

# Which education model for the Armed Forces and National Security to choose – Can Croatia learn from Portugal?

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## Abstract

*This paper seeks to answer whether the concept development of education for the Croatian Armed Forces and national security can learn from Portuguese experience. In doing so, it reviewed theoretical notions of defence and security studies, contemporary concepts in education for the armed forces and national security, and it presents a case study of Portugal in this field. The current objectives of the national security in Croatia, as defined in National Security Strategy 2017, point towards the need of establishing an adequate education system, at the state level. The paper offers contemporary Portuguese experience as a potential example for implementation in Croatia.*

## Keywords

*military education, Croatian Armed Forces, national security, Portuguese Armed Forces, case study, national defence*

## Sažetak

*Ovaj članak traži odgovor na pitanje može li razvoj koncepta obrazovanja za potrebe oružanih snaga i nacionalne sigurnosti Republike Hrvatske učiti iz portugalskog*

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*iskustva. U tom cilju, analizirane su teorijske postavke obrambenih i sigurnosnih studija, suvremeni koncepti obrazovanja za potrebe oružanih snaga i nacionalne sigurnosti te data analiza slučaja portugalskog iskustva u ovom području. Trenutni ciljevi nacionalne sigurnosti u Republici Hrvatskoj, definirani u Strategiji nacionalne sigurnosti iz 2017. godine, ukazuju na potrebu uspostave prikladnog obrazovnog sustava na državnoj razini. Članak nudi tekuće portugalsko iskustvo kao mogući primjer za primjenu u Republici Hrvatskoj.*

## Ključne riječi

*vojno obrazovanje, Oružane snage Republike Hrvatske, domovinska sigurnost, Oružane snage Portugala, analiza slučaja, nacionalna obrana*

## Introduction

Continuous and unpredictable dynamics in the security environment and its impact on defence paradigms compels nations to adopt a comprehensive approach towards education for military and national security purposes. This paper recognises the concept of national security as a comprehensive package of a specific country's security and defence services able to respond to security threats. A specific definition of national security can usually be traced in nation's capstone documents dealing with security and defence. Recently, starting in 2017, the Republic of Croatia adopted a series of changes in its security and defence documents, referring to this domain of national policy as *domovinska sigurnost*<sup>2</sup>, which, literally translated means homeland security.

However, the concept of national security (*domovinska sigurnost*) cannot be identified with the concept of *homeland security* – the latter being one of its components and not the overall system. Currently, the education requirements for this sector remains undefined. The question is whether it is possible to create only one standardized education system for the needs of

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<sup>2</sup> Literally, *domovinska sigurnost* translates to “homeland security”. However, there is no a detailed concept or description of the new system, so it is difficult to compare it with the concept of Homeland Security in the USA or similar organisations in other countries.

national security or a firm line should be drawn between military education and the rest of national security's education? For this paper, we insist on drawing a clear distinction between educations for the military from education for national security. There are two arguments to support this:

1. The skills, training, and knowledge that cadets require are different from civil requirements of personnel in national security which leads to the establishment of various levels of education programs,
2. Different historical roots between the military and the rest of national security.

Nonetheless, education for the military and national security in the 21<sup>st</sup> century calls for tight cooperation between civil and military components of the nation's security apparatus. Adaptiveness, responsiveness, cooperation and effectiveness are some of the key imperatives that a contemporary national security system requires from its components. Croatia is no exception. Regardless of some existing problems in the field, together with projects like the Europeanization of Military Training and Education (EUROMITE), it is crucial to approach education for military and national security pursuing bottom-up strategy in order to tackle reform at the operational level and adjust it to requirements of the staff that is directly engaged in it. This policy should be considered imperative when dealing with challenges present in the military and national security education – people on the ground, direct designers of the educational system, should be the ones who will lead this process. Their presence and direct contact with daily requirements in this field make them the most legitimate actors to tackle and direct this reform. In this respect, the experience of others can be beneficial. This paper seeks an answer to the following question: can Croatia learn from the Portuguese experience when it comes to education for the armed forces and national security?

## **Education for Security and Defence Purposes**

Conceptual and theoretical frameworks of security studies and defence build their ideas on broad and complex notions of security and defence.

In the modern days, security deals with various elements from problems within national borders to regional threats, the proliferation of weapons of mass destruction, terrorism, radicalism, human trafficking, smuggling and organised crime<sup>3</sup>. The contemporary security environment calls for “a comprehensive security approach that goes beyond traditional questions of defence, thus also presenting a challenge to traditional forms of expert advice, requiring a mixture of competences from the fields of intelligence, military, judicial, and policing, as well as regional, local, political, and economic expertise” (Bures and Pernica, 2016:p.1).

For understanding the notion of security, armed forces and national security systems are required to adapt to new challenges. Cadets, future officers and leaders in armed forces, as well as human resources in other components of the national security system, are required to prepare themselves for uncertain environments, and “to fight the disease of certainty in decision making” (Thomas and Gentzler, 2013:p.70). Concerning this, education plays a crucial role – the general premise is to educate soldiers and their units to tackle challenges in today’s unpredictable world of (inter)national security. Modern military education is perceived as “the cultivation of judgement rather than as a sort of mechanical habituation of ‘skills and drills’” (Sookermany, 2017:p.312), thus setting up high expectations on cadets and military personnel.

At the same time, a nation’s security apparatus requires the application of the knowledge acquired through military education to both military and civil components. To preserve effectiveness, responsiveness and adaptiveness to new security challenges this apparatus requires both estates to engage in mutual learning, including operational interdependence (Kalu, 2008:p.84). Cooperation is crucial to a successful response to security and defence challenges, strengthening ties between the military and society, as well as making the system less unpredictable and able to produce an adequate

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3 The list of perceived security threats differs from country to country, but it is usually defined in national defence and/or security documents, and it always depends on the national context for a specific case. The ones mentioned here are the most common ones within the NATO and EU documents.

response. Thus, coherent education for the military and national security presents the central part of a nation's security apparatus.

The EU member states rely their security and defence increasingly on international cooperation in a need for a more rapid response to global security challenges. However, multilateralism also represents a challenge to nation-states. The establishment of supranational references, regarding the potential to tackle mechanisms that can adapt themselves to new challenges in military and national security education, remains the weakest link. *The Common Security and Defence Policy (CSDP)* has proved itself a useful toolbox as the European Union “demonstrated its capacity to deploy both civilian and military types of capacities, possibly at the same time and for a unique objective, under a concept of the comprehensive approach of international security and defence” (Paile-Calvo, 2016:p.9).

It comes as no surprise that there are uprising tendencies suggesting military and national security education systems to adapt their capacities to this goal. A combination of civilian and military capabilities, in this scenario, leads to a bottom-up<sup>4</sup> approach, just as the Europeanisation of Military Training and Education (EUROMITE) report shows, with the goal of constructing a European military culture through the adoption of a new model of defence education, the National Defence University (cordis.europa.eu, 2015). This study emphasises a critical conclusion with regard to the implications of the new military education model: “In contrast to the common criticism of the minor influence that the CSDP had on national policies it did have influence indirectly at least on the education and training of Europe's future generals” (cordis.europa.eu, 2014).

European military culture directs the focus of national security systems toward the establishment of military and national security education respecting new security challenges. It seems that every member state recognizes the importance of joint security and defence education, and Croatia is no exception. A brief overview of national defence strategies and

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4 Public policy, as an integral part of political science, discerns two different approaches to implementation research: the more common top-down approach and the bottom-up approach. See, for example, Sabatier (1986).

other documents in this area indicates a general tendency of the country's vision when it comes to its devotion to establishing a new model of defence education. The EUROMITE research, based on three case studies, increased the possibility of making generalizable claims for the derivation, nature, significance, and implications of a process of Europeanization and civilianisation of military education because variables of geo-strategic position, political profile within the EU, military power projection and historical experience were taken into account (cordis.europa.eu, 2014).

This paper presents a case study of Portugal, a country whose military and security education could be taken as an example for a possible education model for Croatia due to some shared geopolitical variables. This paper seeks to answer the question of whether Croatia can learn from Portugal when it comes to education for military and homeland security? When answering this focal question, we briefly elaborate on the main goals of the Croatian military and national security education, presents the case study of Portugal, and summarize potential lessons and recommendations deriving from the case study.

From the methodological point of view, we use a case study as an analytical tool. Usually, the case study method is closely related to the comparative method. Sometimes case studies are considered an integral part of the comparative method, and other times they are defined as intensive studies of a single unit with an aim to generalize across a larger set of units (Flyvbjerg, 2006; Gerring, 2004; Lijphart, 1971). Our idea is to use a specific case study of Portugal seeking not to generalize about education for military and national security purposes, but rather to use empirical notions from this case study as insights or recommendations for Croatian military and national security education when the reform is in its early stages.

To do so, it is crucial to emphasize the necessity to abandon the restricted traditional model of military education and its enhancement, along with the wider issue of maintaining links between the military and society in Croatia. In the case of Portugal, there is a necessity for bolstering civilian oversight over the military organisation. Although these two variables demonstrate a wider context for the development of the military education system in both

countries, there are geopolitical parallels that make certain aspects of the Portuguese case study applicable in a Croatian context. They were selected at authors' discretion based upon four levels of argumentation.

First, Portugal and Croatia are member states of both NATO and the EU – Portugal is one of the founders of the Alliance and one of the oldest members of the Union, while Croatia is one of their most recent members. Second, both countries have a long historical tradition and both experienced wars. Furthermore, the both countries have marital tradition, and both are situated at the periphery of the European Union. Third, both armed forces are deployed to international missions; the obligatory conscription has been suspended, and both countries, have difficulties with reaching an adequate level of defence expenditure. Finally, military and security education in Portugal is, to a certain degree, in line with EUROMITE project's recommendations.

Considering the latest point, Portugal can be perceived as Croatia's "big brother" as it possesses a significant potential for providing its experience in education for armed forces and national security. Sharing knowledge and experience between allies in the field of security and defence is a top priority for tackling contemporary security challenges.

### ***Goals of Croatian Military and National Security Education***

The Croatian Parliament passed *the Act on National Security System* on 27 October 2017. According to this Act, the System is composed of the relevant government administration bodies responsible for the interior, defence, foreign affairs, civil protection, environment protection, health care, finance and judiciary, the security and intelligence system units, and the government administration bodies responsible for the critical infrastructure or which may be included into dealing with security risks (Croatian Parliament, 2017a). The endorsed Act did not change crucial tasks and roles of the components in the national security apparatus. It instead established a national security system framework able to respond to modern-day challenges and threats for national security. The new concept of national security introduced a coordinated response to security risks, ranging from

risk identification and appraisal to undertaking steps and activities to remove or reduce the risks to an acceptable degree.

It has to be mentioned that the *Long-term Development Plan of the Croatian Armed Forces in the Period 2015–2024* under the *Education and Science* section stresses the importance of personal mobility from a military to a civilian environment and *vice versa*. That goal aims towards reaching a higher level of quality in the education of personnel in fulfilling the requirements for the defence sector. The particular priority was given to education of future officers and, even further, experts and scientists in the Ministry of Defence and other government bodies. One of the main points in this document, regarding education for armed forces and national security, is that Educational Capabilities of the Armed Forces will be improved to be compatible with standards of the National system of education (Croatian Parliament, 2014). *The National Security Strategy 2017* also tackles education and training within the public security system (Croatian Parliament, 2017b). Similarly to the *Long-term Development Plan*, the focus was put on education of future officers and experts in the defence domain.

Furthermore, the document that proposes the main strands for the new Ministry of Defences' Concept of Education for Armed Forces (Smiljanić, 2017) set the goals that should be achieved within the system of military education and national security as to:

- define the legal framework necessary for the establishment of a defence university,
- create processes and systems that drive education for the Armed Forces,
- produce curricula that are aligned with the requirements of “new” education model,
- introduce the new teaching methods, and
- identify indicators to validate the outcomes of education (Smiljanić, 2017:p.9).

This draft concept proposes to gradually developing a system of education, from purely military, towards a system that will educate both civilian and



military experts (Smiljanić, 2017:pp.10-12). However, neither will military education be engulfed by a wider education system for national security nor overwhelm it.

The traditional approach of drawing a strict line of division between education for armed forces and education for national security may be considered as silver-lining in the future. Currently, requirements of military education and training ask for a specific set of knowledge and are in many aspects different from requirements in other domains of national security. Furthermore, the process of reform implementation in the field of education for the armed forces and national security still has not begun, making it hard to recognize potential drawbacks. As a scientific argument here – the dichotomy between military sciences and security studies and defence that appears in many countries throughout Europe or the United States – can be set as proof of needless aspiration towards this unification.

As discussed in Barić and Smiljanić's essay (2017:p.105), it is important to answer the question: what kind of leaders should be developed for the Croatian Armed Forces and national security? The authors suggested education that will ensure future officers can make decisions and lead in an unpredictable, complex environment (Barić and Smiljanić, 2017:p.106). This question is typical for the most EU and NATO countries. However, modifying education for the armed forces and national security merely presents a starting point and not a goal in that process.

The goal focused on creating processes and systems that drive education for the Armed Forces should be of priority consideration for all stakeholders involved in the process. It should also aim towards further harmonisation of education for armed forces and national security with the Bologna Process. The military higher education is a part of the European Higher Education Area but it is not, and it does not seek to be independent of it. It means that the Area, constructed on the foundations of the Bologna Process, is "a valuable achievement of the efforts for integrating the entire higher education through mobility of the students and the personnel, on which the military also capitalizes for the development of the basic education and training of its officers" (Paile-Calvo, 2016:p.69). As a transnational phenomenon in

most EU and Alliance countries, it requires adjustment of education for the armed forces and national security to tackle processes of cadets and personal mobility, as an essential step towards sharing knowledge and experience. This aspect is well-elaborated in the Long-Term Development Plan (Croatian Parliament, 2014).

The *Long-term Development Plan 2015–2024* also refers to the strengthening of scientific and educational potentials (Croatian Parliament, 2014) focused on the development of an independent research centre, adaptation and adjustment of military studies on new security challenges and environments, fostering links between the military and civilians, transparency, etc. The fact is that Croatia does not have a developed system of education for other areas of national security. This may be a consequence of the degraded quality of the police education system, the lack of an education system specifically for intelligence purposes, and deficient academic approach toward security studies with only one civil faculty in the country having a scientific department for international relations and security studies, *the Faculty of Political Science, in Zagreb* (Fpzg.hr, 2018).

## Case Study of Portugal

In the Portuguese constitution, there is a clear distinction between *national security* and *national defence*. The latter is encompassed in a broader notion of *national security*, but belongs to a different sub-category oriented toward countering external aggressions and threats. National defence is autonomous in Portuguese law and pertains to different state functions (Assembleia da República, 2005:p.84). However, in *the NATO Strategic Concept 2010* and in *the National Defence Strategic Concept* this cleavage has faded in recent years (Governo de Portugal, 2013:p.26). In the latter, the term “*national security*” is used, but it is non-existent in the Constitution or any other legal provision. This term is introduced with regards to the fact that national security should not be taken in isolation but integrated into a broader system that encompasses all of its components and is guided by the principles of complementarity and interdependence.

The same logic applies to education. A clear and bold line separates the armed forces and other security forces and services. The explanation for this could be traced in tradition and historical heritage. Still, it is interesting to observe that only the armed forces have devoted actual and measurable effort to merge their education structures. Likewise, it is important to mention that previous attempts to join the academies of several branches were made in 1992<sup>5</sup>, but this failed since each branch considered that the specificities of their training were incompatible to the model applied. Only in 2005 would this re-emerge in public discussion again.

Regarding the lack of interest in establishing a national defence university that would integrate national security and the armed forces, one can argue that there is no need for this due to tradition and functional reasons. Bureaucratically, these forces rely on different ministries and, in the Portuguese case, the security forces are very fragmented, which could then lead to another discussion on whether or not to set up a single security force. It is the authors' opinion that before advancing into a national defence university, if this was to occur, a structural reform of the police should be implemented first. A dual solution would be to create a military police (the *Gendarmerie*) and a civilian police that encompasses the other forces or just a single civilian force<sup>6</sup>. Only then, could there be consensus along with other intelligence services, to evolve into a national defence university, which would then regulate the enrolment of candidates of different armed forces' branches and security forces.

Regarding organisational structure, this would be best achieved by sharing facilities, material, finances and human resources because presently there would be no infrastructure able to accommodate in one place such a large project. Likewise, it would be beneficial for the different academies within

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5 In the same year, the Military Academy started to train officers for the Portuguese *Gendarmerie*.

6 In 2003, during Durão Barroso's term as Prime Minister and in 2005 with José Sócrates, several police unions defended the fusion of the police. In 2012, Prime Minister Pedro Passos Coelho, also taking an International Monetary Fund (IMF) recommendation, defended a dual police model to implement in the medium term. In August 2017, the Portuguese Communist Party reignited the debate regarding the establishment of a single civilian police.

the National Defence University to have a certain degree of autonomy allowing them to pursue and explore their particularities.

Regarding the establishment of a national defence university, the authors can only vouch for the military aspect. In the following section, we will try to contextualise its evolution up to the present time.

### ***Current Portuguese Military Higher Education System***

The Portuguese Military Higher Education System (MHES) is integrated within the civilian Portuguese Higher Education System, and it is adapted to fulfil the needs of the Portuguese Armed Forces and the *Gendarmerie*<sup>7</sup>.

The MHES has also established protocols with some countries in the Community of Portuguese Language Countries to train officers for the Armed Forces of Angola, Cape Verde, Mozambique, São Tomé and Príncipe, Guinea-Bissau and Timor-Leste. Over the years, it has also contributed to the establishment of the Angola and Mozambique Military Academy<sup>8</sup> and the Institute of Superior Military Studies of Angola, Mozambique and Timor-Leste. On regular basis officers from NATO and EU countries attend several advanced career courses<sup>9</sup> in Portugal while *the Portuguese Military Academy* under the *Erasmus+* program has been welcoming students and teachers from foreign military academies/ universities<sup>10</sup> as well as been providing opportunities for its cadets and teachers.

The MHES aims to qualify its officers in the domains of military science and to teach them the skills needed to lead in crises. Therefore, the following elements are essential for developing their competencies:

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7 The Portuguese *Gendarmerie* is called *Guarda Nacional Republicana*.

8 Since 1996, a team of Portuguese officers is nominated for periods of six months for Angola and Mozambique.

9 For example, Joint Staff Course and the Army Joint Staff Course.

10 Protocols have been signed with military academies and universities from: Austria, Belgium, Estonia, France, the Netherlands, Poland, The Czech Republic, Finland, Romania and the United Kingdom.

- An academic education that qualifies the military to perform their job;
- A behavioural education grounded in a robust military and ethical education that contributes to their command skills;
- Military training and adequate physical preparation that grants them the physical and mental aptitude required.

The Portuguese MHES contemplates not only the academic education level that grants them access to an officer career within the Armed Forces or the Gendarmerie but also the education throughout the military career. *The Portuguese Military University Institute* allows a three-level university degree package including bachelors, masters and PhD degrees (Ministério da Defesa Nacional, 2015).

The MHES structure comprises:

- The member of the government in charge of national defence;
- The Chief of Staff's Council that deliberates on the criteria regarding the MHES and promotes the doctrine and joint military training of the Armed Forces;
- The Chief of Defence who manages the MHES in coordination with the Chiefs of Staff of the several branches (including Gendarmerie);
- The Chiefs of Staff of the several branches who promote the doctrine and military training of their personnel, including the Gendarmerie and for that they consult the Gendarmerie General Commander;
- The MHES Council;
- The Military University Institute (MUI).

The MUI, whose mission is to develop teaching activity, research, community support, cooperation and exchange with the intent to train career officers, is under the authority of the Chief of the General Staff of the Armed Forces and it integrates the following autonomous military universities:

- The Naval Academy under the authority of the Navy Chief of Staff;
- The Military Academy under the authority of the Army Chief of Staff;
- The Air Force Academy under the authority of the Air Force Chief of Staff;

The structure of the MUI also includes a postgraduate studies department and the Investigation and Development Centre of the MUI, which encompasses the research centres of the Naval, Military and Air Force Academies.

### *Evolution and Reform of the Military Higher Education in Portugal*

Several authors, including Moreira (2001), Vieira (2001; 2002), Paulo (2002), Santos (2002) and Fraga (2003), were among the first to discuss the possibility of reforming *the Military Higher Education in Portugal* (MHES). The idea and need for more joint Armed Forces regarding the MHES had been present long before the EUROMITE project. It evolved from the necessity to reform the Portuguese MHES and adapt to new realities such as the evolving nature of national security, the economisation and optimisation of human and material resources, and the financial restraints which Portugal faced. This idea of joint MHES is featured across several documents – specifically in the national defence strategic planning cycle, the government programs, or even in the previous and last national defence strategic concepts. In the latter, it is emphasised that the changes to the nature of the threats to national security imply a different response from the Armed Forces. It is stated that the imperative that drives the reform of the Armed Forces should not be seen as something conjectural and that the financial restraints facing Portugal only add to the urgency of the matter. Hence, this structural modification was taken in line with a strategic vision that obeyed to a coherent model that relied on integrated and joint solutions and privileged the operational outcome. These premises helped the simplification of organisational structures, rationalisation of the national dispositive, sharing of operational solutions and elimination of redundancy. *The 2013 National Defence Strategic Concept* states that environment in which the Armed Forces operate should extend not only to operational terms, procedures and doctrine, but also to the institutional and organisational culture of the Armed Forces that should privilege a joint solution philosophy.

The MHES was not an exception to this common philosophy, and it has been the subject of a growing harmonization among the several branches regarding its integration in the Portuguese Higher Education System. The

MHES' priority resides in the training of the officers of the Portuguese Armed Forces and Portuguese Gendarmerie, as well as in the valorisation of military sciences as strategic affirmation vector.

Over the last few years, *the Higher Education Military Establishments*<sup>11</sup> (HEME) has undergone a series of reforms that contemplate changes in their structures and cycles of studies that they offer. The reform included these premises: the excellence of education, the evolution of the Bologna Process, the transformation and development of security and defence, the accreditation process by *the Portuguese Agency for Assessment and Accreditation of Higher Education*, the need for optimisation regarding human and material resources, and the creation of synergies between the HEME. These reforms have reached higher levels of educations, ensuring availability of not only a graduate (master's) degree for newly graduated officers<sup>12</sup> and civilians but also a postgraduate degree, in association with other universities in strategic domains of military sciences<sup>13</sup>.

The most recent reform of the MHES began with establishing the Institute of Military Superior Studies that goes back to 2005 and was pursued accordingly to the relevance of the joint military operations and the standardisation of doctrine, instruction and training. Before the Institute was established, there was clear evidence of fragmentation regarding education in the Portuguese Armed Forces because each branch had had its own Institute of Military Superior Studies and Academy for its cadets that operated autonomously and had a separate chain of command. The establishing of this Institute was the first step towards the reform of the military education, and it led to the fusion of all institutes, but not the academies that were later put under the same umbrella. This reform also had an economic imperative. Nevertheless,

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11 Which include Naval Academy, Military Academy, Air Force Academy and the Military University Institute.

12 This is grounded in a new type of education that is technologically and pedagogically more demanding for teachers and more accountability demanding for students, without omitting its military and behavioural components that are banners of the military institution.

13 This was the case of the postgraduate education in history, defence and security studies, as a result of the partnership between *the Portuguese Military Academy* and *Instituto Universitário de Lisboa* (ISCTE-IUL).

it is important to mention that this change was made without prejudice to the quality of the education, its suitability regarding the modernisation of the Armed Forces, and its ability to deliver within a framework of NATO and EU cooperation (Borges, 2003; 2004; 2005).

The Bologna Process led the HEME and, in particular, the Naval Academy, the Military Academy and the Air Force Academy to adapt quickly their cycle of studies<sup>14</sup> and their structures to keep up with their civilian counterparts, bearing in mind their own specificities.

Later, the structural reform “*Defesa 2020*” established lines of action for the implementation, beginning in the 2014-2015 academic year as a transition phase, of a new governance model for the HEME that (starting in 2016) would lead to the establishment of *the Military University Institute*<sup>15</sup> (MUI) succeeding the Institute of Superior Military Studies. The MUI would aggregate under its umbrella the Institute of Superior Military Studies and the Naval Academy, Military Academy (Army), and Air Force Academy<sup>16</sup>.

The advantages of taking these steps were:

- Doctrines unification;
- Rational management of human, material and financial resources;
- Ability to develop closer relations among military officers from different services;
- More independence for the Armed Forces regarding the education programs for its officers;
- Academic and administrative autonomy regarding studies and opinions of technical-military nature.

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14 From a five-year undergraduate degree to a five-year integrated master’s degree.

15 Liable to the Chief of the General Staff of the Armed Forces.

16 Ultimately, the result of the working groups in charge of implementing the reforms would lead to the preservation of autonomy of the former HEME from the three branches and *the Institute of Superior Military Studies*.



The creation of a common governance committee for the establishment of the MUI, was a significant step because it allowed for working on important aspects such as:

- Updating the status of every teacher and a student in the Armed Forces and Gendarmerie;
- Harmonising the study cycles that were not integrated into the MHES and establishing a postgraduate study in the military sciences;
- Regulating the legislation which attributed the degree of a “Specialist”, the legislation regarding the employment of teachers and the evaluation of their performance, among regulating other relevant legislation;
- Sharing facilities;
- Creating a pool of teachers who helped to rationalize human resources and money.

### *Joint education and national security - a slow train coming?*

At the present time, there is no public debate in Portugal regarding the establishment of a national defence university, nor does it seem that there will be one in the near future. This might be explained due to historical and functional reasons, as Portugal is a small country, and the legal structures that bridge the application of the military and security forces have already been established. The lack of interest from higher ranks and the high fragmentation level of security forces and intelligence services in Portugal are just another obstacle in this process, which makes it a sensitive issue among the security forces.

On the military side of things, the MHES has undergone significant changes over the last few years. Those changes were introduced through stable and gradual steps concerning its specificity and the quality of teaching, fitting it into the civilian teaching system and adapting it to the new reality and missions in charge of the Armed Forces and the Gendarmerie.

Despite the pressure that the Bologna Process imposed and the financial restraints, the reform of the MHES has been an opportunity to adapt the

military to the new paradigm shift. In this process the creation of a common governance committee was crucial because it alleviated the transitional process and helped to establish the foundations for today's MHES in Portugal. Currently, one can say that the different structures that the MUI has under its domain still benefit from the great autonomy and have a lot of redundant structures regarding the Naval Academy, the Military Academy and the Air Force Academy which could even be improved in the future.

The evolution of the MHES in Portugal has been welcome and was taken very responsibly concerning the different institutions it represents. Although there is a lot more to be done, the essential structures and means of cooperation are established. It means that only the future will show us the good and the bad from the model implemented in Portugal. Also, the sharing of wisdom, methodology, teachers, students and facilities will allow for guaranteeing the quality of the education provided but also will save human and financial resources and hence train future officers with greater capability of conception, innovation, and critical analysis, without neglecting military values and the centennial history of the institutions that help to represent Portugal.

### *Recommendations: lessons identified from Portugal*

In conclusion, we wish to emphasise a few recommendations regarding the further development of the education for the armed forces and national security in Croatia:

- Take gradual steps towards increasing the scope and the quality of teaching, aligning it with the civilian teaching methods and adapting it gradually to changing requirements from the security environment. This process usually starts down on the ground, due to the lack of policy from above (bottom-up approach).
- Consider whether Croatia needs the establishment of one (unified) institution, a national defence university, which can encompass all educational requirements of a national security. For the first stage, the decision makers may focus more on the improvement of education for the armed forces. Some steps could be to produce

a three-level degree education system, aligned with the Bologna Process that allows exchanging knowledge and experience with allies, adapt to contemporary security challenges, strengthen the relationship between the armed forces and society, alongside with further investment in science, research and development.

- Exercise the prudent management of human, material and financial resources to progress further toward the goals of expanding the scope of education. Thus, a more suitable option for Croatia at this moment could be an educational system for the armed forces that correspond to the Portuguese MUI. Its mission to develop teaching activity, research, community support, cooperation, and exchange with the intent to train career officers offers services similar to those identified in the proposed Croatian *Concept of Education for the Armed Forces 2017*.
- Analyse the presented Portuguese MHES case study and consider certain segments that could be applied in Croatia. However, the direct application of Portuguese MHES in Croatia would be currently impossible. Considering the role of the Ministry of Education in the development of the Portuguese military education system, application of the whole Portuguese Military Higher Education System would require a radical change of legislation and structures of the defence sector.
- Create a study group as an opportunity and forum in which selected members of the armed forces and government bodies would discuss future challenges and opportunities regarding the education reform in the domain of national security. The proposed study group could enhance the transformation process for education by establishing a solid ground for implementing future concepts, ideas and assess the evolution based on established parameters and goals.

In general, although two countries, Croatia and Portugal, share many similarities the education models for military and national security, due to a different tradition and circumstances, are entirely different. Portugal's model may offer some essential qualities to be considered in the development of the Croatian education model, but it cannot be literally translated.

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