



Annex to “RECOM Roadmap” Policy Brief

**PROPOSAL
OF THE ACTION
PLAN
FOR
RECOM**



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THE PROPOSAL OF THE ACTION PLAN FOR THE ESTABLISHMENT AND SETTING UP OF THE WORK OF RECOM (BY APRIL 16, 2022)

Recommendation	Measures for implementation of recommendation	Projected impact
<p>To set up and start the work of an extrajudicial regional body – the Regional Commission for Establishing the Facts about War Crimes and other Gross Violations of Human Rights Committed on the Territory of the Former Yugoslavia (RECOM) – which will:</p> <ul style="list-style-type: none"> • Establish the facts about the war crimes and other gross violations of human rights committed on the territory of the former SFRY in the period from January 1, 1991 until December 31, 2001; • Acknowledge the injustices inflicted upon the victims, in order to help create a culture of compassion and solidarity with victims; • Contribute to the realisation of victims' rights; • Help the political elites and societies of the countries of the former Yugoslavia to accept the facts about the war crimes and other gross violations of human rights; • Help clarify the fates of the missing persons; • Help prevent the recurrence of war crimes and other gross violations of human rights; • Contribute to the development of educational curricula in accordance with the facts about the war crimes, other gross violations of human rights, and the victims, as established by the Commission. 	<ol style="list-style-type: none"> 1. Countries of the former Yugoslavia (“Parties”) sign a Declaration on the establishment of RECOM¹. 2. Parties agree on the final text of the Statute. 3. Parties sign the Statute of RECOM. 4. Statute enters into force. 5. The RECOM Commissioners are selected. 6. The constituent session of the Regional Commission (RECOM) is held. 7. The Chairperson is selected and the Rules of Procedure are adopted. 8. Preparations are completed. <p><i>(Measures 4-8: as in Part VII of the Draft Statute² of the Regional Commission, prepared by the Coalition for RECOM and harmonized by the Special Presidential Envoys of the former Yugoslav countries)</i></p>	<p>The political will and technical conditions will be in place to undertake a regionally-owned enterprise to jointly establish the facts about war crimes and other gross violations of human rights in relation to wars in former Yugoslavia, which will:</p> <ul style="list-style-type: none"> • Result in the acknowledgement of injustices; • Contribute to the realization of victims' rights and to the building of a culture of solidarity; • Limit the space for proliferation of inflammatory narratives, and thus help prevent any recurrence of war crimes and other gross violations of human rights; • Help clarify the fate of the missing persons; • Provide support to the political elites and societies of the former Yugoslavia to come to terms with the past; • Contribute to the development of educational curricula in the countries of former Yugoslavia, thus preventing manipulation of facts.

¹ Committing to task the relevant institutions with taking the necessary steps, in cooperation with the Coalition for RECOM, so that the Regional Commission for the Establishment of Facts on War Crimes and Other Serious Violations of Human Rights Committed in the Territory of the Former Yugoslavia be established by June 2020.

² Draft Statute of Regional Commission for Establishing the Facts about War Crimes and other Gross Violations of Human Rights Committed on the Territory of the Former Yugoslavia (RECOM) – it was prepared in 2014 by the Coalition for RECOM and harmonized by the Special Presidential Envoys of Bosnia and Herzegovina, Croatia, Kosovo, Macedonia, Montenegro and Serbia. The order and the timeframe of the Measures for implementation are laid out according to the Draft Statute provisions.

Measure 1: Parties sign a Declaration on the establishment of RECOM					Deadline/BENCHMARK – July 10, 2019	
No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
1.1	The text of the Declaration is agreed upon	Special Presidential Envoys Coalition for RECOM	June 15, 2018	The text is agreed upon by at least 4 parties	Some Parties disagree with the text of the Declaration	Coalition for RECOM will facilitate the agreement of the Parties
1.2	The Prime Ministers of at least four willing Parties are empowered to sign the Declaration	Presidential Offices of the Parties Coalition for RECOM	June 15, 2018	The Parties' PMs have the necessary authorisations	Slow progress/ delays in the Presidential Offices or Governments of the countries of the former Yugoslavia	Coalition for RECOM will monitor the progress of the procedures and will appeal to the Parties to maintain impetus within the necessary timeframe
1.3	The signing of the Declaration is included in the agenda of the London Summit	Foreign & Commonwealth Office (FCO) Coalition for RECOM	June 30, 2018	The signing of the Declaration is on the London Summit agenda	Reluctance of the Foreign and Commonwealth Office, delays related to measure 1.2	Coalition for RECOM will advocate for inclusion of the signing of the Declaration in the agenda; in case of delays the mitigation measure will be as in 1.4
1.4	The Declaration is signed by four Parties	FCO Prime Ministers of the signatory countries	July 10, 2018	The Declaration is signed by 4 Parties	Declaration is not signed in London due to lack of results of activities 1.1-1.3	Coalition for RECOM will facilitate the agreement of the willing Parties regarding designating of another high-level gathering as an opportunity for signing the Declaration or initiate discussions about alternative opportunities (i.e. signature of the Declaration through diplomatic channels).

No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
1.5	Public discourse in the former Yugoslav countries is supportive of the establishment of RECOM	Coalition for RECOM Western Balkans think-tanks and activist organisations Western Balkans media	July 10, 2019 ³	Media clippings, and social media analyses show an increase in the presence of the topic of reconciliation and RECOM Public opinion polls show increase of interest in the establishment of RECOM	Strong opposition to the establishment of RECOM in all the countries of the former Yugoslavia	Coalition for RECOM will pre-emptively devise (and if necessary, undertake) a crisis communication plan ⁴ , which will include measures to mobilise the currently less active Coalition members and will work to raise additional funds in order to effectively counter the opposition and promote the establishment of RECOM
1.6	International encouragement for the establishment of RECOM is clearly communicated and the issue of reconciliation in the post-Yugoslav space is prioritised on the WB-related agenda of the EU	DG NEAR, EEAS, EU Parliament and Committees Governments of EU Member States EU think tanks Coalition for RECOM	July 10, 2019 ⁵	Messages are communicated to decision- and opinion-makers in the post-Yugoslav countries on the high necessity to establish the Regional Commission	(1) Unclear signals from the EU officials due to reluctance of EU Member States (2) The issue of reconciliation is never/rarely prioritised in the communications of EU officials with the Parties' officials and/or with the media and on social media.	(1) Intensified advocacy activities by the Coalition for RECOM in EU Member States (especially in Croatia and Slovenia) (2) Coalition for RECOM will monitor and solicit the pro-active support of EU institutions and supportive EU Member States

³ Although communication and advocacy activities will be required until the final measure of the Proposal of the Action Plan is completed, this date indicates the end of the activities strictly related to the measure in question.

⁴ A communications campaign in the region to increase the support for RECOM is already being implemented by the Coalition for RECOM.

⁵ Ibid.

No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
1.7	All Parties join the Declaration⁶	Presidential Offices of the Parties Coalition for RECOM	July 10, 2019	All Parties have signed the Declaration	<i>Non-occurrence (CRITICAL POINT)</i>	<i>If the deadline for Measure 1 is not met, Coalition for RECOM will revise the Proposal of the Action Plan</i>
Measure 2: Parties agree on the final text of the Statute			Deadline/BENCHMARK - December 31, 2019			
No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
2.1	The political will of the Parties is supported through measures 1.5 and 1.6	As in 1.5-6	December 31, 2019	As in 1.5-6	As in 1.5-6	As in 1.5-6
2.2	The final text of the Statute is agreed upon	Presidential Offices of the Parties (expert envoys) Coalition for RECOM	December 31, 2019	The text is agreed upon by the signatory Parties'	<p>(1) Insurmountable differences in the opinions of the Presidential expert envoys during the negotiations on the final text</p> <p>(2) Slow progress/delays in Presidential Offices</p> <p>(3) Non-occurrence CRITICAL POINT)</p>	<p>(1) Coalition for RECOM will solicit (a) engagement of EU negotiations facilitators (b) diplomatic support from the EU and EU Member States.</p> <p>(2) Coalition for RECOM will (a) appeal to the Parties to appoint their Envoys as soon as each Party signs/joins the Declaration and, later on, to speed up the process, should the monitoring show slow progress/delays, and (b) solicit the encouragement of the Parties by the EU and EU Member States</p> <p>(3) <i>If the deadline for Measure 2 is not met, Coalition for RECOM will revise the Proposal of the Action Plan</i></p>

⁶ If no Parties have signed the Declaration prior to this date, May 31 will be the deadline for all the Parties to sign the Declaration. Concrete opportunity - high-level gathering and/or diplomatic channels remains to be determined.

Measure 3: Parties sign the Statute of RECOM – Establishment of the Commission						Deadline/BENCHMARK – May 31, 2020
No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
3.1	Political will of the Parties is supported through measures 1.5 and 1.6	As in 1.5-6	May 31, 2020	As in 1.5-6	As in 1.5-6	As in 1.5-6
3.2	The Presidents of the Parties sign the Statute (at a special Presidential Conference) and deposit it with the RCC	Presidential Offices Coalition for RECOM	May 31, 2020	The Statute is signed by the Parties' Presidents and deposited with the RCC	(1) Delays in organisation of the Presidential Conference. (2) <i>Non-occurrence (CRITICAL POINT)</i>	(1) As a pre-emptive measure, Coalition for RECOM will monitor progress in the organisation of the Presidential Conference and (a) appeal to the Parties and/or conference organiser to maintain within the necessary timeframe, and (b) solicit the encouragement of Parties and/or conference organiser from the EU and EU Member States (2) <i>If the deadline for Measure 3 is not met, Coalition for RECOM will revise the Proposal of the Action Plan</i>
Measure 4: Statute enters into force						Deadline/BENCHMARK – December 31, 2020
No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
4.1	The political will of the Parties is supported through measures 1.5 and 1.6	As in 1.5-6	December 31, 2020	As in 1.5-6	As in 1.5-6	As in 1.5-6

No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
4.2	Governments of the Parties decide on adoption/ratification procedures and inform other Parties and RCC	Offices of the Prime Ministers of the Parties Coalition for RECOM	June 30, 2020	Formal decision is brought and communicated to other Parties and to RCC	Delays in decision-making	As a pre-emptive measure, Coalition for RECOM will monitor progress in decision-making of the Parties' governments and (a) appeal to the governments to maintain within the necessary timeframe, and (b) solicit the encouragement of Parties from the EU and Member States.
4.3	Adoption/ratification procedures are completed and the Statute enters into force	Parliaments/ Governments of the Parties Coalition for RECOM	December 31, 2020	The Statute is adopted or ratified by the Parties'	(1) Opposition during the process of adoption or ratification (2) <i>Non-occurrence (CRITICAL POINT)</i>	(1) Coalition for RECOM will (a) pre-emptively devise (and if necessary, undertake) an intensive advocacy campaign in all the Parties aimed at gathering the necessary support to adopt or ratify the Statute, and (b) solicit the encouragement of Parties from the EU and Member States. (2) <i>If the deadline for Measure 4 is not met, Coalition for RECOM will revise the Proposal of the Action Plan</i>

Measure 5: The RECOM Commissioners are selected				Deadline/BENCHMARK – October 01, 2021		
No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
5.1	The political will of the Parties is supported through measures 1.5 and 1.6	As in 1.5-6	October 01, 2021	As in 1.5-6	As in 1.5-6	As in 1.5-6
5.2	Members of the selection panels are appointed in each Party and the conditions for their work are secured	Presidents/ Members of BiH Presidency, Parliaments, Supreme / Constitutional Courts, Ministry of Justice, Coalition for RECOM	April 20, 2021	The President/ Presidency of Parties announce the body of selection panels and the provision of conditions for their work	Delays in appointment and provision of conditions for work	As a pre-emptive measure, Coalition for RECOM will monitor progress in decision-making of the Parties' governments and (a) appeal to the governments to maintain within the necessary timeframe, and it will (b) solicit the encouragement of Parties by the EU and EU Member States.
5.3	Constituent sessions of the selection panels are held	RECOM Selection panels Chairpersons (oldest panels' members)	June 05, 2021	The sessions are held and the chairpersons are appointed	Delay in holding the sessions	Coalition for RECOM will monitor progress and appeal to the selection panels' chairpersons to maintain the necessary timeframe
5.4	Available positions for Commissioners are advertised in each Party	Selection Panels	June 13, 2021	Public advertisements are placed	Delay in placement of public advertisements of the available Commissioner positions.	Coalition for RECOM will monitor progress and appeal to selection panels to maintain the necessary timeframe

No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
5.5	Candidates for Commissioners are nominated in each Party	Associations, educational institutions, citizens groups	July 12, 2021	The selection panel in each of the countries receives the nominations	Lack of incoming nominations in Parties	Coalition for RECOM will monitor progress and, if necessary, take part in promoting the process of nominations
5.6	Candidates for Commissioners are shortlisted in each Party	Selection panels	August 21, 2021	Selection panels inform the publics of the shortlists	Delays in shortlisting the candidates and in informing the publics	Coalition for RECOM will monitor progress and appeal to the selection panels' chairpersons to maintain the necessary timeframe
5.7	Public announcement of selection results for Commissioners in each Party	Presidents/ Members of BiH Presidency	October 01, 2021	Parties' Presidents/ Members of Presidency announce the results	(1) Delays in selection in Parties and/or in public announcements. (2) <i>Non-occurrence (CRITICAL POINT)</i>	(1) Coalition for RECOM will monitor progress and appeal to the Parties to maintain the necessary timeframe (2) <i>If the deadline for Measure 5 is not met, Coalition for RECOM will revise the Proposal of the Action Plan</i>
Measure 6: The constituent session of the RECOM is held				Deadline/BENCHMARK – October 16, 2021		
No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
6.1	The political will of the Parties is supported through measures 1.5 and 1.6	As in 1.5-6	October 16, 2021	As in 1.5-6	As in 1.5-6	As in 1.5-6

No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
6.2	The ceremonial, constituent session of RECOM is held	Commissioners, Chairperson, Presidents/ Members of Presidency	October 16, 2021	Commissioners are sworn in	(1) Delays in holding of the session (2) <i>Non-occurrence (CRITICAL POINT)</i>	(1) Coalition for RECOM will monitor progress and offer help (2) <i>If the deadline for Measure 6 is not met, Coalition for RECOM will revise the Proposal of the Action Plan</i>
Measure 7: The RECOM Chairperson is selected and Rules of Procedure are adopted						Deadline/BENCHMARK - December 15, 2021
No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
7.1	The political will of the Parties is supported through measures 1.5 and 1.6	As in 1.5-6	December 15, 2021	As in 1.5-6	As in 1.5-6	As in 1.5-6
7.2	Chairperson is selected	RECOM	December 15, 2021	Selection of Chairperson	(1) Delays and/or blockages of work (2) <i>Non-occurrence (CRITICAL POINT)</i>	(1) Coalition for RECOM will monitor progress and offer help (2) <i>If the deadline for Measure 6 is not met, Coalition for RECOM will revise the Proposal of the Action Plan</i>

No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
7.3	Rules of Procedure are adopted	RECOM	December 15, 2021	Adoption of the Rules	(1) Delays and/or blockages of work (2) <i>Non-occurrence (CRITICAL POINT)</i>	(1) Coalition for RECOM will monitor progress and offer help (2) <i>If the deadline for Measure 6 is not met, Coalition for RECOM will revise the Proposal of the Action Plan</i>
Measure 8: Preparations are completed						Deadline/BENCHMARK - April 16, 2022
No.	Activity	Responsible/ involved	MILESTONES	Indicators of results	Risks	Mitigation measures
8.1	The political will of the Parties is supported through measures 1.5 and 1.6	As in 1.5-6	April 16, 2022	As in 1.5-6	As in 1.5-6	As in 1.5-6
8.2	Preparations⁷ are completed	RECOM	April 16, 2022	RECOM is prepared to start operations	(1) <i>Non-occurrence (CRITICAL POINT)</i>	(1) Coalition for RECOM will monitor progress and offer help (2) <i>If the deadline for Measure 6 is not met, Coalition for RECOM will revise the Proposal of the Action Plan</i>

⁷ Including securing the funds for operations



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