Post-Conflict Housing Restitution The European Human Rights Perspective with a Case Study on Bosnia and Herzegovina

Cover: Picture by Amar Cudić SCHOOL OF HUMAN RIGHTS RESEARCH SERIES, Volume 25 The titles published in this series are listed at the end of this volume.

Post-Conflict Housing Restitution The European Human Rights Perspective with a Case Study on Bosnia and Herzegovina

Antoine C. Buyse



The research for this publication was made possible by a grant from the Nederlandse Organisatie voor Wetenschappelijk Onderzoek (NWO).

This book is associated to the series of the E.M. Meijers Institute of Legal Studies, Faculty of Law, Leiden University, the Netherlands. It was prepared and defended at that University as a Ph.D. thesis.



Typesetting: G.J. Wiarda Institute for Legal Research, Boothstraat 6, 3512 BW Utrecht.

Antoine C. Buyse Post-Conflict Housing Restitution. The European Human Rights Perspective, with a Case Study on Bosnia and Herzegovina

ISBN 978-90-5095-770-0 D/2008/7849/19 NUR 828

© 2008 Intersentia www.intersentia.com

Behoudens uitzondering door de wet gesteld, mag zonder schiftelijke toestemming van de rechthebbende(n) op het auteursrecht c.q. de uitgevers van deze uitgave, door de rechthebbende(n) gemachtigd namens hem (hen) op te treden, niets uit deze uitgave worden verveelvoudigd en/of openbaar gemaakt door middel van druk, fotocopie, microfilm of anderszins, hetgeen ook van toepassing is op de gehele of gedeeltelijke bewerking. De uitgevers zijn met uitsluiting van ieder ander onherroepelijk door de auteur gemachtigd de door derden verschuldigde vergoedingen van copiëren, als bedoeld in artikel 17 lid 2 der Auteurswet 1912 en in het KB van 20-6-'64 (Stb. 351) ex artikel 16b der Auteurswet 1912, te doen innen door (en overeenkomstig de reglementen van) de Stichting Reprorecht te Amsterdam.

Niets uit deze uitgave mag worden verveelvoudigd en/of openbaar gemaakt door middel van druk, fotocopie, microfilm of op welke andere wijze ook, zonder voorafgaande schriftelijke toestemming van de uitgevers.

No part of this book may be reproduced in any form, by print, photo copy, microfilm or any other means, without written permission from the publishers.

'I'm basically a historian who got into law via a historical accident. I've always been fascinated by texts which last from one world into another world, texts like the Magna Carta, the Sermon on the Mount – that doesn't have any protocols but it's still around.'

BRIAN SIMPSON

PREFACE

In the summer of 2002 I was mixing cement, sand, and water to make concrete to rebuild housing destroyed in the war in the small Bosnian town of Bosanska Gradiška. I could not have imagined at the time that the following years would be consumed with research on housing issues in that same country. Yet, that is exactly what happened.

Writing a dissertation may in and of itself be a lonely endeavour, but I have been very fortunate to have conducted my research in an environment that was far from lonely. Apart from the numerous people whose insights have benefited my academic work and which the Leiden tradition does not allow me to thank by name, my research would never have led to the same results without the presence and help of the people and institutions mentioned here.

The research undertaken has been generously supported by a grant of NWO, the Netherlands Organisation for Scientific Research. My research stays abroad have received additional financial support from the Leiden University Fund and the E.M. Meijers Institute. I am very grateful for the practical support of the staff of the latter institute, especially to Kees Waaldijk for his keen eye for the interests of Ph.D. fellows and his wise advice and to Laura Lancée for her help in contacting foreign research institutions. My stay in Geneva at the University Centre of International Humanitarian Law in Geneva was made very enjoyable thanks to Lindsey Cameron and Théo Boutruche. The same goes for the lunches with the young researchers at the Max Planck Institute for Comparative Public Law and International Law in Heidelberg. At both institutions, the library staff was extremely helpful in helping me to find my way in the treasure troves of available literature. In Bosnia and Herzegovina, Massimo Moratti, Rhodri Williams, Vandana Patel, Paul Prettitore and Gordana Osmančević. have given me essential insights into the implementation of housing restitution rights in practice. Finally, I am very grateful for the translation of the summary into French by my father and into Serbo-Croatian by Franka Olujić which have made my work more accessible to non-English speakers.

It cannot be underestimated how important diversions from the research can be, as long as they do not entirely overwhelm it of course. Here, my first word of thanks goes to my two subsequent roommates, Felix and Lisa, who have not only been the most pleasant company but have filled the dissertation years with humour, thus creating the perfect environment for serendipities. In addition, my 'comrades in arms' – Herke and Mireille – and all my table companions during our weekly case law lunches, and the other colleagues at the Faculty, created an atmosphere of friendship that made my stay in Leiden such a pleasure.

Preface

My fellow Board members of the Centre on Housing Rights and Evictions and my friends of Critical Mass – Bas, Enno, Floris, and Hiske – have ensured that my academic work was never done in a vacuum, as the European Court of Human Rights would put it, but was enriched by the practical application of human rights in advocacy and education.

Outside the context of work, I am very grateful for the support of my family and friends. They have not only shown interest in how I muddled through the ups and downs of writing a Ph.D. thesis, but have also often *not* asked about it, which may have been even more important for my peace of mind.

Finally, my deepest gratitude is owed to the two persons who have accompanied me on the road of life and have given me so much strength and love: Ward and the Eternal One. The latter's love is so strong and unconditional that it forms a source of permanent consolation and support. Ward, for his part, has enriched my life in more ways than I could possibly have imagined and he has been my best supporter at every stage of this research project and on all other fronts as well. He has shown me the true meaning of the word joy. It is my wish and hope that they will both continue to walk that road with me for a very long time to come!

Leiden, October 2007

TABLE OF CONTENTS

| Tabl | Preface Table of contents List of abbreviations | |
|------------|--|----------|
| List | of addieviations | XV |
| | pter 1 oduction | 3 |
| | | 3 |
| 1.1 1.2 | The problem in a nutshell – the <i>Blečić</i> case The changing face of conflict | 5 |
| 1.3 | Housing and property restitution: contribution to peace? | 9 |
| 1.4 | Central research question | 15 |
| 1.5 | Research framework | 21 |
| 1.6 | Structure | 25 |
| 1.7 | The case study of Bosnia and Herzegovina | 26 |
| 1.8 | Conclusion | 28 |
| _ | | • |
| PAR | ΓΙ THE NORMATIVE SYSTEM | 31 |
| | pter 2 | 22 |
| Resp | pect for the Home | 33 |
| 2.1 | Introduction | 33 |
| 2.2 | Underlying concepts: security, privacy and attachment | 33 |
| 2.3 | The notion of 'home' under the ECHR | 35 |
| | 2.3.1 Scope of the home | 35 |
| | 2.3.2 Multiple homes | 41 |
| | 2.3.3 The specific case of businesses | 43 |
| | 2.3.4 Global perspective: 'Home' in the Universal Declaration | |
| | and the ICCPR | 44 |
| 2.4 | 2.3.5 The scope of the home: some conclusions | 45 47 |
| 2.4 | | |
| 2.5 2.6 | Non-interference | 51 59 |
| 2.0 | Positive obligations Conclusion | 63 |
| 4.1 | Conclusion | 03 |

Table of Contents

| | pter 3 Protection of Property | 65 |
|------------|---|------------|
| 3.1 | Introduction | 65 |
| 3.2 | The concept of possessions under the ECHR | 65 |
| 3.3 | Nature of the right | 73 |
| 3.4 | Non-interference | 75 |
| 3.5 | Positive obligations | 85 |
| 3.6 | Conclusion | 87 |
| | pter 4 -Discrimination and Minority Rights | 89 |
| 4.1 | Introduction | 89 |
| 4.2 | Protection against discrimination | 90 |
| 4.3 | System of review by the Court | 93 |
| 4.4 | Non-discrimination and restitution | 99 |
| 4.5 | Minority protection: the Framework Convention | 102 |
| 4.6 | Minority protection: the European Convention on Human Rights | 106 |
| 4.7 | Conclusion | 109 |
| | pter 5 itution as a Remedy for Human Rights Violations | 113 |
| | · | 112 |
| 5.1 | Introduction | 113 |
| 5.2 5.3 | Remedies for violations of international law | 114 116 |
| 5.4 | Restitution as the preferred remedy Restitution as reparation for human rights violations | 118 |
| 5.5 | The Basic Principles: towards a right to restitution? | 122 |
| 5.6 | Which reparations does the Strasbourg Court provide? | 127 |
| 5.7 | Reparation: right or probability? | 133 |
| 5.8 | Conclusion | 136 |
| Cha | pter 6 | |
| Hou | sing Restitution as a Right on its Own? | 139 |
| 6.1 | Introduction | 139 |
| 6.2 | Stock-taking of practice at the United Nations | 141 |
| 6.3 | Rules of war, peace treaties and other state practice | 147 |
| 6.4 | The Principles on Housing and Property Restitution | 151 |
| 6.5 | Conclusion | 158 |

| Cha | pter 7 | |
|-----|---|-----|
| The | Right to Housing Restitution in Bosnia and Herzegovina | 161 |
| 7.1 | Introduction | 161 |
| 7.2 | The right to housing restitution in Bosnia and Herzegovina | 162 |
| | 7.2.1 The Dayton Peace Agreement | 163 |
| | 7.2.2 Domestic legislation | 166 |
| 7.3 | Human Rights Chamber case law: the right to respect for the home | 171 |
| | 7.3.1 The notion of home | 171 |
| | 7.3.2 Non-interference | 174 |
| | 7.3.3 Positive obligations | 179 |
| | 7.3.4 Some conclusions | 181 |
| 7.4 | Human Rights Chamber case law: protection of property | 182 |
| | 7.4.1 The notion of possessions | 183 |
| | 7.4.2 Non-interference and positive obligations | 184 |
| | 7.4.3 Some conclusions | 187 |
| 7.5 | Human Rights Chamber case law: non-discrimination | 188 |
| 7.6 | Human Rights Chamber case law: restitution as a remedy | 192 |
| 7.7 | Conclusion | 194 |
| PAR | T II THE OPERATING SYSTEM | 197 |
| | pter 8 nents of an Operating System for Housing Restitution | 199 |
| 8.1 | Introduction | 199 |
| 8.2 | Application of the operating system to housing restitution | 200 |
| 8.3 | The ECHR as an operating system with barriers | 206 |
| 8.4 | ECHR requirements for the national operating system: the right to an | |
| | effective remedy | 210 |
| 8.5 | The road ahead: the following chapters | 217 |
| | pter 9 | |
| | ifeline in Time? Non-Retroactivity and Continuing Violations under ECHR | 219 |
| 9.1 | Introduction | 219 |
| 9.2 | The principle of non-retroactivity | 220 |
| 9.3 | Distinctiveness of human rights treaties? | 221 |
| 9.4 | Exceptions to non-retroactivity | 225 |
| 9.5 | The concept of continuing violations under human rights treaties | 228 |

Table of Contents

| 9.6 | Application of non-retroactivity under the European Convention on | | | |
|-------|--|-----|--|--|
| | Human Rights | 233 | | |
| | 9.6.1 Temporal scope of the ECHR – the Commission and the Court | 233 | | |
| | 9.6.2 Jurisdiction – the Commission | 234 | | |
| | 9.6.3 Jurisdiction – the Court | 235 | | |
| | 9.6.4 Continuing situations – the Commission | 236 | | |
| | 9.6.5 Continuing situations – the Court | 237 | | |
| | 9.6.6 Separate facts or proceedings as one continuum | 241 | | |
| 9.7 | The link with housing restitution | 242 | | |
| 9.8 | Conclusion | | | |
| _ | oter 10 | | | |
| Beyo | nd their Grasp? Territorial Scope of the ECHR | 247 | | |
| 10.1 | Introduction | 247 | | |
| 10.2 | The context of international law | 248 | | |
| 10.3 | The territorial scope of human rights treaties other than the ECHR | 249 | | |
| 10.4 | Extraterritorial application of the ECHR by the Commission | 254 | | |
| 10.5 | Extraterritorial application of the ECHR by the Court | 257 | | |
| 10.6 | Application of the ECHR in areas where the state has lost control | 267 | | |
| 10.7 | The link with housing restitution | 270 | | |
| 10.8 | Conclusion | 271 | | |
| | oter 11 | | | |
| The (| Operating System for Housing Restitution in Post-Dayton Bosnia | 275 | | |
| 11.1 | Introduction | 275 | | |
| 11.2 | The Commission for Real Property Claims of Displaced Persons and | | | |
| | Refugees | 275 | | |
| 11.3 | The Constitutional Court of Bosnia and Herzegovina | 281 | | |
| 11.4 | The Commission on Human Rights | 284 | | |
| | 11.4.1 The Office of the Ombudsman | 285 | | |
| | 11.4.2 The Human Rights Chamber | 288 | | |
| | 11.4.3 The Human Rights Chamber and the right to an effective | | | |
| | remedy | 293 | | |
| | 11.4.4 Jurisdiction of the Human Rights Chamber | 295 | | |
| | 11.4.5 The end of the story? Integration of the Human Rights Chamber | | | |
| | into the Constitutional Court | 299 | | |
| 11.5 | Other institutions involved | 301 | | |
| 11.6 | Tested from above: the link between the Bosnian and European human | | | |
| | rights operating systems | 304 | | |
| 117 | Conclusion | 307 | | |

Table of Contents

| Part | III APPLICATION IN PRACTICE | 311 |
|------------------|---|------------|
| | oter 12 sing Restitution in Practice | 313 |
| 12.1 | Introduction | 313 |
| 12.2 | The first post-war years: obstruction and low priority for housing | |
| | restitution | 314 |
| 12.3 | United we stand, divided we (re-)act | 318 |
| 12.4 | | 321 |
| 12.5 | Implementing change: the Property Law Implementation Plan (PLIP) | 324 |
| | 12.5.1 Backgrounds of the PLIP | 324 |
| | 12.5.2 Organisational structure of the PLIP 12.5.3 PLIP's methods of action | 325 326 |
| | 12.5.4 The chronology principle | 331 |
| 12.6 | The tough part: enforcement through evictions | 333 |
| 12.7 | Time to harvest: the results of the PLIP | 336 |
| 12.8 | The underlying shifts: from returns to restitution, from pragmatism to | 330 |
| 12.0 | rule of law | 339 |
| 12.9 | The final stage: consensus dissolves | 342 |
| | oter 13 clusion | 349 |
| | | |
| 13.1 | Introduction | 349 |
| 13.2 | The right to housing restitution: incomplete emergence | 350 |
| 13.3 | The operating system: stumbling blocks and discrepancies | 354 |
| 13.4 | The Bosnian experience | 356 |
| 13.5 | Lessons from Bosnia | 358 |
| 13.6 | Assessing the theory | 361 |
| 13.7 | Concluding recommendations | 362 |
| Same | envatting (summary in Dutch) | 367 |
| | mé (summary in French) | 377 |
| | tak (summary in Bosnian) | 387 |
| | Bibliography | |
| | Index | |
| Curriculum vitae | | 435 |

LIST OF ABBREVIATIONS

a.o. and others

Appl.no. Application number

Art. Article

BiH Bosnia and Herzegovina

CERD Committee on the Elimination of Racial Discrimination

CoE Council of Europe

CRPC Commission for Real Property Claims

CSCE Conference for Security and Co-operation in Europe

ECHR European Convention on Human Rights and Fundamental Freedoms

EComHR European Commission of Human Rights
ECtHR European Court of Human Rights

e.g. exempli gratia (for example)

EU European Union

FCNM Framework Convention for the Protection of National Minorities

GA General Assembly

HRC Human Rights Committee

HRC BiH Human Rights Chamber of Bosnia and Herzegovina IACHR Inter-American Commission on Human Rights

IACtHR Inter-American Court of Human Rights

Ibid. Ibidem

ICCPR International Covenant on Civil and Political Rights

ICESCR International Covenant on Economic, Social and Cultural Rights

ICG International Crisis Group
ICJ International Court of Justice
IDP Internally displaced person
IO international organisation
IPTF International Police Task Force
NGO non-governmental organisation
OHR Office of the High Representative

OSCE Organization for Security and Cooperation in Europe

P1-1 Article 1 of the first Protocol of the ECHR

para. paragraph

PCIJ Permanent Court of International Justice

PIC Peace Implementation Council
PLIP Property Law Implementation Plan

p. page

List of Abbreviations

pp. pages

SC Security Council

SFOR Stabilisation Force in Bosnia and Herzegovina

s.l. sine loco

RRTF Reconstruction and Return Taskforce

UN United Nations

UNHCR United Nations High Commissioner for Refugees
UNMiBH United Nations Mission in Bosnia and Herzegovina