

= Vance plan =

The Vance plan (Croatian : Vanceov plan , Serbian Latin : Vensov plan) was a peace plan negotiated by the former United States Secretary of State Cyrus Vance in November 1991 during the Croatian War of Independence . At that time , Vance was the Special Envoy of the Secretary @-@ General of the United Nations ; he was assisted by United States diplomat Herbert Okun during the negotiations . The plan was designed to implement a ceasefire , demilitarize parts of Croatia that were under the control of Croatian Serbs and the Yugoslav People 's Army (JNA) , allow the return of refugees , and create favourable conditions for negotiations on a permanent political settlement of the conflict resulting from the breakup of Yugoslavia .

The Vance plan consisted of two agreements . The first agreement , known as the Geneva Accord , was signed by Yugoslav defence minister General Veljko Kadijevi? , President of Serbia Slobodan Milo?evi? and Croatian President Franjo Tu?man in Geneva , Switzerland , on 23 November 1991 . Because the ceasefire agreed at that time did not hold , further negotiations resulted in the Implementation Agreement of 2 January 1992 . The Implementation Agreement , signed in Sarajevo , Bosnia and Herzegovina , by JNA Lieutenant Colonel General Andrija Ra?eta and Croatian defence minister Gojko ?u?ak , produced a longer lasting ceasefire , which was supervised by the United Nations Protection Force (UNPROFOR) . The parties failed to completely implement the remaining major aspects of the Vance plan .

= = Background = =

In August 1990 , an insurgency known as the Log Revolution took place in Croatia . It centred on the predominantly Serb @-@ populated areas of the Dalmatian hinterland around the city of Knin , parts of the Lika , Kordun , and Banovina regions , and settlements in eastern Croatia with significant Serb populations . These areas were subsequently declared to be the Republic of Serbian Krajina (RSK) . After the RSK declared its intention to join Serbia , the Government of Croatia declared the RSK a rebel organization . By March 1991 , the conflict had escalated , resulting in the Croatian War of Independence . In June 1991 , Croatia declared its independence as Yugoslavia disintegrated . A three @-@ month moratorium on the declarations of independence by Croatia and the RSK followed , but both declarations came into effect on 8 October .

The Croatian National Guard (Croatian : Zbor narodne garde , ZNG) was formed in May 1991 because the Yugoslav People 's Army (Serbo @-@ Croatian : Jugoslavenska Narodna Armija , JNA) increasingly supported the RSK and the Croatian Police were unable to cope with the situation . In November the same year , the ZNG was renamed the Croatian Army (Croatian : Hrvatska vojska , HV) . The establishment of the military of Croatia was hampered by a UN arms embargo that had been introduced in September . The final months of 1991 saw the fiercest fighting of the war , culminating in the Battle of the Barracks , the Siege of Dubrovnik , and the Battle of Vukovar .

= = Geneva Accord = =

The Vance plan was a result of a diplomatic mission by Cyrus Vance , the former United States Secretary of State , then Special Envoy of the Secretary @-@ General of the United Nations . He was assisted by US diplomat Herbert Okun and Under @-@ Secretary @-@ General of the United Nations for Special Political Affairs Marrack Goulding . The mission was sent to SFR Yugoslavia and was aimed at negotiating the end of hostilities in Croatia in late 1991 . The plan proposed a ceasefire , protection of civilians in specific areas designated as United Nations Protected Areas and a United Nations (UN) peacekeeping operation in Croatia .

The plan was first presented to the President of Serbia , Slobodan Milo?evi? . Milo?evi? found the plan wholly acceptable and promised he would ensure the leadership of the RSK eventually supported it . He endorsed the plan because it ensured the preservation of Serbian territorial gains of 1991 , retained Croatian Serb administration of the areas where the peacekeepers would be

deployed and allowed the JNA to shift its focus to Bosnia and Herzegovina . Vance then met Yugoslav defence minister JNA General Veljko Kadijević , who also endorsed the plan and was apparently urged by Milošević to do so . After the plan was accepted by Croatian President Franjo Tuđman , the Geneva Accord was signed by Tuđman , Milošević and Kadijević in Geneva , Switzerland , on 23 November 1991 . The Accord was a precondition for the deployment of the UN peacekeeping force . It comprised four provisions ; the end of the Croatian blockade of JNA barracks , the withdrawal of JNA personnel and equipment from Croatia , the implementation of a ceasefire and the facilitation of the delivery of humanitarian aid .

The parties to the accord also agreed to the deployment of a UN peacekeeping mission in Croatia , which was later authorized through United Nations Security Council Resolution 721 of 27 November , following a formal request for deployment of the peacekeepers submitted by the Yugoslav government the previous day .

The Vance plan was approved pursuant to UN Security Council Resolution 721 as a part of the Report of the UN Secretary-General submitted on 11 December , as UN Security Council Resolution 724 of 15 December . That resolution determined that the conditions necessary to deploy the peacekeepers had not yet been met . Instead , the UN deployed 50 liaison officers to prepare the mission while fighting continued throughout 1991 . The blockade of JNA barracks in HV-controlled territory remained in place until December 1991 .

In the final ten-day round of meetings , Vance negotiated another ceasefire agreement as a provisional arrangement backed by a deployment of UN peacekeepers to oversee it . The final obstacle to the agreement was removed when Tuđman agreed to lift the blockade of the remaining JNA barracks in HV-held territory on 25 December . This met Kadijević's conditions for the implementation of the ceasefire , and Milošević declared he had no objections to the plan on 31 December .

= = Implementation Agreement = =

The final agreement is known as the Vance plan , the Implementation Agreement , or the Sarajevo Agreement (Croatian : Sarajevski sporazum) . The UN deployment was made possible by the acceptance that the agreement did not represent a final political settlement and by the description of the role of the UN mission , which allowed both sides to claim it as a victory . The RSK claimed the situation allowed for the maintenance of RSK authorities until a final political settlement was reached , virtually ensuring the RSK had no incentive to negotiate . Croats believed the UN would restore the RSK-controlled area to Croatian authority , which the UN would not attempt .

After four hours of negotiations , the agreement was signed by Croatian Defence Minister Gojko Šušković and deputy commander of the JNA's 5th Military District Lieutenant Colonel General Andrija Rašeta in Sarajevo , Bosnia and Herzegovina , on 2 January 1992 . It was the 15th ceasefire agreement signed since the start of the Croatian War of Independence on 31 March 1991 . The ceasefire generally held after it took effect on 3 January at 18 : 00 hours . The main exception was in the Dubrovnik area , where the JNA held positions around the city of Dubrovnik and in nearby Konavle until July 1992 . That area was not included in the UN peacekeeping deployment schedule . On 4 January , the Yugoslav Navy retreated from the Lora naval base near Split . On 5 January , Major General Imra Agović , commander of the ZNG , noted 84 ceasefire violations by the Serb side . On 7 January , the Yugoslav Air Force shot down a European Community Monitor Mission helicopter . The next day , Kadijević resigned as Minister of Defence and was replaced with Colonel General Blagoje Adžić .

The Vance plan was designed to stop fighting in Croatia and allow negotiations to proceed without the impact of ongoing hostilities . It offered no political solutions in advance . The plan entailed the deployment of the 10,000-strong United Nations Protection Force (UNPROFOR) to the three major conflict areas designated as UN Protected Areas (UNPAs) . The plan listed specific municipalities that were to be included in each UNPA , but the exact borders of each UNPA were not defined clearly because several municipalities were only to be partially included . The task of defining the exact borders of each UNPA was delegated to the UN liaison officers deployed in

advance , in co @-@ operation with authorities in each area . Creation of the UNPAs was necessary for acceptance of the plan by Milo?evi? and Tu?man . The Serb @-@ dominated authorities of Yugoslavia originally requested the deployment of a UN force along a zone between Serb and Croatian areas , reflecting the Serb desire to see the peacekeeping force securing the confrontation lines . Croatia wanted the UN force deployed along its international borders . The UNPAs served to formally satisfy both parties .

UNPROFOR was tasked with creating buffer zones between the belligerents , disarming the Croatian Serb Territorial Defence Force troops , overseeing the JNA and HV withdrawal from the UNPAs , and the return of refugees to those areas . United Nations Security Council Resolution 743 of 21 February 1992 described the legal basis of the UN mission , requested and agreed upon in November 1991 , with no explicit reference to Chapter VI or Chapter VII of the United Nations Charter . Instead , the resolution referred to Chapter VIII of the United Nations Charter , which foresees enforcement through regional arrangements or agencies after further authorization by the UN Security Council .

President of the RSK Milan Babi? refused to endorse the plan ; Milo?evi? summoned him to Belgrade where he , Serb members of the federal presidency , JNA commanders and Bosnian Serb leaders tried to persuade Babi? to change his mind in a 70 @-@ hour @-@ long meeting . Despite failing to persuade Babi? , Milo?evi? arranged to have the RSK parliament approve the plan instead . Babi? 's and Milo?evi? 's supporters organized two separate , concurrent sessions of the RSK parliament ? each group proclaiming victory . On 27 February , Babi? was removed as RSK president following an intervention by Milo?evi? ; he was replaced with Goran Had?i? . Babi? opposed the Vance plan because he considered that acceptance of it , and the replacement of the JNA by UNPROFOR , would represent a de facto acceptance of Croatian sovereignty over the territory held by the RSK because the Vance plan treated RSK territory as part of Croatia . Croatia considered the UNPAs part of Croatia and objected to any official recognition of RSK officials within them . It feared the RSK would use the UN mission to consolidate itself within the UNPAs . The Croatian authorities considered that the only parties to the Vance Plan were the authorities in Belgrade , the UN and Croatia .

= = Aftermath = =

Despite the Geneva Accord requiring the immediate withdrawal of JNA personnel and equipment from Croatia , the JNA remained there for another seven to eight months . When they eventually withdrew , they left their equipment to RSK forces . The 2 January ceasefire allowed the JNA to retain its positions in East and West Slavonia , which were on the brink of military collapse . As a consequence of organizational problems and breaches of the previous ceasefire agreement , the UNPROFOR did not start to arrive until 8 March and took two months to fully deploy in the UNPAs . Even though UNPROFOR had placed most of the RSK 's heavy weapons in storage areas jointly controlled by the UN and the RSK by January 1993 , the peacekeeping troops were unable to fulfil the provisions of the Vance plan , such as the disarmament of the RSK militia , the return of refugees , the restoration of civilian authority and establishment of an ethnically mixed police force . The RSK military was retitled as police while the ethnic cleansing of areas under its control continued unchecked . UNPROFOR was compelled to prevent the return of refugees because of poor security conditions . No attempt was made to establish an ethnically mixed police force . UNPROFOR also failed to remove RSK forces from areas outside designated UNPAs that were under RSK control when the Implementation Agreement ceasefire was signed . Those areas ? later better known as the " pink zones " ? were supposed to be restored to Croatian control from the outset . Failure of this aspect of the implementation of the Vance plan made the pink zones a major source of friction between Croatia and the RSK .

In 1993 , Croatia launched several small @-@ scale military operations against the RSK to seize significant local objectives and capture international attention ; it was worried the situation on the ground might become permanent . In response , the RSK military retrieved their weapons from the UN / RSK @-@ controlled storage sites , reversing the only major success of UNPROFOR . In

March 1995 , the UNPROFOR mission was terminated following the efforts of U.S. Ambassador Richard Holbrooke ; the United Nations Confidence Restoration Operation was deployed to Croatia with a new mandate . Later that year , most of the territory controlled by the RSK was captured by the HV during Operations Flash and Storm , which was foreseen by Babi? when he opposed the Vance plan in 1991 . The rest of the RSK @-@ held areas were regained by Croatia following the Erdut Agreement negotiated between Croatian and Serbian authorities on 12 November 1995 during peace talks that also produced the Dayton Agreement .