

## Bosnia and Herzegovina

Fifteen years since the signing of the Dayton Peace Agreement, Bosnia and Herzegovina (BiH) remains deeply divided along nationalist lines. The protracted differences between the Bosniak, Serb, and Croat communities have stymied progress on reforms critical to overcoming the country's conflict-ridden past. During 2010 this reality meant that the presences of the complex and intrusive military and civilian peace operations deployed by the European Union and the OSCE remained throughout the year despite relative stability. While the presidential elections on 3 October 2010 were held peacefully and yielded the formation of a new tripartite presidency that promised a change of course, no discernible difference was perceived by year-end.

Although the various operations were originally intended to be a short-lived international presence to oversee the implementation of the Dayton Agreement that ended the Bosnia war, the late 1990s saw the entrenchment of the roles of NATO's Stabilization Force (SFOR), the UN's International Police Task Force (IPTF), an Organization of Security and Cooperation in Europe (OSCE) mission, and the ad hoc Office of the High Representative in maintaining post-conflict stability. Security responsibilities were eventually transferred to the European Union, with the EU Police Mission (EUPM) replacing IPTF in January 2003 and a military mission (EUFOR Althea) taking over from SFOR in December 2004.

### Key Developments

The EUPM is made up of police officers and civilian staff that aim to build a sustainable and accountable BiH police force. It seeks to achieve this goal through monitoring, mentoring, and

providing operational advice and inspection of BiH police activities. The EUPM also plays an active role in assisting in the BiH police reform process. During 2010, the EU realigned the mission's mandate to focus on corruption and organized crime, with particular emphasis on the state-level law-enforcement agencies, improving interaction between police and the judicial system. The mission is mandated to be in the field until 31 December 2011.

EUFOR Althea consists of approximately 1,700 troops deployed in the BiH capital Sarajevo, with satellite liaison and observation teams deployed throughout the BiH territory. The mission's primary functions are concerned with the maintenance of security, acting as a deterrence force, and ensuring compliance with the General Framework Agreement for Peace. As stability has increased since its initial deployment, EUFOR has transferred several of its executive activities to BiH authorities in the areas of de-mining and the management of weapons-storage sites. EU troops also continued to cooperate with US forces under the command of a residual NATO headquarters in Sarajevo.

On 25 January 2010, the Council of the European Union approved plans for EUFOR Althea to additionally act in a nonexecutive mode in the areas of capacity building and training. In this vein, during the year EUFOR monitored joint military affairs in BiH, particularly in the movement of weapons and military equipment and the disposal of surplus weapons and ammunition. The mission also worked to build the capabilities of BiH armed forces through joint training exercises and conducted combined capacity building and training conferences in coordination with NATO. During 2010, EUFOR also supported the EUPM activities aimed at providing assistance to BiH authorities in combating

organized crime. EUFOR also continued its assistance to the International Tribunal for the former Yugoslavia in the continued search for those suspected of war crimes committed during the conflict.

#### **EU Military Operation in Bosnia and Herzegovina (EUFOR Althea)**

|                                     |  |
|-------------------------------------|--|
| Authorization Date                  | 12 July 2004 (EU Council Joint Action 2004/570/CFSP); 9 July 2004 (UNSC Res. 1551) |
| Start Date                          | December 2004  |
| Operation Commander                 | General Sir John McColl (UK)   |
| Force Commander                     | Major-General Bernhard Bair (Austria)  |
| Budget                              | \$25.8 million<br>(1 October 2009–30 September 2010)                               |
| Strength as of<br>30 September 2010 | Troops: 1,932  |

#### **EU Police Mission in Bosnia and Herzegovina (EUPM)**

|                                     |   |
|-------------------------------------|---|
| Authorization Date                  | 11 March 2002 (EU Council Joint Action 2002/210/CFSP) |
| Start Date                          | January 2003  |
| Head of Mission                     | Brigadier-General Stefan Feller (Germany)             |
| Budget                              | \$19.1 million<br>(1 October 2009–30 September 2010)  |
| Strength as of<br>30 September 2010 | Civilian Police: 72<br>Civilian Staff: 33             |

#### **OSCE Mission to Bosnia and Herzegovina**

|                                     |  |
|-------------------------------------|--|
| Authorization Date                  | 8 December 1995 (Fifth Meeting of the Ministerial Council) |
| Start Date                          | December 1995  |
| Head of Mission                     | Ambassador Gary D. Robbins (United States)                 |
| Budget                              | \$21.5 million<br>(1 October 2009–30 September 2010)       |
| Strength as of<br>30 September 2010 | Civilian Staff: 70   |

EUFOR Althea and EUPM operate parallel to the political operations of the Office of the High Representative (OHR), who is responsible for overseeing implementation of civilian aspects of the Dayton Agreement. The OHR is mandated with executive-decision powers—the so-called Bonn powers—that have been used several times since 1995 to overcome political stalemates or sack corrupt officials. The OHR also acts as EU Special Representative to BiH (EUSR) and is mandated to assist in the implementation of the Dayton Peace Agreement and the country's progress toward European Union integration.

The OHR was scheduled to close in June 2008, but due to deadlock on key reforms the office has remained deployed throughout 2010, and its mandate was renewed through 2011. During 2009, the Peace Implementation Council (PIC)—a supra-OHR body—outlined five broad reform objectives that BiH must deliver on for the OHR to be drawn down and to hand over to the less-intrusive EU Special Representative (EUSR). The objectives include the sustainable resolution of the issue of apportionment of property between the state and other levels of government; the sustainable resolution of defense property; the completion of the Brcko final award; fiscal sustainability; and the entrenchment of the rule of law. In June, the OHR closed its office in Mostar after a mayor was selected for the city. This only came about, however, after fourteen months of deadlock and through an executive decision on the candidate made by the OHR, reflecting both the continued relevance of the OHR and the climate of political stagnation in the country.

BiH did make some progress toward NATO integration during 2010: in April, BiH's application to NATO's Membership Action Plan was accepted. The program is a step toward NATO membership and aims to guide those countries that wish to join the Alliance in their preparations by providing advice, assistance, and practical support on all aspects of NATO membership. Nevertheless, moving forward will depend on the resolution of the issue of defense property, one of the objectives defined by the Peace Implementation Council for closure of the OHR.

General elections, held on 3 October 2010, were facilitated by the peace operations. Further to its civilian operations already on the ground, in August the OSCE Office for Democratic Institutions and Human Rights (ODIHR) deployed 300 electoral observers to monitor polling stations, the voting process, the counting of votes, and the tabulation of results. These additional monitors were deployed at the invitation of the Central Elections Commission of BiH. After a recount, it was determined that the vote was free of fraud and resulted in a tripartite presidency representing elected officials from each BiH community.

Both the relative calm in BiH throughout the year and the successful elections belie the deep political stalemate that has blocked BiH's progress from its conflict-affected past and the transition from an intrusive and executive

| <b>NATO Headquarters Sarajevo</b> |   |
|-----------------------------------|---|
| Authorization Date                | 28 June 2004 (Communiqué of NATO Istanbul Summit) 22 November 2004 (UNSC Res. 1575) |
| Start Date                        | December 2004   |
| Head of Mission                   | Brigadier-General David Enyeart   |

international presence. While the promise of a changed political approach has been put forward by the new presidency, overcoming deep-seated nationalist differences will require concessions on all sides as well as the continued political and security engagement of the international community.