

Country/entity	Croatia Yugoslavia (former)
Region	Europe and Eurasia
Agreement name	Concept for a United Nations peace-keeping operation in Yugoslavia
Date	11 Dec 1991
Agreement status	Unilateral document
Interim arrangement	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

Conflict nature	Government/territory
Peace process	Croatia negotiation process
Parties	The concept was discussed with Yugoslav leaders, and produced by the Honourable Cyrus R. Vance, Personal Envoy of the Secretary-General and Murrack Goulding, Under-Secretary-General for Special Political Affairs
Third parties	-
Description	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.

Agreement document [HR_911211_UN Peace-keeping Plan.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**

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.

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) 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.

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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**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 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.
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Protection measures	<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 prejudge the outcome of political negotiations for a comprehensive settlement of the Yugoslav crisis.</p>
Other	No specific mention.

Rights institutions

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

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 No specific mention.

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

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.

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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.

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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**

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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...

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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 Concept devised by the Honourable Cyrus R. Vance, Personal Envoy of the Secretary-General and Murrack Goulding, Under-Secretary-General for Special Political Affairs

Other international signatory No specific mention.

Referendum for agreement 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

Enforcement mechanism No specific mention.

Related cases No specific mention.

Source Report of the Secretary-General pursuant to Security Council resolution 721 (1991).(S/23280), Annex III, p. 15-20
<http://repository.un.org/>
