

Bosnia and Herzegovina

Bosnia and Herzegovina (BiH) experienced political deadlock in 2011, but the European Union judged that the security situation was stable enough to allow a reduction in its peacekeeping presence. This consists of the EU Police Mission in Bosnia and Herzegovina (EUPM), launched in 2003 to replace a UN police force, and the EU Force in Bosnia and Herzegovina (EUFOR Althea), a military mission authorized in 2004 to replace the NATO forces that had patrolled Bosnia since the mid-1990s.

Background

The past two years have seen significant political uncertainty and tension in BiH. After the October 2010 national elections, Bosniak, Croat, and Serb politicians failed to form a national government for over a year. The main Croat and Bosniak parties also failed to form

a government within the Muslim-Croat Federation, one of the two constituent parts of the country, while leaders of their counterpart, the Republika Srpska, have continued to agitate for secession. Against this uncertain background, the EU continues to conduct two peace operations in BiH.

Since 2010 the EUPM's key tasks have been focused on combating organized crime and corruption in BiH, with an emphasis on state-level law enforcement agencies. To this end, the mission works to strengthen law enforcement capacity to promote criminal investigative capabilities, enhance police-prosecution cooperation, strengthen police-penitentiary cooperation, and promote accountability. The EUPM also provides operational advice to the EU Special Representative.

EUFOR Althea is an EU-led military operation that contributes to safety and security in BiH, works to ensure compliance with the Dayton Accords, and supports capacity building and training for the armed forces of BiH. The mission has a police presence throughout the country and a limited deterrent military force, with the potential for rapid reinforcements from EU member states. The mission includes liaison and observation teams that gather information on the general security situation throughout BiH and monitor joint military affairs in BiH, particularly in the movement of weapons and military equipment and the disposal of surplus weapons and ammunition. EUFOR Althea also supports the EUPM's efforts to combat organized crime, while also assisting the International Criminal Tribunal for the Former Yugoslavia in searching for war crimes suspects.

EU Military Operation in Bosnia and Herzegovina (EUFOR Althea)

• Authorization Date	21 July 2004 (EU Council Joint Action 2004/570/CFSP); 22 November 2004 (UNSC Res. 1575)
• Start Date	December 2004
• Operation Commander	General Sir Richard Shirreff (United Kingdom)
• Force Commander	Major-General Bernhard Bair (Austria)
• Budget	\$29.9 million (1 October 2010–30 September 2011)
• Strength as of 30 September 2011	Troops: 1,291

Both of these missions have shrunk considerably in recent years. EUFOR Althea comprised 7,500 personnel when it began, but reduced to only 1,300 troops by the middle of 2011. The EUPM, meanwhile, dwindled from a peak of 540 international staff after its launch to under 200 in the second half of 2011.

Key Developments

In May 2011, the High Representative for Bosnia and Herzegovina, Valentin Inzko, warned the Security Council that Bosnia faced “the most serious and direct challenges” to the Dayton peace agreement since it was signed in 1995. In June 2011, political parties at least managed to form a parliamentary assembly, and it was only in late December that political parties reached an agreement to form a government, ending a fourteen-month deadlock. The Republika Srpska continued to distance itself from the Bosnian state in the second half of the year. These political tensions, though significant, did not spill over into violence.

The EU has placed increasing emphasis on its civilian presence in Bosnia. Until 2011, the High Representative in Sarajevo doubled as the EU Special Representative. In September, however, a separate EU Special Representative was appointed to work in parallel with Valentin Inzko. The logic for this split is to give Inzko more time to focus on the state of the Dayton Accords while the EU prioritizes integrating Bosnia into the European system—although it is unlikely to join the Union for many years.

The EUPM’s future was cast in considerable doubt after a meeting in Brussels in July at which EU ambassadors reportedly agreed to close the mission in June 2012. This decision was not formally confirmed, however, and the mission’s head in Sarajevo indicated in interviews that it might not be final. Within the EU, Britain appeared skeptical about closing the operation. Nonetheless, by the last quarter of 2011, preparations for assisting the Bosnian police forces in taking over duties from the EUPM were under way.

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 \$24.5 million (1 October 2010–30 September 2011)
- Strength as of 30 September 2011 Civilian Police: 83
Civilian Staff: 34

OSCE Mission to Bosnia and Herzegovina

- Authorization Date 8 December 1995 (Fifth Meeting of the OSCE Ministerial Council)
- Start Date December 1995
- Head of Mission Ambassador Fletcher M. Burton (United States)
- Budget \$20.8 million (1 October 2010–30 September 2011)
- Strength as of 30 September 2011 Civilian Staff: 73

NATO Headquarters Sarajevo

- 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 Gary E. Huffman

While EUFOR Althea has not been scheduled for closure, EU officials reportedly agreed in October to halve its strength to between 600 and 700 personnel, with a continued emphasis on capacity building coupled with the ongoing provision of “situational awareness and a credible reserve.”¹ As with the EUPM, the UK expressed skepticism regarding this proposal.



The Multinational Battalion participates in a training exercise during a visit of EUFOR Althea's force commander, 11 August 2011.

Conclusion

The year in review saw progress toward normalization of Bosnia's security framework in operational terms, albeit in an environment of political deadlock for much of the year. The EUPM and EUFOR Althea play a vital role in BiH as they continue to face the challenge of successfully transferring responsibilities to the government and promoting reform while significant political tensions persist. In November, the UN Security Council extended authorization of EUFOR Althea for one year, stressing that responsibility for further peace consolidation lies with BiH political authorities.

Box 3.1 Moldova-Transdnistria

Beyond Bosnia and Kosovo, the only remaining military peace operation in southeastern Europe is the Joint Control Commission Peacekeeping Force (JCC), a mission deployed to Moldova by the Commonwealth of Independent States (CIS) after the eastern region of Transdnistria attempted to secede in the early 1990s. The JCC is an unusual mix of Russian, Transdnistrian, and Moldovan forces (plus some Ukrainian observers) and operates alongside a separate civilian presence from the Organization for Security and Cooperation in Europe (OSCE).

Although Moldova has pressed for the peacekeeping operation to be wound down, with some progress occurring in talks between the Moldovan and Transdnistrian authorities in 2011, the JCC continues to operate. Conversely, calls by Transdnistria for a significant expansion

of the Russian presence in the force (which currently stands at fewer than 500 personnel) have also gone unanswered.

In September it was announced that official negotiations, which were suspended in 2006, would resume in the so-called 5+2 format, which brings together Moldova and Transdnistria as parties to the conflict; Russia, Ukraine, and the

OSCE as mediators; and the European Union and the United States as observers. While the announcement was welcomed as a promising first step, the unchanged positions of both Moldova and Transdnistria indicate that much work remains before a permanent settlement to this conflict can be reached.

Joint Control Commission Peacekeeping Force (JCC)

• Authorization Date	21 July 1992
• Start Date	July 1992
• Chief of Staff, Joint Headquarters	Colonel Aleksei Tumashev (Russia)
• Strength as of 30 September 2011	Troops: 1,249 Military Observers: 10

Note

1. Council of the European Union, "Council Conclusions on Bosnia and Herzegovina," presentation at the 3117th meeting of the Foreign Affairs Council, Luxembourg, 10 October 2011.