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[REDACTED]DCI Interagency Balkan Task Force
27 April 1995**UNPROFOR: The Withdrawal Option**

There are no indications that any major UNPROFOR contributors will withdraw or drastically reduce their contingents in the former Yugoslavia in the near term. Sustained escalation of the fighting is likely to prompt renewed calls by major European contributors for a re-examination of the UN peacekeeping effort. Should the fighting be accompanied by a major increase in hostile action directed against UNPROFOR, prospects for at least the departure of some contingents, if not the termination of the UN mission, will grow significantly.

- Short of a hostile act resulting in significant UNPROFOR casualties, none of the major European troop contributors is likely to withdraw unilaterally. British and French views remain the key to European participation.
- An effort to terminate UN operations in Bosnia would likely be opposed strongly by Islamic states. Should the UN decide to depart, some Islamic governments, such as Malaysia, may consider remaining or transferring weapons and equipment from their contingents to government forces. [REDACTED]

Perspectives on OPLAN 40104

Allied troop contributors, other than France, are generally supportive of US views on the framework for a NATO-led withdrawal effort. They are anxious to ensure that UN and NATO withdrawal plans move forward while recognizing that a number of key issues, such as financing and command arrangements--will be difficult to resolved.

- Paris' acceptance of limited pre-positioning probably was in response to the concerns of other Allied troop contributors that progress in developing the de facto Alliance guarantee of the safety of NATO and other peacekeepers is vital to maintaining UNPROFOR cohesion.
- The French continue to slow progress in other areas--such as command arrangements and additional prepositioning. The US Mission to NATO reports that French representatives insist--despite opposition of other troop contributors--that any further prepositioning is dependent on a UN request for withdrawal.

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- Paris insists that Alliance planning address directly policy issues such as guidance on the treatment of civilians seeking evacuation and reacting to efforts by the warring parties to occupy territory from which NATO/UN forces are withdrawing.
- Beyond advancing its long-established views on limiting the role of the NATO integrated military command structure, Paris probably is also concerned that moving too quickly may fuel momentum for a withdrawal. The French also likely fear that failure to address directly issues such as to whom territory occupied by NATO forces passes when those units depart raises may raise the cost and political complications of a withdrawal operation.

Limited Options

NATO has agreed to a French proposal that Alliance military planners examine the feasibility of a withdrawal operations limited to a specific area or UNPROFOR contingent. Analysis of diplomatic and military reporting indicates that other Allied troop contributors are concerned that current NATO plans lack the flexibility to respond quickly to a rapid deterioration in the situation. They probably will support examining operations short of complete withdrawal, including NATO assistance in extracting any UNPROFOR units seriously threatened by the warring faction.

- The UN is also developing plans for helicopter resupply of isolated units which would require NATO air support. British and Dutch demands that their forces in the eastern enclaves be replaced by troops from other contingents could also result in the need for extraction operations short of a full withdrawal.
- NATO regional commanders are developing plans to meet a requirement to extract UNPROFOR prior to the full Allied force being in place and ready for operations. Forces available in a matter of days or weeks could include US, British, Dutch and French marine units as well as battalion-size US and British airmobile contingents.
- French representatives at NATO continue to express concern that current planning covers only a complete withdrawal. They believe attention should also be directed toward NATO aerial extraction of UN peacekeepers from high threat areas. Such a limited operation, NATO command should be restricted to the immediate area of operation and only for the

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duration of that effort, leaving UNPROFOR in charge of the rest of the theater.

- The US Mission at NATO believes the French approach may also be an attempt to test US and British willingness to give UNPROFOR commander Janvier a greater role in any withdrawal effort as well as restrict NATO commanders scope for action and further the perennial effort to limit the role of the Alliance's integrated military command.

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