

<b>Country/entity</b>	Croatia Yugoslavia (former)
<b>Region</b>	Europe and Eurasia
<b>Agreement name</b>	Concept for a United Nations peace-keeping operation in Yugoslavia
<b>Date</b>	11 Dec 1991
<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>	Croatia negotiation process
<b>Parties</b>	The concept was discussed with Yugoslav leaders, and produced by the Honourable Cyrus R. Vance, Personal Envoy of the Secretary-General and Marrack Goulding, Under-Secretary-General for Special Political Affairs
<b>Third parties</b>	-
<b>Description</b>	This document outlines the concept of a United Nations peace-keeping mission in Yugoslavia. It provides for military and police observers, establishment of United Nations Protected Areas, DDR of these areas, and the withdrawal of JNA forces from the Republic of Croatia.

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<b>Agreement document</b>	<a href="#">HR_911211_UN Peace-keeping Plan.pdf (opens in new tab)</a>   <a href="#">Download PDF</a>
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## Groups

<b>Children/youth</b>	No specific mention.
<b>Disabled persons</b>	No specific mention.
<b>Elderly/age</b>	No specific mention.
<b>Migrant workers</b>	No specific mention.

**Racial/ethnic/  
national group**

Groups→Racial/ethnic/national group→Anti-discrimination

Page 2, Basic concept, 7.

...The role of the United Nations police monitors would be to ensure that the local police forces carried out their duties without discriminating against persons of any nationality or abusing anyone's human rights...

Page 3, The deployment and functions of the United Nations Force, 10.

...The police monitors would ensure that the local police carried out their duties without discrimination against any nationality and with full respect for the human rights of all residents of the UNPAs.

Groups→Racial/ethnic/national group→Substantive

Page 2, The United Nations Protected Areas, 8.

The UNPAs would be areas in Croatia in which the Secretary-General judged that special arrangements were required during an interim period to ensure that a lasting cease-fire was maintained. They would be areas in which Serbs constitute the majority or a substantial minority of the population and where inter-communal tensions have led to armed conflict in the recent past. As already stated, the special arrangements in these areas would be of an interim nature and would not prejudice the outcome of political negotiations for a comprehensive settlement of the Yugoslav crisis.

Page 3, The deployment and functions of the United Nations Force, 11.

... If serious tension were to develop between nationalities in a UNPA, the United Nations Force would interpose itself between the two sides in order to prevent hostilities.

Page 5, Local police forces, 19.

The maintenance of public order in the UNPAs would be the responsibility of local police forces who would carry only side-arms. Each of these forces would be formed from residents of the UNPA in question, in proportions reflecting the national composition of the population which lived in it before the recent hostilities. The local police forces would be responsible to the existing opstine councils in the UNPAs. Any existing regional police structures would remain in place, provided that they were consistent with the principle described above concerning the national composition of the local police forces.

**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, Basic concept, 7.  
...The United Nations Force would also, as appropriate, assist the humanitarian agencies of the United Nations in the return of all displaced persons who so desired to their homes in the UNPAs.

Page 6, Return of displaced persons to their homes, 20.  
In accordance with established international principles, the United Nations policy is to facilitate the return to their homes of all persons displaced by the recent hostilities who so desire. The lead in this matter is being taken by the humanitarian agencies of the United Nations. If a United Nations Force were established in Yugoslavia, it would provide all appropriate support to this effort in the UNPAs. The United Nations police monitors would have an especially important role in this regard.

**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** No specific mention.

**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** Page 2, Basic concept, 7.  
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Page 6, Return of displaced persons to their homes, 20.  
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**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 2, Basic concept, 7.  
...The role of the United Nations police monitors would be to ensure that the local police forces carried out their duties without discriminating against persons of any nationality or abusing anyone's human rights...

Page 3, The deployment and functions of the United Nations Force, 10.  
The function of protecting the inhabitants of the UNPAs would be shared between the United Nations Force's infantry units and its civilian police monitors. The infantry would ensure that the UNPAs remained demilitarized. The police monitors would ensure that the local police carried out their duties without discrimination against any nationality and with full respect for the human rights of all residents of the UNPAs.

Page 4, The deployment and functions of the United Nations Force, 12.  
The civilian police monitors would also be deployed throughout the UNPAs. They would be unarmed. They would have no executive responsibility for the maintenance of public order but they would closely monitor the work of the local police forces. To this end, they would be co-located with police headquarters in each region and opstina and would accompany the local police on their patrols and in their performance of their other duties. They would investigate any complaints of discrimination or other abuse of human rights and would report to the Chief of the United Nations Force any confirmed cases of discrimination or abuse...

**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.

## **Rights related issues**

**Citizenship** No specific mention.

**Democracy** No specific mention.

**Detention procedures** No specific mention.

**Media and communication** Rights related issues→Media and communication→Media logistics  
Page 2, 6.  
The operation would be financed collectively by the Member States of the United Nations. But the various Yugoslav authorities would be expected to make available to the United Nations, free of charge, as much as possible of the accommodation and other facilities and supplies, such as food and fuel, that would be required by the operation. They would also be asked to conclude with the United Nations agreements concerning the privileges, immunities and facilities which the operation and its members would need in order to carry out their functions, especially complete freedom of movement and communications.

**Mobility/access** Page 2, 6.  
The operation would be financed collectively by the Member States of the United Nations. But the various Yugoslav authorities would be expected to make available to the United Nations, free of charge, as much as possible of the accommodation and other facilities and supplies, such as food and fuel, that would be required by the operation. They would also be asked to conclude with the United Nations agreements concerning the privileges, immunities and facilities which the operation and its members would need in order to carry out their functions, especially complete freedom of movement and communications.



<b>Protection measures</b>	<p>Rights related issues→Protection measures→Protection of civilians Page 2,</p> <p>The deployment and functions of the United Nations Force 10. The function of protecting the inhabitants of the UNPAs would be shared between the United Nations Force's infantry units and its civilian police monitors. The infantry would ensure that the UNPAs remained demilitarized. The police monitors would ensure that the local police carried out their duties without discrimination against any nationality and with full respect for the human rights of all residents of the UNPAs. Rights related issues→Protection measures→Other Page 2, The United Nations Protected Areas 8. The UNPAs would be areas in Croatia in which the Secretary-General judged that special arrangements were required during an interim period to ensure that a lasting cease-fire was maintained. They would be areas in which Serbs constitute the majority or a substantial minority of the population and where inter-communal tensions have led to armed conflict in the recent past. As already stated, the special arrangements in these areas would be of an interim nature and would not prejudice the outcome of political negotiations for a comprehensive settlement of the Yugoslav crisis.</p>
<b>Other</b>	No specific mention.

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## Rights institutions

<b>NHRI</b>	No specific mention.
<b>Regional or international human rights institutions</b>	No specific mention.

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## Justice sector reform

<b>Criminal justice and emergency law</b>	No specific mention.
<b>State of emergency provisions</b>	No specific mention.
<b>Judiciary and courts</b>	No specific mention.
<b>Prisons and detention</b>	No specific mention.
<b>Traditional Laws</b>	No specific mention.

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## **Socio-economic reconstruction**

**Development or socio-economic reconstruction** No specific mention.

**National economic plan** No specific mention.

**Natural resources** No specific mention.

**International funds** No specific mention.

**Business** No specific mention.

**Taxation** No specific mention.

**Banks** No specific mention.

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## **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** No specific mention.

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## **Security sector**

### **Security Guarantees**

No specific mention.

### **Ceasefire**

Security sector→Ceasefire→Ceasefire provision

Page 1, 2.

The operation would be established by the United Nations Security Council, acting on a recommendation by the Secretary-General. Before making such a recommendation, the Secretary-General would need to be satisfied that all concerned in the conflict were, in a serious and sustained way, abiding by the arrangements, including an unconditional cease-fire, agreed at Geneva on 23 November 1991...

Page 2, The United Nations Protected Areas, 8.

The UNPAs would be areas in Croatia in which the Secretary-General judged that special arrangements were required during an interim period to ensure that a lasting cease-fire was maintained...

## Police

Page 1, 3.

The military and police personnel required for the operation would be contributed, on a voluntary basis in response to a request from the Secretary-General, by the Governments of Member States of the United Nations. The contributing States would be approved by the Security Council, on the recommendation of the Secretary-General after consultation with the Yugoslav parties.

Page 2, Basic concept, 7.

United Nations troops and police monitors would be deployed in certain areas in Croatia, designated as "United Nations Protected Areas". These areas would be demilitarized; all armed forces in them would be either withdrawn or disbanded. The role of the United Nations troops would be to ensure that the areas remained demilitarized and that all persons residing in them were protected from fear of armed attack. The role of the United Nations police monitors would be to ensure that the local police forces carried out their duties without discriminating against persons of any nationality or abusing anyone's human rights...

Page 3, The deployment and functions of the United Nations Force, 10.

The function of protecting the inhabitants of the UNPAs would be shared between the United Nations Force's infantry units and its civilian police monitors. The infantry would ensure that the UNPAs remained demilitarized. The police monitors would ensure that the local police carried out their duties without discrimination against any nationality and with full respect for the human rights of all residents of the UNPAs.

Page 4, The deployment and functions of the United Nations Force, 12.

The civilian police monitors would also be deployed throughout the UNPAs. They would be unarmed. They would have no executive responsibility for the maintenance of public order but they would closely monitor the work of the local police forces. To this end, they would be co-located with police headquarters in each region and opstina and would accompany the local police on their patrols and in their performance of their other duties. They would investigate any complaints of discrimination or other abuse of human rights and would report to the Chief of the United Nations Force any confirmed cases of discrimination or abuse. They would require free and immediate access to all premises and facilities of, or under the control of, the local police forces.

Page 4, The deployment and functions of the United Nations Force, 14.

The military and police personnel of the United Nations Force would arrive in Yugoslavia as soon as possible after the Security Council decided to establish the Force. They would be deployed simultaneously in all three UNPAs. The Force's assumption of responsibility for the protection of these areas would be synchronized with the demilitarization process. To this end, close coordination would be required with the commanders of the forces currently deployed in each of the UNPAs and agreed timetables would be established in order to link deployment of the United Nations Force with the demilitarization of each area.

Page 5, Local police forces, 19.

The maintenance of public order in the UNPAs would be the responsibility of local police forces who would carry only side-arms. Each of these forces would be formed from residents of the UNPA in question, in proportions reflecting the national composition of the population which lived in it before the recent hostilities. The local police forces would be responsible to the existing opstine councils in the UNPAs. Any existing regional police structures would remain in place, provided that they were consistent with the principle described above concerning the national composition of the local police forces.

## Armed forces

Page 1, 3.

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Page 3, The deployment and functions of the United Nations Force, 11.

The infantry units would be deployed throughout the UNPAs. They would be lightly armed but would use armoured personnel carriers and helicopters. They would control access to the UNPAs by establishing check-points on all roads and principal tracks leading into them and at important junctions inside them. At these check-points they would stop and, if necessary, search vehicles and individuals to ensure that no military formations or armed groups entered the UNPAs and that no weapons, ammunition, explosives or other military equipment were brought into them. They would patrol extensively inside the UNPAs on foot, and by vehicle and helicopter. They would also investigate any complaints made to them about violations of the demilitarized status of the UNPAs. Any confirmed violations would be taken up with the offending party and would, if necessary, be reported by the Secretary-General to the Security Council. If serious tension were to develop between nationalities in a UNPA, the United Nations Force would interpose itself between the two sides in order to prevent hostilities.

Page 4, The deployment and functions of the United Nations Force, 13.

The United Nations Force would also include a group of military observers. They would be unarmed, in accordance with normal United Nations practice. They would initially be deployed in the UNPAs to verify the demilitarization of those areas. As soon as demilitarization had been effected, the military observers would be transferred to parts of

Bosnia-Herzegovina adjacent to Croatia. Their functions there would be to patrol extensively, to liaise with the local authorities and to warn the Chief of the United Nations Force if inter-communal tension threatened to disturb the peace and tranquillity established by the Force in the UNPAs. Their good offices would be available to help resolve local difficulties and to investigate allegations of inter-communal tension or aggression. The exact locations in which the military observers would operate would be decided by the advance party of the United Nations Force, after consulting local authorities. There would also be a small detachment of military observers at Dubrovnik.

Page 4, The deployment and functions of the United Nations Force, 14.

The military and police personnel of the United Nations Force would arrive in Yugoslavia as soon as possible after the Security Council decided to establish the Force. They would be deployed simultaneously in all three UNPAs. The Force's assumption of responsibility

## DDR

Security sector→DDR→Demilitarisation provisions

Page 2, Basic concept, 7.

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Page 4, Demilitarization of the UNPAs, 15.

On the basis of the agreed timetables, demilitarization of the UNPAs would be implemented as rapidly as possible, in the following ways: (a) All units and personnel of the Yugoslav National Army (JNA) and the Croatian National Guard, as well as any Territorial Defence units or personnel not based in the UNPAs, would be withdrawn from them;

Page 4-5, Demilitarization of the UNPAs, 15.

On the basis of the agreed timetables, demilitarization of the UNPAs would be implemented as rapidly as possible, in the following ways:...(b) All Territorial Defence units and personnel based in the UNPAs would be disbanded and demobilized. Disbandment would involve the temporary dissolution of the units command structures. Demobilization would mean that the personnel involved would cease to wear any uniform or carry any weapons, though they could continue to be paid by the local authorities;

Page 5, Demilitarization of the UNPAs, 15.

On the basis of the agreed timetables, demilitarization of the UNPAs would be implemented as rapidly as possible, in the following ways:...(c) The weapons of the Territorial Defence units and personnel based in the UNPAs would be handed over to units of JNA or the Croatian National Guard, as the case might be, before those units withdrew from the UNPAs. Alternatively, they could be handed over to the United Nations Force for safe custody during the interim period, if that arrangement was preferred by the units concerned;

Page 5, Demilitarization of the UNPAs, 15.

On the basis of the agreed timetables, demilitarization of the UNPAs would be implemented as rapidly as possible, in the following ways:...(d) All paramilitary, irregular or volunteer units or personnel would either be withdrawn from the UNPAs or, if resident in them, be disbanded and demobilized.

Page 5, Demilitarization of the UNPAs, 16.

It would be the responsibility of each unit, before it withdrew or was disbanded, to remove any mines which it had laid while deployed in the UNPAs.

Page 5, Demilitarization of the UNPAs, 17.

The implementation of the above arrangements for demilitarization of the UNPAs would be verified by the United Nations Force.

## Intelligence services

No specific mention.

**Parastatal/rebel  
and opposition  
group forces**

Page 3, The deployment and functions of the United Nations Force, 11.

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Page 4, Demilitarization of the UNPAs, 15.

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Page 5, Demilitarization of the UNPAs, 15.

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Page 5, Relocation of the Yugoslav Rational Army, 18.

In parallel with the assumption by the United Nations Force of its protective functions in the UNPAs, any JNA units deployed elsewhere in Croatia would be relocated to places outside that republic. A timetable for this relocation would be agreed between the Chief of the United Nations Force and the Federal Secretary for National Defence of the Socialist Federal Republic of Yugoslavia. All Serbian territorial, paramilitary, irregular and volunteer units (other than those disbanded and demobilized in the UNPAs) would similarly withdraw from Croatia. These withdrawals would be verified by the military observers of the United Nations Force.

**Withdrawal of foreign forces**

Page 2, Basic concept, 7.

...As the United Nations Force assumed its responsibilities in the United Nations Protected Areas (UNPAs), all JNA forces deployed elsewhere in Croatia would be relocated outside that republic...

Page 4, Demilitarization of the UNPAs, 15.

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**Corruption**

No specific mention.

**Crime/organised crime**

No specific mention.

**Drugs**

No specific mention.

**Terrorism**

No specific mention.

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**Transitional justice**

**Transitional justice general** No specific mention.

**Amnesty/pardon** No specific mention.

**Courts** No specific mention.

**Mechanism** No specific mention.

**Prisoner release** No specific mention.

**Vetting** No specific mention.



<b>Victims</b>	No specific mention.
<b>Missing persons</b>	No specific mention.
<b>Reparations</b>	No specific mention.
<b>Reconciliation</b>	No specific mention.

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## **Implementation**

<b>UN signatory</b>	Concept devised by the Honourable Cyrus R. Vance, Personal Envoy of the Secretary-General and Marrack Goulding, Under-Secretary-General for Special Political Affairs
<b>Other international signatory</b>	No specific mention.
<b>Referendum for agreement</b>	No specific mention.

**International  
mission/force/  
similar**

[Summary] The agreement in its entirety provides for establishing a United Nations peace-keeping operation in Yugoslavia

Page 1, 1.

A United Nations peace-keeping operation in Yugoslavia would be an interim arrangement to create the conditions of peace and security required for the negotiation of an overall settlement of the Yugoslav crisis. It would not prejudge the outcome of such negotiations.

Page 1, 2.

The operation would be established by the United Nations Security Council, acting on a recommendation by the Secretary-General. Before making such a recommendation, the Secretary-General would need to be satisfied that all concerned in the conflict were, in a serious and sustained way, abiding by the arrangements, including an unconditional cease-fire, agreed at Geneva on 23 November 1991. He would also need to receive, through his Personal Envoy, categorical assurances that all the Yugoslav parties concerned in the conflict accepted the concept which he intended to recommend to the Security Council and that they would provide all necessary assistance and cooperation to enable the peace-keeping operation to carry out its functions.

Page 1, 3.

The military and police personnel required for the operation would be contributed, on a voluntary basis in response to a request from the Secretary-General, by the Governments of Member States of the United Nations. The contributing States would be approved by the Security Council, on the recommendation of the Secretary-General after consultation with the Yugoslav parties.

Page 1, 4.

All members of the peace-keeping operation would be under the operational command of the Secretary-General and would not be permitted to receive operational orders from the national authorities. They would be required to be completely impartial between the various parties to the conflict. Those personnel who were armed would have standing instructions to use force to the minimum extent necessary and normally only in self-defence.

Page 1, 5.

In accordance with its normal practice, the Security Council would probably establish the operation for an initial period of six months. Subject to the Council's agreement, the operation would remain in Yugoslavia until a negotiated settlement of the conflict was achieved. The Secretary-General would submit regular reports to the Security Council, normally every six months. These reports would contain his recommendations on extension of the operation's mandate.

Page 2, 6.

The operation would be financed collectively by the Member States of the United Nations. But the various Yugoslav authorities would be expected to make available to the United Nations, free of charge, as much as possible of the accommodation and other facilities and supplies, such as food and fuel, that would be required by the operation. They would also be asked to conclude with the United Nations agreements concerning the privileges, immunities and facilities which the operation and its members would need in order to carry out their functions, especially complete freedom of movement and communications.

Page 2, Basic concept, 7.

United Nations troops and police monitors would be deployed in certain areas in Croatia

<b>Enforcement mechanism</b>	No specific mention.
<b>Related cases</b>	No specific mention.
<b>Source</b>	Report of the Secretary-General pursuant to Security Council resolution 721 (1991). (S/23280), Annex III, p. 15-20 <a href="http://repository.un.org/">http://repository.un.org/</a>

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