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REPORT OF THE SECRETARY-GENERAL ON THE UNITED NATIONS
MISSION IN BOSNIA AND HERZEGOVINA

I. INTRODUCTION

1. The present report is submitted pursuant to paragraph 3 of Security Council resolution 1144 (1997) of 19 December 1997. It summarizes the activities of the United Nations Mission in Bosnia and Herzegovina (UNMIBH) since my report of 10 December 1997 (S/1997/966) as well as the steps taken to implement the recommendations of the meeting of the Peace Implementation Council held at Bonn on 9 and 10 December 1997 (S/1997/979, annex). The report also provides an overview of the activities of the United Nations system in Bosnia and Herzegovina.

2. On 16 January 1998, Ms. Elisabeth Rehn (Finland) succeeded Mr. Kai Eide (Norway) as my Special Representative and Coordinator of United Nations Operations in Bosnia and Herzegovina. On 2 March, Mr. Richard Monk (United Kingdom of Great Britain and Northern Ireland) took over from Mr. Manfred Seitner (Denmark) as Commissioner of the International Police Task Force (IPTF).

II. ACTIVITIES OF THE MISSION

3. The authorized strength of IPTF remains at 2,027, deployed in 64 stations in seven regions covering the whole country (see annex).

4. In the Federation of Bosnia and Herzegovina, the first phase of police restructuring is finally nearing completion and the police in eight out of 10 cantons have been inaugurated. The first phase comprises reducing the number of police officers to accepted international standards, selecting and certifying the officers and providing them with preliminary training. Since December 1997, IPTF has inaugurated the police in the ethnically mixed cantons 3 (Zenica) and 4 (Tuzla), which employ over 3,000 police officers. Croats constitute an important minority in both cantons. However, officials in the Croat-dominated cantons 8 (Ljubuški) and 10 (Livno), with approximately 900 police officers, continue to delay police inauguration over disputes concerning uniform insignias, minority representation in the police force and the appointment of cantonal deputy ministers from the Bosniac minority.

5. The problems in cantons 8 and 10 are indicative of the challenges which IPTF has begun to encounter in a systematic review that is being conducted on the implementation of the first phase of police restructuring throughout the Federation - especially in the ethnically mixed cantons 6 (Travnik) and 7 (Mostar). The continued existence of unofficial separate, ethnically based chains of command in these cantons has impeded cooperation between Croat and Bosniac police officers in joint investigations of ethnically motivated crimes, such as house burnings in areas of minority return. In addition, some municipalities in these cantons, which are dominated by one ethnic group, have reverted to a pattern of police patrols by the dominant group only. Both these developments demonstrate the continuing need for close monitoring of the local police even after the first phase of restructuring has been completed.

6. The second phase of police restructuring will concentrate on monitoring the performance of the newly inaugurated police services, recording failures of police to comply with the new standards, increasing minority representation and building capacity for self-sufficiency in training. Increasing the minority representation will be the central challenge in this phase. The current review of the implementation of the first phase of police restructuring will provide the basis for the efforts in the second phase to increase the representation of minorities in the cantonal police forces of the Federation towards the goals set by the 25 April 1996 Bonn-Petersberg Agreement (which established the ethnic distribution of the 1991 census as the basis for the composition of the Federation police). These efforts will take particular account of the need for the deployment of minority police officers in areas to which refugees and displaced persons of that minority are expected to return. Each canton will also be given a target for the induction of Serb officers, of which there are at present almost none in the cantonal police forces of the Federation. The implementation of this second phase will require intensive support from IPTF, in terms of both advice and training, as well as in constant monitoring of implementation in every municipality.

7. In the Republika Srpska the election of a Government headed by Prime Minister Milorad Dodik on 18 January 1998 appears to have resolved the political crisis which began in June 1997. Mr. Dodik has consistently supported the implementation of the Dayton Agreement and has promised to cooperate fully with international organizations charged with helping to implement it. In meetings on police restructuring, the newly appointed Interior Minister Milovan Stankovic has expressed his readiness to accelerate training and instruction in the Republika Srpska to allow early certification of all proposed 8,500 police officers.

8. Brčko's multi-ethnic police began operations on 31 December 1997, as scheduled by the Brčko Supervisory Order of 13 October 1997. The 230 police officers of all three ethnic groups are headed by a Serb police chief with Bosniac and Croat deputies, and led by an ethnically mixed police command staff. Since it began operations, there have been at least 10 patrols per day, primarily in those villages in the Zone of Separation where minorities are resettling, on major transit routes and intersections, and near international border crossings. IPTF needs to monitor each and every joint patrol in order to establish confidence for the minority police officers and for the population. On 21 February 1998, multi-ethnic patrols were introduced for the first time to

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the town centre. It is the intention of the Commissioner to extend multi-ethnic policing from Brčko to public security centres in the Republika Srpska, especially in areas where Bosniac and Croat displaced persons and refugees are expected to return and in those areas where they have gained substantial representation in recent elections.

9. With the progress in police restructuring in the Federation and prospects for rapid progress in police restructuring in the Republika Srpska, it has become increasingly important to offer assistance with uniforms, weapons and equipment, which is provided through the IPTF Trust Fund for Restructuring. I am grateful for the generous assistance extended by Canada, Germany, Japan, Luxembourg, Norway and Switzerland as well as for pledges from Italy and the United Kingdom, which will help to sustain the present pace of police restructuring throughout Bosnia and Herzegovina. I appeal to the Governments of other countries to also contribute to the IPTF Trust Fund.

10. IPTF has maintained its rate of progress in training police to operate according to the principles of democratic policing. All 11,500 police officers in the Federation have now completed the two-day "information" course, which explains the Task Force's restructuring process and its aims. In the period under review, 3,098 officers completed the one-week "human dignity" course, which gives them a modern view of the role of the police officer in society (76 per cent of officers have now completed the course). In addition, 1,264 officers completed the three-week "transition" course, which is a condensed version of a police academy course and focuses on basic police skills (18 per cent have now completed the course). In the Republika Srpska, of a total future number of 8,500 police officers, over 6,500 have now completed the information course and 1,898 have completed the human dignity course. The first transition course has just begun.

11. Efforts continue by IPTF to assist the local police in rehabilitating and developing modern police academies as opposed to the current secondary school style programmes for cadets. The first Federation Police Academy was inaugurated near Sarajevo on 15 December 1997. Of the first class of 100 students, 58 are Croat, 20 are Bosniac and 22 are "Serbs and others". Under the new Government in Republika Srpska the police academy in Banja Luka reopened its doors on 9 February 1998. Of the first class of 733 cadets, 220 had previously been attending an "alternative" academy loyal to the Pale regime in Doboje. IPTF is preparing a curriculum for a professional police academy in line with the norms of democratic policing.

12. In support of freedom of movement, IPTF cooperates with the local police in both entities to implement the checkpoint policy, described in earlier reports (see S/1997/468, para. 5). On average, the Task Force now only approves about eight checkpoints per day. Since the introduction of the policy, the Stabilization Force (SFOR) has cooperated in removing 38 out of 151 identified illegal checkpoints.

13. On 10 January 1998, IPTF launched, in cooperation with SFOR and police in both entities, a two-week security operation ("Operation Corridor") on the transit road through the Republika Srpska between Sarajevo and Gorazde, which had been plagued by security incidents. During the operation, in which IPTF

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established a full-time presence between Sarajevo and Trnovo, traffic increased from a mere trickle to 390 Republika Srpska and Federation vehicles per day. Another instance in which intensive IPTF monitoring has resulted in improved compliance, has been in the significant reduction of cases where local police officials are charging illegal visa fees and road taxes on cars entering the country from Croatia.

14. A most significant step in enhancing freedom of movement in Bosnia and Herzegovina has been the introduction of a common licence plate, as mandated by the Peace Implementation Council in its Sintra and Bonn meetings. Entity police will no longer be able to stop a vehicle solely because the licence plate is from the other entity or from a part of the Federation controlled by the other ethnic group. Following the symbolic introduction of the first new plates on 2 February 1998, mass production of the plates has begun. IPTF will intensively monitor the production and random distribution of the plates, together with the new common vehicle registration document, until the change is completed in mid-1998.

15. In cooperation with SFOR, IPTF has continued its programme of weapons inspections at local police stations, to ensure that local police only maintain the equipment necessary for policing in their areas: one long-barrelled rifle for every 10 officers and one side arm for each officer. A total of 570 weapons inspections were carried out between 1 November 1997 and 28 February 1998. Illegal weapons were found in 127 cases: 57 in the Republika Srpska and 70 in the Federation. Among the weapons confiscated by SFOR were 49 pistols, 645 long-barrelled weapons, 19 grenade and rocket launchers, 51 anti-tank and anti-personnel mines, 405 grenades and over 49,149 rounds of ammunition.

16. IPTF continued to cooperate closely with the Organization for Security and Cooperation in Europe (OSCE) in efforts to implement the results of the municipal elections held on 13 and 14 September 1997 and the Republika Srpska Assembly elections held on 22 and 23 November 1997, particularly by developing security plans with the local police for sessions of the municipal assemblies.

17. Despite tangible progress in police restructuring, there are still numerous instances where local police throughout Bosnia and Herzegovina do not operate according to the principles of democratic policing, especially in areas designated for the return of minority refugees and displaced persons. This was the case, inter alia, in Drvar, Stolac, Valika Kladusa, Srebrenica, Mostar and Zepce.

18. In the Croat-controlled municipality of Drvar, in canton 10 (Livno), there have been 19 cases of suspected arson of Serb-owned homes since 1 January 1998. Local police have not identified any suspects in these crimes. In the Croat-controlled municipality of Stolac, in canton 7 (Mostar), there have been over 13 incidents of violence against Bosniacs since 1 January 1998. Although local police conducted joint investigations, at the urging of IPTF, there have been no arrests. In Velika Kladusa, in canton 1 (Bihac), returning Bosniac displaced persons have been routinely interrogated by local police controlled by the Democratic Action Party (SDA) concerning the activities of the Democratic Peoples' Union (DNZ) party, to which they belong and which is loyal to exiled former Bosniac Presidency member Fikret Abdic. In addition, since

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1 January 1998, three homes of DNZ supporters in Velika Kladusa have been bombed. Local police investigations have led to no arrests.

19. In the Republika Srpska municipality of Srebrenica, local police failed to provide adequate security to enable a Bosniac delegation to attend inter-party talks concerning the formation of a municipal government on 16 January 1998. Following a series of explosions and car stonings on 24 February that took place in the centre of Mostar near the former confrontation line, Croat and Bosniac police have agreed to share information but not to conduct a joint investigation. In the Croat-controlled municipality of Zepce, in canton 4 (Zenica), local police failed to follow the advice of IPTF and take steps to control an organized crowd of 500 protesters, who threatened officials from UNMIBH and OSCE during the first attempt to hold the inaugural session of a Bosniac-dominated municipal council on 4 December 1997.

20. In 1998 minority returns are to be a priority task for the international community. IPTF has therefore increased its cooperation with the Office of the United Nations High Commissioner for Refugees (UNHCR) and other agencies in preparing for the return of refugees and displaced persons. Since the introduction of police officers of the minority ethnicity is an important confidence-building measure which will facilitate the return of refugees, IPTF will concentrate its efforts in this direction. IPTF has also begun to work closely with local police to develop security plans in communities where minorities are expected to return and to monitor the legal conduct of property disputes. In addition, UNMIBH has joined the Sarajevo Returns Commission and the Sarajevo Housing Committee and has appointed senior IPTF officials in each region to cooperate with the Return and Reconstruction Task Force and UNHCR in planning for returns.

21. The work of the UNMIBH Human Rights Office is mainly aimed at ensuring that human rights investigations are conducted properly by the local police. IPTF monitors and non-police human rights staff therefore mainly initiate, assist and monitor investigations by local police. They undertake independent investigations only as a last resort.

22. Among the cases dealt with during the reporting period has been the investigation into the use of force in the arrest, in early February, of Goran Vasić, a Bosnian Serb accused of having killed Deputy Prime Minister Hakiija Turajlić in January 1993 while under the protection of the United Nations Protection Force (UNPROFOR). The investigation is being conducted by the cantonal police authorities in conjunction with the Human Rights Office, which also monitors the trial in the Federation Courts. IPTF is also investigating the use of long-barrel weapons. In December, a disciplinary court in canton 6 (Travnik) of the Federation concluded hearings relating to the Jajce incidents of August 1997 (S/1997/966, para. 17). For the first time, IPTF gave evidence at hearings in a case against local police officers. The disciplinary action resulting from the hearings, which was welcomed by IPTF, included the dismissal of the chief of police, the transfer of his deputy to a non-supervisory job for one year, and salary reductions for seven officers.

23. UNMIBH has also urged the Ministry of Defence, including through the direct intervention by my Special Representative with the Federation Prime Minister, to

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complete its investigation into the hidden detention of two former prisoners of war found by IPTF in Zenica prison last August. The Ministry of Defence report was submitted to the prosecution authorities in early March.

24. In the period from 1 December 1997 to 1 March 1998, over 200 human rights complaints were recorded, of which 50 cases have been settled and closed. Cases include police beatings, failure to issue identity cards to minorities, house burnings and property cases that relate to returning minority displaced persons and refugees. The UNMIBH Human Rights Office is also beginning to carry out surprise prison visits, to monitor selected trials and to gather gender-related data.

25. Activities in the human rights area have underlined the need for the local police to develop effective internal investigation systems and for early progress in the reform of the criminal justice system.

26. Civil Affairs officers have worked closely with IPTF on issues of police restructuring, freedom of movement and election implementation, by providing their good offices for local problem-solving. Civil Affairs officers have in particular assisted IPTF in inaugurating the cantonal police forces in the Federation and in developing a plan for multi-ethnic policing in the Republika Srpska. In Brčko, Civil Affairs assisted IPTF in developing the operational plan on multi-ethnic policing and testified at the Brčko arbitral hearings in Vienna in February. In collaboration with the Office of the High Representative, Civil Affairs developed the operational plan for the introduction of a joint licence plate for Bosnia and Herzegovina and participated in monitoring its introduction. In the implementation of results from the September 1997 elections, Civil Affairs officers continue to cooperate closely with IPTF and OSCE in the Regional and National Election Results Implementation Committees.

27. Civil Affairs and IPTF have established a joint training unit for UNMIBH personnel. During a one-week induction programme, the training unit provides courses to incoming IPTF monitors and other UNMIBH staff on the history of the conflict, the UNMIBH mandate, cooperating implementing agencies and mediation techniques. The Civil Affairs Training Unit has also organized seminars, workshops and presentations on these themes for all UNMIBH personnel.

28. The UNMIBH Legal Office has continued to advise the leadership of the mission on the local legal framework, the mandate of IPTF and legal issues arising from the administration and operation of the mission. In addition, it has issued 15 "Guidelines" of relevance to IPTF on matters relating to freedom of movement, property disputes, police restructuring, criminal procedure and the work of the International Tribunal for the former Yugoslavia. The legal office also provided advice in the development of policy towards weapons inspections for IPTF and on property and return issues in the Sarajevo canton.

29. The Trust Fund Unit administered grants for restoring specialized medical services and repairing educational facilities in Sarajevo through its Quick Impact Fund. It is also working to streamline the financial accounting of Quick Impact and Trust Fund projects.

Mine Action Centre

30. Mine clearance activities had to be suspended in most parts of the country owing due to winter weather conditions. The final figure for area cleared of mines in 1997 by all programmes was 6.2 square kilometres. The winter months have provided opportunities to focus on mine awareness, refresher training of deminers and institutional development.

31. On 30 December 1997, the Governments of the Republika Srpska and the Federation of Bosnia and Herzegovina signed an Agreement on Cooperation in the Field of Mine Action. This, together with earlier decisions of the Council of Ministers, completes the legal steps necessary for the establishment of the Bosnia and Herzegovina Mine Action Centre (BHMIC). Arrangements are now under way to transfer specific components of the United Nations Mine Action Centre (UNMAC) to BHMIC to provide the country with the technical capacity required for effective coordination of mine action programmes. UNMAC is also assisting the Governments of the Federation and the Republika Srpska in establishing their respective entity mine action centres by 31 March 1998, the deadline set by the Bonn meeting of the Peace Implementation Council. Remaining components of UNMAC, including its field offices and trained teams of deminers, will be transferred to the entity mine action centres.

32. A "Board of Donors", which brings together all major contributors to the Mine Action Programme, has been formally established. The Bosnia and Herzegovina and entity Governments are required to obtain the Board's agreement on major decisions affecting the programme, including the appointment of senior staff to the mine action centres.

33. Responsibility for local supervision of the activities of the UNMAC is being transferred from UNMIBH to the United Nations Office for Project Services (UNOPS). Responsibility for funding and Headquarters supervision of the programme is being transferred from the Department of Peacekeeping Operations to the United Nations Development Programme (UNDP).

34. The United Nations Consolidated Appeal for 1998 set a target of US\$ 23 million for the mine action centres work in Bosnia and Herzegovina. As at 28 February 1998, some US\$ 2.75 million was available. UNDP urgently requires new commitments to this programme.

III. FOLLOW-UP TO RESOLUTION 1144 (1997)

35. In its resolution 1144 (1997) of 19 December 1997, the Security Council decided that UNMIBH and the IPTF, in the framework of the current mandate, should "be entrusted with ... the tasks referred to in the conclusions of the ... Sintra and Bonn [Peace Implementation Council] meetings" (para. 1). These tasks are: (a) the creation of specialized IPTF training units to address key public security issues, such as refugee returns; organized crime, drugs, corruption and terrorism; and public security crisis management (including crowd control); as well as training in the detection of financial crime and smuggling; and (b) cooperation with the Council of Europe and OSCE, under the coordination of the High Representative, in a programme of judicial and legal reforms,

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including assessment and monitoring of the court system, development and training of legal professionals and restructuring of institutions within the judicial system.

36. Over the past weeks UNMIBH has worked out a concept for the practical implementation of the Security Council's request for specialized police training. It has also consulted with the High Representative and other organizations concerned on the division of labour regarding the judicial reform programme.

Specialized training

37. In order to design and deliver the training and advice needed to address the security concerns raised in the conclusions of the Peace Implementation Council, UNMIBH plans to set up three specialized police training units under the management of the IPTF Deputy Commissioner for Development. These units will be: (a) a Critical Incident Management Unit (for training and advice in the field of public security crisis management, crowd control and disaster preparedness and response), (b) an Organized Crime Unit (for training and advice on organized crime, corruption of public officials, smuggling and financial crime), and (c) a Drug Control Unit (for training and advice on narcotic prevention, local and international interdiction and street-level enforcement).

38. Once the restructuring of the police is completed, there will be 20,000 police officers in Bosnia and Herzegovina (11,500 in the Federation and 8,500 in the Republika Srpska). All of them will require at least some exposure to all of these specialized areas of work. In the narcotics field in particular all police officers will need training in identifying possible criminals. In consultation with the ministers of the interior in the Federation and the Republika Srpska, the IPTF Commissioner will identify the numbers of officers in each of the 10 cantons of the Federation and 9 public security centres in the Republika Srpska who will be selected for courses of specialized training in the three disciplines.

39. Each specialized training unit will include a Headquarters team of six specialists, responsible for the development, delivery and management of the training programmes, the preparation of training materials, liaison with other international organizations and the entity Governments, and for providing technical advice at the level of the Federation and Republika Srpska Governments.

40. In addition, seven specialists will be deployed in the Federation and four in the Republika Srpska in the field of critical incident management; while for organized crime and drug control, it is proposed that four specialists in each subject will be deployed in the Federation and three in the Republika Srpska.

41. Consequently, in order to staff these specialized training units, 43 carefully selected specialists will need to be recruited as IPTF monitors. Special arrangements will be required with police-contributing countries to identify suitable candidates for these positions, in consultation with the IPTF Commissioner.

42. A careful study of the current IPTF strength has shown that it might be possible to accommodate 13 of the 43 required specialists on available posts, replacing departing IPTF monitors. This leaves a requirement for an increase of 30 posts in the overall strength of IPTF, bringing the total authorized strength from 2,027 to 2,057.

43. In addition, it is envisaged that 21 IPTF officers from the ranks of the present monitors will supplement and support the formal training given by the specialists of the Critical Incident Management Unit by assisting the local police with tactical planning and exercises for dealing with crowds, natural disasters and other forms of critical incidents. In this way it is ensured that there will be at least one IPTF monitor especially dedicated to the area of critical incident management in each canton of the Federation and each public security centre in the Republika Srpska. This intensive presence is a reflection of the assessment that the local police and IPTF will face major challenges in connection with refugee returns, which are a main objective of the international community for the year 1998.

Legal reform

44. Under the coordination of the High Representative, UNMIBH has held intensive consultations with the other concerned organizations on the design and implementation of a programme of legal and judicial reform in Bosnia and Herzegovina. The results of these consultations were summarized by the High Representative in a letter to the Special Representative of the Secretary-General dated 3 February 1998 which sets out the division of labour among the international organizations concerned. In that letter, the High Representative urges UNMIBH to focus initially on monitoring of the court system, taking advantage of its presence across the territory and the mandated work already begun in implementing Annex 11 of the Peace Agreement. The results of the monitoring work will be used to develop the restructuring and training functions, for which other organizations will take the lead.

45. The court structure in Bosnia and Herzegovina is highly complex. There are different judicial systems in each of the two entities, as well as the beginnings of a judicial structure at the state level. In addition, within the Federation, each of the 10 cantons has wide legislative authority. In the Republika Srpska there are 26 first-instance and 5 second-instance courts and in the Federation the figures are respectively 59 and 10. There are approximately 500 judges and 300 public prosecutors in the country as a whole. The total number of practising lawyers is estimated at about 1,000.

46. In order to carry out its part of the joint programme of legal reform, UNMIBH would require additional resources, as indicated in paragraph 44 of my previous report (S/1997/966) and point 2 (c) of section I of the conclusions of the Bonn Implementation Council (S/1997/979, annex). Specifically, UNMIBH would require 26 additional Professional staff with the relevant legal background. Twenty-one of them would be assigned to UNMIBH's regional offices, while 5 would work at Headquarters, analysing the reports of the court monitors and liaising with other organizations on the design and preparation of the associated training and restructuring programmes.

IV. ACTIVITIES OF THE UNITED NATIONS SYSTEM

Office of the United Nations High Commissioner of Human Rights

47. The Office of the High Commissioner for Human Rights has continued to support strategies of intervention with local authorities in cases of non-compliance involving decisions of the Human Rights Chamber, the Ombudsperson and the Property Commission. The Office continues to be involved in the strengthening of the integration of local legal institutions into the Federal court system. It participates in efforts aiming at the establishment of a common training centre for judges and prosecutors from all parts of the country. The Office continues to coordinate the monitoring of war crimes trials and other trials with ethnic implications and has provided human rights expertise to the gender-related activities of the UNMIBH Human Rights Office.

United Nations Children's Fund

48. The United Nations Children's Fund (UNICEF) has continued its work in five basic programmes. In health, UNICEF continued promoting the Baby Friendly Hospital Initiative, ongoing implementation of the global Polio Eradication Initiative and promoting AIDS prevention. In education, a mine awareness programme continues. Through water and sanitation programmes, sanitary systems in 30 schools were rehabilitated, benefiting some 15,000 school children. A Federation Committee to prepare an initial report on implementation of the Convention on the Rights of the Child was created with UNICEF assistance, and a similar committee is planned in Republika Srpska. In the Federation, training continues on the Convention on the Rights of the Child. As part of a policy advocated by UNICEF on integrating handicapped children into regular school environments, the first special classroom was opened in Gorazde.

United Nations Development Programme

49. UNDP continues to focus on multi-sectoral area-based development programmes, supported by selected national sectoral projects and assistance to policy development. The aim of the integrated programmes is to combine physical rehabilitation and socio-economic infrastructure with the creation of an enabling environment for the smooth reintegration of returning refugees and displaced persons with increased management responsibility given to local authorities. As a short-term bridging measure between the declining humanitarian aid and an improved macroeconomic environment, UNDP implemented a pilot Village Employment and Environment Programme to provide short-term employment for war-affected persons, while improving seriously damaged infrastructure and environment. These activities will be combined with vocational training programmes and micro-credit schemes to ensure sustainability.

50. UNDP has set up a donor trust fund in support of the new phase of the demining programme. The project aims to assist in the transfer of primary responsibility for the Mine Clearance Programme to the Government at both national and entity levels. Additionally, UNDP and UNHCR signed an agreement to facilitate mine clearance in UNHCR-designated priority areas with funds released to UNDP under the Trust Fund.

World Food Programme

51. The World Food Programme (WFP) has a current beneficiary caseload of 575,000 individuals. Rations were reduced between October 1997 and February 1998 owing to significant shortfalls in food availability. This came at a particularly difficult time after the country-wide re-categorization and reduction in beneficiary numbers. Full rations will resume in March based on confirmed pledges. A WFP-led Joint Food Aid Needs Assessment Mission is planned for March 1998 to review the policy of gradual reduction in the number of beneficiaries to approximately 200,000 by the last quarter of 1998. WFP support to small-scale, short-term rehabilitation activities continues in the transition away from direct relief aid. Priority will be given to activities which support minority return in 1998.

Office of the United Nations High Commissioner for Refugees

52. UNHCR estimates that 120,000 refugees returned to Bosnia and Herzegovina in 1997, bringing the number of refugees who have returned since the signing of the Dayton Agreement to a total of 210,00 persons; 6,700 returned in January and February 1998. The number of displaced persons who returned to their pre-war residences in 1997 is estimated at 58,000, including some 35,000 minorities. Of 220,000 displaced persons who have returned since the General Framework Agreement for Peace, 45,000 have been minority returns, mostly to the Federation. The pace of general return movements in 1998 will depend largely upon breakthroughs in minority returns, regional agreements and on the policy decisions on temporary protection in certain host countries.

53. In view of its specific protection mandate, particularly under Annex 7 of the Dayton Agreement, UNHCR is promoting, facilitating and monitoring the safe and dignified return of refugees and displaced persons, with particular focus on minority returns. This includes, in cooperation with the Office of the High Representative, UNMIBH, OSCE and other key international and national institutions, working with the authorities to address political, legal and administrative obstacles to return, particularly regarding property, amnesty, registration, documents, security and freedom of movement. This is in addition to training and capacity-building, support for civil society, the establishment of legal aid and information centres and the introduction of legislative reforms relating to displacement, return and repatriation, citizenship, immigration and asylum.

54. UNHCR has recognized 10 "open cities", including 2 cities in the Republika Srpska: Konjic, Busovaca, Vogosca, Bihac, Gorazde, Kakanj, Mrkonjic Grad, Sipovo, Srbac and Laktasi. Recognition of additional potential open cities is expected. In addition, UNHCR has also actively supported the development of cantonal and inter-entity return plans, as stipulated in the conclusions of the Peace Implementation Council meeting at Bonn in December 1997, and has continued to work in close cooperation and consultation with the Office of the High Representative and the local and entity-level authorities.

55. Repatriation and return assistance (through shelter, income generation, legal advice and counselling, provision of non-food items and transport) and targeted support to extremely vulnerable individuals and residents of collective

centres continues. The focus of programme implementation has shifted from being mostly shelter-oriented to a flexible and integrated approach, particularly targeted at open cities and areas of minority return. Recruitment of staff and procurement for the demining programme implemented through UNDP and the Mine Action Centre is under way in order to support returns in spring 1998.

International Labour Organization

56. The International Labour Organization (ILO) continued to focus on: training the vulnerable unemployed in construction trades in Una-Sana canton (funded by UNDP); training the unemployed in electrical and mechanical trades in Gorazde (funded by the Government of Japan and UNDP); promoting micro-enterprise development through the new business development centre near Brčko and preparing for the establishment of similar centres around Sarajevo (funded by the Government of Italy and UNDP).

Food and Agriculture Organization of the United Nations

57. The Food and Agriculture Organization of the United Nations (FAO) continues to address food security emergency needs and coordination in the agricultural sector in Bosnia and Herzegovina and to provide technical assistance to develop a strategy for the sectors, particularly in rehabilitation. FAO fielded a mission aimed at assisting the ministries of agriculture of the Federation and of the Republika Srpska to formulate a strategy for the sustainable development of the agricultural sector in Bosnia and Herzegovina. Funding for the project will be provided by the FAO Technical Cooperation Programme.

58. In February, the Women in Development Division organized a mission to Bosnia and Herzegovina aimed at applying a micro-level participatory approach to agricultural planning and assisting the local authorities in identifying micro-level gender-related constraints that affect agricultural policies and development of the agricultural sector.

United Nations Educational, Scientific and Cultural Organization

59. The United Nations Educational, Scientific and Cultural Organization (UNESCO) is opening a centre in Gorazde devoted to educational assistance to displaced women and is preparing a similar larger project for north-eastern areas of the Federation and the Republika Srpska. UNESCO is heading a cooperative effort among international organizations to explore improvements in curricula in the Federation. In the area of cultural heritage, the Organization is assisting the authorities in preparing an international project to reconstruct the Old Bridge of Mostar, and it has completed the restoration project for the Tabacica mosque in the Old Town of Mostar. The UNESCO-Soros Programme Bank has financed several short documentaries prepared by local producers on continuing social problems.

World Health Organization

60. The World Health Organization (WHO) is continuing to train family medicine teams in pilot sites throughout Bosnia and Herzegovina. Public health issues such as tuberculosis and polio immunization are priorities in a comprehensive

health programme aimed at meeting the community-level needs of the most vulnerable. Progress is also continuing on reconciliation and confidence-building among medical professionals. WHO-led inter-ethnic seminars on various technical issues are in high demand, and health professionals have begun to organize their own inter-entity gatherings. The public health directors of the Federation and the Republika Srpska held a two-day workshop on how to achieve the targets set by WHO's Health for All strategy.

World Bank activities

61. The World Bank's mission in Bosnia and Herzegovina continues its implementation of the economic reconstruction programme approved in Brussels in December 1995. Further donors' conferences organized by the World Bank and the European Union (EU) have followed each year since, confirming the strong willingness of the donor community to continue its support, and of Bosnia and Herzegovina to continue its excellent implementation of the programme. To date, a total of US\$ 435 million in World Bank funds has been mobilized for 20 specific projects and additional donor funds are being managed by the Bank to co-finance the projects. The total value of projects prepared by the World Bank currently in the implementation phase is over \$1.46 billion. By the end of December 1997, the number of contracts signed using World Bank-administered funds totalled over 2,550, for a value of \$349 million. The Bank is also helping Bosnia and Herzegovina to introduce key institutional and policy reforms in the economic system to lay the foundations for lasting, sustainable growth.

62. The Bank has also mobilized substantial resources to rebuild housing in the UNHCR target zones for refugee/displaced person returns and to implement job-creation programmes and other schemes for local infrastructure development. Close coordination of World Bank programmes has resulted in excellent leverage of UNDP efforts and a particularly valuable contribution by UNDP to the World Bank-led reconstruction efforts. UNESCO and the World Bank continue to work closely on a Local Initiatives fashion project providing employment for refugee women and a Cultural Heritage project for Bosnia.

V. OBSERVATIONS

63. The period under review has seen further progress towards the implementation of UNMIBH's mandate and IPTF's tasks. In the Federation, there are only 2 cantons out of 10 where the new police force has still not been inaugurated. In the Republika Srpska the election of the new Government of Milorad Dodik provided fresh impetus for the restructuring process which, however, at present is still limited to the selection of police officers and initial training. In the conclusions to their meeting at Bonn on 9 and 10 December 1997, the Peace Implementation Council welcomed the achievements of IPTF and asked UNMIBH to take on important additional tasks.

64. The police restructuring in the Federation is being held up in the last two Croat-dominated cantons by issues of a purely political nature. These obstructions follow the same pattern as those blocking implementation of the municipal election results in Croat-majority areas, and barriers to return of displaced persons and refugees to Stolac and other Croat-dominated

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municipalities. My Special Representative has supported the efforts of the High Representative to make it clear to the Croat authorities that political obstacles to the implementation of election results, refugee return and police reform cannot be tolerated. It is also necessary to start a serious effort to include Serb officers in the Federation police.

65. In the Republika Srpska, the restructuring of the police is still at a very early stage. The cooperative attitude of the new Government will in the near future have to be put to a serious test when, in the process of initiating and accelerating minority returns, Bosniac and Croat police officers will have to be included so as to gradually create a multi-ethnic police in the Republika Srpska, in parallel with, and in preparation for, the change in the ethnic composition of the population in connection with the expected minority returns.

66. The positive developments in the Republika Srpska and the transfer to a second phase of police reform in the Federation, are welcome, but have brought an increased workload for IPTF. These recent commitments have had to be absorbed alongside existing work on checkpoint monitoring, weapons inspections, human rights investigations, security of election implementation, security for the return of displaced persons and refugees, introduction of new licence plates and the distinct police regime in Brčko. Successes in dealing with long-standing problems and in initiating new patterns of police work have revealed, as the present report illustrates, the continuing importance of IPTF monitoring, to ensure that these gains are not lost.

67. The Security Council, in its resolution 1144 (1997), has endorsed the conclusions of the Bonn meeting of the Peace Implementation Council, which requested IPTF to carry out new intensive training programmes for the local police in a number of specialized fields. I fully concur with the view that such training would have a significant positive effect on key areas of the civilian implementation of the Dayton Agreement. I have outlined my proposal on how to respond to the Security Council's request in paragraphs 37 to 43 of the present report and I recommend that the Security Council approve the very modest increase in resources which is required.

68. It should be noted that, with the exception of the special additions for human rights investigations and Brčko, the basic number of IPTF monitors has not been changed since the establishment of the mission in December 1995, although the Task Force is now involved in a vastly greater range of activities. This has only been possible by minimizing the number of management positions, streamlining operational procedures and training and upgrading the skills of IPTF monitors.

69. In Bonn, the Peace Implementation Council also asked UNMIBH to take part in a major programme of legal reform under the coordination of the Office of the High Representative. As requested by the Security Council in resolution 1144 (1997) and after detailed discussions with the Office of the High Representative and other concerned agencies, I have submitted, in paragraphs 44 to 46 of the present report, proposals for a programme of court monitoring by UNMIBH. This is one part of the comprehensive legal reform programme being led by the Office of the High Representative. As UNMIBH becomes more actively involved in dealing with accusations of human rights violations by the police,

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the urgency of the work of legal reform becomes increasingly evident. In my last report, I already noted my conviction that police and judicial reforms have to be carried out in an integrated way. I therefore believe that the Security Council should approve the required increase in resources for this task.

70. The present report highlights the wide range of activities being carried out by members of the United Nations family in Bosnia and Herzegovina. My Special Representative has initiated consultations with the United Nations agencies to ensure that their interests and concerns are reflected in her discussions with local political leaders and the leadership of the international community. In 1998, the United Nations agencies will give particular attention to refugee returns and measures to support them. In this connection, projects to strengthen civic society, build local democracy and promote respect for human rights will be given special attention. All agencies believe that justice is an important basis for stabilization and that, in this regard, the work of the International Tribunal, the accounting for missing persons and UNMIBH's work on legal reform are important components of an overall strategy.

Annex

Composition of the International Police Task Force
as at 4 March 1998^a

Argentina	43
Austria	39
Bangladesh	30
Bulgaria	41
Canada	30
Chile	31
Denmark	39
Egypt	34
Estonia	9
Fiji	7
Finland	21
France	120
Germany	164
Ghana	86
Greece	13
Hungary	36
Iceland	3
India	142
Indonesia	18
Ireland	35
Italy	23
Jordan	155
Kenya	7
Malaysia	46
Nepal	42
Netherlands	55
Nigeria	19
Norway	24
Pakistan	94
Poland	42
Portugal	61
Russian Federation	31
Senegal	32
Spain	54
Sweden	50
Switzerland	6
Thailand	3
Tunisia	3
Turkey	27
Ukraine	33
United Kingdom of Great Britain and Northern Ireland	60
United States of America	<u>203</u>
Total	<u>2 011</u>

^a The number of civilian police monitors varies owing to rotations.

