29. The situation in Albania

Initial proceedings

Decision of 13 March 1997 (3751st meeting):
statement by the President

By letters dated 13 March 1997 addressed to the
President of the Security Council, the representatives
of Albania and Italy, respectively, requested the
convening of an urgent meeting of the Security Council
for the purpose of considering the situation in Albania.

At its 3751st meeting, held on 13 March 1997 in
accordance with the understanding reached in its prior
consultations, the Security Council included the above-
mentioned letters in its agenda. Following the adoption
of the agenda, the President (Poland), with the consent
of the Council, invited the representatives of Italy and
Albania, at their request, to participate in the
discussion without the right to vote.

At the same meeting, the President made the
following statement on behalf of the Council:

The Security Council, having considered the letter
dated 13 March 1997 to the President of the Council from
the Permanent Representative of Albania to the United Nations and
the letter dated 12 March 1997 to the President from the
Permanent Representative of Italy to the United expresses its
deep concern about the deteriorating situation in Albania. It
urges all concerned to refrain from hostilities and acts of
violence and to cooperate with diplomatic efforts to reach a
peaceful solution to the crisis.

The Council calls upon the parties involved to continue
the political dialogue and to live up to the commitments
undertaken on 9 March 1997 in Tirana. It urges all political
forces to work together to lower tension and facilitate the
stabilization of the country.

The Council calls upon the parties not to impede the
provision of humanitarian assistance to the civilian population
and, in this context, recalls the importance of keeping open all
means of communication in the country. It encourages Member
States and international organizations to help with the provision
of humanitarian assistance.

The Council stresses the importance of regional stability
and fully supports the diplomatic efforts of the international
community, in particular those of the Organization for Security
and Cooperation in Europe and the European Union, to find a
peaceful solution to the crisis.


Decision of 28 March 1997 (3758th meeting):
resolution 1101 (1997)

By a letter dated 28 March 1997 addressed to the
President of the Security Council, the representative
of Albania informed the Council that, following the
collapse of the pyramid investment schemes, the
situation in Albania had deteriorated further and the
structures of the Ministries of the Interior and Defence
had proved to be incapable of dealing with the
situation. Massive unrest had swept entire regions of
the country resulting in many casualties, and in a
national state of mind which led hundreds of thousands
to break into armouries and loot weapons. This was
followed by a massive wave of destruction of public,
private and institutional property and further criminal
activities. The complete disorder and lack of security
was bound to bring about another wave of tens of
thousands of refugees, sailing to and landing in
neighbouring Italy and forcing the Government of Italy
to proclaim an emergency as well. The situation in
Albania remained serious, as law and order had yet to
be achieved in a significant part of the country and the
humanitarian situation was a matter of grave concern.
As a result, the Organization for Security and
Cooperation in Europe (OSCE) had agreed to support
the willingness of some Member States to participate
with a military or a police force in the protection
of humanitarian activities in Albania. Albania felt that
such a force also had to have the necessary support and
authorization of the Security Council. With regard to a
possible mandate for the deployment of the force, he
noted that his country would like it to be composed of
troops from a number of countries which had been
addressed by the authorities of Albania and which had
already expressed their willingness to join. The
objective would be to provide humanitarian aid
throughout Albania and to help to create an
environment of durable security for the safe provision
of international assistance. The force would stay until
conditions on the ground made it possible for the

3 S/1997/259.
Government of Albania to ensure the safe delivery of humanitarian goods, until the coming general elections. The Parliament of Albania would decide more precisely how long the force would remain. Finally, he stressed the urgency of the matter and stated that he expected that the Security Council would be able promptly to take the right decision on Albania. Documents entitled “Updated information on the Albanian crisis” and “Decision No. 160 of the Permanent Council of the Organization for Security and Cooperation in Europe (OSCE), adopted at the 108th plenary meeting, on 27 March 1997” were also attached.  

At its 3758th meeting, held on 28 March 1997 in accordance with the understanding reached in its prior consultations, the Security Council included the letter in its agenda. The President (Poland), with the consent of the Council, invited the representatives of Albania, Austria, Belgium, Denmark, Finland, Germany, Greece, Ireland, Italy, the Netherlands, Romania, Spain, the former Yugoslav Republic of Macedonia and Turkey, at their request, to participate in the discussion without the right to vote.

At the same meeting, the President drew the attention of the Council to a draft resolution submitted by Albania, Austria, Belgium, France, Greece, Italy, Poland, Portugal, the Republic of Korea, Romania, Spain, Sweden, the former Yugoslav Republic of Macedonia, Turkey, the United Kingdom and the United States, with Denmark, Finland, Germany, Ireland and the Netherlands joining as sponsors. The President then drew the attention of the Council to revisions to be made to the seventh preambular paragraph and the fourth operative paragraph of the draft resolution.

The President also drew the attention of the Council to letters dated 14 and 17 March, respectively, from the representative of the Netherlands addressed to the Secretary-General, transmitting statements on Albania issued on 1 and 17 March, respectively, by the Presidency of the European Union; and a letter dated 24 March 1997 from the representative of the Netherlands addressed to the Secretary-General, transmitting the conclusions of the Council of the European Union of 24 March 1997 regarding the situation in Albania. He also called attention to a letter dated 27 March 1997 from the representative of Italy addressed to the Secretary-General, in which the representative noted that the decision by OSCE had established the conditions for launching an effort to assist Albania. In that regard, Italy had consulted with a number of Governments, in particular the Government of Albania, and had taken the initiative of promoting the creation of a multinational protection force, which would operate with full respect for the principles of the Charter of the United Nations and of OSCE and which, to ensure security and freedom of movement of its personnel, would act under Chapter VII of the Charter.

At the same meeting, speaking before the vote, the representative of China stated that, while his delegation was concerned by developments in Albania and supported the political and diplomatic efforts made by the international community, the situation was essentially an internal affair of Albania. He stated that the authorization by the Security Council of an action in a country because of strife resulting from the internal affairs of that country was inconsistent with the provisions of the United Nations Charter and, therefore, needed to be handled with extreme caution. He noted that his country had never been in favour of the Security Council frequently invoking Chapter VII of the Charter in authorizing such actions. However, with due regard for the relevant requests of the Government of Albania and its urgent desire for the return of stability, he affirmed that his delegation would not stand in the way of the adoption of the draft resolution.

At the same meeting, the draft resolution as orally revised was put to the vote and adopted by 14 votes to none, with 1 abstention (China), as resolution 1101 (1997), which reads:

The Security Council,

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8 S/1997/251.
9 S/1997/258.
10 S/PV.3758, pp. 2-3.
11 For the vote, see S/PV.3758, p. 3.
Taking note of the letter dated 28 March 1997 from the Permanent Representative of Albania to the United Nations addressed to the President of the Security Council,

Taking note also of the letter dated 27 March 1997 from the Permanent Representative of Italy to the United Nations addressed to the Secretary-General,

Taking note further of decision No. 1610 of 27 March 1997 of the Permanent Council of the Organization for Security and Cooperation in Europe, including the decision to provide the coordinating framework within which other international organizations can play their part in their respective areas of competence,

Recalling the statement by the President of the Security Council of 13 March 1997 on the situation in Albania,

Reiterating its deep concern over the deteriorating situation in Albania,

Underlining the need for all concerned to refrain from hostilities and acts of violence, and reiterating its call to the parties involved to continue the political dialogue,

Stressing the importance of regional stability, and in this context fully supporting the diplomatic efforts of the international community to find a peaceful solution to the crisis, in particular those of the Organization for Security and Cooperation in Europe and the European Union,

Affirming the sovereignty, independence and territorial integrity of the Republic of Albania,

Determining that the present situation of crisis in Albania constitutes a threat to peace and security in the region,

1. Condemns all acts of violence, and calls for their immediate end;  
2. Welcomes the offer made by certain Member States to establish a temporary and limited multinational protection force to facilitate the safe and prompt delivery of humanitarian assistance and to help to create a secure environment for the missions of international organizations in Albania, including those providing humanitarian assistance;  
3. Welcomes also the offer by a Member State, contained in its letter to take the lead in organizing and commanding the temporary multinational protection force, and takes note of all the objectives contained in that letter;  
4. Authorizes the Member States participating in the multinational protection force to conduct the operation in a neutral and impartial way to achieve the objectives set out in paragraph 2 above, and, acting under Chapter VII of the Charter of the United Nations, further authorizes those Member States to ensure the security and freedom of movement of the personnel of the multinational protection force;  
5. Calls upon all those concerned in Albania to cooperate with the multinational protection force and international humanitarian agencies for the safe and prompt delivery of humanitarian assistance;  
6. Decides that the operation shall be limited to a period of three months from the adoption of the present resolution, at which time the Council will assess the situation on the basis of the reports referred to in paragraph 9 below;  
7. Also decides that the cost of implementing this temporary operation shall be borne by the participating Member States;  
8. Encourages the Member States participating in the multinational protection force to cooperate closely with the Government of Albania, the United Nations, the Organization for Security and Cooperation in Europe, the European Union and all international organizations involved in rendering humanitarian assistance in Albania;  
9. Requests the Member States participating in the multinational protection force to provide periodic reports to the Council, at least every two weeks, through the Secretary-General, the first such report to be made no later than fourteen days after the adoption of the present resolution, inter alia, specifying the parameters and modalities of the operation on the basis of consultations between those Member States and the Government of Albania;  
10. Decides to remain actively seized of the matter.


By a letter dated 14 June 1997 addressed to the President of the Security Council, the Secretary-General transmitted a letter dated 13 June 1997 from the representative of Italy transmitting the sixth biweekly report on the multinational protection force for Albania, as requested by the Security Council in resolution 1101 (1997). The report noted that the Steering Committee, consisting of the political directors of the troop-contributing countries and the Commander of the operation, had considered and acceded to several requests by the authorities of Albania that the force remain in Albania during the electoral process to help ensure a safe and secure environment for OSCE monitoring teams, within the framework of the mandate of the Security Council. The Steering Committee had also noted the indications provided by the authorities of Albania and OSCE that the electoral process would exceed the time limit of the mandate. The Committee also noted that a withdrawal of the multinational protection force by 28 June, the day before the planned elections as foreseen in paragraph 6 of resolution 1101 (1997), would not allow the force to provide a secure environment and would

\[12 \text{ S/1997/460.}\]
undermine one of the main efforts of international assistance to Albania. In fact, a limited increase in the strength of the force from that originally planned would be necessary. Noting the readiness of the contributing countries to maintain, for a limited time, their military contingents as part of the multinational protection force within the framework of the mandate given by the Security Council, the Steering Committee recommended that the mandate given to the multinational protection force by the Security Council in resolution 1101 (1997) be extended for the period necessary for the completion of the electoral process in Albania and, in any event, not longer than 45 days after the termination of the present mandate.

By a letter dated 16 June 1997 addressed to the President of the Security Council, the representative of Albania noted that, while major improvements had been noticed in the field of public order, numerous challenges still existed. In particular, a serious threat still remained for public security in certain areas in view of the upcoming parliamentary elections. He agreed that the presence of the multinational protection force had contributed to the normalisation of public order and that it was necessary for it to continue. As a result, Albania requested that the presence of the force in Albania be extended for another three months.

At its 3791st meeting, held on 19 June 1997 in accordance with the understanding reached in its prior consultations, the Security Council included the above-mentioned letters in its agenda. Following the adoption of the agenda, the President (Russian Federation), with the consent of the Council, invited the representatives of Albania, Austria, Belgium, Denmark, Finland, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Romania, Spain, the former Yugoslav Republic of Macedonia and Turkey, at their request, to participate in the discussion without the right to vote.

At the same meeting, the President drew the attention of members of the Council to a letter dated 17 June 1997 from the representative of Denmark addressed to the Secretary-General, transmitting a statement by the Ministers of the OSCE Troika issued at Copenhagen on 10 April 1997, in which they, inter alia, expressed their support for an OSCE presence. The President further drew the attention of the members of the Council to a draft resolution submitted by Albania, Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Japan, Luxembourg, the Netherlands, Poland, Portugal, the Republic of Korea, Romania, Spain, Sweden, the former Yugoslav Republic of Macedonia, Turkey, the United Kingdom and the United States. At the same meeting, the representative of Albania noted that the multinational protection force had been successful in improving the situation and that the people of Albania were in the process of taking important decisions for the stability and future of their country through parliamentary elections. He therefore invited the members of the Council to vote in favour of the draft resolution, which would authorize the force to further help in the normalization of the situation.

The representative of Italy expressed hope that the operation would be concluded in six weeks and welcomed the decision of OSCE to support the decision of Albania to hold new parliamentary elections on 29 June 1997. He noted, however, that the achievement of that goal would not mean the end of either the economic emergency or the need for a sustained international commitment in Albania and that a ministerial conference would be convened in Rome after the elections to assess the progress in Albania and provide guidance for future international action.

Speaking before the vote, the representative of China noted that the Charter of the United Nations clearly stipulated that the United Nations should not interfere in what were essentially the internal affairs of a State and, since the question of Albania was essentially an internal affair of Albania, the Security Council should proceed with caution. He reiterated that his delegation was not in favour of authorizing the deployment of the multinational protection force and was even less in favour of expanding its mandate. Moreover, as the situation improved, the force should terminate its mandate at an appropriate time. He stated that it was his understanding that the deployment of the force in Albania was a special measure taken under special circumstances and, taking into account the relevant request of the Government of Albania for the extension of the mandate of the multinational protection force, the Chinese delegation would not stand in the way of the adoption of the draft resolution.

16 S/PV.3791, pp. 2-3.
17 Ibid., pp. 3-4.
18 Ibid., p. 4.
At the same meeting, the draft resolution was put to the vote and adopted by 14 votes to none, with 1 abstention (China), as resolution 1114 (1997), 19 which reads:

The Security Council,
Recalling its resolution 1101 (1997) of 28 March 1997,
Recalling also the statement by its President of 13 March 1997 on the situation in Albania,
Taking note of the letter dated 16 June 1997 from the Permanent Representative of Albania to the United Nations addressed to the President of the Security Council,
Taking note also of the sixth report to the Council on the operation of the multinational protection force in Albania,
Taking note further of decision No. 160 of 27 March 1997 of the Permanent Council of the Organization for Security and Cooperation in Europe, including the decision to provide the coordinating framework within which other international organizations can play their part in their respective areas of competence,
Expressing its appreciation for the neutral and impartial way in which the mandate of the Council has been carried out by the multinational protection force, in close cooperation with the Albanian authorities,
Reiterating its concern over the situation in Albania,
Underlining the need for all concerned to refrain from hostilities and acts of violence, and calling on the parties involved to continue the political dialogue and facilitate the electoral process,
Stressing the importance of regional stability, and in this context fully supporting the diplomatic efforts of the international community, particularly the Organization for Security and Cooperation in Europe and the European Union, to find a peaceful solution to the crisis and assist in the electoral process in Albania, in cooperation with the Albanian authorities,
Noting the need over a short period of time, as underlined in the sixth report on the operation of the multinational protection force in Albania, for a limited increase in the contingent originally planned, for the purpose of protecting the mission of the Organization for Security and Cooperation in Europe, especially in view of the planned elections,
Reaffirming the sovereignty, independence and territorial integrity of the Republic of Albania,
Determining that the present situation in Albania constitutes a threat to peace and security in the region,
1. Condemns all acts of violence, and calls for their immediate end;
2. Welcomes the readiness of the countries contributing to the multinational protection force to maintain their military contingents in Albania for a limited time as part of the multinational protection force, in the framework of the mandate provided by resolution 1101 (1997);
3. Welcomes also the intention of the countries contributing to the multinational protection force to continue, within the framework of the mandate provided by resolution 1101 (1997), to facilitate the safe and prompt delivery of humanitarian assistance and to help to create a secure environment for the missions of international organizations in Albania, including those providing humanitarian assistance, and takes note of all the elements contained in the sixth report to the Council on the operation of the multinational protection force in Albania, concerning, inter alia, the electoral monitoring mission of the Organization for Security and Cooperation in Europe/Office for Democratic Institutions and Human Rights;
4. Authorizes the Member States participating in the multinational protection force to conduct the operation in a neutral and impartial way to achieve the objectives set out in paragraph 3 above, and acting under Chapter VII of the Charter of the United Nations, further authorizes those Member States to ensure the security and freedom of movement of the personnel of the multinational protection force;
5. Calls upon all those concerned in Albania to cooperate with the multinational protection force and with the missions of the international organizations;
6. Decides that the operation shall be limited to a period of forty-five days from 28 June 1997, at which time the Council will assess the situation on the basis of the reports referred to in paragraph 9 below;
7. Also decides that the cost of implementing this temporary operation shall be borne by the participating Member States;
8. Encourages the Member States participating in the multinational protection force to cooperate closely with the Government of Albania, the United Nations, the Organization for Security and Cooperation in Europe, the European Union and all international organizations involved in rendering humanitarian assistance in Albania;
9. Requests the Member States participating in the multinational protection force to provide periodic reports to the Council through the Secretary-General, at least every two weeks, the first such report to be made no later than fourteen days after the adoption of the present resolution, inter alia, specifying the parameters and modalities of the operation on the basis of consultations between those Member States and the Government of Albania;
10. Decides to remain actively seized of the matter.

Decision of 14 August 1997 (3812th meeting): statement by the President

By a letter dated 5 August 1997 addressed to the President of the Security Council, 20 the representative

19 For the vote, see S/PV.3791, pp. 4-5.
of Italy noted that on 12 August 1997, the mandate of the multinational protection force in Albania, authorized by the Security Council in resolutions 1101 (1997) and 1114 (1997) would come to an end. Italy, in its capacity as leader of the force, would present the final report on the eve of the termination of the operation. He therefore requested that an open meeting of the Council be held upon the expiration of the mandate of the force.

By a letter dated 8 August 1997 addressed to the President of the Security Council, the representative of Italy for an open meeting of the Council in the context of the closing of its capacity as leader of the force, would present the final report on the eve of the termination of the operation. He therefore requested that an open meeting of the Council be held upon the expiration of the mandate of the force.

By a letter dated 12 August 1997 addressed to the President of the Security Council, the Secretary-General transmitted a letter from the representative of Italy, which transmitted the eleventh and final biweekly report on the multinational protection force for Albania as requested in resolutions 1101 (1997) and 1114 (1997). The report noted that what had been in place in Albania for the last four and a half months was not a traditional peacekeeping or peacemaking operation but rather one of a complex nature, involving assistance from the international community within a multinational security framework provided by the multinational protection force. The presence of the force effectively blocked the risk of Albania sliding towards anarchy or even internal political conflict and allowed the various international organizations and individual States willing to provide practical help to Albania to organize assistance in a secure environment. Thus, a notable improvement in the situation in the country was brought about in a short period of time, restoring confidence in national prospects. The report stated that a new phase needed to begin without delay, focusing on the rehabilitation of State institutions and the return of the country to an orderly social, political and economic condition, with the active support of the international community.

At its 3811th meeting, held on 14 August 1997 in response to the requests of the representatives of Italy and Albania, the Security Council included the above-mentioned letters in its agenda. The President (United Kingdom), with the consent of the Council, invited the representatives of Albania, Denmark, Germany, Greece, Italy, Luxembourg, Romania, Slovenia, Spain, the former Yugoslav Republic of Macedonia and Turkey, at their request, to participate in the discussion without the right to vote. The President, with the consent of the Council, also invited the head of the delegation of the International Committee of the Red Cross (ICRC) under rule 39 of the Council’s provisional rules of procedure.

Over the course of the meeting, several representatives underlined the success of the multinational protection force in facilitating the delivery of humanitarian assistance and in creating a secure environment, and in successfully performing the tasks assigned in accordance with Council resolutions 1101 (1997) and 1114 (1997), although serious challenges remained that would require the ongoing support of the international community. Everyone noted the important contribution of OSCE and the role of regional organizations, and the importance of the successful elections, which had been supported by the extension of the mandate.

The representative of Japan noted that the operation constituted an important precedent of a militarily and politically coordinated multinational action under Chapter VII of the Charter, providing a comprehensive framework to deal with a humanitarian crisis in one country, which prevented the spillover of the crisis which might have affected peace and security in the broader region.

The representative of the Republic of Korea expressed his belief that the operation in Albania had set a “significant” precedent for potential future

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interventions by the international community in cases in which a State was gripped by a complex crisis with serious humanitarian implications and political repercussions for its neighbours.\textsuperscript{25}

The representative of Albania expressed his country’s gratitude to the Security Council, the member countries of the multinational protection force, the Organization for Security and Cooperation in Europe, the European Union, the Council of Europe and the Western European Union. He stated that public order and security would be assured within a short time, and that Albania would enter the path of normal and solid development.\textsuperscript{26}

The representative of Italy underlined the factors that had contributed to the positive outcome of the operation in Albania. The first factor was the unity of intent shown by a group of countries to get involved immediately in a risky but necessary operation. The second factor was the decisive action by the Security Council in approving the mandate for the multinational protection force in one day. The third factor was the rapid planning and deployment of the force. Fourth, there had been intense and in-depth political consultation and coordination among the participating countries, giving the force the necessary guidance from the outset. Fifth, definite limits had been placed on the time-frame of the operation from the outset, with a sunset clause that had been fully respected. The sixth factor had been the comprehensive and ongoing integration of the political, military and humanitarian aspects of the entire operation. The final factor had been the absolute respect by the multinational protection force for its mandate regarding complete neutrality and impartiality towards the political forces in Albania, and refraining from any kind of police activities, no matter how difficult that had proved.\textsuperscript{27}

The representative of ICRC informed the Council that, while the dispatch of the multinational protection force had made it possible to stabilize the situation and to hold legislative elections, Albania still faced law and order problems and was still in the process of rebuilding a functioning State administration. Those tasks called for long-term assistance which went far beyond the capacity of any humanitarian organization.\textsuperscript{28}

At its 3812\textsuperscript{th} meeting, held on 14 August 1997, the Security Council resumed its consideration of the items from its 3811\textsuperscript{th} meeting. In accordance with decisions taken at that meeting, the representatives of Denmark, Germany, Greece, Italy, Luxembourg, Romania, Slovenia, Spain, the former Yugoslav Republic of Macedonia and Turkey were invited to be present.

At the same meeting, the President made the following statement on behalf of the Council:\textsuperscript{29}

The Security Council has considered the eleventh and last report of the operation of the multinational protection force in Albania of 11 August 1997, submitted pursuant to the requirement set out in paragraph 9 of resolution 1114 (1997).

The Council notes with appreciation that the mandate of the multinational protection force, as set out in its resolutions 1101 (1997) and 1114 (1997), has been fulfilled successfully. The presence of the multinational protection force has contributed to the facilitation of safe and prompt delivery of humanitarian assistance in Albania. Its presence has also helped to create a secure environment for the missions of international organizations in Albania, as part of the efforts of the international community, particularly the Organization for Security and Cooperation in Europe and the European Union, to find a peaceful solution to the crisis and to assist international organizations in their role in the electoral process in close cooperation with the Albanian authorities.

The Council recognizes the role played by the multinational protection force and the Governments of the participating countries under Italian leadership in the full discharge of the mandate in assisting the Albanian authorities and the international organizations involved.

The Council is of the view that the Albanian people and their authorities bear the primary responsibility for the future of Albania and for restoring normal conditions in the country. The necessary international assistance will be conditional upon Albania’s own efforts at achieving reconciliation, security, rehabilitation and economic reform.

In this respect, the Council encourages the international community to assist and support the economic, social and institutional rehabilitation of Albania and welcomes the steps that have already been taken in this direction, including the preparatory meetings for the ministerial conference to be held in Rome in autumn 1997.

\textsuperscript{25} Ibid., pp. 10-11.
\textsuperscript{26} Ibid., pp. 13-14.
\textsuperscript{27} Ibid., pp. 14-17.
\textsuperscript{28} Ibid., pp. 24-25.
\textsuperscript{29} S/PRST/1997/44.