

Country/entity	Georgia Abkhazia
Region	Europe and Eurasia
Agreement name	Security Council Resolution 937 (1994) on Expansion and Extension of the Mandate of the UN Observer Mission in Georgia and its Cooperation with the CIS Peacekeeping Force
Date	21 Jul 1994
Agreement status	Unilateral document
Interim arrangement	Yes

Agreement/conflict level Intrastate/intrastate conflict

Georgian Separatist Conflicts (1989 -)

The Abkhazia-Georgia Conflict (1992 -)

Much like other conflicts that sprung up in the wake of the collapse of the Soviet Union, the Abkhazia conflict emerged as an ethnic conflict following heightened nationalist awareness among Abkhaz and other minorities residing in the region. In 1978, protests against the Georgianization of Abkhazia emerged from Abkhaz intellectuals. Towards the end of the 1980s, both Georgian and Abkhaz nationalists demanded independence from the Soviet Union. Tensions began following clashes at Sukhumi University between pro-Unity protestors and Abkhaz nationalists in April-July 1989. However, the conflict remained a legal conflict up until August 1992 following the 1991 elections, wherein Abkhazians felt they were under-represented. War broke out between Abkhaz separatists, supported by Russian forces and hired fighters from the North Caucasus. Within Abkhazia, Abkhaz separatists were generally supported by ethnically Armenian and Russian residents. Within Georgia the conflict was exacerbated following conflict in South Ossetia from 1989 onwards in addition to political strife between the supporters of the ousted president, Zviad Gamsakurdia, and the post-coup government led by Eduard Shevardnadze.

Significant human rights abuses occurred, particularly after the capture of Sukhumi in September 1993, after which Georgian residents, which consisted of 45 per cent of the population in 1989, were faced with mass expulsion and ethnic cleansing. Russian Peacekeepers acting under the umbrella of the Commonwealth of Independent States (CIS), were deployed on the Abkhazia-Georgia line following a ceasefire in 1994. Atrocities towards ethnic Georgian's continued with over 1,500 deaths post-conflict. In 1998 fighting re-erupted following a flare up of fighting in South Ossetia. Again it was resolved with a ceasefire agreement. However, as of 2016 the conflict remains unresolved.

The Russo-Georgian War (South Ossetia) (1989 -)

Following heightened nationalist awareness among Ossetians and policies undertaken at the expense of ethnic minorities by the Georgian government led by President Gamsakurdia, calls for Ossetian Independence increased. After clashes broke out in Tskhinvali during a pro-Georgia protest, the conflict began to militarize. When President Gamsakurdia maintained his position after elections in 1990, which were boycotted by South Ossetia, Ossetians organised elections for their own parliament. The central Georgian government reacted by abolishing the autonomous status previously held by South Ossetia. The formation of ethnic militias and increased attacks on civilians escalated on both sides and in December 1990 a state of emergency and an economic blockade were declared. Fighting was haphazard as fighters on both sides were poorly equipped and disciplined. The Georgian National Guard was primarily formed of volunteers due to a lack of resources and as a result fighters often acted out of self-interest. Assaults on Tskhinvali by Georgian forces were repulsed on several occasions, and Georgian forces were also noted to expel Ossetian residents and destroy villages out of revenge and as a means to re-claim territory.

The Sochi agreement (1992) established a ceasefire and security corridor, as well as divided the territory between Georgian and Ossetian administration. Relations deteriorated drastically in April 2008, and following shelling of Georgian villages on August 1, the Georgian military responded in force retaking most of Tskhinvali by August 7. Russian forces intervened on behalf of Ossetian separatists and after retaking Tskhinvali, opened another front in the Kodori Gorge. A ceasefire was brokered on August

Stage	Implementation/renegotiation
Conflict nature	Government/territory
Peace process	Abkhazia peace process
Parties	United Nations Security Council
Third parties	-
Description	Resolution mandating an expanded UNOMIG to monitor and verify implementation of the Ceasefire Agmt

Agreement document [GE_940721_Resolution 937 \(1994\).pdf \(opens in new tab\)](#) | [Download PDF](#)

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** No specific mention.

Religious groups No specific mention.

Indigenous people No specific mention.

Other groups No specific mention.

Refugees/displaced persons Groups→Refugees/displaced persons→Rhetorical

Page 1, Reaffirming its commitment to the sovereignty and territorial integrity of the Republic of Georgia, and the right of all refugees and displaced persons affected by the conflict to return to their homes in secure conditions, in accordance with international law and as set out in the Quadripartite Agreement on voluntary return of refugees and displaced persons (S/1994/397, annex II), signed in Moscow on 4 April 1994,

Page 1, Deeply concerned about the humanitarian situation, and the dangers which could arise within the region if the large numbers of refugees and displaced persons are not able to return to their homes in secure conditions,

Page 2, 3. Commends the efforts of the members of the CIS directed towards the maintenance of a cease-fire in Abkhazia, Republic of Georgia, and the promotion of the return of refugees and displaced persons to their homes in accordance with the Agreement signed in Moscow on 14 May 1994 in full cooperation with the United Nations High Commissioner for Refugees (UNHCR) and in accordance with the Quadripartite Agreement;

Page 3, 6. Decides also that the mandate of an expanded UNOMIG, based upon the recommendations in the Secretary-General's report, shall be as follows:
... (i) To maintain close contacts with both parties to the conflict and to cooperate with the CIS peace-keeping force and, by its presence in the area, to contribute to conditions conducive to the safe and orderly return of refugees and displaced persons;

Page 4, 9. Reaffirms its support for the return of all refugees and displaced persons to their homes in secure conditions, in accordance with international law and as set out in the Quadripartite Agreement, calls upon the parties to honour the commitments they have already made in this regard and to accelerate the process as far as possible, and requests UNHCR to give its full assistance to the implementation of the Quadripartite Agreement on the return of refugees and displaced persons;

Social class No specific mention.

Gender

Women, girls and gender No specific mention.

Men and boys No specific mention.

LGBTI No specific mention.

Family No specific mention.

State definition

Nature of state (general) Page 1, Stressing the crucial importance of progress in the negotiations under the auspices of the United Nations and with the assistance of the Russian Federation as facilitator and with the participation of representatives of the Conference on Security and Cooperation in Europe (CSCE) to reach a comprehensive political settlement of the conflict, including on the political status of Abkhazia, respecting fully the sovereignty and territorial integrity of the Republic of Georgia, based on the principles set out in its previous resolutions,

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.

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.

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.

Human rights and equality

**Human rights/RoL
general** Page 1, Reaffirming its commitment to the sovereignty and territorial integrity of the Republic of Georgia, and the right of all refugees and displaced persons affected by the conflict to return to their homes in secure conditions, in accordance with international law and as set out in the Quadripartite Agreement on voluntary return of refugees and displaced persons (S/1994/397, annex II), signed in Moscow on 4 April 1994,

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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 No specific mention.

Mobility/access Page 2, Noting the assurances given by the parties and the representatives of the CIS peace-keeping force concerning the full freedom of movement for the United Nations Observer Mission in Georgia (UNOMIG) in the performance of its mandate, both within the zone of operations of the CIS peace-keeping force and in other relevant parts of the territory of the Republic of Georgia,

Page 4, 8. Calls upon the parties to the conflict to extend full support, necessary protection and freedom of movement to UNOMIG in the performance of its mandate both within the zone of operations of the CIS peace-keeping force and in other relevant parts of the territory of the Republic of Georgia for it to fulfil its mandate, and requests that a status of mission agreement with the Government of the Republic of Georgia and necessary arrangements with the Abkhaz authorities be concluded without delay;

Protection measures No specific mention.

Other No specific mention.

Rights institutions

NHRI No specific mention.

Regional or international human rights institutions Rights institutions→Regional or international human rights institutions→Monitoring calls Page 2, 3. Commends the efforts of the members of the CIS directed towards the maintenance of a cease-fire in Abkhazia, Republic of Georgia, and the promotion of the return of refugees and displaced persons to their homes in accordance with the Agreement signed in Moscow on 14 May 1994 in full cooperation with the United Nations High Commissioner for Refugees (UNHCR) and in accordance with the Quadripartite Agreement;

Page 4, 9. Reaffirms its support for the return of all refugees and displaced persons to their homes in secure conditions, in accordance with international law and as set out in the Quadripartite Agreement, calls upon the parties to honour the commitments they have already made in this regard and to accelerate the process as far as possible, and requests UNHCR to give its full assistance to the implementation of the Quadripartite Agreement on the return of refugees and displaced persons;

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.

Socio-economic reconstruction

Development or socio-economic reconstruction No specific mention.

National economic plan No specific mention.

Natural resources No specific mention.

International funds Page 4, 10. Requests the Secretary-General to establish a voluntary fund for contributions in support of the implementation of the Agreement on a Cease-fire and Separation of Forces signed in Moscow on 14 May 1994 and/or for humanitarian aspects including demining, as specified by the donors, which will in particular facilitate the implementation of UNOMIG's mandate, and encourages Member States to contribute thereto;

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** No specific mention.

Security sector

Security Guarantees

Page 3, 6. Decides also that the mandate of an expanded UNOMIG, based upon the recommendations in the Secretary-General's report, shall be as follows:
... (f) To patrol regularly the Kodori valley;

Page 4, 10. Requests the Secretary-General to establish a voluntary fund for contributions in support of the implementation of the Agreement on a Cease-fire and Separation of Forces signed in Moscow on 14 May 1994 and/or for humanitarian aspects including demining, as specified by the donors, which will in particular facilitate the implementation of UNOMIG's mandate, and encourages Member States to contribute thereto;

Ceasefire

Security sector→Ceasefire→Ceasefire provision

Page 1, Welcoming the Agreement on a Cease-fire and Separation of Forces signed in Moscow on 14 May 1994 (S/1994/583),

Page 1, Stressing further the need to prevent any resumption of hostilities in the area,

Page 2, 3. Commends the efforts of the members of the CIS directed towards the maintenance of a cease-fire in Abkhazia, Republic of Georgia, and the promotion of the return of refugees and displaced persons to their homes in accordance with the Agreement signed in Moscow on 14 May 1994 in full cooperation with the United Nations High Commissioner for Refugees (UNHCR) and in accordance with the Quadripartite Agreement;

Page 3, 6. Decides also that the mandate of an expanded UNOMIG, based upon the recommendations in the Secretary-General's report, shall be as follows:

- (a) To monitor and verify the implementation by the parties of the Agreement on a Cease-fire and Separation of Forces signed in Moscow on 14 May 1994;
- (b) To observe the operation of the CIS peace-keeping force within the framework of the implementation of the Agreement;
- (c) To verify, through observation and patrolling, that troops of the parties do not remain in or re-enter the security zone and that heavy military equipment does not remain or is not reintroduced in the security zone or the restricted weapons zone;
- (d) To monitor the storage areas for heavy military equipment withdrawn from the security zone and the restricted weapons zone in cooperation with the CIS peace-keeping force as appropriate;
- (e) To monitor the withdrawal of troops of the Republic of Georgia from the Kodori valley to places beyond the boundaries of Abkhazia, Republic of Georgia;
- (f) To patrol regularly the Kodori valley;
- (g) To investigate, at the request of either party or the CIS peacekeeping force or on its own initiative, reported or alleged violations of the Agreement and to attempt to resolve or contribute to the resolution of such incidents;
- (h) To report regularly to the Secretary-General within its mandate, in particular on the implementation of the Agreement, any violations and their investigation by UNOMIG, as well as other relevant developments;
- (i) To maintain close contacts with both parties to the conflict and to cooperate with the CIS peace-keeping force and, by its presence in the area, to contribute to conditions conducive to the safe and orderly return of refugees and displaced persons;

Police	No specific mention.
Armed forces	No specific mention.
DDR	No specific mention.
Intelligence services	No specific mention.
Parastatal/rebel and opposition group forces	No specific mention.
Withdrawal of foreign forces	Page 3, 6. Decides also that the mandate of an expanded UNOMIG, based upon the recommendations in the Secretary-General's report, shall be as follows: ... (e) To monitor the withdrawal of troops of the Republic of Georgia from the Kodori valley to places beyond the boundaries of Abkhazia, Republic of Georgia;
Corruption	No specific mention.
Crime/organised crime	No specific mention.
Drugs	No specific mention.
Terrorism	No specific mention.

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.
Victims	No specific mention.

Missing persons No specific mention.

Reparations No specific mention.

Reconciliation No specific mention.

Implementation

UN signatory UNSC resolution.

Other international signatory No specific mention.

Referendum for agreement No specific mention.

International mission/force/similar

Page 1, Stressing also that this progress would allow the Council to reconsider the possible establishment of a peace-keeping force in Abkhazia, Republic of Georgia, as proposed in the letter of 7 September 1993 from the Ministers for Foreign Affairs of the Republic of Georgia and of the Russian Federation to the Secretary-General (S/26478),

Page 2, Taking note of the address of the Head of State of the Republic of Georgia of 16 May 1994, and that of the Chairman of the Supreme Soviet of Abkhazia of 15 May 1994, to the Council of the Heads of State of the Commonwealth of Independent States (CIS), and recognizing that the deployment of a CIS peace-keeping force to the area is predicated upon the request and consent of the parties to the conflict,

Noting the statements in the letter of the Minister for Foreign Affairs of the Russian Federation to the Secretary-General of 21 June 1994 (S/1994/732, annex) concerning the mandate of the CIS peace-keeping force and its duration,

Noting with satisfaction the readiness of the Russian Federation to continue to inform the members of the Security Council on the activities of the CIS peace-keeping force,

... Underlining the importance of the relevant provisions of the documents of the Helsinki Summit of the CSCE of 1992 (S/24370) and of the ministerial meeting of the CSCE held in Rome on 30 November and 1 December 1993 (S/26843), including those concerning peace-keeping activities in the CSCE area,

Page 2, Page 2, Noting the assurances given by the parties and the representatives of the CIS peace-keeping force concerning the full freedom of movement for the United Nations Observer Mission in Georgia (UNOMIG) in the performance of its mandate, both within the zone of operations of the CIS peace-keeping force and in other relevant parts of the territory of the Republic of Georgia,

Page 2, 3. Commends the efforts of the members of the CIS directed towards the maintenance of a cease-fire in Abkhazia, Republic of Georgia, and the promotion of the return of refugees and displaced persons to their homes in accordance with the Agreement signed in Moscow on 14 May 1994 in full cooperation with the United Nations High Commissioner for Refugees (UNHCR) and in accordance with the Quadripartite Agreement;

4. Welcomes the contribution made by the Russian Federation, and indications of further contributions from other members of the CIS, of a peace-keeping force, in response to the request of the parties, pursuant to the 14 May Agreement, in coordination with UNOMIG on the basis of the arrangements described in the Secretary-General's report of 12 July 1994, and in accordance with the established principles and practices of the United Nations;

Page 3, 5. Decides to authorize the Secretary-General to increase the strength of UNOMIG, as required, up to 136 military observers with appropriate civilian support staff;

Page 3, 6. Decides also that the mandate of an expanded UNOMIG, based upon the recommendations in the Secretary-General's report, shall be as follows:

... (b) To observe the operation of the CIS peace-keeping force within the framework of the implementation of the Agreement;

Page 3, 7. Notes the Secretary-General's intention to write to the Chairman of the Council of Heads of State of the CIS on the respective roles and responsibilities of UNOMIG and the CIS peace-keeping force and requests the Secretary-General to establish an appropriate arrangement to that effect, and requests the commanders of UNOMIG and

**Enforcement
mechanism**

Page 3, 6. Decides also that the mandate of an expanded UNOMIG, based upon the recommendations in the Secretary-General's report, shall be as follows:

(a) To monitor and verify the implementation by the parties of the Agreement on a Cease-fire and Separation of Forces signed in Moscow on 14 May 1994; [See Ceasefire]

... (g) To investigate, at the request of either party or the CIS peacekeeping force or on its own initiative, reported or alleged violations of the Agreement and to attempt to resolve or contribute to the resolution of such incidents;
