

<b>Country/entity</b>	Bosnia and Herzegovina Yugoslavia (former)
<b>Region</b>	Europe and Eurasia
<b>Agreement name</b>	Action Plan of the European Union for the Former Yugoslavia (EU Action Plan)
<b>Date</b>	28 Feb 1994
<b>Agreement status</b>	Unilateral document
<b>Interim arrangement</b>	Yes

**Agreement/conflict level** Interstate/intrastate conflict(s)

**Balkan Conflicts (1991 - 1995) (1998 - 2001)**

Former Yugoslavia

The disintegration of former Yugoslavia post cold war saw conflicts which became mediated and produced peace agreements in Slovenia (where the brief independence conflict was mediated by the EC Troika in 1991), Croatia (between Croatian and Serb populations 1991-1995), in Bosnia (between Croatian, Serb and Bosniak populations 1992-1995), in Macedonia (where mediation played a key pre-emptive role in preventing large scale conflict in 2001), in Kosovo (between Kosovar Albanians and Serbian population and the Federal Republic of Yugoslavia (FRY), but also between FRY and NATO, 1998-1999), and a conflict in the Presevo Valley (between Albanians in South Serbia and FRY, 2000-2001). The continued fall-out of the disintegration of former Yugoslavia also saw mediated agreement and ultimate dissolution of the Union between Serbia and Montenegro.

Bosnia-Herzegovina

In 1991, after nationalist parties won the first multi-party elections in the Socialist Federal Republic of Yugoslavia, a violent process of disintegration commenced. With its mixed population, Bosnia-Herzegovina became the centre of the following civil war that began in 1992 between the newly formed army of the Republic of Bosnia and Herzegovina (mostly Muslim Bosniacs), and the parastatal forces of self-declared Bosnian Croat (Herzeg-Bosnia) and Bosnian Serb (Republika Srpska) entities within Bosnia-Herzegovina, supported by Croatia and Serbia, with various, often short-lived, coalitions. The General Framework Agreement (Dayton Peace Agreement), signed in 1995, split the country into two ethno-federal entities, the Bosniak-Croat Federation and the Republika Srpska, and included continued peacekeeping and institutional administration by international actors.

Kosovo

The conflict between Serbs and Kosovar Albanians has a long history and always involved territorial disputes as well as ethno-political, cultural and linguistic factors. The most recent phase of the conflict began in November 1997 when the Albanian Kosovo Liberation Army (KLA or UCK) began their campaign for the independence of Kosovo from the Federal Republic of Yugoslavia (FRY – then Serbia and Montenegro). The subsequent war lasted until the NATO intervention, which undertook bombing campaigns of Belgrade and other places in Serbia during spring 1999. The main agreements solving the conflict were internationally driven and, finally, a UNSC resolution imposed a post-conflict arrangement in the wake of what was essentially a NATO military victory. In February 2008, Kosovo's parliament declared independence, but independence is still internationally disputed.

Close

Balkan Conflicts (1991 - 1995) (1998 - 2001)

**Stage**

Pre-negotiation/process

<b>Conflict nature</b>	Government/territory
<b>Peace process</b>	Bosnia peace process
<b>Parties</b>	Document not signed but understood to have been produced by the European Union
<b>Third parties</b>	-
<b>Description</b>	The Action Plan of the European Union for the Former Yugoslavia, drafted in November 1993 - February 1994, was a diplomatic initiative aimed at addressing the ongoing conflicts in Bosnia-Herzegovina and Croatia. The plan, developed by the European Union, outlined priorities including humanitarian aid delivery, negotiating a solution for Bosnia-Herzegovina based on the "Geneva package," and establishing a modus vivendi for Croatian territories under UN protection. It proposed a phased approach to achieve a comprehensive settlement of the crisis in the former Yugoslavia, involving multiple parties and international stakeholders.

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**Agreement document** [BA\\_940228\\_ActionPlanOfTheEuropeanUnionForTheFormerYugoslavia.pdf \(opens in new tab\) | Download PDF](#)

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## Groups

**Children/youth** No specific mention.

**Disabled persons** No specific mention.

**Elderly/age** No specific mention.

**Migrant workers** No specific mention.

**Racial/ethnic/national group** Groups→Racial/ethnic/national group→Rhetorical  
Page 4, C. London Conferences, 1. London II  
...  
Also the Conference should give a mandate to resolve problems of the ex-Yugoslavia which are still unresolved (including definitive status of the Croatian territories under the UNPROFOR mandate, rights of nationalities and national minorities). The degree of autonomy in the areas currently under UNPROFOR mandate should be determined in consideration of the relative size of the Serb communities before the 1991 war. The Carrington proposal retains a great deal of relevance as regards the definition of the different statuses. A broad autonomy in Kosovo also has to be re-established within the framework of the current borders. In Sandjak and in Vojvodina, specific rights must be assured, as foreseen by the Co-Chairmen of the Steering Committee of ICFY. In this group of three regions, an international presence (for example, ECMM) appears necessary in order to monitor the respect for the rights of ethnic groups and minorities.

**Religious groups** No specific mention.

**Indigenous people** No specific mention.

**Other groups** No specific mention.

**Refugees/displaced persons** Groups→Refugees/displaced persons→Substantive  
Page 2, I. Humanitarian Aid, A. Implementation of Joint Action  
2.1)... The International Community cannot remain indifferent to the plight of the  
refugees, the displaced persons and the vulnerable populations in Serbia Montenegro. In  
respecting the resolutions of the Security Council, the European Union does not practice  
any discrimination with regard to the distribution of humanitarian aid. In this spirit, the  
Union will intervene to obtain an accelerated and simplified processing of the  
notifications and requests pertaining to humanitarian aid for Serbia Montenegro.

Page 3, II. Action Plan for a political solution, B. Situation in the Croatian territories under  
UNPROFOR mandate.

...

- The European Union is ready to actively search for every means to increase  
humanitarian aid to the Republic of Croatia, as it is fully aware of the burden represented  
by the presence on its territory of many refugees or displaced persons.

**Social class** No specific mention.

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## **Gender**

**Women, girls and gender** No specific mention.

**Men and boys** No specific mention.

**LGBTI** No specific mention.

**Family** No specific mention.

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## **State definition**

**Nature of state (general)** No specific mention.

**State configuration** Page 2, II. Action Plan for a political solution, A. A negotiated solution for BiH  
1.1 The maintenance of the Union of Republics of Bosnia Herzegovina remains the  
preference of the European Union

**Self determination** No specific mention.

**Referendum** No specific mention.

**State symbols** No specific mention.

**Independence/  
secession** No specific mention.

**Accession/  
unification** No specific mention.

**Border delimitation** No specific mention.

**Cross-border  
provision** No specific mention.

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## **Governance**

**Political  
institutions (new or  
reformed)** No specific mention.

**Elections** No specific mention.

**Electoral  
commission** No specific mention.

**Political parties  
reform** No specific mention.

**Civil society** No specific mention.

**Traditional/  
religious leaders** No specific mention.

**Public  
administration** No specific mention.

**Constitution** No specific mention.

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## **Power sharing**

**Political power sharing** No specific mention.

**Territorial power sharing** No specific mention.

**Economic power sharing** No specific mention.

**Military power sharing** No specific mention.

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## **Human rights and equality**

**Human rights/RoL general** Page 4, C. London Conferences, 1. London II  
...  
Also the Conference should give a mandate to resolve problems of the ex-Yugoslavia which are still unresolved (including definitive status of the Croatian territories under the UNPROFOR mandate, rights of nationalities and national minorities).  
...  
A broad autonomy in Kosovo also has to be re-established within the framework of the current borders. In Sandjak and in Vojvodina, specific rights must be assured, as foreseen by the Co-Chairmen of the Steering Committee of ICFY. In this group of three regions, an international presence (for example, ECMM) appears necessary in order to monitor the respect for the rights of ethnic groups and minorities.

**Bill of rights/similar** No specific mention.

**Treaty incorporation** No specific mention.

**Civil and political rights** No specific mention.

**Socio-economic rights** No specific mention.

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## **Rights related issues**

**Citizenship** No specific mention.

**Democracy** No specific mention.

**Detention procedures** No specific mention.

**Media and communication** No specific mention.

**Mobility/access** Page 1, I. Humanitarian Aid, A. Implementation of Joint Action  
1) The Presidency has given a first report to the Ministers, following its contacts with UNHCR and UNPROFOR, on the choice of privileged itineraries (see attachment). The choice of the itinerary will be left to the organisations in charge of the delivery of aid in consultation with UNPROFOR and this in function of the military situation, agreements concluded in the field, the climate and the condition of the routes.  
  
2) Together with Lord Owen, the Presidency endeavours to obtain from the parties firm and precise undertakings, valid at all levels, on the preservation of the privileged itineraries, on the opening and the protection by UNPROFOR of Tuzla airport, as well as on the opening of air corridors. As soon as conditions will allow, the European Union will work for the reconstruction and reopening of the airport in Mostar.

**Protection measures** No specific mention.

**Other** No specific mention.

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**Rights institutions**

**NHRI** No specific mention.

**Regional or international human rights institutions** No specific mention.

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**Justice sector reform**

**Criminal justice and emergency law** No specific mention.

**State of emergency provisions** No specific mention.

**Judiciary and courts** No specific mention.

**Prisons and detention** No specific mention.

**Traditional Laws** No specific mention.

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**Socio-economic reconstruction**

**Development or socio-economic reconstruction**

Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development

Page 2, I. Humanitarian Aid, A. Implementation of Joint Action

2.1) At the meeting it will organize in Geneva, the Presidency will put forward the following positions:

- The parties will be held responsible, towards their own population and towards the international community, for the obstacles and impediments that would obstruct the delivery of humanitarian aid. Unauthorized seizures will not be tolerated.

...

In respecting the resolutions of the Security Council, the European Union does not practice any discrimination with regard to the distribution of humanitarian aid. In this spirit, the Union will intervene to obtain an accelerated and simplified processing of the notifications and requests pertaining to humanitarian aid for Serbia Montenegro.

Socio-economic reconstruction→Development or socio-economic reconstruction→Humanitarian assistance

Page 1, Untitled Preamble

...

This is why the Union, while searching for a global solution to the problems of the former Yugoslavia, is of the opinion that the following priorities are essential:

- the delivery of aid to Bosnia Herzegovina;

...

To this end, the parties to the conflict have to be brought back to the negotiating table, and the joint action regarding the delivery of aid has to be implemented urgently.

Page 1, I. Humanitarian Aid, A. Implementation of Joint Action

1) The Presidency has given a first report to the Ministers, following its contacts with UNHCR and UNPROFOR, on the choice of privileged itineraries (see attachment). The choice of the itinerary will be left to the organisations in charge of the delivery of aid in consultation with UNPROFOR and this in function of the military situation, agreements concluded in the field, the climate and the condition of the routes.

Page 2, I. Humanitarian Aid, B. Other aspects of humanitarian aid.

The restoration of the fuel supply will receive the highest priority. ECMM and ECTF are instructed to study this problem and to make proposals which could lead to their strengthening or adaptation.

Page 3, II. Action Plan for a political solution, B. Situation in the Croatian territories under UNPROFOR mandate.

...

- The European Union is ready to actively search for every means to increase humanitarian aid to the Republic of Croatia, as it is fully aware of the burden represented by the presence on its territory of many refugees or displaced persons.

Socio-economic reconstruction→Development or socio-economic reconstruction→Infrastructure and reconstruction

Page 2, I. Humanitarian Aid, A. Implementation of Joint Action

2) ...As soon as conditions will allow, the European Union will work for the reconstruction and the reopening of the airport of Mostar.

Page 4, C. London Conferences, 1. London II

...

It would have as its first objective the endorsement of the acquis, to give a strong impulse to the implementation of the agreement and to assure the financing of reconstruction of the destroyed territories, a plan which it would be important to coordinate with the United States, Russia, the Islamic States and other countries.

**National economic plan** No specific mention.

**Natural resources** Page 2, I. Humanitarian Aid, B. Other aspects of humanitarian aid.  
...Particular attention will be accorded to the safeguarding of access routes to the coal mines and to the supply of gas.

**International funds** Page 2, I. Humanitarian Aid, A. Implementation of Joint Action  
2) ...As soon as conditions will allow, the European Union will work for the reconstruction and the reopening of the airport of Mostar.

Page 2, I. Humanitarian Aid, A. Implementation of Joint Action  
3) As far as the definition of needs and their financial implications is concerned, the Presidency and the Commission will draft the report requested for the end of the month in order to allow the decisions on the budgetary envelope to be taken at the Council in December. The ECTF and IMG will be associated with this exercise.

Page 2-3, II. Action Plan for a political solution, A. A negotiated solution for BiH  
2.1 The Bosnian President will be informed that the negotiators will strive in such a way that the latest territorial demands by them, as put forward at the eve of the meeting on board HMS Invincible, can - in a same order of magnitude - be met. If the Serbs make such an offer, the Council will let the Bosnian Presidency know the advantages of a settlement, in particular, with respect to its implementation by the international community and with respect to the reconstruction. The Council thinks that the population needs and wishes peace, and that the continuation of the war risks calling into question the support of the international community.

Page 3, II. Action Plan for a political solution, B. Situation in the Croatian territories under UNPROFOR mandate.  
...- The European Union is ready to increase its economic assistance and its cooperation with Croatia, if Croatia invests itself fully in the respect of the modus vivendi as well as in the peace settlement in Bosnia Herzegovina.

Page 4, C. London Conferences, 1. London II  
...It would have as its first objective the endorsement of the acquis, to give a strong impulse to the implementation of the agreement and to assure the financing of reconstruction of the destroyed territories, a plan which it would be important to coordinate with the United States, Russia, the Islamic States and other countries.

**Business** No specific mention.

**Taxation** No specific mention.

**Banks** No specific mention.

## Land, property and environment

**Land reform/rights** No specific mention.

**Pastoralist/  
nomadism rights** No specific mention.

**Cultural heritage** No specific mention.

**Environment** No specific mention.

**Water or riparian  
rights or access** Page 3, II. Action Plan for a political solution, A. A negotiated solution for BiH  
2.3 The Croats will be informed that the concessions they gave made as regards access to the sea and port facilities are considered as an essential element in any negotiated settlement.

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## Security sector

**Security  
Guarantees** No specific mention.

**Ceasefire** Security sector→Ceasefire→General commitments  
Page 3, II. Action Plan for a political solution, B. Situation in the Croatian territories under UNPROFOR mandate.  
For lack of a rapid final solution, the European Union will concentrate on the adoption of a modus vivendi comprising a ceasefire and confidence-building measures in conformity with Resolution 847 of the Security Council. The aim is to eliminate the danger of a resumption of hostilities and to mark an intermediate phase towards a final solution for the Croatian territories under UNPROFOR mandate.

**Police** No specific mention.

**Armed forces** Page 2, II. Action Plan for a political solution, A. A negotiated solution for BiH  
1.2A demilitarization, however, seems less and less probable on the terrain. Therefore, reduced military forces might be required for the implementation of the international guarantees.  
  
Page 3, II. Action Plan for a political solution, B. Situation in the Croatian territories under UNPROFOR mandate.  
...  
- A military action is unacceptable and could only have disastrous consequences for Croatia.  
- In case the Republic of Croatia launched an offensive in the Krajinas, negative measures imposed by the international community would become inevitable.

<b>DDR</b>	Security sector→DDR→Demilitarisation provisions Page 2, II. Action Plan for a political solution, A. A negotiated solution for BiH 1.2A demilitarization, however, seems less and less probable on the terrain. Therefore, reduced military forces might be required for the implementation of the international guarantees.
<b>Intelligence services</b>	No specific mention.
<b>Parastatal/rebel and opposition group forces</b>	No specific mention.
<b>Withdrawal of foreign forces</b>	No specific mention.
<b>Corruption</b>	No specific mention.
<b>Crime/organised crime</b>	No specific mention.
<b>Drugs</b>	No specific mention.
<b>Terrorism</b>	No specific mention.

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### **Transitional justice**

<b>Transitional justice general</b>	No specific mention.
<b>Amnesty/pardon</b>	No specific mention.
<b>Courts</b>	No specific mention.
<b>Mechanism</b>	No specific mention.
<b>Prisoner release</b>	No specific mention.
<b>Vetting</b>	No specific mention.
<b>Victims</b>	No specific mention.
<b>Missing persons</b>	No specific mention.

**Reparations** No specific mention.

**Reconciliation** No specific mention.

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**Implementation**

**UN signatory** No specific mention.

**Other international signatory** No specific mention.

**Referendum for agreement** No specific mention.

**International  
mission/force/  
similar**

Page 1, Untitled Preamble

...

Furthermore, the risk of an open conflict in the Croatian territories under UNPROFOR mandate increases steadily.

...

This is why the Union, while searching for a global solution to the problems of the former Yugoslavia, is of the opinion that the following priorities are essential:

...

- the establishment of a modus vivendi for the "Croatian territories under UNPROFOR mandate".

Page 1, I. Humanitarian Aid, A. Implementation of Joint Action

1) The Presidency has given a first report to the Ministers, following its contacts with UNHCR and UNPROFOR, on the choice of privileged itineraries (see attachment). The choice of the itinerary will be left to the organisations in charge of the delivery of aid in consultation with UNPROFOR and this in function of the military situation, agreements concluded in the field, the climate and the condition of the routes. The Council has taken note of the willingness in principle expressed by The Netherlands to supply additional troops, or logistical support to UNPROFOR as soon as the exact requirements will have been specified. The Council agreed on the necessity for the member countries of the European Union to provide, possibly under cover of ECMM, the fifty experts indispensable for operating Tuzla airport as well as the complementary logistical and support means. (The Council wishes that the UNPROFOR command could, in the most rapid and most efficient way, make use of all appropriate means, including aerial, as foreseen by the relevant resolutions of the Security Council).

Page 1-2, I. Humanitarian Aid, A. Implementation of Joint Action

2) Together with Lord Owen, the Presidency endeavours to obtain from the parties firm and precise undertakings, valid at all levels, on the preservation of the privileged itineraries, on the opening and the protection by UNPROFOR of Tuzla airport, as well as on the opening of air corridors.

Page 2, I. Humanitarian Aid, B. Other aspects of humanitarian aid.

The restoration of the fuel supply will receive the highest priority. ECMM and ECTF are instructed to study this problem and to make proposals which could lead to their strengthening or adaptation.

Page 3, II. Action Plan for a political solution, A. A negotiated solution for BiH

2.2...The progressive suspension of sanctions will only come about as the implementation of a peace settlement in Bosnia Herzegovina and the acceptance and the implementation of a modus vivendi in the UNPAs in Croatia make progress.

Page 3, II. Action Plan for a political solution, B. Situation in the Croatian territories under UNPROFOR mandate.

For lack of a rapid final solution, the European Union will concentrate on the adoption of a modus vivendi comprising a ceasefire and confidence-building measures in conformity with Resolution 847 of the Security Council. The aim is to eliminate the danger of a resumption of hostilities and to mark an intermediate phase towards a final solution for the Croatian territories under UNPROFOR mandate.

...

- The European Union is ready to contribute by its efforts to the rapid establishment of the modus vivendi on the Croatian territories under UNPROFOR mandate.

...

- The process of suspension of sanctions cannot be blocked by a refusal on the part of Croatia of an acceptable modus vivendi in the Croatian territories under UNPROFOR

**Enforcement  
mechanism**

No specific mention.

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