

**Peace Agreement Access Tool PA-X <https://pax.peaceagreements.org/>**

<b>Country/ entity</b>	Georgia Abkhazia
<b>Region</b>	Europe and Eurasia Europe and Eurasia
<b>Agreement name</b>	Decision of 28 April 1998 on additional measures for the settlement of the conflict in Abkhazia, Georgia, The Council of Heads of State of the Commonwealth of Independent State
<b>Date</b>	28 Apr 1998
<b>Agreement status</b>	Multiparty signed/agreed
<b>Interim arrangement</b>	Yes
<b>Agreement/ conflict level</b>	Intrastate/intrastate conflict ( Georgian Separatist Conflicts (1989 - ) )
<b>Stage</b>	Framework/substantive - partial
<b>Conflict nature</b>	Government/territory
<b>Peace process</b>	Abkhazia peace process
<b>Parties</b>	CIS states: For the Republic of Armenia - R. KOCHARYAN For the Republic of Moldova [unsigned] For the Azerbaijani Republic - G. ALIYEV For the Russian Federation - B. YELTSIN For the Republic of Belarus [unsigned] For the Republic of Tajikistan [unsigned] For Georgia - E. SHEVARDNADZE For Turkmenistan [unsigned] For the Republic of Kazakhstan - N . NAZARBAEV For Ukraine - [unsigned] For the Kyrgyz Republic - A. AKAEV For the Republic of Uzbekistan - I. KARIMOV
<b>Third parties</b>	-
<b>Description</b>	Decided to extend stay of Collective Peacekeeping Forces (CPF). Agreed to draw up plan to re-deploy CPF and called on members of CPF to take more active part in peacekeeping. Expressed concern that decision of 28 March 1997 (expansion of peacekeeping forces) remained unimplemented and agreed any further delay in process of return of refugees/displaced persons was inadmissible. Parties also agreed to seek cooperation of international community in resolving socio-economic and humanitarian problems.

## Groups

Children/  
youth No specific mention.

Disabled  
persons No specific mention.

Elderly/age No specific mention.

Migrant  
workers No specific mention.

Racial/  
ethnic/  
national  
group No specific mention.

Religious  
groups No specific mention.

Indigenous  
people No specific mention.

Other  
groups No specific mention.

Refugees/  
displaced  
persons

Groups→Refugees/displaced persons→Substantive

Page 2, Has decided:

... 2. To regard as inadmissible any further delay in the process of the organized return of refugees and displaced persons throughout the territory of Abkhazia and to demand urgently that the organized return of refugees and displaced persons should begin and that their return to the Gali district (within the old borders) should be completed by the end of 1998 on the basis of the mechanisms worked out by representatives of the parties, the Russian Federation and the Office of the United Nations High Commissioner for Refugees, Only in immediate, direct coordination with the process of the steady, organized return of refugees and displaced persons, above all to the Gali district (within the old borders), should action be taken for the economic recovery of the region and the normalization of the border and customs regimes, To recommend urgently that the parties to the conflict should consider and resolve the question of the establishment, at the stage of the return of refugees and the full normalization of life in the Gali district (within the old borders), of a temporary transitional administration, which would work with the direct participation of the intermediaries, the United Nations and OSCE;

Page 2, Has decided:

... 3. That the CPF command, in coordination with the parties, should ensure the implementation of the measures envisaged in the decision of the Council of Heads of State of the Commonwealth of 28 March 1997. Within one month, on the basis of a mechanism worked out by the parties to the conflict, a plan should be drawn up to redeploy CPF, including a plan to bring the Unified Headquarters of CPF closer to areas in which CPF units are deployed, and other measures associated with the organized return of refugees and displaced persons, especially to the Gali district (within the old borders). The CPF command should devote increased attention to ensuring, in accordance with the CPF mandate, the safe operation of vitally important structures in the security zone, in particular, the Inguri hydroelectric power station, bridges, the water supply system, and so on;

Page 2-3, Has decided:

... 4. ... In the event of opposition to the return of refugees and the emergence of a threat to peace and security in the region, to consider the question of introducing appropriate changes in the nature and content of the peacekeeping operation on the basis of the appropriate provisions of the Charter of the United Nations applicable in such cases;

Social class No specific mention.

## Gender

Women, girls and gender No specific mention.

Men and boys No specific mention.

LGBTI No specific mention.

Family No specific mention.

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## State definition

Nature of state (general) No specific mention.

State configuration No specific mention.

Self determination No specific mention.

Referendum No specific mention.

State symbols No specific mention.

Independence/ secession No specific mention.

Accession/ unification No specific mention.

Border delimitation	Page 2, Has decided: ... 2. To regard as inadmissible any further delay in the process of the organized return of refugees and displaced persons throughout the territory of Abkhazia and to demand urgently that the organized return of refugees and displaced persons should begin and that their return to the Gali district (within the old borders) should be completed by the end of 1998 on the basis of the mechanisms worked out by representatives of the parties, the Russian Federation and the Office of the United Nations High Commissioner for Refugees, Only in immediate, direct coordination with the process of the steady, organized return of refugees and displaced persons, above all to the Gali district (within the old borders), should action be taken for the economic recovery of the region and the normalization of the border and customs regimes, To recommend urgently that the parties to the conflict should consider and resolve the question of the establishment, at the stage of the return of refugees and the full normalization of life in the Gali district (within the old borders), of a temporary transitional administration, which would work with the direct participation of the intermediaries, the United Nations and OSCE;
Cross-border provision	No specific mention.

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## Governance

Political institutions (new or reformed)	No specific mention.
Elections	No specific mention.
Electoral commission	No specific mention.
Political parties reform	No specific mention.
Civil society	No specific mention.

Traditional/  
religious  
leaders      No specific mention.

Public  
administration      No specific mention.

Constitution      No specific mention.

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## **Power sharing**

Political  
power  
sharing      No specific mention.

Territorial  
power  
sharing      No specific mention.

Economic  
power  
sharing      No specific mention.

Military  
power  
sharing      No specific mention.

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## **Human rights and equality**

Human  
rights/RoL  
general      No specific mention.

Bill of  
rights/  
similar      No specific mention.

Treaty incorporation Page 2-3, Has decided:  
... 4. ... In the event of opposition to the return of refugees and the emergence of a threat to peace and security in the region, to consider the question of introducing appropriate changes in the nature and content of the peacekeeping operation on the basis of the appropriate provisions of the Charter of the United Nations applicable in such cases;

Civil and political rights No specific mention.

Socio-economic rights No specific mention.

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### **Rights related issues**

Citizenship No specific mention.

Democracy No specific mention.

Detention procedures No specific mention.

Media and communication No specific mention.

Mobility/access No specific mention.

Protection measures No specific mention.

Other No specific mention.

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## **Rights institutions**

NHRI            No specific mention.

Regional or    No specific mention.  
international  
human  
rights  
institutions

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## **Justice sector reform**

Criminal        No specific mention.  
justice and  
emergency  
law

State of        No specific mention.  
emergency  
provisions

Judiciary      No specific mention.  
and courts

Prisons and    No specific mention.  
detention

Traditional    No specific mention.  
Laws

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## Socio-economic reconstruction

Development or socio-economic reconstruction	<p>Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development</p> <p>Page 2, Has decided:</p> <p>... 2. To regard as inadmissible any further delay in the process of the organized return of refugees and displaced persons throughout the territory of Abkhazia and to demand urgently that the organized return of refugees and displaced persons should begin and that their return to the Gali district (within the old borders) should be completed by the end of 1998 on the basis of the mechanisms worked out by representatives of the parties, the Russian Federation and the Office of the United Nations High Commissioner for Refugees, Only in immediate, direct coordination with the process of the steady, organized return of refugees and displaced persons, above all to the Gali district (within the old borders), should action be taken for the economic recovery of the region and the normalization of the border and customs regimes, To recommend urgently that the parties to the conflict should consider and resolve the question of the establishment, at the stage of the return of refugees and the full normalization of life in the Gali district (within the old borders), of a temporary transitional administration, which would work with the direct participation of the intermediaries, the United Nations and OSCE;</p> <p>Socio-economic reconstruction→Development or socio-economic reconstruction→Infrastructure and reconstruction</p> <p>Page 2, Has decided:</p> <p>... 3 ... The CPF command should devote increased attention to ensuring, in accordance with the CPF mandate, the safe operation of vitally important structures in the security zone, in particular, the Inguri hydroelectric power station, bridges, the water supply system, and so on;</p> <p>Page 3, Has decided:</p> <p>... 6. To seek the cooperation of the international community and international organizations in resolving the socio-economic and humanitarian problems of the population caused by the conflict;</p>
National economic plan	No specific mention.
Natural resources	No specific mention.
International funds	<p>Page 3, Has decided:</p> <p>... 6. To seek the cooperation of the international community and international organizations in resolving the socio-economic and humanitarian problems of the population caused by the conflict;</p>

Business No specific mention.

Taxation Socio-economic reconstruction→Taxation→Reform of taxation

Page 2, Has decided:

... 2. To regard as inadmissible any further delay in the process of the organized return of refugees and displaced persons throughout the territory of Abkhazia and to demand urgently that the organized return of refugees and displaced persons should begin and that their return to the Gali district (within the old borders) should be completed by the end of 1998 on the basis of the mechanisms worked out by representatives of the parties, the Russian Federation and the Office of the United Nations High Commissioner for Refugees, Only in immediate, direct coordination with the process of the steady, organized return of refugees and displaced persons, above all to the Gali district (within the old borders), should action be taken for the economic recovery of the region and the normalization of the border and customs regimes, To recommend urgently that the parties to the conflict should consider and resolve the question of the establishment, at the stage of the return of refugees and the full normalization of life in the Gali district (within the old borders), of a temporary transitional administration, which would work with the direct participation of the intermediaries, the United Nations and OSCE;

Banks No specific mention.

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## **Land, property and environment**

Land reform/  
rights No specific mention.

Pastoralist/  
nomadism  
rights No specific mention.

Cultural  
heritage No specific mention.

Environment No specific mention.

Water or  
riparian  
rights or  
access

No specific mention.

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## Security sector

Security Guarantees

Page 2, Has decided:  
... 4. To express grave concern that the provisions of the decision of the Council of Heads of State of the Commonwealth of 28 March 1997 concerning the expansion of the security zone have remained unimplemented. To call on the Abkhaz party to revert to this question, to consider it and to resolve it favourably.

Page 2, Has decided:  
... 4. ... In the event of opposition to the return of refugees and the emergence of a threat to peace and security in the region, to consider the question of introducing appropriate changes in the nature and content of the peacekeeping

Ceasefire

No specific mention.

Police

No specific mention.

Armed forces

Page 3, Has decided:  
... 8. To instruct the Executive Secretariat of the Commonwealth of Independent States, with the participation of the headquarters for the coordination of military cooperation by the States members of the Commonwealth, to report on a systematic basis to the Heads of State of the Commonwealth of Independent States on the implementation of the decisions of the Council of Heads of State of the Commonwealth relating to the settlement of the conflict in Abkhazia, Georgia;

DDR

No specific mention.

Intelligence services

No specific mention.

Parastatal/ rebel and opposition group forces	No specific mention.
Withdrawal of foreign forces	No specific mention.
Corruption	Page 1, [untitled preamble], ... Noting with concern the escalation of acts of sabotage and terrorism, the kidnapping of personnel of the Collective Peacekeeping Forces (CPF) and of the United Nations Observer Mission in Georgia, and other acts of violence in the conflict zone, the victims of which are the civilian population, refugees and displaced persons,
Crime/ organised crime	No specific mention.
Drugs	No specific mention.
Terrorism	Page 1, [untitled preamble], ... Noting with concern the escalation of acts of sabotage and terrorism, the kidnapping of personnel of the Collective Peacekeeping Forces (CPF) and of the United Nations Observer Mission in Georgia, and other acts of violence in the conflict zone, the victims of which are the civilian population, refugees and displaced persons,

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## **Transitional justice**

Transitional justice general	No specific mention.
Amnesty/ pardon	No specific mention.
Courts	No specific mention.

Mechanism	No specific mention.
Prisoner release	No specific mention.
Vetting	No specific mention.
Victims	Page 1, [untitled preamble], ... Noting with concern the escalation of acts of sabotage and terrorism, the kidnapping of personnel of the Collective Peacekeeping Forces (CPF) and of the United Nations Observer Mission in Georgia, and other acts of violence in the conflict zone, the victims of which are the civilian population, refugees and displaced persons,
Missing persons	No specific mention.
Reparations	No specific mention.
Reconciliation	Page 1, [untitled preamble], Noting with concern that, because of the obstructive position of the Abkhaz party to the conflict, the negotiations on defining the political status of Abkhazia, Georgia, have come to a standstill,

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## Implementation

UN signatory	No specific mention.
Other international signatory	No specific mention.
Referendum for agreement	No specific mention.

International mission/  
force/similar Page 2, Has decided:  
1. To extend, with the consent of the parties, the stay of the Collective peacekeeping Forces in the conflict zone in Abkhazia, Georgia, to 31 July 1998 or until such time as one of the parties of the conflict, believing that the provisions of this decision have not been fulfilled, expresses its wish to terminate the operation;

Page 2, Has decided:

... 3. That the CPF command, in coordination with the parties, should ensure the implementation of the measures envisaged in the decision of the Council of Heads of State of the Commonwealth of 28 March 1997. Within one month, on the basis of a mechanism worked out by the parties to the conflict, a plan should be drawn up to redeploy CPF, including a plan to bring the Unified Headquarters of CPF closer to areas in which CPF units are deployed, and other measures associated with the organized return of refugees and displaced persons, especially to the Gali district (within the old borders).

The CPF command should devote increased attention to ensuring, in accordance with the CPF mandate, the safe operation of vitally important structures in the security zone, in particular, the Inguri hydroelectric power station, bridges, the water supply system, and so on;

Page 3, Has decided:

... 5. The Council of Heads of State of the Commonwealth calls upon the States members of the Commonwealth of Independent States which signed the decisions on the deployment of CPF in the Georgian-Abkhaz conflict zone and on confirming the mandate for the conduct of peacekeeping operation in the Georgian-Abkhaz conflict zone to take a more active part in the peacekeeping operation together with the Russian Federation, which is at present bearing the whole burden of this operation;

Page 3, Has decided:

... 7. To consider it essential to approach the United Nations with regard to the inclusion in the United Nations Observer Mission in Georgia of a group of observers from the States members of the Commonwealth of Independent States;

Enforcement mechanism	Page 2, Has decided: ... 3. That the CPF command, in coordination with the parties, should ensure the implementation of the measures envisaged in the decision of the Council of Heads of State of the Commonwealth of 28 March 1997. Within one month, on the basis of a mechanism worked out by the parties to the conflict, a plan should be drawn up to redeploy CPF, including a plan to bring the Unified Headquarters of CPF closer to areas in which CPF units are deployed, and other measures associated with the organized return of refugees and displaced persons, especially to the Gali district (within the old borders). The CPF command should devote increased attention to ensuring, in accordance with the CPF mandate, the safe operation of vitally important structures in the security zone, in particular, the Inguri hydroelectric power station, bridges, the water supply system, and so on;
Related cases	No specific mention.
Source	On file with author

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