

Approved for Release CIA
Historical Collections
Division AR 70-14
1OCT2013



Washington, D.C. 20505

15 January 1992

Implications of US Posture on Recognition of
Former Yugoslav Republics

The EC this morning agreed to recognize collectively Slovenia and Croatia. It delayed action indefinitely on Macedonia and Bosnia-Herzegovina, although it concluded that Macedonia meets the EC criteria for recognition.

Continued Non-Recognition

We believe that withholding US recognition from breakaway republics would have little impact in Yugoslavia but would raise new questions in Western Europe about our engagement on the continent.

- An argument can be made that non-recognition gives Washington credibility as a neutral arbiter--and unique leverage in Serbia. We believe this goes too far, but non-recognition probably would give US officials greater access to Serbian and Army leaders than they otherwise would have.
- We believe, however, that Serbian leaders would view it primarily as a means of playing Washington off against the Europeans. Belgrade almost certainly does not trust our neutrality--Serbian leaders remember that we have publicly blamed Serbia and the federal Army for the fighting, as well as our complaints about human rights violations in Serbia.
- It would reinforce the inclination of Slovenia and Croatia to focus on sorting out their relationships with the European states, which are their main economic partners.

This memorandum was prepared by Office of European Analysis. Comments and queries are welcome and may be directed to the Chief, East European Division, EURA,

SECRET

[]

Non-recognition, however, would likely have an impact outside Yugoslavia.

- Some Europeans--especially in France and Germany--would see it as evidence supporting their suspicion that Washington's engagement in Europe is lessening.
- US policymakers almost certainly would have to deal soon with European initiatives to invite Slovenia and Croatia into international bodies such as the UN and CSCE. The momentum of events could leave us isolated if we try to maintain the status quo. []

US Grants Recognition

A US decision to recognize some or all of the breakaway republics at this point probably also would have little impact in Yugoslavia.

- The Serbs, as well as the Croats and Slovenes, probably would view US recognition as a simple acceptance of the new realities. []

It would, however, put us in step with the Europeans and enhance our chances of influencing their future actions.

- It also might help counter the view that the United States is less focused on European problems these days. []

Recognition and UN Peacekeeping

European moves toward recognition may have contributed to recent progress toward a peacekeeping operation.

- They increased Serbia's isolation and, along with the military impasse and domestic war-weariness, may have helped inspire President Milosevic's new flexibility.
- They also gave Croatian President Tudjman a victory he can use to justify, in his ongoing struggle with hardliners, his support for negotiations. []

We do not believe that US recognition--or non-recognition--will affect the UN peace initiative one way or the other.

- The success of the UN plan is likely to depend on other factors, particularly Milosevic's ability to bring extremist Serbs in the military and the enclaves into line. []