown that undertaking joint activities such as patrols with neighbouring countries are successful cooperation projects. Progress was made in many areas of reform, not only in defence and intelligence but also in tax administration and establishment of the state court and prosecution system. Substantial competencies were transferred from the lower to the state level.<sup>38</sup>

Despite the progress there is still a lack of effective measures, for instance, in the prevention of money laundering and the financing of terrorist activities, while the implementation of these measures, as well as many others, still requires time. The fight against corruption is one of the key challenges for the rule of law in most countries in the enlargement process of the EU and is related to issues of respect-

35 B. Brljavac, op. cit., p. 5.

36 S. E. Penksa, *Measuring impact: specific achievements and outcomes*, [in:] *Ten years after: lessons from the EUPM in Bosnia and Herzegovina 2002-2012, Joint Report*, T. Flessenkemper, D. Helly (eds.), Condé-sur-Noireau 2013, p. 69.

37 M. Merlingen, *The EU Police Mission in Bosnia and Herzegovina (EUPM)*, [in:] *European Security and Defence. The first 10 Years (1999-2009)*..., pp. 161-172.

38 Council of the European Union, *Final Report of the Head of Mission*..., p. 57.

ing fundamental rights, the work of the judicial bodies and institutions, Justice and Internal Affairs. As Rory Domm argues, “despite the rhetoric, Europeanization, whereby vast numbers of detailed, non-negotiable rules are adopted by applicant countries, is hardly always consistent with local ownership. The EU leaders are more than aware that there can be political groupings in any EU aspirant that do not want to accept each and every rule and standard coming from Brussels.”<sup>39</sup> However, a holistic, multi-level methodology of mission impact assessment encourages – institutional learning – as well as – international learning.<sup>40</sup>

This paper aimed at quantitative and qualitative measurement of the components of Europeanisation *ad extra* in the EU civilian missions. The study was intended to show that Europeanisation *ad extra* affects third countries, which become, as a result of Europeanisation, recipients of European norms and values, and more importantly, under the influence of this process, they introduce internal solutions based on European standards. For the needs of this study, the Author generated two basic indicators: a quantitative indicator and a qualitative indicator and used them as tools for synthesising and categorising the studied area, with the assumption that, in this way, it will be possible to measure the intensity of the Europeanisation process in the external trajectory (*ad extra*). The analysis of the quantitative and qualitative indices shows the number of activities in the area of security carried out in the framework of the civilian mission in question. As evidenced by the quantitative and qualitative indicators, the export of European norms, values, solutions, and practices is more likely to succeed for the Balkans than for other continents where EU civilian missions are deployed.

Measurement of the Europeanisation *ad extra*, based on the example of the discussed country, proves that in its expeditionary policy, the European Union has a significant impact on third countries through transferring European standards in various areas of security such as social or axiological. The Europeanisation *ad extra* process is

39 R. Domm, *Next steps on Bosnia-Herzegovina: key elements to a revised EU strategy*, “Southeast European and Black Sea Studies”, 2011, vol. 11, no. 1, p. 6.

40 S. E. Penksa, *op. cit.*, p. 71.

still ongoing in current civilian missions and is planned to continue. The exploration of civilian missions in the context of Europeanisation proves that axiological, normative, informational, or procedural diffusion does not have to be limited exclusively to European Union countries. On the contrary, it is possible to build a European identity and identification with EU norms in third countries, depending on the degree of incorporation of Europeanisation components.

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