

ADDENDA

Since this edition of the Handbook went to press, several important OSCE-related events have occurred:

1. At the Eighth Ministerial Council in Vienna, 27 and 28 November 2000, the President of the Federal Republic of Yugoslavia (FRY) signed the key documents of the CSCE/OSCE.
2. The Council also welcomed the adoption by the Forum for Security Co-operation of an OSCE Document on Small Arms and Light Weapons.
3. The Ninth Ministerial Council, which was held in Bucharest, 3 and 4 December 2001, agreed on a joint Declaration and Plan of Action for Combating Terrorism.
4. The OSCE decided to open a Mission to the FRY in January 2001; the former Missions of Long Duration to Sanjak, Vojvodina and Kosovo (in the FRY) were dissolved.
5. Freimut Duve's term as Representative on Freedom of the Media was extended until 31 December 2003.
6. Negotiations on Article V of the Dayton Peace Accords (Annex 1-B) were successfully concluded under the auspices of the OSCE on 18 July 2001.
7. Rolf Ekeus, a Swedish diplomat, replaced Max van der Stoep on 1 July 2001 as High Commissioner on National Minorities.
8. The OSCE missions in Latvia and in Estonia formally ceased to exist 31 December, 2001.
9. The Opens Skies Treaty entered into force on 1 January 2002, 60 days after the necessary number of ratification documents was received from States Parties.
10. The unified OSCE budget for 2002 was fixed at 177.5 million Euros (excluding the cost of running the Kosovo election).
11. The Secretary General, Jan Kubis, began a second three-year term of office on 15 June 2002.

A new edition of the Handbook is in preparation and will be published later in the year.

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Like all reference publications, the activities covered by the OSCE Handbook are subject to continual revision. Anyone needing to learn about latest status of these activities should take full advantage of the Organization's recently expanded presence on the Internet. In addition to a regularly updated online version of the handbook, this website incorporates downloadable versions of many other OSCE publications, including the monthly Newsletter and a library of key CSCE/OSCE documents. However, it contains much more including comprehensive general information on the Organization, the latest news releases, details of the main OSCE field activities and Institutions, employment and research opportunities, tenders for goods and services, contact information, etc. You are invited to bookmark the site and visit it on a regular basis. The address is:

<http://www.osce.org>

OSCE participating States

- Albania
- Andorra
- Armenia
- Austria
- Azerbaijan
- Belarus
- Belgium
- Bosnia and Herzegovina
- Bulgaria
- Canada
- Croatia
- Cyprus
- Czech Republic
- Denmark
- Estonia
- Finland
- France
- Georgia
- Germany
- Greece
- Holy See
- Hungary
- Iceland
- Ireland
- Italy
- Kazakhstan
- Kyrgyzstan
- Latvia
- Liechtenstein
- Lithuania
- Luxembourg
- Malta
- Moldova
- Monaco
- Netherlands
- Norway
- Poland
- Portugal
- Romania
- Russian Federation
- San Marino
- Slovak Republic
- Slovenia
- Spain
- Sweden
- Switzerland
- Tajikistan
- the former Yugoslav Republic of Macedonia
- Turkey
- Turkmenistan
- Ukraine
- United Kingdom
- United States of America
- Uzbekistan
- Yugoslavia (suspended 1992)

Welcome to the handbook of the Organization for Security and Co-operation in Europe (OSCE), updated to reflect significant events and developments since publication in March 1999. While recent post-conflict missions, such as those in Kosovo and Bosnia and Herzegovina, have made the initials – OSCE – more familiar, the Organization behind them is still not widely known, partly because of its origins as a low-profile diplomatic process. However, it is also the case that its strong emphasis on early warning and conflict prevention does not usually make headline news. Moreover its broad range of activities and core competences, as well as its unique concept of security, are not easy to grasp. This handbook, aimed at providing a user-friendly reference for a broad range of readers, should help to reduce this information deficit and, at the same time, provide a comprehensive guide to all aspects of the OSCE.

After a brief introduction to the OSCE's role and unique status, Part I looks at how the earlier Conference on Security and Co-operation in Europe (CSCE) came about and explains why this body was transformed into the OSCE in 1994/95. It briefly describes the OSCE's negotiating and decision-making bodies, its structures and the Institutions that help the Organization perform its role.

In more depth, Part II explains what is meant by the OSCE's unique, co-operative approach to security, describing the instruments

at its disposal, and focusing on the comparative advantage of its network of field activities. The role of the OSCE is reviewed from the perspective of three dimensions of security: human, politico-military and economic/environmental, with reference to the mandates of its Institutions, the politico-military aspects of the OSCE and its economic activities. Finally, this section examines the OSCE's co-operation with its partner States and other international organizations. A set of appendices lists some key facts and events in the history of the Organization.

INTRODUCTION

Finally, a word about the cover of this issue which reflects the significance of the year 2000 for the OSCE. A special logo design symbolizes the quarter of a century since the Final Act of the CSCE was signed in Helsinki on 1 August 1975 (see Part I: Overview). This agreement, which forms the cornerstone of the CSCE/OSCE, initiated the so-called 'Helsinki process', paving the way for an eventual end to the division of Europe that had lasted since World War II. The 25th Anniversary provides an opportunity to reflect on the achievements in security, democratization and human rights which have flowed from the Helsinki process, developed through the work of the CSCE/OSCE.



From Vancouver to Vladivostok



A Comprehensive View of Security



A Co-operative Approach



A Unique Status

The Organization for Security and Co-operation in Europe (OSCE) is a security organization whose 55 participating States span the geographical area from Vancouver to Vladivostok. In its region it is the primary instrument for early warning, conflict prevention, crisis management and post-conflict rehabilitation.

The OSCE approach to security is comprehensive and co-operative. It deals with a wide range of security issues, including arms control, preventive diplomacy, confidence- and security-building measures, human rights, election monitoring and economic and environmental security. Because decisions are made on the basis of consensus all states participating in OSCE activities have an equal status.

These attributes make the OSCE a unique organization and set it apart from other organizations and institutions in Europe.

From Vancouver to Vladivostok

With 55 participating States the OSCE can claim to be the largest existing regional security organization. Its area includes continental Europe, the Caucasus, Central Asia and North America, and it co-operates with Mediterranean and Asian partners. The OSCE thus brings together the Euro-Atlantic and the Euro-Asian communities, “from Vancouver to Vladivostok.”

A Comprehensive View of Security

Since the beginning of the Helsinki process in 1973, the CSCE and now the OSCE, has taken a broad and comprehensive view of security. The protection and promotion of human rights and fundamental freedoms, along with economic and environmental co-operation, are considered to be just as important for the maintenance of peace and stability as politico-military issues, and as such are an integral component of OSCE activities.

Furthermore, the various aspects of security are seen as interconnected and interdependent – security is regarded as indivisible. A continuous effort is being made by the OSCE participating States to enhance the complementarity of the various dimensions of security (politico-military, economic, human).

Another example of the comprehensive nature of security in the OSCE context is to be seen in the fact that the Organization is active in all phases of the conflict cycle, from early warning and conflict prevention to conflict management and post-conflict rehabilitation.

A Co-operative Approach

The comprehensive nature of security in the OSCE context is closely related to the Organization's co-operative approach to solving problems. Starting from the premise that security is indivisible, participating States have a common stake in the security of Europe and should therefore co-operate to prevent crises from happening and/or to reduce the risk of already existing crises getting worse. The underlying assumption is that co-operation can bring benefits to all participating States, while insecurity in one State or region can affect the well-being of all. The key is to work together, achieving security together with others, not against them.

"We are determined to learn from the tragedies of the past and to translate our vision of a co-operative future into reality by creating a common security space free of dividing lines in which all States are equal partners. We face serious challenges, but we face them together." Lisbon Declaration on a Common and Comprehensive Security Model for Europe for the twenty-first century (December 1996).

This sentiment is particularly evident in OSCE commitments relating to politico-military security, like the guidelines for a Document-Charter on European Security, the Code of Conduct on politico-military aspects of security or documents referring to confi-

dence- and security-building measures (like the Vienna Document) which confirm that mutual security relations should be based on a co-operative approach and that no State should strengthen its security at the expense of other participating States.

Co-operative security presupposes non-hegemonic behaviour on the part of participating States; it requires a true partnership based on mutual accountability, transparency and confidence at both the domestic and the foreign policy level.

This principle of co-operative security is reflected in the fact that all States participating in OSCE activities have equal status and that decisions are made on the basis of consensus.

A Unique Status

The OSCE has a unique status. On the one hand, it has no legal status under international law and all its decisions are politically but not legally binding. Nevertheless, it possesses most of the normal attributes of an international organization: standing decision-making bodies, permanent headquarters and institutions, permanent staff, regular financial resources and field offices. Most of its instruments, decisions and commitments are framed in legal language and their interpretation requires an understanding of the principles of international law and of the standard techniques of the law of treaties. Furthermore, the fact that OSCE commitments are not legally binding does not detract from their efficacy. Having been signed at the highest political level, they have an authority that is arguably as strong as any legal statute under international law.

Moreover, the OSCE is the only security institution or organization in Europe that is considered a regional arrangement in the sense of Chapter VIII of the United Nations Charter, and is therefore the primary instrument for early warning, conflict prevention, crisis management and post-conflict rehabilitation in its region.

OSCE

AN OVERVIEW

part I

The Helsinki Process



From the CSCE to the OSCE



The OSCE Today

HISTORY

The Helsinki Process

The idea of a pan-European security conference was raised by the Soviet Union in the 1950s. The first concrete proposal came in 1954 when the USSR suggested that a 50-year treaty should be drawn up for signature by all European States and supported by permanent institutional machinery. Given that the proposal implied recognizing the German Democratic Republic, precluding the Federal Republic of Germany's accession to the North Atlantic Treaty Organization (NATO) and de-linking European and American security interests, the Western powers considered it unacceptable. The idea was shelved for several years and was eclipsed by developments like the invasion of Hungary, the crackdown in Poland and the construction of the Berlin wall.

In the mid 1960s, taking advantage of détente and more frequent exchanges between East and West, the Soviet Union, under the multilateral umbrella of the Warsaw Treaty Organization (WTO), proposed the convening of a European security conference which would adopt a solemn text (preferably of a legal nature) confirming the existing borders in Europe and laying down the framework for large-scale East-West economic co-operation.

The idea, which was welcomed by most European neutral and non-aligned States, was given a cautious reception by NATO. In 1969 the Alliance indicated its readiness to participate in such a conference provided certain conditions were met. These included full participation of the United States and Canada, reconfirmation of the legal status of Berlin, a discussion of conventional disarmament in Europe and the inclusion of human rights issues on the agenda of the conference. These obstacles were overcome in the early 1970s by Soviet acceptance of American and Canadian participation in the confer-

ence, the Quadripartite Agreement on the reconfirmation of the status of Berlin, the West German treaties with the Soviet Union, Poland and East Germany, an agreement to begin Mutual and Balanced Force Reduction (MBFR) talks as well as the goodwill generated by Willy Brandt's Ostpolitik, the opening of talks on the Strategic Arms Limitation Treaty (SALT 1) and the Nixon-Brezhnev Summit in May 1972. The time was ripe for a Conference on Security and Co-operation in Europe (CSCE). Finland offered to host the informal preparatory talks.

These talks began on the outskirts of Helsinki on 22 November 1972 and lasted until 8 June 1973 (the name of the site, Dipoli, became an informal way of referring to the talks themselves). They concluded with the Final Recommendations of the Helsinki Consultations (also known as "The Blue Book") which outlined in detail the practical arrangements for a three-stage conference: its agenda, participants, date, place, rules of procedure and financial arrangements.

The CSCE formally opened in Helsinki on 3 July 1973. In this first stage, which lasted until 9 July, Foreign Ministers from 35 States – encompassing the whole of Europe (with the exception of Albania) plus the USA and Canada – adopted the Blue Book and stated the views of their Governments relating to security and co-operation in Europe, and on the further work of the Conference. The "Helsinki process" had been launched.

Stage II took place in Geneva from 18 September 1973 to 21 July 1975 and constituted the substantive working phase. Experts from the 35 participating States engaged in what amounted to the first ever multilateral East-West negotiation process; the end result was the CSCE Final Act. The Act was signed by 35 Heads of State or Government in Stage III, which took place in Helsinki from 30 July to 1 August 1975.



Secretary General of the Communist Party of the Soviet Union Leonid Brezhnev signing the Helsinki Final Act

In the Final Act, the participating States agreed to continue the multilateral process initiated by the Conference by proceeding periodically to a thorough exchange of views on the implementation of the provisions of the Act and the tasks defined by the Conference, as well as on the deepening of their mutual relations, the improvement of security and the process of co-operation. This was achieved through a series of "follow-up meetings" which took place in Belgrade (4 October 1977 – 8 March 1978), Madrid (11 November 1980 – 9 September 1983) and Vienna (4 November 1986 – 19 January 1989). Intersessional meetings were also held with the aim of maintaining momentum between follow-up meetings. In addition, a Conference on Confidence- and Security-Building Measures and Disarmament in Europe was held in Stockholm from 17 January 1984 to 19 September 1986. This broke ground on an important element of military security.

The Helsinki Final Act

The Helsinki Final Act encompassed three main sets of recommendations, commonly referred to as “baskets”.

The first set (or basket I) was related to politico-military aspects of security: principles guiding relations between and among participating States (the “Decalogue”, see below) and military confidence-building measures.

The second set (or basket II) concerned co-operation in a number of fields including economics, science and technology and the environment.

The third set (or basket III) dealt with “co-operation in humanitarian and other fields” – a formula covering human rights issues under the headings of “human contacts”, “information”, “co-operation in the field of culture” and “co-operation in the field of education”. It also included a specific set of recommendations related to Mediterranean issues.

HELSINKI DECALOGUE

1. Sovereign equality, respect for the rights inherent in sovereignty
2. Refraining from the threat or use of force
3. Inviolability of frontiers
4. Territorial integrity of States
5. Peaceful settlement of disputes
6. Non-intervention in internal affairs
7. Respect for human rights and fundamental freedoms including the freedom of thought, conscience, religion or belief
8. Equal rights and self-determination of peoples
9. Co-operation among States
10. Fulfilment in good faith of obligations under international law

The CSCE was unique and innovative in several respects. Firstly, in an era characterized by bloc-to-bloc confrontation, the CSCE had a wide membership and all States participating in the Conference did so as “sovereign and independent states and in conditions of full equality”. Secondly, at a time when most negotiations and security organizations adopted a piecemeal approach to security, the CSCE endorsed a comprehensive view. The linkage between different elements of security would prove to be one of the CSCE’s greatest assets. Thirdly, decisions of the Conference were taken by consensus thus often making the decision-making process as important as the decisions themselves. Fourthly, CSCE decisions were politically rather than legally binding, giving the Conference considerable flexibility. Finally, the CSCE had no institutional structures, the result being that the very impetus needed to keep the process going was an end in itself.

The Helsinki process offered the participating States a permanent channel of communication, a normative code of conduct (for inter-State and intra-State relations) as well as a long-term programme of co-operation. It thus promoted both stabilization and peaceful change in Europe. As a result, during the Cold War the CSCE introduced real qualitative changes in East-West relations at a time when most contacts were characterized by alternating phases of tension and ambiguous détente. It multilateralized or, more correctly, “Europeanized” the bipolar climate by bringing the neutral and non-aligned countries into the European security system on an equal basis with the members of the military alliances. It broadened the scope of inter-State relations by introducing new fields of co-operation, among which human rights and the protection of the environment were the most significant.

Human rights, a long-standing taboo in East-West relations, became by virtue of the Final Act a legitimate subject of dialogue. Proceeding from the premise that international relations had to include a “human dimension” directly beneficial to the individual, commitments in this field became matters of legitimate concern to all

participating States and did not belong exclusively to the internal affairs of any given State.

Thanks to the CSCE, a large number of humanitarian cases related to family contacts, family reunification, binational marriage and so on were positively solved. The peoples of Europe were therefore directly affected by the Helsinki process. Hundreds of citizens in the USSR and Eastern Europe formed groups to monitor implementation of the Final Act and took their leaders to task for falling short of the commitments they had made. The CSCE was thus instrumental in keeping the spotlight on human rights and linking progress in that sphere with co-operation on other more traditional security questions.

One of the most important of these was military security. The CSCE can be credited with reducing military tensions through its implementation of confidence-building measures which enhanced military transparency and introduced arms inspections and military activities in Europe at a time when many threats to security stemmed from mistrust.

In these respects, the CSCE was a catalyst for fostering security and co-operation in Europe and overcoming the ideological division of Europe in the 1970s and 1980s.

From the CSCE to the OSCE

The collapse of Communism, symbolized by the removal of the Berlin wall, dramatically transformed European security and with it the CSCE. Having opened a new era of democracy, peace and unity in Europe, CSCE participating States could look forward to a brighter future, but still had to overcome the legacy of the past. The CSCE took on new responsibilities and challenges in this period of transition characterized by institutionalization, strengthening of operational capabilities, development of field activities and further elaboration of commitments and principles (particularly in the human dimension).



The opening of the Berlin Wall, 9 November 1989

The Paris Charter for a New Europe, signed on 21 November 1990 at the closure of the three-day Paris Summit Meeting of the Heads of State or Government of participating States, announced the first steps in that direction. A landmark in the Helsinki process, the Charter of Paris represented the first multilateral instrument to take stock of the end of the Cold War and the opening of a new era. Starting from the premise that “Europe whole and free is calling for a new beginning”, it decided that it was necessary to institutionalize the CSCE through a mechanism for political consultations as well as a set of permanent institutions.

It was decided that political consultations would be held at the level of Heads of State or Government every two years, that Ministers for Foreign Affairs would meet at least once a year as a formal Council and that high officials of foreign ministries would meet occasionally as a Committee of Senior Officials. In order to support these bodies, a permanent administrative infrastructure was established. It included a Secretariat (under the leadership of a Director), a Conflict

Prevention Centre and an Office for Free Elections. In order to avoid creating a large, centralized bureaucracy these offices were small (each with a skeleton staff of three or four officers seconded from national administrations) and decentralized (their headquarters being respectively in Prague, Vienna and Warsaw). Moreover, their functions were framed in predominantly administrative terms. In April 1991, high-level parliamentary leaders from the CSCE participating States established the CSCE Parliamentary Assembly.

Although the Paris Charter spoke in glowing terms about the end of “the era of confrontation in Europe”, the disintegration of Yugoslavia and the Soviet Union presented a potentially destabilizing new set of risks and challenges to European security. In order to cope with these challenges of change, the process of institutionalization was accelerated and expanded. New mechanisms were created and operational capabilities were enhanced.

Some of the most significant developments came in the human dimension. Major meetings in Vienna, Paris, Copenhagen and Moscow between 1989 and 1991 set down specific provisions on a broad spectrum of commitments in the human dimension, including free elections, freedom of the media and the protection of persons belonging to national minorities.

Implementation of commitments was also strengthened. At the first Council meeting in Berlin on 19 and 20 June 1991 a special mechanism for emergency consultations was established. The so-called “Berlin mechanism” was used almost immediately in confronting the crisis in Yugoslavia. At the next Council meeting, which took place in Prague on 30 and 31 January 1992, a substantive “Prague Document on Further Development of CSCE Institutions and Structures” was endorsed which strengthened the functions of the Committee of Senior Officials (CSO), enlarged the role of the Warsaw Office for Free Elections and instituted an exception to the rule of consensus, which provided that decisions could be taken in

the absence of the consent of the State concerned, in cases of clear, gross and uncorrected violations of CSCE commitments relating to the human rights and fundamental freedoms (“consensus minus one”). It was invoked in July 1992 to suspend Yugoslavia from the CSCE.

The Helsinki Follow-Up Meeting, which took place between 24 March and 8 July 1992, was a watershed in the institutionalization of the CSCE. Decisions taken at the meeting established new institutions, including the Forum for Security Co-operation, the High Commissioner on National Minorities, the Economic Forum (held in the context of a CSO meeting) as well as an informal Financial Committee of Experts of the CSO. The function of Chairman-in-Office (CiO) which had already been developed on the basis of the Charter of Paris, was formally regulated in the Helsinki decisions. The CiO’s mandate made him responsible for “the co-ordination of and consultation on current CSCE business”. The roles of a number of other bodies and institutions were further specified and enhanced.

The post of Secretary General was created at the Stockholm Ministerial Council on 14 and 15 December 1992. Meetings of representatives of participating States became more regular in Vienna, first in the context of the CSO Vienna Group and later the Permanent Committee.

Such permanent structures were increasingly necessary as the CSCE was carrying out a growing number and range of tasks, many of which needed daily support. The first OSCE Mission of Long Duration was dispatched to Kosovo, Sandjak and Vojvodina in the autumn of 1992 and by the end of 1994 there were eight missions in the field. In 1992 the CSCE declared itself to be a regional arrangement in the sense of Chapter VIII of the UN Charter.

With all these institutional developments, the CSCE had, *de facto*, evolved from being a process into being an organization. As a result, it was a logical step to re-christen the CSCE as the Organization for Security and Co-operation in Europe (OSCE). This decision was

taken at the Budapest Summit on 5 and 6 December 1994 and took effect on 1 January 1995. As part of the same decision, the Organization's decision-making bodies were also renamed Ministerial Council (instead of CSCE Council), Senior Council (formerly the CSO) and Permanent Council (instead of Permanent Committee). This altered neither the character of the CSCE's commitments nor its status and institutions, but it reflected the CSCE's new identity and gave an impetus for its further development.



The "family photo" of the Budapest Summit 1994

With its proven institutions, field activities and active political bodies, the OSCE was recognized by its participating States as being "a primary instrument for early warning, conflict prevention and crisis management" from Vancouver to Vladivostok. However, crises in Bosnia and Herzegovina and Chechnya, among others, showed that the Organization could still do more to foster security and co-operation in Europe. The Budapest Summit therefore called for strengthening the competencies of the Chairman-in-Office as well as those of

the Secretary General and the Secretariat, the High Commissioner on National Minorities and the Office for Democratic Institutions and Human Rights. It formally endorsed a Code of Conduct on politico-military aspects of security which laid down principles guiding the role of armed forces in democratic societies, and welcomed the expansion of the CSBMs regime laid out in the Vienna Document 1994.

The "New Europe" of the early 1990s was not the one the participating States had envisioned at Paris in 1990. As the Budapest Summit Declaration noted, "the spread of freedoms has been accompanied by new conflicts and the revival of old ones". In order to deal with many of the risks and challenges to security and cope with rapid change, the participating States decided at Budapest to start a discussion on a model for common and comprehensive security for Europe for the twenty-first century.

The OSCE Today

The OSCE today occupies a unique place in the world of international organizations in general and in the realm of European security institutions in particular. This stems from its broad membership, comprehensive approach to security, conflict prevention instruments, the deeply established tradition of open dialogue and consensus building, shared norms and values among its participating States, and well-developed patterns of contacts and co-operation with other organizations and institutions.

The basic priorities of the OSCE at present are:

- to consolidate the participating States' common values and help in building fully democratic civil societies based on the rule of law;
- to prevent local conflicts, restore stability and bring peace to war-torn areas;
- to overcome real and perceived security deficits and to avoid the

creation of new political, economic or social divisions by promoting a co-operative system of security.

High-profile operations in Bosnia and Herzegovina, Albania, Croatia, Chechnya and Kosovo have thrust the OSCE into the spotlight and raised expectations about the Organization's potential. With an ever increasing range and number of field operations, the OSCE is now judged as much for its operational effectiveness as for its political role and commitments. This is particularly the case in the OSCE's largest and most challenging operation, the Mission in Kosovo.

The OSCE continues to provide active support where needed for promoting democracy, the rule of law and respect for human rights throughout the OSCE area. Building on its status as a regional arrangement in the sense of Chapter VIII of the United Nations Charter, the OSCE has increased its activities in all phases of the conflict cycle and now has over twenty missions and other field activities in the OSCE area.

"...we have increased dramatically the number and size of our field operations. Our common institutions have grown in number and in the level of their activities. The OSCE has expanded the scale and substance of its efforts. This has greatly strengthened the OSCE's contribution to security and co-operation across the OSCE area." Istanbul Declaration, OSCE Summit, 19 November 1999

In many of its activities, the OSCE comes into contact with other international and non-governmental organizations. Increased priority is therefore being given to inter-institutional co-operation and co-ordination. The OSCE's work in countries like Bosnia, Albania and Croatia has demonstrated that the Organization can complement, and in some cases provide the co-ordinating framework for, the efforts of other European and international institutions and organizations.



The OSCE arriving in Pristina, 17 October 1998

Despite significant growth since the early 1990s, the OSCE has remained flexible and innovative. In 1997 participating States established the position of OSCE Representative on Freedom of the Media and strengthened the OSCE's economic dimension. In 1998, the Organization began police monitoring.

In November 1999, at the Istanbul Summit, the OSCE Heads of State and Government signed the Charter for European Security, in order to define better the role of the OSCE as it enters the next century. The Charter aims at strengthening the Organization's ability to prevent conflicts, to settle them and to rehabilitate societies ravaged by war and destruction.

Negotiating and Decision-making Bodies



Operational Structures and Institutions



Related Bodies

Negotiating and Decision-making Bodies

The OSCE has traditionally been a forum for consultation and negotiation among the participating States. It has several bodies which negotiate decisions and commitments that are politically binding on the participating States.

Summits

Summits are periodic meetings of Heads of State or Government of OSCE participating States that set priorities and provide orientation at the highest political level. The Heads of State or Government assess the situation in the OSCE area and provide guidelines for the functioning of the Organization.

Between 1975 and 2000, a total of six CSCE/OSCE summits has been held:

1 The Helsinki Summit (30 July – 1 August 1975), at which the participating States adopted the *Helsinki Final Act*. The document was divided into three main parts, or “baskets”, concerning:

1. Questions relating to security in Europe;
2. Co-operation in the fields of economics, science and technology, and the environment;
3. Co-operation in humanitarian and other fields.

The Helsinki Final Act laid out the fundamental principles that guide the relations between participating States (the “Decalogue”), introduced military confidence-building measures, stated the resolve of the participating States to pursue the examination and elaboration of a generally acceptable method for the peaceful settlement of disputes, and provided the basis for co-operation in the fields of economics, science and technology, environment, and humanitarian issues.

- II** The Paris Summit (19-21 November 1990) with its *Charter of Paris for a New Europe* marked the formal end of the Cold War, and began the institutionalization of the CSCE. At the summit the participating States also welcomed the signature of the Treaty on Conventional Armed Forces in Europe (CFE) by 22 participating States and established the Office for Free Elections in Warsaw (which later became the Office for Democratic Institutions and Human Rights).
- III** The Helsinki Summit (9-10 July 1992) ended with the *CSCE Helsinki Document 1992*, entitled *The Challenges of Change*. During the summit the Heads of State and Government declared the CSCE to be a regional arrangement in the sense of Chapter VIII of the United Nations Charter, created the institution of the High Commissioner on National Minorities, and established the Forum for Security Co-operation and the Economic Forum. A statement on the withdrawal of foreign troops from the Baltic States was issued, and – in response to the Yugoslav crisis – the participating States confirmed the suspension of the Federal Republic of Yugoslavia as a participating State.
- IV** The Budapest Summit (5-6 December 1994) adopted the *CSCE Budapest Document 1994*, entitled *Towards a Genuine Partnership in a New Era*. It changed the name of the CSCE to the OSCE, reflecting the fact the CSCE was no longer simply a Conference. The discussion on a Common and Comprehensive Security Model for Europe for the twenty-first century was launched, the Code of Conduct on politico-military aspects of security was formally adopted, and two declarations were issued: one celebrating the 50th anniversary of the end of World War II, and the other welcoming the withdrawal of foreign troops from the Baltic States.
- V** The Lisbon Summit (2-3 December 1996) as well as adopting a general political Declaration also endorsed the *Lisbon Declaration on a Common and Comprehensive Security Model for Europe for*

the twenty-first century, which outlined the security challenges facing the participating States and the possibilities for cooperative approaches in meeting them; approved a *Framework for Arms Control and the Development of the Agenda of the Forum for Security Co-operation*; called on the Permanent Council to elaborate a mandate for the appointment of an OSCE representative on freedom of the media; and included statements on the Nagorno-Karabakh conflict.

- VI** The Istanbul Summit (18-19 November 1999) ended in the signing of the *Charter for European Security* and the adoption of the *Istanbul Summit Declaration*. While the Declaration focused on current issues of concern to the OSCE, the Charter aims to strengthen the Organization by: a) adopting a Platform for Co-operative Security to enhance co-operation between the OSCE and other international organizations and institutions; b) developing the OSCE's role in peacekeeping operations; c) creating Rapid Expert Assistance and Co-operation Teams (REACT) to speed up staff deployment; d) expanding the OSCE's ability to carry out police-related activities; e) establishing an Operations Centre at the Secretariat to facilitate the effective preparation and planning of rapid deployment of OSCE field operations; f) establishing a Preparatory Committee under the direction of the OSCE Permanent Council, to improve the consultation process within the OSCE. In addition, 30 OSCE participating States also signed the Agreement on Adaptation of the Treaty on Conventional Armed Forces in Europe, adjusting the 1990 CFE Treaty to reflect the changes brought about by the ending of the Cold War.

Review Conferences

(formerly: Follow-Up Meetings and Review Meetings)

Review conferences precede and prepare for summits. At review meetings the entire range of activities within the OSCE is examined, and steps that might be required to strengthen the OSCE are dis-



cussed. Review conferences are also used to monitor the implementation of previously adopted commitments as well as to finalize the negotiation of the documents, decisions and statements that are then adopted at the summits.

The origin of the review conferences lies in the “Follow-up Meetings” that were held after the Helsinki Summit of 1975. These were *ad hoc* meetings at which the CSCE participating States reviewed the implementation of the whole range of CSCE commitments. The conclusions of these meetings were recorded in “concluding documents” which also provided for new commitments. In the absence of permanent CSCE bodies or structures the follow-up meetings represented the backbone of the Helsinki process. Because of their comprehensive agenda and the fact that consensus-building was often a protracted process during the Cold War, the meetings were of long duration:

Belgrade Follow-Up Meeting	4 October 1977 – 9 March 1978
Madrid Follow-Up Meeting	11 November 1980 – 9 September 1983
Vienna Follow-Up Meeting	4 November 1986 – 19 January 1989

In the Charter of Paris for a New Europe (1990), it was decided that the follow-up meetings would take place every two years and would last a maximum of three months. Two years later, the Helsinki Summit decided that the follow-up meetings would precede the summits, and in 1994 the Budapest Document changed the name of the follow-up meetings to “review conferences”. The 1999 Review Conference was convened in Vienna in September and concluded in Istanbul in November.

Specialized implementation reviews are also held on confidence- and security-building measures as well as the human and economic and environmental dimensions.

The Ministerial Council

(formerly: CSCE Council)

During periods between summits, decision-making and governing power lies with the Ministerial Council, which is made up of the Foreign Ministers of the OSCE participating States. The Council meets at least once a year (but not on years when there is a summit) in order to:

- consider issues relevant to the OSCE,
- review and assess the activities of the OSCE in order to ensure that they relate closely to the Organization’s central political goals,
- take appropriate decisions.

These meetings help to maintain a link between the political decisions taken at the summits and the day-to-day functioning of the Organization, thus providing a point of reference for its other institutions.

The Ministerial Council was established by the Charter of Paris for a New Europe (1990), under the original name of “Council of Ministers for Foreign Affairs”. The Helsinki Document 1992 reaffirmed its role as the central decision-making and governing body of the OSCE and gave it more extensive powers in the field of conflict prevention and crisis management. The Budapest Document 1994 renamed it “Ministerial Council” and fully confirmed its pivotal political role.

The Permanent Council (PC)

(formerly: Permanent Committee)

Based in Vienna, the Permanent Council is the regular body for political consultation and decision-making on all issues pertinent to the OSCE and is responsible for the day-to-day business of the Organization.

Its members, permanent representatives of the OSCE participating States, meet weekly at the Hofburg Congress Centre. In addition to the PC's formal sessions, a variety of informal and committee meetings are held, enabling the representatives of the OSCE participating States to exchange views on various issues pertaining to the OSCE, and to raise concerns regarding developments in the OSCE area.

Unlike the other decision-making institutions of the Organization, the PC did not emanate from the Charter of Paris for a New Europe (1990) but from a decision taken in 1993 at the Rome Meeting of the Ministerial Council, where a "Permanent Committee" was established to manage the day-to-day operational tasks of the OSCE. The Permanent Committee represented an institutionalization of the "CSO Vienna Group", which had been established by the 1992 Stockholm Ministerial Council Meeting. At the Stockholm meeting the Foreign Ministers of the participating States instructed their representatives "to meet regularly in Vienna in periods between sessions of the CSO" in order to conduct consultations on all issues pertinent to the CSCE. The meetings of the Vienna Group (38 plenary meetings from 18 January to 25 November 1993) led the participating States to readjust the frequency of the regular CSO meetings. The Permanent Committee took over from the CSO Vienna Group in December 1993.

The Budapest Document 1994 renamed the Permanent Committee the "Permanent Council" and at the Istanbul Summit in 1999, it was agreed to establish a Preparatory Committee, under the Permanent Council's direction, to strengthen the process of political consultation and transparency within the Organization.

The Senior Council (SC)

(formerly: Committee of Senior Officials)

The Senior Council, meeting at the level of political directors from the various foreign ministries, was established to prepare the

work and implement the decisions of the Ministerial Council, and – between sessions of the Ministerial Council – to oversee, manage and co-ordinate OSCE affairs.

Like the Ministerial Council, the Senior Council – originally called the "Committee of Senior Officials (CSO)" – was one of the institutions established by the Charter of Paris and was meant to meet in Prague at least twice a year and – additionally – once a year as the Economic Forum.

The ongoing process of institutionalization has, however, shifted the greater part of the Senior Council's work to the Permanent Council (which periodically also meets at the level of political directors as the "Reinforced Permanent Council"); since 1997 the Senior Council has met only as the Economic Forum.

In addition to its regular meetings, the Senior Council has – on the basis of an explicit provision contained in the Charter of Paris – a mechanism for convening meetings in the event of emergency situations. This is the so-called "Berlin mechanism" (from the 1991 inaugural session of the SC in Berlin, at which this was decided). Between 1991 and 1994 the SC (then Committee of Senior Officials) held four emergency meetings under this mechanism, devoted mainly to the Yugoslav conflict, and in one instance to the situation in Nagorno-Karabakh.

The Forum for Security Co-operation (FSC)

The Forum for Security Co-operation, consisting of representatives of the OSCE participating States, meets weekly at the Vienna Hofburg Congress Centre to negotiate and consult on measures aimed at strengthening security and stability throughout Europe. Its main objectives are: a) negotiations on arms control, disarmament and confidence- and security-building; b) regular consultations and intensive co-operation on matters relating to security; c) further reduction of the risks of conflicts; and d) implementation of agreed measures.



The Forum is also responsible for the implementation of confidence- and security-building measures (CSBMs), the holding of Annual Implementation Assessment Meetings, the provision of a forum for discussing and clarifying information exchanged under agreed upon CSBMs, and the preparation of seminars on military doctrine.

The establishment of the FSC by the Helsinki Document of 1992 enlarged the competence of the OSCE to arms control and disarmament on the basis of a comprehensive “Programme for Immediate Action” (an annex to Chapter V of the Helsinki Document 1992 calling for “early attention” to the question of arms control, disarmament and confidence- and security-building, security enhancement and co-operation, and conflict prevention). The initial structure of the FSC included a Special Committee and the Consultative Committee of the Conflict Prevention Centre (CPC). In 1993 the Consultative Committee was dissolved, and two years later the Special Committee was renamed the Forum for Security Cooperation. Although not totally implemented the 1992 “Programme for Immediate Action” was supplemented, in 1996, by guidelines for a new general agenda and a fresh Framework for Arms Control, formally adopted at the Lisbon Summit.

The FSC is dealt with in more detail in the section on politico-military aspects of security.

The Decision-making Process

The OSCE’s decision-making and negotiating bodies make their decisions by consensus. Consensus is understood to mean the absence of any objection expressed by a participating State to the taking of the decision in question. This principle reflects the Organization’s co-operative approach to security, and the fact that all States participating in OSCE activities have equal status.

OSCE decisions are politically and not legally binding on the par-

ticipating States. This is due to the fact that the Organization itself is based on the political commitment of the participating States rather than on an international treaty.

The decision-making process takes place at three levels. The summits represent the highest level of decision-making and political orientation for the Organization. Between the summits, the central decision-making powers lie with the Ministerial Council, which takes the decisions necessary to ensure that the activities of the Organization correspond to its central political goals. The Permanent Council is the forum for regular consultation and decision-making regarding the Organization’s day-to-day activities. This three-tier structure is supplemented by periodic, specialized meetings such as those of the Economic Forum or review and implementation meetings.

The decision-making process is co-ordinated by the Chairman-in-Office (CiO), who is responsible for setting the agenda and organizing the work of the OSCE’s negotiating and decision-making bodies. The CiO also organizes informal meetings of representatives of the participating States in order to facilitate the discussion and negotiation of decisions, statements and documents that are then formally adopted by the appropriate decision-making body.

In very specific instances, decisions can be made without consensus. The Prague Ministerial Council in January 1992 decided that appropriate action could be taken without the consent of the State concerned in “cases of clear, gross and uncorrected violation” of OSCE commitments. This is the so-called “consensus minus one” principle. This option was first used in 1992, in regard to the conflict in the former Yugoslavia, resulting in the suspension of that country. Another exception to the principle of consensus is the “consensus minus two” rule. Under this rule, adopted in Stockholm in 1992, the Ministerial Council can instruct two participating States that are in dispute to seek conciliation, regardless of whether or not the participating States object to the decision. So far, this option has not been used.



Operational Structures and Institutions

As it has evolved from Conference to Organization the OSCE has developed several institutions and structures that allow it to follow-up the political decisions that are negotiated by the participating States.

The Chairman-in-Office (CiO)

The Chairman-in-Office is vested with overall responsibility for executive action and the co-ordination of current OSCE activities. This includes: co-ordination of the work of OSCE Institutions, representing the Organization, and supervising activities related to conflict prevention, crisis management and post-conflict rehabilitation.

The Chairmanship rotates annually, and the post of Chairman-in-Office is held by the Foreign Minister of a participating State. The CiO is assisted by the previous and succeeding Chairmen; the three of them together constitute the **Troika**.

A chronological listing of the Chairmen-in-Office:

Germany	=	June 1991 – January 1992
Czech and Slovak Federal Republic	=	January 1992 – December 1992
Sweden	=	December 1992 – December 1993
Italy	=	December 1993 – December 1994
Hungary	=	December 1994 – December 1995
Switzerland	=	January 1996 – December 1996
Denmark	=	January 1997 – December 1997
Poland	=	January 1998 – December 1998
Norway	=	January 1999 – December 1999
Austria	=	January 2000 – December 2000
Romania	=	January 2001 – December 2001

The CiO may also form *ad hoc* steering groups and appoint personal representatives to deal with specific crisis or conflict situations.

The origin of the institution lies with the Charter of Paris for a New Europe (1990), which provided that the Foreign Minister of the host country would chair the meeting of the Council of Ministers. The Helsinki Document 1992 formally institutionalized this function.

The Secretary General and the Secretariat

The Secretary General acts as the representative of the Chairman-in-Office (CiO) and supports him in all activities aimed at attaining the goals of the OSCE. The Secretary General's duties include:

- the management of OSCE structures and operations, including the Secretariat;
- working closely with the CiO in the preparation and guidance of OSCE meetings;
- ensuring the implementation of the decisions of the OSCE;
- publicizing OSCE policy and practices internationally;
- maintaining contacts with international organizations;
- as the OSCE's Chief Administrative Officer, advising on the financial implications of proposals and ensuring economy in the staff and support services of the institutions;
- ensuring that OSCE Missions and Institutions act in conformity with the rules and regulations of the Organization;
- reporting regularly to the OSCE political bodies on the activities of the Secretariat and of the Missions, and preparing an annual report on the activities of the Organization.

The post of Secretary General was established in 1992 at the Stockholm Meeting of the CSCE Council. The Secretary General is

appointed by the Ministerial Council for a term of three years. The first Secretary General, Dr. Wilhelm Höynck of Germany, took up his duties in June 1993, and was succeeded in June 1996 by Ambassador Giancarlo Aragona of Italy. In June 1999, Ambassador Ján Kubiš of Slovakia became the third Secretary General of the OSCE.

The **Secretariat**, under the direction of the Secretary General, provides operational support to the Organization. Based in Vienna, it is assisted by an office in Prague. The Secretariat's mandate involves: support of OSCE field activities; maintaining contacts with international and non-governmental organizations; conference and language services; and administrative, financial, personnel and information technology services. The Secretariat was first established in Prague in 1991, and then moved to Vienna in 1993. Following a decision of the Permanent Council on 29 June 2000, the Secretariat now encompasses the following structures:

The **Office of the Secretary General**: supports the tasks of the Secretary General as the OSCE chief manager and administrator. The role of the Office includes executive support, diplomatic liaison, press and public information, legal services, internal auditing, responsibility for headquarters contacts with international and non-governmental organizations, working with Mediterranean and other Partners for Co-operation, and providing support for seminars;

The **Conflict Prevention Centre (CPC)**: responsible for overall support for the CiO in the implementation of OSCE tasks in the fields of early warning, conflict prevention, crisis management, and post-conflict rehabilitation, and for daily follow-up and liaison for the execution of the OSCE's decisions. Under the guidance of the Secretary General, the CPC provides support for the CiO and other OSCE negotiating and decision-making bodies; to assist in this, it maintains an Operations Centre to identify potential crisis areas and plan for future missions and operations; it keeps and updates a survey of all OSCE missions; it provides support for the implementation of CSBMs; it keeps all documentation on the exchange of military

information, assists in the organization of Annual Implementation Assessment Meetings; and it maintains a computer network specially designed to facilitate direct communication between capitals;

The **Department for Support Services and Budget**: responsible for all administrative and administrative-related general services, including conference and language services, documentation and protocol, the Prague Office and the OSCE archives; all budgetary and finance issues; information technology; and for all operation support functions for the OSCE field missions;

The **Department of Human Resources**: responsible for personnel policies, mission staffing, training and capacity building, and gender issues, as well as the implementation of the REACT (Rapid

OSCE ADMINISTRATION AND FINANCE

Regular OSCE activities and institutions are financed by contributions made by OSCE participating States, according to a scale of distribution (see Annex V). That funding does not include contributions made on a voluntary basis. The OSCE employs close to 270 people in its various institutions, of which the Secretariat accounts for about 180 staff. In the field, the Organization has some 1,100 international and 3,300 local staff. The staffing of field operations is based on secondments, where the responsibility for the salaries of personnel remains that of the seconding national administrations.

The greater part of the OSCE budget goes towards missions and field activities. In 1999, for example, they accounted for 86 per cent of a budget of some 168 million euros. As the OSCE has developed its operational capabilities, the Organization's budget has grown – from approximately 21 million euros in 1994 to 208 million euros in 2000. In 1997, a second scale of distribution was introduced for large OSCE missions and projects (i.e. the OSCE Missions to Bosnia and Herzegovina, Croatia and in Kosovo, see Annex VI). Since 1 January 1999, the euro has been used as the OSCE's bookkeeping currency.

OSCE BUDGET 1994 – 2000 (in million euros)

Category	1994	1995	1996	1997	1998	1999	2000
General Fund	8.8	9.2	9	9.6	11.2	14	16.7
ODIHR	1.6	2.9	2.3	3.7	4.3	5	5.9
HCNM	0.4	0.65	0.9	0.9	1	1	1.5
Representative on Freedom of the Media	na	na	na	na	0.4	0.4	0.5
Minsk Conference	2.3	1.7	1.7	2	1	2.2	2.3
Sanction Assistance Missions	3.2	3.12	0.7	na	na	na	na
OSCE Missions and field activities	4.7	6	24.1	31.3	9.9	12	17.5
Large OSCE Missions and Projects	na	na	na	na	115	132	163.5
Total	21	23.5	38.8	47.5	143	168	207.9

Expert Assistance and Co-operation Teams) programme, adopted at the OSCE's Istanbul Summit;

The **Co-ordinator of OSCE Economic and Environmental Activities**: acting within the OSCE Secretariat, and in support of the Chairman-in-Office, he/she is entrusted with strengthening the OSCE's ability to address economic, social and environmental issues with security implications for the OSCE region (see Section 10).

The **Prague Office of the Secretariat** assists with public information projects and houses the OSCE archives, open to visiting researchers; it also helps to organize meetings held in Prague (e.g. the Economic Forum).

The Office for Democratic Institutions and Human Rights (ODIHR)

The Office for Democratic Institutions and Human Rights works to:

- Promote democratic elections, particularly by monitoring election processes;
- Provide practical support in consolidating democratic institutions and human rights and strengthening civil society and the rule of law;
- Contribute to early warning and conflict prevention, in particular by monitoring the implementation of human dimension commitments.
- Serve as the OSCE Contact Point for Roma and Sinti issues.

The ODIHR's roots lie in the Charter of Paris for a New Europe (1990), which established an Office for Free Elections (OFE) in Warsaw. The 1992 Ministerial Council decided to expand the functions of the OFE and transformed it into the Office for Democratic Institutions and Human Rights. The activities of the Office are described in greater detail in the section on the human dimension.

The High Commissioner on National Minorities (HCNM)

The OSCE created the post of High Commissioner on National Minorities in 1992 (Helsinki Document) to respond, at the earliest possible stage, to ethnic tensions that have the potential to develop into a conflict within the OSCE region. The HCNM functions as an instrument of preventive diplomacy: he aims to identify – and promote the early resolution of – ethnic tensions that might endanger peace, stability or relations between OSCE participating States.

The Office of the High Commissioner is located in The Hague, the Netherlands. The Former Foreign Minister of the Netherlands, Max van der Stoep, was appointed the first HCNM in December 1992. At the Budapest Ministerial Council in December 1995 his mandate was extended for another three years. In Oslo, at the Ministerial Council in December 1998, he received a 12-month extension, which was

renewed for a further year at the Istanbul Summit in November 1999.

The activities of the HCNM are described in greater detail in the section beginning on page 93.

The Representative on Freedom of the Media

The task of the Representative on Freedom of the Media is to assist governments in the furthering of free, independent and pluralistic media, which are crucial to a free and open society and accountable systems of government. To this end, he is authorized to observe media development in all participating States and advocate and promote full compliance with relevant OSCE principles and commitments.

The post of the Representative on Freedom of the Media was called for by the 1996 Lisbon Summit, and was formally established by a decision taken by the Permanent Council on 5 November 1997. Freimut Duve of Germany took up the post on 1 January 1998, for a term of three years. The role and activities of the Representative are dealt with in more detail later (*see page 112*).

The OSCE Parliamentary Assembly (PA)

The OSCE Parliamentary Assembly gathers over 300 parliamentarians from the participating States, with the aim of promoting parliamentary involvement in the activities of the OSCE, and facilitating inter-parliamentary dialogue and co-operation.

The idea of a parliamentary wing to the OSCE was suggested by the Charter of Paris for a New Europe (1990), which called for “greater parliamentary involvement” in the pan-European process and urged discussions at parliamentary level with a view to an OSCE inter-parliamentary structure. The Parliamentary Assembly is based in Copenhagen.

For more information on the activities of the PA please refer to the section on the Parliamentary Assembly.

The Court of Conciliation and Arbitration

The Court was established by the Convention on Conciliation and Arbitration within the OSCE (signed December 1992), which entered into force in December 1994 after the deposition of the twelfth instrument of ratification or accession. It is intended to settle disputes submitted to it by the OSCE States signatories to the convention through conciliation and, where appropriate, arbitration. Sweden is the depositary. (*For a list of signatory States please refer to Annex II*).

The Court of Conciliation and Arbitration has several unique features: first, it is an OSCE-related body rather than an OSCE institution *per se* as the convention on which it is based binds only those participating States that have legally accepted to become parties to it, and who also pay the Court’s expenses. Second, contrary to standard practice within the OSCE (but like all other international courts), it is based on a legally-binding statute in the form of a full-fledged international treaty. Finally, the Court is not a permanent body but a roster of conciliators and arbitrators – only when a dispute is submitted to it is an *ad hoc* Conciliation Commission or an *ad hoc* Arbitral Tribunal established.

The Conciliation Commission hears cases brought before it by the common consent of two or more States. Following the conclusion of its hearings, the Commission presents a report to the parties after which time the parties have thirty days to decide whether they are willing to accept its conclusions. If no agreement is reached within this period, the report is forwarded to the Arbitral Tribunal whose ruling is binding on the parties to the dispute.

Members of the Court are eminent personalities with wide experience in international affairs and international law. Parties to disputes may select arbitrators and conciliators from a register compiled and maintained by the Court Registrar.

The Court is based in Geneva. However, so far its services have not been used.

As explained in part I, the OSCE's comprehensive view of security includes a broad range of dimensions, instruments and activities. In this section of the Handbook, the OSCE's work in the human, economic and environmental and the politico-military dimensions of security are explained in detail. So too are the Organization's instruments, mechanisms, and field activities. The Institutions described briefly in part one are analyzed in greater depth in this second part. Part II also contains information about the OSCE's external relations, including its links with partners for co-operation.

THE OSCE'S COMPREHENSIVE APPROACH TO SECURITY

part II

When confronted with a conflict, or a situation that has the potential of developing into one, the OSCE has an array of tools which it can use to attempt to resolve the problem. This “toolbox” consists of:

- Fact-finding and rapporteur missions
- Missions and other field activities
- Personal representatives of the Chairman-in-Office
- Ad hoc steering groups
- Mechanisms for peaceful settlement of disputes
- Peacekeeping operations

Fact-finding and rapporteur missions are *short-term visits by experts and personalities from OSCE participating States with the task of establishing facts, reporting on their findings, and in certain cases making recommendations to OSCE decision-making bodies.* Fact-finding and rapporteur missions have been used to ascertain how recently-admitted participating States are progressing with the implementation of OSCE commitments, investigate allegations of non-compliance with OSCE commitments, assess the situation in States that wish to be admitted to the OSCE, and investigate areas of conflict. Fact-finding and rapporteur missions have also been used to make recommendations regarding the establishment of missions and other field activities. (*For more information see: Helsinki Document 1992, chapter III, paragraphs 12-16.*)

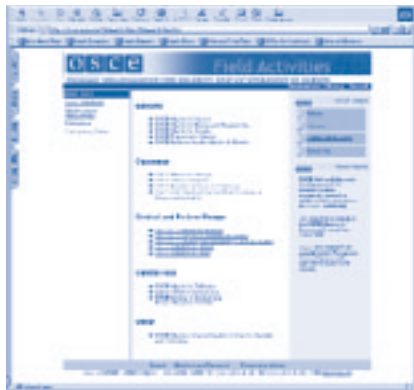
Missions, or field activities, are the OSCE’s principal instrument for long-term conflict prevention, crisis management, conflict resolution and post-conflict rehabilitation in its region. The mandates, size and activities of the various missions vary greatly, reflecting the flexibility of this instrument. This flexibility, combined with the large number of the missions, give the OSCE a unique opportunity to address conflicts and crisis situations throughout its region. (*see Section 5.*)

Personal representatives of the Chairman-in-Office are *personalities from OSCE participating States designated by the CiO to assist him/her in dealing with a crisis or conflict.* They have a clear and precise mandate, which outlines the tasks they are expected to undertake, most often in relation to conflict prevention and crisis management, but also such diverse tasks as the implementation of arms control provisions or fund-raising. The various Chairmen-in-Office have drawn on both distinguished diplomats and prominent political personalities as their personal representatives. (*see pg. 82*)

Ad hoc steering groups are, like personal representatives, established on a case-by-case basis in order to assist the Chairman-in-Office on specific tasks, in particular in the field of conflict prevention, crisis management and dispute resolution. The groups are composed of a restricted number of participating States, including the Troika. The size of the group is decided taking into account the need for impartiality and efficiency. (*For more information see: Helsinki Document 1992, chapter I, paragraphs 16-21.*)

The OSCE has also developed several **mechanisms for peaceful settlement of disputes.** These are *procedures that facilitate prompt and direct contact between the parties to the conflict and help to mobilize concerted action by the OSCE.* The advantage of these mechanisms is that they do not require consensus, and thus can be activated by a limited number of participating States, allowing for rapid reaction. (*see Section 6.*)

The Helsinki Document 1992 made provision for OSCE **peacekeeping activities**, stating that peacekeeping constitutes an important operational element of the overall capability of the OSCE for conflict prevention and crisis management, and that *OSCE peacekeeping activities may be undertaken in cases of conflict within or among participating States to help maintain peace and stability in support of an ongoing effort at a political solution.* So far, however, this option has not been made use of (*For more information see: Helsinki Document 1992, chapter III, paragraphs 17-20.*)



The number and nature of OSCE field activities are continually evolving in response to the security situation in the OSCE area. This chapter provides a general overview of OSCE Missions and field activities correct at the time the handbook was prepared. For up-to-date information regarding OSCE Missions and field activities, their mandates, location and structure, please refer to the OSCE website at: www.osce.org

Introduction and Overview

OSCE missions and field activities are the front line of the OSCE's work. They give the Organization an active presence in countries that require assistance and are the vehicle through which political decisions are translated into action. Their work addresses all phases of the conflict cycle: early warning, preventive diplomacy, conflict management, and post-conflict rehabilitation.

Although no two mandates are the same, generally speaking the missions' purposes are twofold: to facilitate the political processes that are intended to prevent or settle conflicts, and to ensure that the OSCE community is kept informed of developments in the countries where missions are present.

The mandates, composition and operation of missions and other field activities are increasingly varied, underlining the flexibility of this instrument. However, for all missions, human dimension issues, democracy and building the rule of law are a central task. OSCE missions and field activities vary enormously in size; they range from some 600 international staff (e.g. the OSCE Mission in Kosovo), to as few as three (e.g. the OSCE Project Co-ordinator in Ukraine), in addition to local staff (e.g. in the case of Kosovo, around 1,400).

Currently the OSCE has Missions or other field activities in Albania, Armenia, Belarus, Bosnia and Herzegovina, Croatia, Estonia, Georgia, Kazakhstan, Kyrgyzstan, Kosovo (Federal Republic of Yugoslavia), Latvia, the former Yugoslav Republic of Macedonia, Moldova, the Russian Federation, Tajikistan, Turkmenistan and Uzbekistan. An office in Azerbaijan is due to open in July 2000.

All missions co-operate with international and non-governmental organizations in their areas of work.

Missions and other field activities are usually established by a decision of the Permanent Council, with the agreement of the host

country. They are usually deployed for an initial period of six months to a year and renewed if necessary. Most mission members are seconded by participating States and come from a civilian or military background. Missions are led by a Head of Mission who is from an OSCE participating State, and appointed by the Chairman-in-Office. Mission activities are supervised and supported by the Secretariat's Conflict Prevention Centre, the Department for Administration and Operations, and the Chairmanship.

The mission concept dates from the early 1990s. It grew out of the need to deal with intra-State conflicts in the period of post-Communist transition.

South-Eastern Europe is the area with the highest concentration of OSCE field activity. Among the five OSCE field activities in the region are the four largest: the OSCE Mission in Kosovo, the OSCE Mission to Croatia, the OSCE Mission to Bosnia and Herzegovina, and the OSCE Presence in Albania. The fifth is the Spillover Monitor Mission to Skopje. The Balkans is also the region to which the OSCE dispatched its first missions to Kosovo, Sandjak and Vojvodina in September 1992, and to Skopje (former Yugoslav Republic of Macedonia), also in the fall of that year.

Missions and other field activities can also be found in the Caucasus, Eastern Europe, two of the Baltic States and Central Asia.

The work of these missions is described in greater detail below.

The OSCE Mission in Kosovo

The OSCE Mission in Kosovo has taken the lead role in matters relating to institution- and democracy-building, rule of law, and human rights in the region. The Mission forms a distinct component of the United Nations Interim Administration Mission in Kosovo (UNMIK) and is responsible for, *inter alia*, training police, judicial and civil administrators; furthering the development of a civil society; supporting media development; organizing and supervising of

elections; and monitoring, protecting and promoting human rights.

The Mission was established by the OSCE Permanent Council on 1 July 1999 (Permanent Council Decision no. 305). Referring to United Nations Security Council Resolution 1244 (1999), the Council decided that the OSCE would, within the overall framework of UNMIK, "take the lead role in matters relating to institution- and democracy-building and human rights." According to its mandate, the Mission co-operates with other relevant organizations – intergovernmental and, as appropriate, non-governmental – in planning and implementing its tasks.

The OSCE Mission in Kosovo is the third OSCE Mission to be deployed in the Federal Republic of Yugoslavia (FRY). In 1992, the then CSCE deployed the first Mission to Kosovo, Sandjak and Vojvodina, but the Mission mandate was not renewed the following year. From October 1998 to March 1999, the Kosovo Verification Mission (KVM), the largest and most challenging OSCE operation up to that date, was deployed to verify FRY compliance with United Nations Security Council Resolutions 1160 and 1199; to verify the cease-fire, monitor movement of forces, and promote human rights and democracy-building. Following a deterioration in the security situation, the KVM was withdrawn from Kosovo in March 1999.

With a ceiling of 700 international and 1,400 local staff, the OSCE Mission in Kosovo is currently the largest OSCE field presence. The Mission is led by Ambassador Daan Everts of the Netherlands, who has also been appointed Deputy Special Representative of the United Nations Secretary-General for Institution-Building.

The day-to-day tasks of the mission involve:

- Human Resources Capacity-Building, including the training of a new Kosovo police service within a Kosovo Police Service School which it is operating; training judicial personnel and training civil administrators at various levels, in co-operation, *inter alia*, with the Council of Europe;

- Democratization and Governance, including the development of a civil society, non-governmental organizations and political parties;
- Election Organization and Supervision, including voter registration, political party services, training and education and elections operations.
- Media Affairs, including independent media support; regulations, laws and standards; media monitoring, and Radio-TV Kosovo.
- Human Rights Monitoring, protecting and promoting human rights, including, inter alia, the establishment of an Ombudsman institution, in co-operation, inter alia, with the United Nations High Commissioner on Human Rights.

The Mission in Kosovo represents for the OSCE a new step in fostering co-operation between international organizations. For the first time, the OSCE is an integral part of an operation led by the United Nations. The OSCE also closely interacts with its other major partners, the United Nations High Commissioner for Refugees, the United Nations High Commissioner for Human Rights, the Council of Europe and the European Union. This involves both co-operation on specific projects and mutual support in terms of logistics and access to office facilities. The Mission also maintains close links with the Kosovo Stabilization Force (KFOR), which provides a secure environment for OSCE activities in Kosovo.

Mission headquarters is located in Pristina with regional centres in Pec, Prizren, Kosovoska Mitrovica, Gnjilane and Pristina. Up to 21 field offices will be open throughout Kosovo by the end of 2000.

The OSCE Mission to Bosnia and Herzegovina

The OSCE Mission to Bosnia and Herzegovina was established at the Budapest Ministerial Council Meeting on 8 December 1995 in order to carry out the tasks delegated to the OSCE in the General Framework Agreement for Peace in Bosnia and Herzegovina (also

known as the Dayton Peace Accords). It started its work on 29 December 1995, initially relying on an already existing but much more limited OSCE mission that had been operating in Sarajevo since October 1994.

The Mission to Bosnia and Herzegovina has its headquarters in Sarajevo and has four regional centres in Banja Luka, Mostar, Sarajevo and Tuzla, 23 smaller field offices and a centre in Brcko. The Mission has just over 200 international staff members, making it one of the OSCE's bigger missions.

The basic function of the Mission is to promote peace, democracy and stability in Bosnia and Herzegovina. This implies important responsibilities in regard to elections at all levels of government, democracy-building, judicial reform, human rights promotion and monitoring (in particular in support of the ombudspersons throughout the country), and also the implementation of regional stabilization measures concluded in the aftermath of the Dayton Peace Accords.

Beginning from scratch, the Mission successfully contributed to the conduct of general elections (September 1996 and September 1998), municipal elections (September 1997 and April 2000), and national assembly elections in Republika Srpska (November 1997).

This involved: establishing the Provisional Election Commission; adopting electoral rules and regulations; providing organizational, training and financial support for Local Election Committees; supervising the registration of voters (inside the country and around the world); certifying parties and candidates; providing voter education and assistance to political parties; training and deployment of international election supervisors; counting and certification of election returns; and implementing election results. These elections were an important part of the post-war rehabilitation process and the building of democratic institutions and civil society in Bosnia and Herzegovina.

From a human dimension perspective, the Mission devised and is implementing an overall strategy aimed at strengthening civil society,

the democratization of public institutions, promotion of freedom of the media, and human rights monitoring.

Media development is also a major consideration and is being pursued through media monitoring (particularly during elections).

The Mission monitors the implementation of the two basic instruments for regional stabilization negotiated in the context of Articles II and IV of Annex I-B of the Dayton Peace Accords: the 1996 Vienna Agreement on CSBMs and the 1996 Florence Agreement on subregional arms control. It also supports visiting inspection teams, verifies military information and provides assistance in arms reduction.



An OSCE election supervisor monitors a polling station during the elections in Bosnia and Herzegovina, September 1997

The satisfactory implementation of Articles II and IV has allowed for the commencement of negotiations on regional arms control as

foreseen in Article V of the Dayton Peace Accords. The Copenhagen Ministerial Council Meeting appointed Ambassador Henry Jacolin as Special Representative of the Chairman-in-Office for the negotiations.

In carrying out its various activities, the Mission closely co-operates with the Office of the High Representative, SFOR, the European Community Monitoring Mission, the United Nations International Police Task Force, the United Nations Mission in Bosnia and Herzegovina, the United Nations High Commissioner for Refugees and a number of other international and non-governmental organizations.

The OSCE Mission to Croatia

Established by the Permanent Council on 18 April 1996, the Mission to Croatia began operations on 4 July 1996. Headquartered in Zagreb, it also carries out its work in three regional co-ordination centres (Knin, Vukovar, and Sisak) and a network of field offices. With its permitted upper limit of 225 personnel, the OSCE Mission to Croatia is the OSCE's second largest mission, after Kosovo.

The OSCE Mission to Croatia is instructed to assist with and to monitor implementation of Croatian legislation and agreements and commitments entered into by the Croatian Government on the two-way return of all refugees and displaced persons, on the protection of their rights, and on the protection of persons belonging to national minorities. The Mission's purpose is also to assist in the development of democratic institutions, processes and mechanisms. This involves a wide range of human dimension issues: human rights in general, minority rights, local democracy, respect for the rule of law, freedom of the media, and legislative reform.

The Mission is authorized to make specific recommendations to the Croatian authorities and refer, where appropriate, urgent issues to the Permanent Council.

In implementing its mandate, the Mission co-operates with the High Commissioner on National Minorities and the ODIHR, and draws on their expertise. It also works closely with other international bodies or institutions active in Croatia such as the Council of Europe, the European Community Monitoring Mission (ECMM), the United Nations High Commissioner for Refugees (UNHCR), the International Committee of the Red Cross (ICRC) and NGOs.

The Mission is particularly active in places where there are unresolved problems involving refugees and displaced persons (property, housing, education, amnesty). This work took on particular importance in January 1998 when the Croatian Government recovered full sovereignty over the Danubian region following the expiry of the mandate of the United Nations Transitional Administration in Eastern Slavonia, Baranja and Western Sirmium (UNTAES). Previously, the OSCE had supported the work of UNTAES, in confidence-building and reconciliation as well as in the development of democratic institutions, processes and mechanisms at the municipal and district/county levels.

With the withdrawal of UNTAES, the OSCE became the main international actor in Croatia and enlarged the scope of its activities to cover some of the work formerly carried out by the United Nations.

One of the most important tasks in this regard is police monitoring. On 15 October 1998, with the expiry of the mandate of the United Nations Police Support Group, the Mission took on the role of monitoring the work of the local police in the Croatian Danubian region. The force, which numbers approximately 90, is the first police monitoring operation carried out by the OSCE.

The OSCE Presence in Albania

In response to the breakdown of law and order throughout Albania at the beginning of 1997, and on the basis of emergency reports by the Personal Representative of the Chairman-in-Office, Dr. Franz

Vranitzky, the Permanent Council established on 27 March 1997 an “OSCE Presence” in Albania. The Presence started working in Tirana on 3 April 1997.

The OSCE Presence was created in order to provide a flexible co-ordinating framework within which other concerned international organizations could play their part in their respective areas of competence in support of a coherent stabilization strategy. In addition, the Permanent Council specifically directed the OSCE (in co-operation, *inter alia*, with the Council of Europe) to advise the Albanian authorities and assist them with democratization, the development of free media, the promotion of respect for human rights and the preparation and monitoring of elections.

In conjunction with a Multinational Protection Force (established, on the basis of United Nations Security Council resolution 1101, to facilitate, under Italian command, the delivery of humanitarian assistance) and in co-operation with a cluster of intergovernmental and non-governmental organizations, the OSCE Presence contributed to stabilizing the situation. It helped to stop the breakdown of law and order and put the country on the path towards democratization, beginning with its efforts in assisting and in monitoring the parliamentary elections of June and July 1997.

The Presence later served as a “flexible co-ordinating framework” for international assistance to Albania in concert with the Albanian Government. This included humanitarian and economic assistance as well as monitoring of the parliamentary procedure and assistance in the drafting of a constitution, particularly through the OSCE-sponsored Administrative Centre for the Co-ordination of Assistance and Public Participation. Since September 1998 the OSCE together with the European Union has led a “Friends of Albania” Group, which brings together in an informal forum, those countries and international organizations that are active in providing Albania with financial support, technical assistance and other forms of aid.





Visiting a post on the Albanian/Kosovo province border

The Presence has opened field offices in Durres, Elbasan, Fier, Gjirokastra, Korca, Kukes, Peshkopi, Shkodra and Vlora, to carry out work in the fields of human rights and the rule of law, democratization and civil rights, electoral assistance, media monitoring and institution-building.

Faced with the deterioration of the crisis in neighbouring Kosovo (FRY) in early 1998, the participating States decided to give the Presence a border-monitoring role. A border-monitoring field office was opened in Bajram Curri in March 1998 and several other temporary offices were established by the end of 1998. The reports of these monitors (working closely with the European Community Monitoring Mission (ECMM) and the United Nations High Commissioner for Refugees (UNHCR) kept the international community informed about the deteriorating humanitarian and security situation along the Albania/Kosovo province border during the escalation of the crisis in the spring and summer of 1998.

The OSCE Spillover Monitor Mission to Skopje

The Spillover Monitor Mission to Skopje was deployed in September 1992. The decision to establish the Mission was taken in the context of the European Community's efforts to extend the ECMM to countries bordering on Serbia and Montenegro to help avoid the spread of tension to their territory. As the name implies, the main task of the Mission is to monitor developments along the border between the former Yugoslav Republic of Macedonia and Serbia and in other areas of the host country that might be affected by a spillover of the conflict in the former Yugoslavia. Since March 1998 the Mission has performed this role also by monitoring the Macedonian border with Kosovo (FRY).

It is worth noting that when the Mission was set up, the former Yugoslav Republic of Macedonia had only observer status in the OSCE but was not an OSCE participating State. The country became a full participating State in October 1995.

The Mission to Skopje performs preventive diplomacy functions. Under its initial monitoring responsibilities, it had both to alert the international community to external threats at the borders of the former Yugoslav Republic of Macedonia and to follow closely the evolution of inter-ethnic relations. Gradually, the Mission has shifted its priorities from the first objective to the second. In a complex political environment, it has succeeded, through its permanent presence and specific initiatives, in playing a constructive and stabilizing role in the country. It has, for example, provided assistance to the host country in conducting a Council of Europe-sponsored political census (1994); in 1995 it helped, with the support of the High Commissioner on National Minorities, to defuse ethnic tensions relating to the establishment of a private Albanian University in the Tetovo region; and in 1998 the Mission, working together with the ODIHR and the Government, contributed to the creation of a new body of electoral law. The Mission is also engaged in work relating to the

OSCE's economic dimension in an effort to promote the economic growth that is crucial to general stability and security.

The OSCE Missions of Long Duration in Kosovo, Sandjak and Vojvodina

The Missions in Kosovo, Sandjak and Vojvodina were the first OSCE missions to be deployed. The missions started their work on 8 September 1992. The Mission to Kosovo was based in Pristina (with offices in Peć and Prizren); the Mission to Sandjak was headquartered in Novi Pazar (with a permanent presence in Priepolje); and the Mission to Vojvodina was located in Subotica. All three of these missions shared an integrated office in Belgrade.

Under a preventive diplomacy mandate, the missions were called on to perform four main functions: promotion of dialogue between relevant authorities and representatives of the populations and communities of the regions concerned; collection of information on all aspects concerning violations of human rights and promotion of solutions to such problems; management of points of contact for solving problems identified; and provision of information on relevant legislation on human rights, protection of national minorities, free media and democratic elections. This was pioneering work in the field of reporting, information and good offices, and set a precedent for subsequent OSCE field activities.

The missions' mandate was not renewed after June 1993 since the Federal Republic of Yugoslavia (which had been suspended from the CSCE in 1992) took issue with its restricted participation in the activities of the CSCE and announced that it would co-operate only if it were given equal status with other CSCE participating States. The missions were withdrawn and their activities were taken up by a watch group in Vienna which, with the support of the Conflict Prevention Centre, tracked developments in those regions of the FRY and reported to the Permanent Council on a weekly basis.



Balkans Region

On several occasions (particularly in the spring and summer of 1998), the Permanent Council called on the authorities of the FRY to accept the immediate return of the missions. Thus far, this has not occurred, although the establishment of the OSCE Mission in Kosovo in 1999 gives the Organization an unprecedented presence and role in the region.

The OSCE Mission to Georgia

The OSCE Mission to Georgia was established in December 1992 with the objective of promoting negotiations between the parties to the conflict in Georgia in order to reach a peaceful political settlement. The Mission's headquarters are in Tbilisi, and since April 1997 there has been a branch office in Tskhinvali (in South Ossetia). Its authorized personnel strength is 18 members (excluding the members of the border monitoring operation, see below)

In relation to Georgia as a whole, the Mission's mandate is to promote respect for human rights and fundamental freedoms and assist in the development of legal and democratic institutions and processes by, among other things, monitoring elections and advising on the elaboration of a new constitution, the implementation of citizenship laws and the establishment of an independent judiciary. Many of these objectives have been achieved, often in co-operation with the Office for Democratic Institutions and Human Rights, the High Commissioner on National Minorities and the Council of Europe. There is also close co-operation with the United Nations and its agencies, as well as non-governmental organizations.

A great deal of the Mission's work relates to the South Ossetian region. The Mission has been working to facilitate a political settlement to the Georgian-Ossetian conflict, to eliminate sources of tensions among the parties and to promote political reconciliation. It has also worked with the parties and the international community on ways of defining the political status of South Ossetia within Georgia.

The Mission also monitors the tripartite peacekeeping forces deployed in the region, liaises with the Joint Control Commission (the quadripartite body established to direct and control these peacekeeping forces), and collects information on the military situation.



Members of the OSCE Mission to Georgia with Russian soldiers and an Ossetian officer in South Ossetia, Georgia

In addition the Mission follows the conflict in Abkhazia. Its role in this connection is to support the United Nations peace-making efforts in the region. This involves looking at ways of accommodating the aspirations of the Abkhazians while maintaining the territorial integrity of Georgia. The OSCE Mission has also appointed an officer to the UN Human Rights Office in Sukhumi, in accordance with its mandate to monitor the human rights situation in Abkhazia.

On 15 December 1999, the Permanent Council expanded the mandate of the mission to include monitoring the border between Georgia and the Chechen Republic of the Russian Federation. The action was taken in response to a request from the Government of Georgia, which called upon the OSCE to observe and report movement across

the border to the Chechen Republic of the Russian Federation. Initially OSCE personnel were deployed on a permanent basis at one location on the border, but on 12 April 2000, the OSCE Permanent Council increased the size of the operation to 42 international personnel, in order to boost the OSCE presence to more locations along the 82-km border. The Georgian Government provides security for the border monitors, who are unarmed, and ensures their freedom of movement.

The OSCE Assistance Group to Chechnya

The decision to establish an OSCE Assistance Group (AG) to Chechnya (Russian Federation) was made by the Permanent Council on 11 April 1995 after intense consultations in the wake of visits to Grozny and Moscow by a personal representative of the Chairman-in-Office. The Group took up its duties on 26 April that year.

The Group has performed two basic functions: conflict resolution and post-conflict rehabilitation. During the conflict the Group was actively engaged in mediation activities. One of its main aims was to promote the peaceful resolution of the crisis and the stabilization of the situation in the Chechen Republic in conformity with the principle of the territorial integrity of the Russian Federation and in accordance with OSCE principles. It sought to do this by pursuing dialogue and negotiations, where appropriate through participation in round table discussions, with a view to putting in place a ceasefire and eliminating sources of tension. The Group was also instructed to promote respect for human rights and fundamental freedoms and establish the facts connected with their violation; help foster the development of democratic institutions and processes, including the restoration of local organs of authority; assist in the preparation of possible new constitutional agreements and in the holding and monitoring of elections; and support the creation of a mechanism guaranteeing the rule of law, public safety, and law and order.

To work towards these ends, the Group developed direct relations

with all parties concerned, reported on the evolution of the situation and advanced mediation proposals. Negotiations under the auspices of the OSCE led to the signature, on 30 July 1995, of an Agreement on Military Issues calling for an immediate cessation of military hostilities, the release of detained persons, and the withdrawal of troops. The implementation of the agreement was to be supervised by a Special Observer Commission made up of representatives of the OSCE and of the parties. However, the implementation of the agreement was overtaken by events and the Assistance Group found itself in the middle of violent hostilities. Nevertheless, the Group remained in Grozny, monitoring developments and assisting the parties in the search for a constructive solution capable of producing a peaceful settlement of the conflict.



Brokering peace in Chechnya, Russian Federation, in 1996

The Group undertook intensive diplomatic efforts which, in May 1996, led to direct talks between the parties to the conflict resulting in a ceasefire accord. Soon thereafter, the OSCE played a decisive

role in the negotiation and signing, in Nazran, of two follow-up protocols concerning a ceasefire and cessation of hostilities, measures to settle the armed conflict, and the setting up of two commissions to locate missing persons and to free forcibly detained persons.

This work was interrupted by the battle for Grozny in August 1996. In the aftermath of the fighting, the Group was instrumental in getting the settlement process back on track, acting as a facilitator between Russian and Chechen officials.

The Group played a leading role in the organization of the presidential and parliamentary elections that were held in Chechnya on 27 January. The emphasis of the Group's work then changed to post-conflict rehabilitation. This involved facilitating the return of humanitarian organizations, promoting contacts with regard to prisoner exchange and the exhumation of bodies, assisting with agreements on demining, and monitoring the human rights situation. They also assisted with the reconstruction of the Chechen economy and infrastructure and the training of public officials.

Due to the deteriorating internal security situation the Assistance Group was withdrawn to Moscow on 16 December 1998. The Chairman-in-Office has repeatedly prolonged the absence of the Group due to the security situation in Chechnya. The understanding has been that the Assistance Group would return to Chechnya only when the security situation has improved significantly. Until then, upon decision by the CiO, the Assistance Group will function from a temporary location in Moscow.

The Conflict Dealt with by the Minsk Conference (Nagorno-Karabakh)

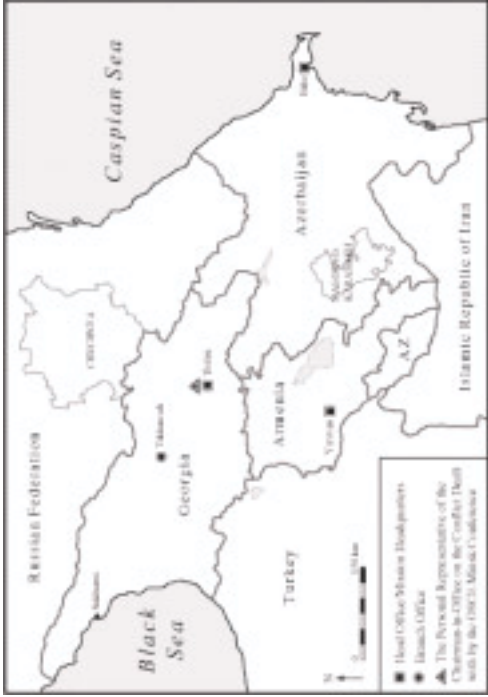
The OSCE became involved in the Nagorno-Karabakh conflict on 24 March 1992. On that date, the Ministerial Council (at an "Additional Meeting" in Helsinki) took the decision to convene, as soon as possible, a conference under the auspices of the CSCE to provide an

ongoing forum for the negotiation of a peaceful settlement of the armed conflict that had been raging between Armenia and Azerbaijan since 1988 over the contested region of Nagorno-Karabakh. Scheduled to take place in Minsk, the conference was supposed to include 11 participants: Armenia and Azerbaijan, the CSCE Troika of the time (the Czech and Slovak Republic, Germany, Sweden), the host country (Belarus) and a limited number of interested States (France, Italy, Russian Federation, Turkey and the USA). The Minsk Conference was never held, owing to lack of agreement among the parties to the conflict. However, its designated participants have been meeting as the "Minsk Group" (but without Armenia and Azerbaijan) in an ongoing attempt to hammer out a political solution on the basis of United Nations Security Council resolutions 822, 853, 874 and 884 (1993).

In 1993, following intensive efforts, the Minsk Group proposed an "Adjusted Timetable" based on a step-by-step approach consisting of a series of measures including withdrawal of troops from occupied territories, restoration of all communications and transport, exchange of hostages and prisoners of war, unimpeded access for international humanitarian relief efforts to the region, establishment of a permanent and comprehensive ceasefire to be monitored by the OSCE, and the formal convening of the Minsk Conference. Those arrangements were not accepted. However, the parties to the conflict agreed on 12 May 1994 to observe an informal ceasefire brokered by the Russian Federation. Since then, apart from a few incidents, the ceasefire has held.

In September 1994, encouraged by the end of armed hostilities, participating States began to explore the possibility of organizing a peacekeeping force within the framework of Chapter III of the Helsinki Document 1992, which provided a general mandate for CSCE peacekeeping operations. No consensus was reached on the question of "third party" peacekeeping, but the December 1994 Budapest Summit Meeting intensified the CSCE's efforts in relation





Caucasus Region

to the conflict. The Russian Federation became one of the two Co-Chairmen of the Minsk Group, mediation efforts were stepped up, and the participating States declared their political will to provide – on the basis of an appropriate resolution from the United Nations Security Council – a multinational CSCE peacekeeping force following agreement among the parties on a cessation of the armed conflict. A high-level planning group (HLPG) was established in Vienna to make recommendations concerning the modalities of such a force.

In order to invigorate peacemaking efforts in the region, the Chairman-in-Office decided, in August 1995, to appoint a “Personal Representative of the Chairman-in-Office on the Conflict Dealt with by the OSCE Minsk Conference”. His task is to represent the Chairman-in-Office in matters relating to the Nagorno-Karabakh conflict (particularly in achieving an agreement on the cessation of the armed conflict and in creating conditions for the deployment of an OSCE peacekeeping operation); to assist the HLPG, to assist the parties in implementing and developing confidence-building, humanitarian and other measures facilitating the peace process, in particular by encouraging direct contacts; and to report on activities in the region and co-operate, as appropriate, with representatives of the United Nations and other international organizations operating in the area of conflict. The Personal Representative is based in Tbilisi (Georgia) and is assisted by five field assistants, who are deployed on a rotating basis in Baku, Yerevan and Stepanakert/Khankendi. Much of their time is spent monitoring the line of contact between the parties.

Efforts by the Co-Chairmen of the Minsk Conference (at that time Finland and the Russian Federation) to reconcile the views of the parties on the principles for a peaceful settlement of the conflict have so far been unsuccessful. However, at the 1996 Lisbon Summit the Chairman-in-Office made a statement that was supported by all participating States, with the exception of Armenia. The statement said that three principles should form part of the settlement of the Nagorno-Karabakh conflict: the territorial integrity of the Republic

of Armenia and the Azerbaijan Republic; the definition of the legal status of Nagorno-Karabakh in an agreement based on self-determination and conferring on Nagorno-Karabakh the highest degree of self-rule within Azerbaijan; and guaranteed security for Nagorno-Karabakh and its entire population, including mutual obligations to ensure compliance by all Parties with the provisions of the settlement.

The OSCE's High-Level Planning Group (HLPG) was established on 20 December 1994. It is made up of military experts seconded by OSCE participating States and is mandated to:

- make recommendations for the Chairman-in-Office on developing a plan for the establishment, force structure requirements and operations of a multinational OSCE peacekeeping force for Nagorno-Karabakh;
- make recommendations on, *inter alia*, the size and characteristics of the force, command and control, logistics, allocations of units and resources, rules of engagement and arrangements with contributing States.

The HLPG superseded an earlier Initial Operations Planning Group (IOPG), which was established in May 1993. After conducting fact-finding visits to the region, the HLPG began detailed conceptualization which resulted in the Concept for an OSCE Multinational Peacekeeping Mission for the Nagorno-Karabakh conflict, presented to the Chairman-in-Office on 14 July 1995. It included four options, of which three were a mixture of armed peacekeeping troops and unarmed military observers, their strength varying from 1,500 to 4,500 personnel, the fourth being an unarmed military observer mission.

Putting into place the peacekeeping force depends on the successful implementation of the political settlement process and on consensus among the OSCE participating States. At present, the HLPG is adapting the concept to the current stage of negotiations and updating the four options through fact-finding missions.

In 1997 the Chairman-in-Office decided to enlarge the composition of the Co-Chairmanship to include three representatives: France, the Russian Federation, and the United States. These Co-Chairmen elaborated a new peace initiative based on a two-stage approach. The first stage included demilitarization of the line of contact and the

return of refugees. The second stage included a proposal on the status of Nagorno-Karabakh. This initiative failed to find a consensus among the parties.

In 1998 the Co-Chairmen of the Minsk Conference intensified their efforts to draw up a proposal to which the parties could agree. So far, however, no consensus has been reached on a basis for formal negotiations.

The OSCE Office in Yerevan

On 22 July 1999, the Permanent Council decided to establish an OSCE Office in Yerevan, Armenia, welcoming the willingness of the Government of the Republic of Armenia to intensify OSCE activities in the country. Following the ratification of the Memorandum of Understanding between Armenia and the OSCE, the Office began operations on 16 February 2000. According to its mandate, the Office will work to promote the implementation of OSCE principles and commitments and establish and maintain contact with local authorities, universities, research institutions and non-governmental organizations. It is led by a Head of Office, assisted by a team of five experts seconded by OSCE participating States.

The OSCE Office in Baku

On 16 November 1999, the Permanent Council decided to establish an OSCE Office in Baku, Azerbaijan. The office is due to begin operations in July 2000, following the ratification of the Memorandum of Understanding between Azerbaijan and the OSCE. According to its mandate, the Office will work to promote the implementation of OSCE principles and commitments and establish and maintain contact with local authorities, universities, research institutions and non-governmental organizations. It is led by a Head of Office, assisted by a team of five experts seconded by OSCE participating States.

The OSCE Mission to Moldova

The Mission to Moldova was established on 4 February 1993, and started to work in Chisinau on 25 April 1993. It opened a branch office in Tiraspol on 13 February 1995. Its authorized strength is eight staff members.

The mandate of the Mission is to facilitate the establishment of a comprehensive political framework for dialogue and negotiations and assist the parties to the conflict in pursuing negotiations on a lasting political settlement of the conflict, consolidating the independence and sovereignty of the Republic of Moldova, and reaching an understanding on a special status for the Transnistrian region. It gathers and provides information on the situation, including the military situation, in the region, investigates specific incidents and assesses their political implications. It has also been working to encourage the implementation of an agreement on the complete withdrawal of Russian troops from the country, and it monitors the activities of the Joint Tripartite peacekeeping force made up of Moldovan, Transnistrian and Russian units.

On 20 July 1994 it reached an agreement with the Joint Control Commission (JCC – the body overseeing the security zone established between Transnistria and Moldova) under which it was authorized to move freely within the security zone, so as to investigate specific incidents and to attend meetings of the Commission. The agreement was renewed in September 1997. On the basis of principles of co-operation with the JCC agreed upon in 1996 and endorsed periodically since then, the Mission has attempted to facilitate the peacekeeping operations supervised by the JCC. The Mission's contributions have included behind-the-scenes mediation when the work of the JCC became deadlocked, the development of new rules of procedure for JCC meetings, and consultations with the Joint Military Command and with peacekeeping units in the field.

In addition, the Mission provides advice and expertise as well as

a framework for other contributions in such areas of a political settlement as effective observance of international obligations and commitments regarding human rights and minority rights, democratic transformation and repatriation of refugees. For example, the Mission has advised the Government of Moldova on language legislation; it follows court proceedings; it has extended its mediation services in areas regarded as sensitive by both sides, such as education and transport; and, together with the ODIHR, it has contributed to monitoring parliamentary and presidential elections in Moldova.

One of the Mission's most important and challenging tasks is to provide advice and expertise on the definition of a special status of the Transnistrian region. It has elaborated proposals on a special status for Transnistria that have been considered by the parties concerned as a basis for the negotiating process. Although no final and comprehensive settlement has yet been reached, meetings between the President of Moldova and the leader of Transnistria resulted, on 5 July 1995, in a confidence-building agreement on the non-use of force and economic pressure. The agreement was signed by the two parties as well as by the Russian mediator and the head of the OSCE mission. The OSCE Secretariat is the depository of the agreement.

On 8 May 1997 the presidents of Moldova, Russia and Ukraine along with the Transnistrian leader and the OSCE Chairman-in-Office signed, in Moscow, a "Memorandum on the Basis for Normalization of Relations between the Republic of Moldova and Transnistria", in which the two parties to the conflict stated that their aim was the consolidation and immediate definition of their relations, the definition of the status of Transnistria, and the division and delegation of competencies.

In 1998 the work of the Mission received praise from all sides, who expressed the hope that the OSCE would continue its active involvement. The Mission was represented at the Odessa high-level meeting on Moldova (19-20 March 1998) during which the parties

negotiated a text on “Measures of Confidence and the Development of Contacts” and a “Protocol on Several Priority Steps to Activate the Political Settlement of the Transnistrian Problem”. An agreement on Russian military property in Eastern Moldova was also accepted.

At the 1999 Istanbul Summit, OSCE Heads of State and Government reiterated their expectation of an “early, orderly and complete withdrawal” of Russian forces from the territory of the Republic of Moldova, and set the end of 2002 as the deadline. They also asked the OSCE Permanent Council to consider expanding the mandate of the Mission, so that it may assist in the process.

The Mission continues to assist the parties at all stages of their negotiations.

The OSCE Project Co-ordinator in Ukraine

Important changes occurred in 1999 with regard to OSCE co-operation with Ukraine. On 30 April, the OSCE Mission to Ukraine, established in 1994, ceased to exist following the successful completion of its mandate. A new form of co-operation was initiated between the OSCE and the Government of Ukraine through the establishment of the OSCE Project Co-ordinator in Ukraine. This followed the OSCE Permanent Council Decision No. 294, 1 June 1999 and the signing of a Memorandum of Understanding on 13 July. The initial duration of this new operation was set until 31 December 1999, and was then prolonged.

The Co-ordinator is based in Kyiv, with an office of both international and local expert and technical staff, the number of whom may vary as required by the projects. He or she is responsible for the planning, implementation and monitoring of projects between relevant authorities of Ukraine and the OSCE and its Institutions. Such projects may cover all aspects of OSCE activities and may involve governmental as well as non-governmental bodies.



Balticic – Black Sea Region

The aim of all projects in which the Co-ordinator is involved is to support Ukraine in adapting legislation, institutions and processes to the requirements of a modern democracy, based on the rule of law. Most projects are financed by voluntary contributions of OSCE participating States. Among the most important current and planned projects are the following:

A comprehensive review of human rights legislation. The Ministry of Justice has proposed to undertake a comprehensive review of human rights legislation in Ukraine, aimed at harmonizing it and bringing it into line with European and international standards. This project is implemented by the ODIHR through the Project Co-ordinator in co-ordination with the Council of Europe. In carrying out this broad project, international and Ukrainian experts are actively working with all relevant actors in the legislative process.

Strengthening of the judiciary. The establishment of a strong and truly independent judicial system is of crucial importance for the promotion of the rule of law. Thus, a primary focus of the Project Co-ordinator's activities consists of assisting the judiciary to cope with the challenges of a state in transition. Several projects are carried out with the Supreme Court and the Constitutional Court. An important objective is to facilitate the access of judges on the regional and district level to the case law and expertise of the highest judicial bodies by using modern information technology.

Technical and practical support to the Ukrainian Ombudsman. The Office of the Ombudsman is a key instrument for the promotion and protection of human rights in Ukraine. The Project Co-ordinator supports the Ombudsman institution through several projects of technical and advisory assistance. Areas of particular attention are the office management and the administration of complaints, as well as the backup support with appropriate equipment.

Combating trafficking in human beings. In a joint project of the ODIHR and the International Organization for Migration, the Project

Co-ordinator is actively involved in providing technical assistance to support the National Co-ordination Council against Trafficking, under the Office of the Ombudsman. The National Co-ordination Council serves as a focal point both for a national strategy and for international co-operation. A major objective of the project is to promote the adoption of legislation to hold the perpetrators of such acts accountable and also strengthen the protection of victims.

The OSCE Advisory and Monitoring Group in Belarus

A decision was taken by the Permanent Council on 18 September 1997 to create an Advisory and Monitoring Group (AMG) in Belarus for the purpose of assisting the Belarusian authorities in promoting democratic institutions and in complying with other OSCE commitments. The Group began work in Minsk in early February 1998.

With its manifold activities, very often supported by specialists from international organizations and member countries, the Group serves as a point of orientation in general and on projects for legislation concerning democratic institutions and procedures, as well as monitoring compliance of the country with international commitments in the fields of human rights, the rule of law and democracy in particular.

The AMG has been assisting in the preparation of a new electoral law and new legislation relating to the penal code and to penal procedures. Other projects on which the AMG has given advice since its deployment include draft laws on local elections, training domestic observers, recommendations on the draft Ombudsman law, human rights training, analysis of mass media and recommendations for more pluralistic structures (including possible alternatives to the State- and Government-controlled television and radio monopoly), as well as an analysis of the economic situation.

The AMG has also created occasions for open dialogue in the context of seminars and conferences on issues important to the development of democracy and the rule of law in Belarus. Examples include

a seminar on “Free and Fair Elections” in April 1998 and a seminar on “Democracy, Social Security and Market Economy” in September 1998.

The AMG maintains relations with representatives of civil society, political parties, NGOs and academic and other educational institutions with the purpose of activating consultations among all parties concerned on issues relating to democratization of the country, and the role of political opposition as well as of citizens and NGOs in the observance of the rule of law and human rights.

OSCE Activities in Estonia

Established by the Committee of Senior Officials Meeting on 13 December 1992, the **OSCE Mission to Estonia** was deployed on 15 February 1993. Operating from Tallinn, with offices in Johvi and in Narva, its has an authorized strength of six staff members. Its goal is to further promote integration and better understanding between communities in Estonia.

According to the terms of its mandate, the Mission is specifically entrusted with maintaining contacts with competent authorities on both the national and the local level (in particular with those responsible for citizenship, migration, language questions, social services and employment) as well as with relevant NGOs, political parties, trade unions and mass media organizations. The Mission is also authorized to collect data and serve as a clearing-house for information, technical assistance and advice on matters relating to the status of communities in Estonia and the rights and duties of their members.

The Mission has been monitoring government policy and legislation relevant to the promotion of dialogue and understanding between the communities in Estonia. It has been following in particular developments related to citizenship issues, including amendments to the citizenship law which are intended to ease naturalization for children of stateless parents born in Estonia after 1991.

The Mission has been following and supporting the Estonian Government Integration Strategy which has been under way since the autumn of 1997 and which aims to: change attitudes related to persons who are not ethnic Estonians; reduce the number of persons with undetermined citizenship; develop the Estonian educational system as the central factor of integration; improve the knowledge of the Estonian language among persons who are not ethnic Estonians; reduce regional isolation of such persons; and promote the political integration of Estonian citizens who are not ethnic Estonians.

The Mission has contributed to the integration process in Estonia through practical influence, awareness programmes and a number of concrete projects, many of which have been supported by NGOs, national institutions, international organizations and foreign donors.

The Mission has encouraged the creation and functioning of NGOs and assisted them in obtaining and exchanging information with a view to achieving awareness of the potential of NGOs in civil society.

In Estonia, the OSCE also has a **Representative to the Estonian Government Commission on Military Pensioners**. Unrelated to the work of the Mission, the Representative participates in the work of the Estonian Government Commission on Military Pensioners which was established, through an “Agreement on Matters Related to Social Guarantees for Military Pensioners of the Russian Federation on the Territory of the Republic of Estonia” signed by Estonia and Russia in June 1994, for the purpose of making recommendations on the issuance of residence permits.

The Representative, who was also tasked with keeping the Chair-man-in-Office informed of the work of the Commission, took up his position on 16 November 1994.

The bulk of the cases had been dealt with by mid-2000, and the OSCE Representative will continue to assist Estonian authorities until the remainder have been resolved.

OSCE Activities in Latvia

The **OSCE Mission to Latvia** has been operating in Riga since 19 November 1993. Its mandate is to address and give advice on citizenship issues and other related matters, to provide information and advice to institutions, organizations and individuals with an interest in a dialogue on these issues, and to gather information and report on developments relevant to the full realization of OSCE principles, norms and commitments.

The Mission's main focus has been on the process of integrating the substantial non-citizen population into the mainstream of Latvian society. This involves closely following and giving advice on the drafting of specific relevant legislation (citizenship issues, language, education, employment, stateless persons) and the monitoring of its implementation, for example the issuing of non-citizen passports and naturalization testing. The Mission also undertakes initiatives, often together with NGOs, to improve mutual understanding between communities in Latvia.

As the Mission works with the Latvian Government on ways of promoting peaceful integration in Latvia, it welcomed the outcome of the referendum of 3 October 1998 which was in favour of implementation of the amendments to the Citizenship Law adopted by the Saeima (Parliament) on 22 June 1998, aimed at facilitating the acquirement of Latvian citizenship by persons who are not ethnic Latvians.

Since the withdrawal of Russian military personnel from Latvia in 1994, the Head of the OSCE Mission to Latvia has acted as **OSCE Representative to the Latvian-Russian Joint Commission on Military Pensioners**. That Commission handles problems connected with the retired Russian military personnel who stayed in Latvia after the bulk of Russian forces was withdrawn in 1994.

Another case where the OSCE has given assistance in implementing of bilateral agreements in Latvia is through the **OSCE**

Representative to the Joint Committee on the Skrunda Radar Station. On 30 April 1994, Latvia and Russia signed an "Agreement on the Legal Status of the Skrunda Radar Station during its Temporary Operation and Dismantling". In June 1994, Latvia and Russia requested CSCE assistance in the implementation of the Agreement. A Joint Latvian-Russian Implementation Committee under the chairmanship of the OSCE was established in May 1995. The Agreement was monitored by international inspection teams twice a year, beginning with the baseline inspection in August 1995.

On 31 August 1998, the Russian Federation fulfilled its obligation to switch off the Skrunda radar station. The dismantling of the station commenced on 1 September 1998, and was completed on 19 October 1999, several months ahead of schedule. Consequently, the mandate of the Representative ended on 1 February 2000.

The OSCE Mission to Tajikistan

Established on the basis of a decision made on 1 December 1993 at the Rome Ministerial Council Meeting, the OSCE Mission to Tajikistan was deployed in Dushanbe on 19 February 1994. On 1 October 1995 the Mission opened three branch offices in Kurgan-Tube, Shartuz and Dusti. In April 1998 an OSCE presence was established in the Garm region. The Mission has also been authorized to open a field office in Leninabad province, in the north of Tajikistan.

The Mission was given a broad and flexible mandate to support political reconciliation, democracy-building and respect for human rights in Tajikistan. It was tasked with maintaining contact with and facilitating dialogue and confidence-building between the various regionalist and political forces in the country, actively promoting and monitoring adherence to OSCE norms and principles, promoting ways and means for the OSCE to assist in the development of legal and democratic institutions and processes and keeping the OSCE informed of developments.

With the establishment of the three regional offices in October 1995, the Mission was requested to follow the human rights situation of returning refugees and displaced persons in the country, to draw the attention of the authorities to problems affecting these groups of vulnerable persons (with a view to facilitating their reintegration into Tajik society) and to report regularly on this matter.

In the following year, on 29 February 1996, the Permanent Council further expanded the mandate of the Mission. It gave it the additional task of offering assistance and advice to the independent Ombudsman institution (including reporting on a regular basis on its activities) supporting the ODIHR in the conduct of a comprehensive review of the institution's first year of operation and the presentation of a written report to the Council. At present, discussions are still underway with local authorities as to the establishment of the Ombudsman institution.

Much of the Mission's work relates to the human dimension. It has been actively involved in the promotion of equal rights for all citizens and the improvement of the living conditions of jailed persons. Field offices tackle a number of issues such as ownership and occupation of homes and land, fair treatment of prisoners and army draftees (including the release of illegally detained persons), locating missing persons, assisting with the development of the local media, gender issues, human rights education, and equal distribution of humanitarian aid by local authorities. Together with the United Nations Mission of Observers in Tajikistan (UNMOT), the Mission is the focal point for election questions, on which the two Missions alternately host meetings attended by representatives of all the international organizations concerned with the issue of elections in Tajikistan.

The Mission is also involved in the process of national reconciliation. The Mission is a guarantor of the Tajik Peace Agreement reached in June 1997. In this capacity, it has been working to facilitate the implementation of the Agreement, and particularly the protocols dealing with political issues, the return of refugees, and military issues.



A group of women outside the OSCE Mission premises in Tajikistan

The Mission also plays an active role in the meetings of the Contact Group that monitors the implementation of the General Agreement. It also supports the Commission for National Reconciliation through its involvement in the issues of constitutional amendment, legislation on political parties, elections and the mass media.

The OSCE Liaison Office in Central Asia

Created on 16 March 1995 by the Permanent Council, the OSCE Liaison Office in Central Asia (CALO) started working in Tashkent, Uzbekistan, in June 1995. Besides a Head of Office, it currently includes two human dimension experts and one economic/environmental expert. The Office was established to link the five Central Asian participating States more closely with the OSCE as part of the strategy, initiated in 1992, for the integration of its “Recently Admitted Participating States”. The Office now serves to implement the OSCE “Consolidated Programme of Activities in and towards Central Asia”.

The tasks entrusted to the Liaison Office in Central Asia consist of facilitating contacts and promoting exchange of information with the Chairman-in-Office and with other OSCE institutions, establishing and maintaining contacts with local universities, research institutions and NGOs, promoting OSCE principles and commitments and co-operation between countries of the region within the OSCE framework, and helping in the organization of OSCE events such as regional seminars and visits to the area by high-level OSCE delegations. The CALO works in close co-operation with the ODIHR on a number of projects relating to the human dimension, particularly as concerns the development of civil society, gender issues, migration and election assistance.

The Liaison Office has helped to organize OSCE seminars *inter alia* on regional security and confidence-building, drug trafficking and crime prevention, stable and transparent economic legislation to



Central Asia Region

facilitate economic and social transition, regional stability, regional environmental problems and co-operative approaches to solving them, implementation of human rights and sustainable development in the Aral Sea region. Other activities include the monitoring of the implementation of the human dimension commitments of the five Central Asian participating States and the maintenance of close ties with local human rights NGOs.

OSCE Centres in Central Asia

On 23 July 1998, the Permanent Council decided to establish three new OSCE Centres in Almaty, Ashgabad and Bishkek. The Centres, opened in early 1999, are designed to promote the implementation of OSCE principles and commitments as well as the co-operation of Kazakhstan, Turkmenistan and the Kyrgyz Republic within the OSCE. In their work, special emphasis is placed on the regional context in all OSCE dimensions, including the economic, environmental, human and political aspects of security.

The Centres facilitate contacts and promote information exchange with the Chairman-in-Office, other OSCE institutions and the OSCE participating States in Central Asia, as well as co-operation with international organizations and institutions. They also maintain close links with local authorities, universities, research institutions and NGOs.

Personal Representatives of the Chairman-in-Office

As part of the strengthening of OSCE institutions and structures, the Helsinki Document 1992 authorized the Chairman-in-Office to designate, on his or her own responsibility, a personal representative with a clear and precise short-term mandate in order to provide support. Since then successive Chairmen-in-Office of the OSCE have made extensive use of this provision in the field of conflict prevention and crisis management. They have been used for making short-

term fact-finding missions (often as a precursor to setting up a mission) and/or for acting as an envoy of the Chairman-in-Office to give the Organization a presence in an area where the Chairmanship seeks to play a more active and immediate role.



Dr. Franz Vranitzky, then Personal Representative of the Chairman-in-Office, visiting Albania in March 1997

There are several notable cases where a high-level personality has been able to act as the Organization's trouble-shooter in a fast-breaking crisis. In December 1996 the former Prime Minister of Spain, Felipe Gonzalez, was sent to the Federal Republic of Yugoslavia during opposition protests after the municipal elections. His mandate was "to seek information from all political forces and institutions, including the media, and from the judiciary on the facts and events relating to the municipal elections, including the annulment of their results". His report, referred to afterwards as the "Gonzalez report", made several observations and recommendations which became the basis for bringing pressure to bear on the Belgrade authorities to overturn their decision.

Between March and November 1997 former Austrian Chancellor Franz Vranitzky played an instrumental role in brokering peace in and bringing stability to Albania. His mandate was to go to Albania during the height of instability in March 1997 and “propose immediate remedial action to be undertaken in the following areas: human rights and fundamental freedoms, upholding the rule of law, maintaining freedom of expression and freedom of information, avoiding recourse to force, dialogue between government and opposition as well as other social forces, and constitutional and legal conditions for establishing lasting stability in Albania.” He carried out this mandate and was awarded the first OSCE medal for his distinguished service to the OSCE.

Other personal representatives of the Chairman-in-Office have been responsible for implementation of the CSBM and arms control provisions of the Dayton Peace Accords (Articles II, IV and V), fund-raising for the voluntary financing of the 1996 elections in Bosnia and Herzegovina, and for leading election monitoring missions.



THE OSCE MEDAL

The OSCE Medal was minted in 1997 to be awarded to military or civilian personnel in recognition of distinguished service rendered to the OSCE, either as an official within the Organization or in the form of external support.

The medal is of standard size, made of bronze, with a ribbon of blue/white/blue vertical stripes. The front of the medal has the letters *OSCE*, *OSZE*, *OSEC* in three rows, one on top of the other and framed by olive branches.

On the back of the medal is the Latin inscription *Bene Merenti ad OSCE* (for distinguished service to the OSCE).

Recipients also receive a bar (blue/white/blue) which could be worn on a dress uniform.

Recommendations for the award of the medal can come from the Chairman-in-Office, the Secretary General, Heads of OSCE Institutions, Heads of OSCE Missions and, as appropriate, from participating States.

Two OSCE medals have been awarded to date.

The first OSCE medal was awarded to Dr. Franz Vranitzky (Austria) in recognition of his outstanding service in Albania as Personal Representative of the Chairman-in-Office between March and November 1997.

The second was awarded to Ambassador Ján Kubiš (Slovakia) on 15 July 1998. Ambassador Kubiš was Director of the Conflict Prevention Centre from July 1994 to July 1998 and Chairman of the CSCE Committee of Senior Officials when Czechoslovakia held the Chairmanship in 1992.

The Human Dimension Mechanisms



Mechanism for Consultation
and Co-operation as regards Unusual
Military Activities



Co-operation as regards Hazardous Incidents
of a Military Nature



Provisions Relating to Early Warning
and Preventive Action



Mechanism for Consultation
and Co-operation with Regard to Emergency
Situations (Berlin Mechanism)



Peaceful Settlement of Disputes

The decisive point for the effectiveness of any conflict management strategy is how to move smoothly and expeditiously from early warning to early action. Regular OSCE decision-making is based on the principle of consensus. However, the OSCE has also developed certain mechanisms and procedures that, in cases requiring rapid reaction, facilitate prompt and direct contact between the parties involved in the conflict, and help to mobilize concerted action by the OSCE.

Human Dimension Mechanisms

Vienna Mechanism

The Vienna Mechanism adopted by the Vienna Follow-Up Meeting 1989 provides for the exchange of information on questions relating to the human dimension. The mechanism obliges participating States to respond to requests for information made by other participating States, and to hold bilateral meetings (should these be requested by other participating States), and allows participating States to bring situations and cases in the human dimension to the attention of other participating States. (*For more information see: Concluding Document of the Vienna Follow-Up Meeting (1986-1989), section on "Human Dimension of the CSCE"*).

Moscow Mechanism

The Moscow Mechanism provides the option of sending missions of experts to assist participating States in the resolution of a particular question or problem relating to the human dimension of the OSCE. The mission of experts can either be invited by the participating State concerned, or initiated by a group of six or more participating States. The mission may gather information that is necessary for carrying out its tasks and, if appropriate, use its good offices and mediation services to promote dialogue and co-operation among interested parties. (*For more information see: Document of the Moscow Meeting of the Conference on the Human Dimension of the CSCE (1991), Chapter I*).

Mechanism for Consultation and Co-operation as regards Unusual Military Activities

This mechanism provides for the exchange of information regarding any unusual and unscheduled activities of military forces of participating States outside their normal peacetime locations which are militarily significant. As in the case of the Vienna Mechanism, the participating States are obliged to respond to requests for an explanation from other participating States, and – should the requesting participating State so desire – to hold a meeting to discuss the matter. (For more information see: *Vienna Document 1994, paragraph 16*).

Co-operation as regards Hazardous Incidents of a Military Nature

This mechanism requires participating States, in the event of hazardous incidents of a military nature, to co-operate by reporting and clarifying on the incidents in order to prevent possible misunderstandings and to mitigate the effects on other participating States. It specifies that each participating State will designate a point to contact in case of such hazardous events and inform all other participating States of the incident in an expeditious manner. Any participating States affected by such an incident may request clarification, and such requests are to receive a prompt response. (For more information see: *Vienna Document 1994, paragraph 17*).

Provisions Relating to Early Warning and Preventive Action

In order to ensure early warning of situations within the OSCE area which have the potential to develop into crises, including armed conflicts, participating States have the right to draw the attention of the Senior Council to a given situation. This can be done through the Chairman-in-Office by, *inter alia*: any State directly involved in a dispute; a group of 11 States not directly involved in the dispute; the High Commissioner on National Minorities in situations he deems escalating into a conflict or exceeding the scope of his action; and the

Permanent Council. (For more information see: *Helsinki Document 1992, chapter III, paragraphs 3-5*).

The establishment of the Permanent Council has strengthened OSCE capabilities for early warning, as OSCE participating States can now use this forum to draw the attention of the OSCE to potential crisis situations at any given moment.

Mechanism for Consultation and Co-operation with regard to Emergency Situations (Berlin Mechanism)

The Berlin Mechanism outlines measures that can be applied in the case of serious emergency situations which may arise from a violation of one of the Principles of the Helsinki Final Act or as the result of major disruptions endangering peace, security or stability. The mechanism provides that, if any participating State concludes that such an emergency situation is developing, it may seek clarification from the State or States involved. Should the situation remain unresolved, the participating State may request the Chairman-in-Office to call an emergency meeting of the Senior Council. (For more information see: *Annex 2 to the Summary of Conclusions from the Berlin Council Meeting (1991)*).

As in the case of the provisions relating to early warning and preventive action, the establishment of the Permanent Council was an important development, as the OSCE can now deal with emergency situations at much shorter notice, or practically at any moment.

Peaceful Settlement of Disputes

Valletta Mechanism

The Valletta Mechanism outlines provisions for an OSCE Dispute Settlement Mechanism, aimed at facilitating the peaceful settlement of disputes between participating States. The Mechanism consists of one or more persons, selected from a register of qualified candidates,

who will seek contact with the parties to the dispute, separately or jointly. They may offer general or specific comment or advice, not binding on the parties. *(For more information see: Report of the CSCE Meeting of Experts on Peaceful Settlement of Disputes, Valletta 1991).*

Convention on Conciliation and Arbitration within the OSCE

The Convention binds only those participating States that have legally become parties to it, and who also cover the expenses of the Court on Conciliation and Arbitration (*see pg. 36*), which the Convention has established with the aim of facilitating the settlement of disputes between State parties, by means of conciliation and, where appropriate, arbitration. The Court is not a permanent body but a roster of conciliators and arbitrators – only when a dispute is submitted to it is an *ad hoc* Conciliation Commission or an *ad hoc* Arbitral Tribunal established. The Conciliation Commission hears cases brought before it by the common consent of two or more States, and presents a report to the parties, proposing a solution to the dispute. If no agreement is reached within a period of thirty days, an Arbitral Tribunal can be constituted. The decisions of the Tribunal are binding on the parties. *(For more information see: Convention on Conciliation and Arbitration within the OSCE).*

Provisions for an OSCE Conciliation Commission

With the aim of complementing the Valletta mechanism, the OSCE participating States agreed on provisions regarding the establishment of a Conciliation Commission, which will hear disputes brought forward by two OSCE participating States, if they agree to do so. The Commission will seek to clarify the points in dispute between the parties and endeavour to bring about a resolution of the dispute on mutually agreeable terms. *(For more information see: Annex 3 to the Summary of Conclusions from the Stockholm Council Meeting, 14-15 December 1992).*

Provisions for Directed Conciliation

Under these provisions, the OSCE Ministerial Council or the Senior Council may direct any two participating States to seek conciliation to assist them in resolving a dispute that they have not been able to settle within a reasonable period of time. The Ministerial or Senior Council may direct the parties to use the OSCE Conciliation Commission, as if the parties had made a joint written request to bring the dispute before the Commission. This procedure is also referred to as “consensus minus two”. *(For more information see: Annex 4 to the Summary of Conclusions from the Stockholm Council Meeting, 14-15 December 1992).*

Background



The High Commissioner's Involvement



The High Commissioner's Mandate



The Work of the High Commissioner in Practice

Background

Ethnic conflict is one of the main sources of large-scale violence in Europe today. To respond to this challenge, the CSCE in 1992 decided to establish the post of High Commissioner on National Minorities. Netherlands Minister of State Max van der Stoep was appointed as the first High Commissioner in December 1992 and took up his functions in January 1993. The office of the High Commissioner is located in The Hague.

The High Commissioner is supported by an international staff of 11 persons, including seven advisers. In December 1995 the OSCE Ministerial Council Meeting in Budapest decided to extend Mr. van der Stoep's mandate until 31 December 1998. In July 1998 it was decided to again prolong his mandate, this time until 31 December 1999. It was once more extended for a period of 12 months at the Istanbul Summit in November 1999.

The High Commissioner's role is to identify – and seek early resolution of – ethnic tensions that might endanger peace, stability or friendly relations between the participating States of the OSCE. His mandate describes him as “an instrument of conflict prevention at the earliest possible stage”.

Although the title of his post sometimes creates the impression that the High Commissioner is intended to function as a national minorities ombudsman or as an investigator of individual human rights violations, this is not the case. In other words, he is the OSCE's High Commissioner *on* National Minorities and not *for* National Minorities. Of course, adequate protection of the rights of persons belonging to national minorities contributes greatly towards a State's success in minimizing ethnic tensions that could create a context for wider conflict. Accordingly, the High Commissioner's recommendations to States often focus on such concerns, but they are by no means restricted to these concerns.

Operating independently of all parties involved, the High Commissioner is empowered to conduct on-site missions and to engage in preventive diplomacy at the earliest stages of tension. In addition to obtaining first-hand information from the parties concerned, the High Commissioner seeks to promote dialogue, confidence and co-operation between them. In the course of his work the HCNM may decide to bring before the government in question a report with recommendations. Indeed, in most cases the HCNM has issued several reports, each successive one building on his past recommendations.

The High Commissioner's Involvement

The High Commissioner has been involved in minority issues in many OSCE participating States, including (in alphabetical order) Albania, Croatia, Estonia, Hungary, Kazakhstan, Kyrgyzstan, Latvia, Romania, Slovakia, the former Yugoslav Republic of Macedonia, and Ukraine.

At the request of the OSCE States, in 1993 the High Commissioner also conducted a special study of the situation of the Roma and Sinti throughout the OSCE area.

The High Commissioner's Mandate

The High Commissioner's task is to provide "early warning" and, as appropriate, "early action" at the earliest possible stage "in regard to tensions involving national minority issues which have not yet developed beyond an early warning stage, but, in the judgement of the High Commissioner, have the potential to develop into a conflict within the OSCE area". He thus has a twofold mission: first, to try to contain and de-escalate tensions and, second, to act as a "tripwire," meaning that he is responsible for alerting the OSCE whenever such tensions threaten to rise to a level at which he cannot contain them with the means at his disposal.

Even though his mandate places the High Commissioner's work first and foremost in the category of short-term conflict prevention, he cannot, if he wishes to be effective, overlook the important long-term aspects of the situations confronting him.

A long-term perspective is essential if sustainable solutions are to be achieved. Immediate easing of a situation can be only a first step in the process of reconciling the interests of the parties concerned. The goal is to start, sustain and further a process involving an exchange of views and co-operation between the parties, leading to concrete steps designed to reduce tensions and, if possible, resolve underlying issues.



The OSCE High Commissioner on National Minorities,
Max van der Stoep

In a general way, the High Commissioner's mandate contains guidelines for determining whether or not he should become involved in a particular situation. The mandate provides him with the necessary freedom of initiative in this regard.

It is particularly important that it allows him to operate with the necessary independence. Involvement by the High Commissioner does not require the approval of the Senior or Permanent Council or of the State concerned. This independence is crucial to the timing of the High Commissioner's involvement.

Despite the latitude he enjoys in his independent activities, the High Commissioner cannot function properly without the political support of the participating States. Such support becomes particularly important when the High Commissioner presents his reports and

recommendations to the State concerned and, afterwards, to the Permanent Council (in exceptional cases the Senior Council). At this stage it also becomes clear whether the States will provide the follow-up where needed.

For the High Commissioner, the Permanent Council is the primary OSCE body as far as political support is concerned.

If the High Commissioner is to be truly effective as a third party, it is equally essential that he preserve his impartiality at all times. In view of the sensitive issues with which he is called upon to deal, the High Commissioner cannot afford to be identified with one party or another. If international norms and standards to which OSCE participating States have committed themselves are not being met, the High Commissioner will ask the Government concerned to change its policy, reminding it that stability and conflict prevention are as a rule best served by ensuring full rights to the persons belonging to a minority. In doing so he will act with strict impartiality.

The condition of confidentiality – which means that the HCNM acts through silent diplomacy – serves more than one purpose. It is intended to reconcile the need to establish for such an office in the first place with the importance of avoiding any possible escalation that might be caused by the High Commissioner's involvement. The parties directly involved often believe that they can be more co-operative and forthcoming if they know that the discussions will not be revealed to the outside world. Conversely, parties may make much stronger statements in public than in confidential conversations, on the assumption that they should be seen to be maintaining a strong position or that they should try to exploit outside attention.

On the other hand, the High Commissioner recognizes the need for participating States to be informed about his activities. He regularly briefs the Permanent Council, both formally and informally, and if he submits recommendations to a government, he will subsequently discuss them with the Permanent Council.

The mandate does not contain a description or definition of what constitutes a national minority. Indeed, there is no general agreement on what constitutes a (national) minority, either in the OSCE or elsewhere. In his keynote address at the opening of the OSCE Minorities Seminar in Warsaw in 1994, High Commissioner van der Stoep said the following: "...I won't offer you (a definition) of my own. I would note, however, that the existence of a minority is a question of fact and not of definition. In this connection, I would like to quote the Copenhagen Document of 1990 which... states that 'To belong to a national minority is a matter of a person's individual choice.' ...I would dare to say that I know a minority when I see one. First of all, a minority is a group with linguistic, ethnic or cultural characteristics which distinguish it from the majority. Secondly, a minority is a group which usually not only seeks to maintain its identity but also tries to give stronger expression to that identity."

The mandate contains a number of provisions restricting the High Commissioner's activities.

Explicitly excluded from the High Commissioner's mandate are individual cases concerning persons belonging to national minorities. With regard to the High Commissioner's activities in general, and to his information-gathering and fact-finding activities in particular, his mandate does not permit him either to consider national minority issues in situations involving organized acts of terrorism or to communicate with or acknowledge communications from any person or organization that practises or publicly condones terrorism or violence.

The Work of the High Commissioner in Practice

When dealing with situations falling within his mandate, the High Commissioner does not try to come up with generally applicable solutions. There are many different situations where minorities are concerned, and each case has to be assessed on its own particular

merits. Nevertheless, the High Commissioner has been able to make some general observations in the course of his work. The first of these is that the protection of persons belonging to minorities has to be seen essentially in the context of the interests of the State and the majority. As a rule, stability and security are best served by ensuring that persons belonging to national minorities can effectively enjoy their rights. If a State shows loyalty to persons belonging to minorities, it can expect loyalty from them in return, since they will then have a stake in the stability and well-being of that State. The second observation is that solutions should be sought as far as possible within the framework of the State itself. The most essential contribution to the elimination of minority problems as destabilizing elements in Europe is the promotion of a better and more harmonious relationship between the majority and minorities in the State itself. Constructive and substantive dialogue between the majority and minorities, coupled with effective participation by minorities in public affairs, needs to be encouraged.

Furthermore, minority self-assertion can very well be achieved within the framework of the State. It does not necessarily require a territorial expression, but may well be achieved through legislation promoting the development of the identity of the minority in fields such as culture, education or public affairs. Long-term conflict prevention is always a protracted process, and support and encouragement by the international community are frequently needed.

Effectively addressing minority issues often requires investment in specific areas such as language education. Important conflict prevention results can be achieved with relatively modest amounts of money, whereas the cost of helping countries is much greater once a conflict has erupted. In several countries the HCNM has initiated specific projects to address locally relevant minority issues. These projects involve, for example, monitoring system mechanisms, pedagogical institutions, legal aid and institution-building.

The work of the OSCE High Commissioner provides an example of the essential contribution of OSCE preventive diplomacy to peace and stability in Europe. It also demonstrates the need for a comprehensive approach to these questions.

OSCE Commitments in the Human Dimension



The Office for Democratic Institutions
and Human Rights (ODIHR)



The Representative on Freedom of the Media

The term “human dimension” refers to the commitments made by OSCE participating States to ensure full respect for human rights and fundamental freedoms, to abide by the rule of law, to promote the principles of democracy and, in this regard, to build, strengthen and protect democratic institutions, as well as to promote tolerance throughout the OSCE area.

OSCE participating States have pledged to respect a number of commitments, which are politically binding. Since 1990 the OSCE has developed institutions and mechanisms to promote respect for these commitments, such as the Office for Democratic Institutions and Human Rights, the High Commissioner on National Minorities, the Representative on Freedom of the Media and the Missions and other field presences.

OSCE Commitments in the Human Dimension

OSCE commitments in the human dimension are unique since they extend far beyond the standard protection of human rights and fundamental freedoms, to include the promotion of the rule of law and democratic institution building. OSCE standards apply to all participating States; the fact that all decisions are made on the basis of consensus means that no participating State can claim that certain commitments do not apply to it. The OSCE approach to human dimension issues is also unique in that the co-operative approach to security aims at assisting rather than isolating States that fail to live up to their commitments.

Like other OSCE commitments, those in the human dimension have their roots in the Helsinki Final Act. First conceived as a general political framework to guide the relations of States vis-à-vis their citizens, the human dimension evolved to include specific commitments and mechanisms designed to ensure their implementation.

Principle VII of the ‘Decalogue’ of the Helsinki Final Act (*see Section 2*) declares that the participating States will “respect human

rights and fundamental freedoms, including the freedom of thought, conscience, religion or belief, for all, without distinction as to race, sex, language or religion.” Additional commitments were included in Basket III, “co-operation in humanitarian and other fields”, where the participating States expressed their conviction that “increased cultural and educational exchanges, broader dissemination of information, contacts between people, and the solution of humanitarian problems will all contribute to the strengthening of peace and understanding among peoples.” In order to achieve this goal, 25 specific standards were formulated, on a wide range of subjects including family reunification, freedom of travel, improvement of conditions for tourism, improvement of the circulation of, access to and exchange of information, and increased co-operation and exchanges in the fields of culture and education.



Exercising the right to freedom of assembly

The inclusion of these commitments was one of the major achievements of the Helsinki process. Human rights and fundamen-

tal freedoms had never before been the subject of direct East-West talks. As a result, the Helsinki process played an important role in ending the Cold War. The CSCE established a link between better relations among participating States and the respect for human rights within them, thus conferring on human rights the same importance as other fundamental tenets of international relations such as sovereign equality and territorial integrity of states.

The commitments and guidelines outlined in the Helsinki Final Act were reviewed and refined at follow-up meetings. The meetings in Madrid and Vienna were of particular relevance for the human dimension. The follow-up meetings have now been replaced by a two week Human Dimension Implementation Meeting, held in Warsaw every year in which the OSCE does not hold a Summit, and Review Conferences, which take place before Summits.

At the Vienna Follow-up Meeting (4 November 1986 – 19 January 1989) it was decided that a “Conference on the Human Dimension and the CSCE” should be convened, for the purpose of reviewing developments in the human dimension.

The conference was held in three stages – in Paris (30 May – 23 June 1989), Copenhagen (5-29 June 1990) and Moscow (10 September – 4 October 1991). The Copenhagen and Moscow stages each ended with documents containing new commitments in regard to the human dimension.

The 1990 Copenhagen Document (Document of the Copenhagen Meeting of the Conference on the Human Dimension of the CSCE) was the first of its kind to deal so extensively with the human dimension. It remains the most important source of OSCE commitments in the human dimension. It established that the protection and promotion of human rights is one of the basic purposes of government and that their recognition constitutes the foundation of freedom, justice and peace. The document outlines a number of human rights and fundamental freedoms never before formally accepted in the CSCE con-

text (i.e., the right of peaceful assembly and demonstration, the right to enjoy one's property peacefully, the rights of the child), introduced far-reaching provisions regarding national minorities, and broadened the scope of the human dimension to include election commitments.

The 1991 Moscow Document (Document of the Moscow Meeting of the Conference on the Human Dimension of the CSCE) was another landmark in the evolution of the OSCE's human dimension commitments. It stated categorically and irrevocably that commitments undertaken in the human dimension of the CSCE were matters of direct and legitimate concern to all participating States and do not belong exclusively to the internal affairs of the State concerned. This commitment was reiterated at the Helsinki Summit in 1992 and at the Ministerial level in Copenhagen in 1997. The Moscow Document also strengthened the human dimension by introducing several new commitments (i.e. support to an elected democratic government facing an attempted or actual overthrow, the protection of human rights during a state of public emergency).

Thus, by the early 1990s the CSCE had a very extensive catalogue of human dimension commitments and a well-developed set of mechanisms for encouraging and reviewing their implementation. Nevertheless, events such as the breakup of the former Yugoslavia and the disintegration of the Soviet Union forced the participating States to redefine the role of the CSCE in the field of the human dimension as well.

One aspect of this process was the establishment of several institutions designed to assist with and monitor implementation of human dimension commitments. The main institution here was the Office for Free Elections, established in 1990, which evolved into the Office for Democratic Institutions and Human Rights. A High Commissioner on National Minorities was also established, to cover those aspects of the human dimension linked to the protection of persons belonging to national minorities (see Section 7). Finally, in 1998 the post of OSCE Representative on Freedom of the Media was established.

The participating States also decided to broaden previous commitments in the human dimension by addressing several new issues. These included aggressive nationalism, racism, chauvinism, xenophobia and anti-Semitism, the plight of Europe's Roma and Sinti population, migration (particularly in CIS countries), the role of the media in democratic society and gender issues.

The human dimension has also become integrated into the OSCE's field activities (see Section 5), allowing the Organization to play a more active role in the promotion of human rights and fundamental freedoms throughout the OSCE area.

These developments have contributed to a significant strengthening of the OSCE's human dimension, by providing for measures that allow for an active promotion of OSCE commitments in this field from Vancouver to Vladivostok.

The Office for Democratic Institutions and Human Rights (ODIHR)

The Office for Democratic Institutions and Human Rights works to:

- Promote democratic elections, particularly by monitoring election processes;
- Provide practical support in consolidating democratic institutions and human rights and strengthening civil society and the rule of law;
- Contribute to early warning and conflict prevention, in particular by monitoring the implementation of human dimension commitments.
- Serve as the OSCE Contact Point for Roma and Sinti issues.

Background

The Office was established in Warsaw as the Office for Free Elections (OFE) under the Charter of Paris in 1990 (see Section 3) to facilitate contacts and exchange of information on elections taking place within the OSCE area. Two years later, at the Prague

Ministerial Council Meeting, the mandate of the Office was expanded and it became the Office for Democratic Institutions and Human Rights. The mandate of the Office was further enlarged at the Helsinki (1992) and Budapest (1994) Summits, to include assistance to OSCE participating States in the implementation of their human dimension commitments. Since 1997 the work of the Office has steadily increased, and it now employs a staff of more than 50 persons, engaged in election observation, technical assistance in connection with elections, help to governments in the building of democratic institutions and a civil society, and monitoring compliance by participating States with their human rights commitments.

Activities

The ODIHR's substantive work is carried out by four sections. The Election Section deals with long-term election observation, technical assistance and training in the organization of elections. The Democratization Section is mainly involved in practical projects designed to promote democracy, the rule of law and civil society in the OSCE area, while the monitoring of human dimension commitments is largely carried out by the Monitoring Section. The work of these sections is becoming increasingly integrated. The Contact Point for Roma and Sinti issues acts as a clearing-house for the exchange of information and provides advice on policy-making on Roma and Sinti.

Elections

The ODIHR promotes democratic elections throughout the OSCE area by observing elections and providing election training and assistance.

Election Observation

A standard election observation follows this pattern:

- 1 A participating State invites the ODIHR to observe an election;

OSCE ELECTION COMMITMENTS

OSCE election commitments were set out in the Document of the Copenhagen Meeting of the Conference on the Human Dimension of the CSCE (29 June 1990).

(7) To ensure that the will of the people serves as the basis of the authority of government, the participating States will

- 7.1 – hold free elections at reasonable intervals, as established by law;
 - 7.2 – permit all seats in at least one chamber of the national legislature to be freely contested in a popular vote;
 - 7.3 – guarantee universal and equal suffrage to adult citizens;
 - 7.4 – ensure that votes are cast by secret ballot or in an equivalent free voting procedure, and that they are counted and reported honestly with the official results made public;
 - 7.5 – respect the rights of citizens to seek political or public office, individually or as representatives of political parties or organizations, without discrimination;
 - 7.6 – respect the right of individuals and groups to establish, in full freedom, their own political parties or other political organizations and provide such political parties and organizations with the necessary legal guarantees to enable them to compete with each other on a basis of equal treatment before the law and by the authorities;
 - 7.7 – ensure that the law and public policy work to permit political campaigning to be conducted in a fair and free atmosphere in which neither administrative action, violence nor intimidation bars the parties and the candidates from freely presenting their views and qualifications, or prevents the voters from learning and discussing them or from casting their vote free of fear of retribution;
 - 7.8 – provide that no legal or administrative obstacle stands in the way of unimpeded access to the media on a non-discriminatory basis for all political groupings and individuals wishing to participate in the electoral process;
 - 7.9 – ensure that the candidates who obtain the necessary number of votes required by law are duly installed in office and are permitted to remain in office until their term expires or is otherwise brought to an end in a manner that is regulated by law in conformity with democratic parliamentary and constitutional procedures;
- (8) The participating States consider that the presence of observers, both foreign and domestic, can enhance the electoral process in States in which elections are taking place. They therefore may invite observers from any other CSCE participating States and any appropriate private institutions and organizations that may wish to do so to observe the course of their national election proceedings, the extent permitted by law. They will also endeavour to facilitate similar access in the case of election proceedings held below the national level. Such observers will undertake not to interfere in the electoral proceedings.

- III The ODIHR sends a needs assessment mission to the country, often in co-operation with other international organizations, to assess pre-election conditions and requirements of an observation mission;
- III The ODIHR requests long- and short-term observers from the other OSCE States;
- IV A core team, including a head of election observation mission, is selected;
- V An election observation mission is established in the country, consisting of long- and short-term observers;
- VI A preliminary statement is issued immediately after the election;
- VII A final report on the election is published within a matter of weeks after the election.



Spencer Oliver, Secretary General of the OSCE Parliamentary Assembly, Catherine Lalumière, OSCE Special Co-ordinator for the Albanian Parliamentary Elections and Gérard Stoudmann, Director of ODIHR, talk to a local election official in Albania on polling day, June 1997.

This approach reflects the understanding that election observation is not a one-day event and that an informed assessment of an election cannot be made if observation is limited to election-day monitoring. The Office therefore deploys its observation missions up to two months prior to election day to observe the entire process from beginning to end.

The final task of the observation missions is to offer an assessment of whether the election was held in accordance with OSCE election commitments and with national legislation and to submit recommendations on how to make improvements before future elections. In order to provide a systematic basis for evaluation, the ODIHR has published the *OSCE/ODIHR Election Observation Handbook*, which sets out the OSCE standards for elections.

Other bodies, both governmental and non-governmental have the opportunity to participate in OSCE election observation missions. The OSCE Parliamentary Assembly and the Council of Europe (including its Parliamentary Assembly) are two bodies with which the ODIHR co-operates closely during election observation missions.

Since 1991 the ODIHR has assisted in the observation of about 100 elections and referendums in a large number of participating States.

Election Training and Assistance

The ODIHR also offers training and assistance to OSCE participating States with the aim of helping them to improve their election processes. This includes providing legal advice, training programmes, and particularly assistance in the implementation of any recommendations that may result from an ODIHR election observation.

The various projects along these lines include: drafting new election legislation, reviewing draft electoral codes, advising on the compilation of voter registers, training election officials, and organizing seminars and workshops on the electoral process.

Democratization

The ODIHR designs and carries out programmes to promote civil society and democratic institutions. The emphasis is on practical projects at the grass-roots level, carried out in co-operation with participating States and other international organizations.

Projects include:

- Special training programmes and technical assistance to strengthen the rule of law;
- Training and technical assistance to ombudsman/national human rights institutions;
- Education projects and dissemination of information on the human dimension;
- Combating trafficking in human beings;
- Strengthening of NGOs, including establishment of networks to develop and improve communication among NGOs and between governments and NGOs;
- Assistance to the participating States in the implementation of the Programme of Action adopted by the CIS Migration Conference;
- Gender equality projects;
- Activities to combat torture and to promote religious freedom.

In implementing these projects, the ODIHR works closely with other OSCE institutions and missions as well as with other international organizations.

Recent work has focused on the States of Central Asia and the Caucasus and also appropriate responses to emerging OSCE priority concerns, such as the crises in Albania in 1997 and Kosovo in 1998/99.

Monitoring

Since 1998, the ODIHR has increased its emphasis on monitoring. The ODIHR gathers information on implementation of human dimension commitments by the participating States to enable its director to advise the Chairman-in-Office and other OSCE institutions, and to provide a framework for decision-making on ODIHR policies and projects. Before implementation review meetings the ODIHR prepares thematic reports on important human dimension issues in the OSCE area.

The ODIHR also organizes the OSCE Human Dimension Implementation Meetings, held in Warsaw, and supplementary meetings on specific human dimensions topics, held in Vienna. In addition, the ODIHR organizes an annual Human Dimension Seminar, often in co-operation with other international organizations.

Roma and Sinti Issues

At the 1994 Budapest Summit, the OSCE Heads of State decided to establish a Contact Point within the ODIHR for Roma and Sinti issues. Following the decision of the OSCE Ministerial Council in December 1998 to strengthen the Contact Point, an Adviser was appointed to develop a work programme aimed at promoting the rights of Roma and Sinti in the OSCE area. The Contact Point provides advice to participating States on policy-making on Roma and Sinti, *inter alia* by promoting capacity-building and networking among Roma and Sinti communities as well as by encouraging the participation of Roma and Sinti representatives in policy-making bodies at all levels.

The Contact Point also documents and analyses the situation of Roma and Sinti in crises. In addition, it acts as a clearing-house for the exchange of information on Roma and Sinti and facilitates co-operation in this field among OSCE Institutions and field operations, participating States, other international organizations, and NGOs.



The Representative on Freedom of the Media

Called for by the 1996 Lisbon Summit, the post of a Representative on Freedom of the Media was formally established by a decision of the Permanent Council on 5 November 1997 and confirmed, in December 1997, at the Copenhagen Ministerial Council. Mr. Freimut Duve of Germany was appointed to the post in January 1998, for a period of three years. The Representative's basic task is to co-operate with and assist the participating States in furthering free, independent and pluralistic media, which are crucial to a free and open society and accountable systems of government. The Office of the Representative on Freedom of the Media is in Vienna.

Under the authority of the Permanent Council and in close consultation with the Chairman-in-Office, the Representative is called upon to perform both early warning and early action functions.

First, he has a mandate to observe relevant media developments in all participating States and to advocate and promote full compliance with OSCE principles and commitments in respect of freedom of expression and free media, paying particular attention to problems caused by such factors as obstruction of media activities and unfavourable working conditions for journalists.

Second, he is responsible for reacting quickly to instances of serious non-compliance by OSCE participating States with OSCE principles and commitments in respect of freedom of expression and free media.

In the event that allegations of serious non-compliance are made, the Representative will seek direct contacts with the participating State and with other parties concerned, assess the facts, assist the participating State, and contribute to the resolution of the issue.

The Representative may collect and receive information on the situation of the media from all bona fide sources. In particular, he is to draw on information and assessments provided by the ODIHR.

The Representative is allowed at all times to collect and receive from participating States and also from other interested parties (such as organizations and institutions, the media and their agents and relevant NGOs) requests, suggestions and comments whose purpose is to strengthen and further develop compliance with relevant OSCE principles and commitments, including alleged serious instances of intolerance, aggressive nationalism, racism, etc., by participating States. He is free to forward such requests, suggestions and comments to the Permanent Council and to recommend further action, where appropriate.

The functions of the Representative are a working example of the concept of co-operative security. The Representative does not exercise a juridical function, nor can his involvement in any way prejudice national or international legal proceedings concerning alleged human rights violations (it being understood that such allegations and proceedings will not necessarily preclude the performance of his tasks). Like the OSCE High Commissioner on National Minorities, he is bound not to communicate with and not to acknowledge communications from any persons or organization which practices or publicly condones terrorism or violence.



The OSCE Representative on Freedom of the Media, Freimut Duve

The Representative co-operates closely with OSCE political bodies (the Chairman-in-Office and the Permanent Council) as well as with the ODIHR and the High Commissioner on National Minorities. He routinely consults with the Chairman-in-Office and regularly reports to the Permanent Council, which may invite the Representative to present specific reports on matters relating to freedom of expression and free, independent and pluralistic media. The Representative must also report annually to the

Human Dimension Implementation Meeting or to the OSCE review meeting on the status of the implementation of OSCE principles and commitments in those fields. He also supports the ODIHR in assessing conditions for the functioning of free, independent and pluralistic media before, during and after elections monitored by the latter.

With a view to avoiding duplication of intergovernmental efforts in this field, the Representative is bound to co-operate and to co-ordinate his activities with relevant international organizations, in particular the Council of Europe and the United Nations and its specialized agencies.

GENDER ISSUES

In 1998, gender issues began to figure prominently on the agenda of the OSCE. Since then several initiatives related to gender issues were completed, the posts of gender advisers in the Secretariat and in the ODIHR were created, and an Action Plan for Gender Issues was developed. The decision to appoint a Gender Adviser to the Secretariat was made in order that the OSCE, at all levels of the Organization, fully realizes the potential of human resources by appreciating the importance of gender mainstreaming and gender awareness. The role of the ODIHR Gender Adviser focuses more on the development of a consistent approach to gender equality through projects in the field and on integrating gender issues into the various activities of the ODIHR.

In this field, the OSCE is attributing great importance to its co-operation with international organizations and NGOs. Their respective expertise, experience and training activities and methods can contribute substantially in the OSCE efforts for gender mainstreaming. Thus, ODIHR in co-operation with other international organizations undertakes, designs and carries out research, projects, and workshops to promote women's participation in politics and increase their participation in conflict resolution and post-conflict rehabilitation, as well as observance of their human rights.

To ensure integration of a gender perspective in OSCE activities, gender issues are addressed in different ad hoc informal meetings in the Informal Group on Equal Opportunities for Women and Men, in the framework of the OSCE Parliamentary

Assembly, and in meetings with NGOs and Heads of Missions. The OSCE's training programme for new mission staff members includes gender issue awareness.

The human dimension commitments of the OSCE participating states include references to:

- respect of human rights and fundamental freedoms, including the freedom of thought, conscience, religion or belief, for all without distinction as to race, sex, language or religion. (Helsinki, 1975)
- determination to ensure equal rights of men and women on legislative, economic, political, social and cultural level. (Vienna, 1989)
- full and true equality between men and women is a fundamental aspect of a just and democratic society based on the rule of law (Moscow 1991).
- making equality between men and women an integral part of (OSCE) policies (Istanbul Summit Declaration 1999) [para. 23]
- the importance of gender balance when recruiting personnel (ibid) [para. 18]

The Forum for Security Co-operation



Confidence- and Security-Building Measures (CSBMs)



The Code of Conduct on Politico-Military Aspects of Security



Regional Arms Control Agreements – Articles II, IV and V of the Dayton Peace Accords



CFE and Open Skies Treaties

The OSCE's comprehensive approach to security includes commitments and mechanisms relating to politico-military matters. The OSCE seeks to enhance military security by promoting openness, transparency and co-operation among participating States.

The Forum for Security Co-operation

The Forum for Security Co-operation (FSC) is responsible for negotiations and consultations on military security and stability. The Forum is made up of representatives of OSCE participating States, and meets weekly in the Conference Centre at the Vienna Hofburg. The main objectives of the Forum are: a) negotiations on arms control, disarmament, and confidence- and security-building; b) regular consultations and intensive co-operation on matters related to security; c) further reduction of the risks of conflicts; and d) implementation of agreed measures.

The Forum was established by Chapter V of the Helsinki Document 1992. It originally consisted of a Special Committee and the Consultative Committee of the Conflict Prevention Centre (*see Section 3*). In 1993 the Consultative Committee was dissolved, and two years later the Special Committee was renamed the Forum for Security Cooperation.

The Helsinki Document 1992 also outlined a comprehensive agenda for the FSC – a “Programme for Immediate Action” (included as an annex to Chapter V). It mandated the Forum to conduct consultations and negotiations regarding: the harmonization of obligations concerning arms control, disarmament and confidence- and security-building; the development of the Vienna Document 1992; a regime for the global exchange of military information; co-operation in respect of non-proliferation; co-operation in defence conversion, military contacts; regional issues; and force planning.

Activities

In November 1993 the Forum adopted four documents under the Programme for Immediate Action:

- **Stabilizing Measures for Localized Crisis Situations** – outlining a catalogue of stabilizing measures intended to facilitate decision-making in appropriate CSCE bodies and the search for specific measures for temporary application in support of the political process during crisis situations;
- **Principles Governing Conventional Arms Transfers** – introducing principles to guide participating States in conducting arms transfers, and in determining whether or not certain arms transfers should be avoided. The provisions of this document were reinforced by the introduction in 1997 of an annual exchange of information on transfers of weapon and equipment systems;
- **Programme of Military Contacts and Co-operation** – including, *inter alia*, exchanges and visits between members of armed forces, joint military exercises and training, visits to military facilities, seminars on co-operation, etc.;
- **Defence planning** – requiring participating States to provide information about their defence policies and doctrines, force planning, budgets, etc.

The Forum also conducted negotiations on the development of the CSBM regime, resulting in the adoption of the Vienna Document 1994, which expanded and strengthened previous provisions. The document mandated the FSC, *inter alia*, to serve as the forum for the Annual Implementation Meeting (*see pg. 122*).

In 1994 the FSC adopted two additional documents: *Global Exchange of Military Information*, obliging participating States to exchange information annually on major weapon and equipment systems and personnel in their conventional armed forces, as well as on the command structure of their forces, worldwide; and *Principles*

Governing Non-Proliferation, providing support for existing international agreements regarding the non-proliferation of nuclear, chemical and biological weapons, and more specifically, providing for an obligation to reflect the existing commitments in national legislation, regulations and procedures. The latter provisions were included in the Budapest Document 1994 as Chapter VI.

Development of the FSC's agenda

The 1994 Budapest Summit reviewed and assessed the achievements of the FSC, and further expanded its agenda by tasking it with the further development of the existing CSBM regime, regional security issues, and the development of a framework for arms control, including goals and methods for building, maintaining and improving stability and security in the CSCE region. The FSC was to report on its work by the 1996 Lisbon Summit and to make recommendations.

In accordance with these provisions, the Forum adopted two decisions regarding new directions for its further work. The first was a *Framework for Arms Control*, which aimed, *inter alia*, at creating a web of interlocking and mutually reinforcing arms control obligations that would give expression to the principle of indivisible security. It also set guidelines for future arms control negotiations: sufficiency (maintenance of military capabilities commensurate with legitimate individual or collective security needs); transparency through information exchange, verification, and where necessary, limitation on forces.

In the second text, entitled *Development of the Agenda of the Forum for Security Co-operation*, the participating States decided that the Forum should, as a matter of priority, address four issues: implementation of agreed arms control measures, measures to cope with regional instability, development of a web of arms control agreements; and, finally, enhancing agreed measures and developing new ones.

These decisions were included in the Lisbon Document 1996 as separate chapters.

Confidence- and Security-Building Measures (CSBMs)

Confidence- and Security-Building Measures (CSBMs) are provisions for the exchange and verification of information regarding the participating States' armed forces and military activities, as well as certain mechanisms promoting co-operation among participating States in regard to military matters. CSBMs include, *inter alia*:

- an annual exchange of military information;
- risk reduction measures (i.e. mechanism for consultation and co-operation as regards unusual military activities);
- provisions regarding military contacts and co-operation;
- prior notification of certain military activities;
- observation of certain military activities;
- exchange of annual calendars of military activities;
- constraining provisions on military activities;
- compliance and verification measures;
- a network of direct communications between the various capitals;
- Annual Implementation Assessment Meetings;
- a global exchange of military information;
- stabilizing measures for localized crisis situations;
- principles governing arms transfers.

The aim of these measures is to promote mutual trust and dispel concern about military activities by encouraging openness and transparency. The current provisions evolved in three stages: the Helsinki Final Act regime (1975-1986), the Stockholm Document regime (1986-1990) and the Vienna Document regime (since 1990).

The cornerstone of the current CSBM regime was laid in basket I of the Helsinki Final Act (*see Section 2*), where the participating

States agreed to certain measures designed “to contribute to reducing the dangers of armed conflict and of misunderstanding or miscalculation of military activities which could give rise to apprehension, particularly in a situation where the participating States lack clear and timely information”. These were:

- prior notification of major military manoeuvres and movements;
- exchange of observers;
- “other confidence-building measures”, such as the exchange of military personnel.

This “first generation” of CSBMs – originally called confidence-building measures (CBMs) – was subsequently reviewed and improved. The first step in this direction was the second follow-up meeting in Madrid, which called for a Conference on Confidence- and Security-Building Measures and Disarmament in Europe.

The conference took place in Stockholm (1984-1986), and resulted in the Stockholm Document, adopted on 19 September 1986, which strengthened the provisions of the Helsinki Final Act. For example, it provided for lower thresholds and a longer time-frame for prior notification of certain military activities, invitation of observers, and an exchange of annual calendars of planned military activities. Most importantly, for the first time ever in the history of modern arms control, it provided for compulsory inspections as a means of verification. Due to the improvements and the widened scope, these measures were seen as the “second generation” of CSBMs.

The third follow-up meeting in Vienna (1986-1989) called for further negotiations on CSBMs, which were held in parallel with the negotiations on Conventional Armed Forces in Europe (CFE, *see pg. 127*), and yielded the Vienna Document 1990 of the Negotiations on Confidence- and Security-Building Measures. This document, updated in 1992, broadened the scope of information exchange and verification, and introduced new communication and consultation mea-

sures including: points of contact for hazardous incidents of a military nature, a communications network able to transmit computerized information, and emergency meetings to clarify unusual military activities. Finally, the participating States agreed to hold Annual Implementation Assessment Meetings to discuss the implementation of CSBMs (for a full list, see Annex VII).

Negotiations on CSBMs were continued in the OSCE Forum for Security Co-operation (FSC), and resulted in the Vienna Document 1994, which expanded the previous CSBMs regime by introducing additional thresholds for notification and observation, and provisions regarding defence planning and military contacts.

On 16 November 1999, on the eve of the Istanbul Summit, the OSCE FSC, meeting in Istanbul, adopted the Vienna Document 1999. Specific provisions introduced in the new document include a chapter on regional security issues, addressing the importance of regional aspects of security within the OSCE and encouraging participating States to complement the CSBMs regime with measures tailored to specific regional needs.

In order to facilitate the implementation of the provisions of the Vienna Document, the participating States have established a network of direct communication between their capitals for the transmission of messages relating to CSBMs.

The Code of Conduct on Politico-Military Aspects of Security

The Code of Conduct on politico-military aspects of security, adopted at the 1994 Budapest Summit, is a landmark in the evolution of the OSCE's co-operative concept of security. On the one hand, the Code reaffirms and reiterates the guiding principles of the Helsinki Final Act, as well as other CSCE commitments relating to political and military aspects of security. On the other, the Code breaks new ground by formulating new norms, particularly regarding the role of armed forces in democratic societies.

The idea of a code of conduct on politico-military issues was first put forward in the Helsinki Document 1992 as part of the "Programme for Immediate Action" for the Forum for Security Co-operation (see *pg. 117*). The Heads of State and Government gave the FSC a mandate to "undertake consultations with a view to strengthening the role of the CSCE, by establishing a code of conduct governing their mutual relations in the field of security."

In regard to inter-State relations, the Code reaffirms and reiterates the determination of participating States to act in solidarity in cases of violation of OSCE norms and commitments and to facilitate concerted responses to security challenges that they may face as a result and in defence of their common values.

It also refers to the duty of non-assistance to States resorting to the threat or use of force against the territorial integrity or political independence of any other State. It commits participating States to maintain only such military capacities as are commensurate with individual or collective legitimate security needs, and it stresses the right of each participating State to freely determine its security interests and to choose its own security arrangements – including treaties and alliances. It also recalls that States may station armed forces on the territory of another participating State only in accordance with their freely negotiated agreement and international law.

In respect to intra-State relations, the Code breaks new ground by formulating norms regarding the role of armed forces in democratic societies.

On the one hand, it obliges participating States to provide for and maintain effective guidance to and control of its military, paramilitary and security force by constitutionally established authorities at all times, and to ensure their compliance with the provisions of international humanitarian law and their political neutrality. On the other hand, it commits any participating State assigning its armed forces with internal security missions to ensure that such missions are decid-

ed on and executed under the effective control of constitutionally established authorities and subject to the rule of law; it stipulates that, if recourse to force cannot be avoided, the latter must be commensurate with the needs of enforcement; and it also prohibits the use of armed forces to limit the peaceful and lawful exercise of civil rights by persons (as individuals or as representatives of groups), or to deprive them of their national, religious, cultural, linguistic or ethnic identity.

The Code stipulates that OSCE bodies, mechanisms and procedures will be used to assess, review and if necessary improve its implementation. It also encourages participating States to ensure that their relevant internal documents and procedures or, where appropriate, legal instruments reflect its specific commitments.

In September 1997 the OSCE participating States held a follow-up conference to review possible ways and means of bringing about the improved implementation of the Code. During the debate the delegations reported on their implementation methods, and put forward proposals and suggestions aimed at strengthening the implementation of the Code, and enhancing its wider and more consistent application.

Regional Arms Control Agreements – Articles II, IV and V of the Dayton Peace Accords

Annex 1-B of the 1995 General Framework Agreement for Peace in Bosnia and Herzegovina (Dayton Peace Accords) mandated the OSCE to help elaborate and implement three distinct instruments: an agreement on CSBMs in Bosnia and Herzegovina (Article II), a sub-regional arms control agreement (Article IV), and finally a regional arms control agreement applicable “in and around the former Yugoslavia” (Article V).

Initiated in Bonn on 18 December 1995, negotiations on CSBMs in Bosnia and Herzegovina and a sub-regional arms control agree-

ment were accordingly launched in Vienna, on 4 January 1996, under the auspices of the OSCE. In both cases, the negotiations resulted (with the assistance of a Personal Representative of the Chairman-in-Office) in a basic formal agreement.

The *Agreement on CSBMs in Bosnia and Herzegovina* was concluded in Vienna on 26 January 1996 between the Republic of Bosnia and Herzegovina, the Federation of Bosnia and Herzegovina and the Republika Srpska. Entering into effect immediately, it provided for a comprehensive set of measures to enhance mutual confidence and reduce the risk of conflict – such as exchange of military information, notification as well as observation and constraints on certain military activities, restrictions on military deployments and exercises in certain geographic areas, withdrawal of forces and heavy weapons to cantonments or designated emplacements, etc.

All measures were to be subject to verification and inspection. Issues concerning compliance were to be dealt with by a Joint Consultative Commission. In the first three years of implementation, no significant problems were noted during the more than 130 inspections. A review meeting, held in Vienna from 16 to 20 February 1998, considered that the conduct of the Parties had generally been constructive. Several decisions to update existing articles and measures of the Agreement were taken. The Parties convened another similar meeting in February 1999.

An *Agreement on Sub-Regional Arms Control* was concluded in Florence on 14 June 1996. It engaged the same three parties within Bosnia and Herzegovina as well as Croatia and the FRY. In signing the instrument, the five Parties recognized “the importance of achieving balanced and stable defence force levels at the lowest numbers consistent with their respective security”. The Agreement established ceilings in five categories of conventional armaments (battle tanks, artillery pieces, combat aircraft, attack helicopters and armoured combat vehicles) which came into effect on 1 November 1997 and

which will remain in force for the unlimited duration of the Agreement itself. The ceilings limited the FRY to approximately 75 per cent of its 1996 holdings, while Croatia and Bosnia and Herzegovina were assigned about some 30 per cent of the FRY's 1996 holdings (two thirds for the Federation of Bosnia and Herzegovina and one third for the Republika Srpska). The Agreement also provided for specific reduction methods, extensive exchange of information, intrusive inspection and implementation review through a Sub-Regional Consultative Commission (SRCC). By the end of the statutory reduction period, on 31 October 1997, close to 6,600 armaments were reduced by the Parties, almost two thirds of the total within Bosnia and Herzegovina.



Armaments for destruction under the Agreement on Sub-regional Arms Control are registered in advance by members of an inspection team in Bosnia and Herzegovina

The successful implementation of the Vienna Agreement and the Florence Agreement represent a significant contribution by the OSCE to the overall efforts to promote peace and stability in the Balkans.

The next phase is the negotiation of an agreement on regional arms control as foreseen by Article V of the Dayton Peace Accords. Although preliminary discussions on Article V have been going on since the Copenhagen Ministerial Council Meeting of December 1997, the negotiations on Article V were contingent to a great extent on the satisfactory implementation of Articles II and IV.

The Copenhagen Ministerial Council Meeting appointed Ambassador Henry Jacolin as Special Representative of the Chairman-in-Office to conduct the negotiations on regional stabilization in South-Eastern Europe under Article V of the Dayton Peace Accords.

Consultations were held in the capitals of most of the States involved in this process in April and May 1998. A draft mandate for the Article V negotiations was prepared, circulated and discussed with the 20 States taking part: Albania, Germany, the United States of America, Austria, Bosnia and Herzegovina, Bulgaria, Croatia, Spain, France, the United Kingdom, Greece, Hungary, Italy, the former Yugoslav Republic of Macedonia, the Netherlands, Romania, the Russian Federation, Slovenia, Turkey, and the Federal Republic of Yugoslavia. There is clear consensus on the idea that all States will participate on an equal footing, around the same table, in these negotiations. As the process involves States from both within and outside the region, it has been agreed that the region concerned will remain undefined.

CFE and Open Skies Treaties

Most documents and commitments dealing with military aspects of security concern the whole OSCE area and all OSCE participating States. However, some documents of key importance for military security in Europe were adopted – and are valid for – only some of the OSCE participating States. This is the case of the Treaty on Conventional Armed Forces in Europe (CFE), and the Open Skies Treaty.

Treaty on Conventional Armed Forces in Europe

The Treaty on Conventional Armed Forces in Europe is a complex legal instrument that instituted a balance of conventional armed forces in Europe.

In an effort to enhance military stability and security in Europe the CSCE follow-up meeting in Vienna (1986-1989) endorsed a mandate for negotiations on the level of conventional armed forces in Europe. The negotiations were carried out within the framework of the CSCE among 23 participating States – those belonging to NATO and the Warsaw Treaty Organization (WTO). They resulted in the legally binding agreement known as the CFE Treaty, signed in Paris on 19 November 1990.

The treaty outlined provisions aimed at establishing a military balance between the two alliances, at a lower level of armaments.

First of all, it determined equal ceilings for major weapons and equipment systems for both blocs: 20,000 battle tanks; 20,000 artillery pieces; 30,000 armoured combat vehicles; 6,800 combat aircraft; 2,000 attack helicopters. These group ceilings were subsequently translated into national limits for each individual State Party.

Second, under an innovative “sufficiency rule”, it limited the proportion of armaments to be held by any single country to no more than one third of the total limits set by the treaty.

Third, it stipulated that arms or equipment beyond the agreed limits must be destroyed within 40 months of the Treaty entering into force.

Fourth, it included a stringent information exchange regime, supplemented by a verification regime consisting of inspections and the monitoring of destruction of Treaty-limited items (in specific sites).

Finally, it provided a mandate for the establishment of a special body in Vienna, called the **Joint Consultative Group (JCG)**, composed of all Parties, to address questions relating to compliance with

the provisions of the Treaty, to resolve ambiguities and differences in interpretation, to consider measures aimed at enhancing the viability and effectiveness of the Treaty, to resolve technical questions, and to look into any disputes arising out of implementation. The JCG was established in 1990.

The historical significance of the CFE Treaty is considerable. Europe, which during the Cold War had been an area of intense confrontation with a high concentration of weapons, embarked upon an unprecedented disarmament process, which resulted in the destruction of tens of thousands of pieces of equipment, and introduced a far-reaching exchange of information and regular verification.

CFE-1A Agreement

After the conclusion of the CFE Treaty, new negotiations were launched in regard to the personnel strength of armed forces. They led to the Concluding Act of the Negotiation on Personnel Strength of Conventional Armed Forces in Europe (CFE-1A agreement). Signed at the Helsinki Summit on 10 July 1992, the CFE-1A agreement established limits on the personnel level of military formations – with the exception of sea-based naval forces, internal security forces or forces serving under United Nations command. Unlike the CFE Treaty, the CFE-1A agreement is a politically binding, not a legally binding, instrument. It provided that ceilings declared by each State should take effect 40 months after entry into force. It also contained provisions for information exchange, notification and verification.

The CFE Treaty came into force and the CFE-1A agreement came into effect on 9 November 1992. The limits set in the agreements were to be reached by 16 November 1995. Owing to the reunification of Germany, as well as the breakup of the former Soviet Union and Czechoslovakia, there are currently 30 States parties to the CFE Treaty and the CFE-1A agreement (*for the list of signatories and State Parties to the CFE Treaty see Annex III*).

Renegotiating the CFE Treaty

In an effort to adjust to the changes brought about by the end of the Cold War, particularly the disintegration of the Warsaw Treaty Organization (WTO), the States Parties to the Treaty instructed their delegations to the JCG, in May 1996 (during the First CFE Treaty Review Conference), to begin consultations aimed at “improving the operation of the Treaty in the changing security environment in Europe”.

These consultations were concluded at the November 1999 Istanbul Summit of OSCE Heads of State and Government. Thirty Heads of State and Government signed the Agreement on Adaptation of the Treaty on Conventional Armed Forces in Europe (also known as the adapted CFE Treaty), which opened up the Treaty for accession by States that are not and have not been members of either NATO or the Warsaw Pact. The adapted Treaty also discarded the division of Europe into two blocs, by giving each State individual ceilings for armaments on a national and territorial basis, instead of allocating ceilings on the basis of group levels.

In the original CFE Treaty, the two groups of States – NATO and the Warsaw Pact – had collective ceilings within their own group. Now, the adapted Treaty allows a certain amount of armaments for a State Party at the national level, meaning a ceiling on how many forces that country is allowed to deploy in the whole area covered by the Treaty, and a ceiling on the territorial level, meaning how many forces will be allowed on the territory of that State (including any foreign forces).

The new ceilings also constitute a further step in disarmament in Europe. Altogether 11,000 weapons systems – battle tanks, artillery pieces and fighter planes – will be dismantled. This will cut the number of conventional weapons in Europe by about 10 per cent. Implementation of the adapted CFE Treaty will only begin after ratification by the parliaments of all the States concerned.

Open Skies Treaty

The Open Skies Treaty established a regime of unarmed observation flights over the territories of State Parties. Although not negotiated within the OSCE framework in its formal sense, the Treaty on Open Skies is closely linked to the OSCE for at least two main reasons. First, its basic philosophy of openness and transparency in military matters coincides with that of the CSBM regimes developed by the OSCE since its beginnings. Secondly, in a special Declaration adopted at the Helsinki Ministerial Council on 24 March 1992, the OSCE participating States welcomed the signing of the Treaty on Open Skies and acknowledged its importance for the enhancement of security and confidence in Europe.

The idea of a regime of unarmed aerial observation flights was initially suggested by President Dwight Eisenhower in 1955. It started to materialize, following a Canadian-Hungarian initiative, in a meeting held in Ottawa on 12 February 1990 between NATO and the Warsaw Treaty Organization. Further negotiations in Vienna ended with the signature, on 24 March 1992, of the Treaty on Open Skies.

The Treaty outlines provisions for the conduct of unarmed observation flights over the territories of State Parties. It specifies, *inter alia*, quotas for observation flights (based upon reciprocity between individual States or groups of States), the notification of points of entry for observation flights for each State, and the technical details for sensors to be used for observation flights as well as the inspection of those sensors. It also set up, in Vienna, an **Open Skies Consultative Commission (OSCC)** serviced by the OSCE Secretariat. The basic task of the OSCC is the discussion of all questions relating to compliance with the Treaty’s provisions.

The Treaty has not yet entered into force. It will come into force 60 days after the deposit of 20 instruments of ratification, including those of the Depositories, and of those States Parties which are obliged to accept eight or more observation flights.

Background



The Economic Forum



The Co-ordinator of OSCE Economic and Environmental Activities

The OSCE is not an economic organization; nonetheless, as part of its comprehensive approach to security, it is concerned with economic and environmental issues, operating on the premise that economic and environmental solidarity and co-operation can contribute to peace, prosperity and stability. Conversely, economic and environmental problems that are not effectively addressed can contribute to increasing tensions within or among States.

The OSCE's economic and environmental dimension involves:

- monitoring of economic and environmental developments among participating States, with the aim of alerting them to any threat of conflict; and
- facilitating the formulation of economic and environmental policies and initiatives to promote security in the OSCE area, particularly in participating States that are involved in a process of transition, by:
 - a) organizing conferences and seminars on economic and environmental matters;
 - b) promoting the articulation of and adherence to shared standards and norms for economic and environmental behavior;
 - c) developing and intensifying contacts with relevant international organizations.

The main instruments used in the economic and environmental dimension are the Co-ordinator of OSCE Economic and Environmental Activities, and the Economic Forum.

Background

Economic and environmental matters have always been a part of the OSCE agenda, reflecting the Organization's comprehensive approach to security.

In the Helsinki Final Act, the States participating in the CSCE expressed their conviction that "efforts to develop co-operation in the fields of trade, industry, science and technology, the environment and other areas of economic activity contribute to the reinforcement of

peace and security in Europe, and in the world as a whole". These issues constituted basket II of the Helsinki Final Act, in which the participating States agreed to promote trade, the exchange of economic and commercial information, and industrial co-operation; to improve opportunities for the exchange and dissemination of scientific information; and to take the necessary measures to bring together environmental policies.

During the CSCE era, three meetings focused specifically on economic, scientific and environmental issues: a Scientific Forum in Hamburg in 1980; a Meeting on the Protection of the Environment in Sofia in 1989; and – most important – the Conference on Economic Co-operation in Europe in Bonn in 1990.

The 1990 Bonn Conference on Economic Co-operation in Europe was one of the landmark events in the evolution of the CSCE's and, later, the OSCE's economic dimension. The participating States expressed their commitment to the principles of a market economy, thus opening the way for improved economic co-operation. The deep divisions that had previously hampered economic and social co-operation were gone.

As more participating States began the process of transforming their economies from State centralism to market-based capitalism, a new interest in closer co-operation on economic questions in the OSCE began to develop. As a result, the participating States began to seek an increased role for the OSCE in economic and environmental matters. This resulted in two important developments: the establishment of the Economic Forum and the creation of the post of the Co-ordinator of OSCE Economic and Environmental Activities.

The Economic Forum

At the 1992 Prague Council Meeting, the CSCE Ministers decided to establish an Economic Forum (*within the framework of the Senior Council, see Section 3*) to strengthen the focus of the CSCE

on the transition to and development of free-market economies as an essential contribution to the building of democracy. Pursuant to that decision, the Senior Council now meets once a year as the "Economic Forum" to give political stimulus to the dialogue on the transition to free-market economies, to suggest practical means of developing free-market systems and economic co-operation, and to encourage activities with relevant international organizations.

The first meeting of the Economic Forum was held in Prague from 16 to 18 March 1993 (*for a list of Economic Forum meetings, please refer to Senior Council meetings, Annex VII*).

In addition to the annual meetings of the Economic Forum, follow-up and preparatory seminars on a wide variety of economic and environmental topics are organized with the aim of promoting economic and environmental policies that are predictable, fairly applied and sustainable (*for a full list of economic dimension seminars, see Annex VII*).

The Co-ordinator of OSCE Economic and Environmental Activities

The 1993 Rome Meeting of the Ministerial Council declared that the Permanent Council should "integrate more fully the economic dimension into its consideration of tasks facing the CSCE". The theme of strengthening the economic dimension was reiterated at the 1994 Budapest Summit, where the Heads of State or Government formally instructed the Chairman-in-Office "to explore ways to integrate economic dimension issues into the tasks faced by the OSCE."

At the Lisbon Summit in December 1996, the Heads of State called on the OSCE to "focus on ways of identifying the risks to security arising from economic, social and environmental problems, discussing their causes and potential consequences, and draw the attention of relevant international institutions to the need to take appropriate measures to alleviate the difficulties stemming from those risks". They also tasked the Permanent Council with elaborat-

ing the mandate for a Co-ordinator of OSCE Economic and Environmental Activities within the Secretariat.

The Permanent Council agreed to a mandate on 5 November 1997, establishing the position of Co-ordinator of OSCE Economic and Environmental Activities within the OSCE Secretariat. Tom Price, a former United States diplomat, was appointed to the position in January 1998.

The Co-ordinator, acting in support of the Chairman-in-Office, is charged with strengthening the ability of the Permanent Council and the OSCE institutions to address economic, social and environmental aspects of security. Furthermore, he is to act in accordance with the OSCE's flexible approach in responding to tensions and crisis situations as they emerge and evolve. His regular priorities are:

- I** to enhance the OSCE's interaction with relevant international organizations;
- II** to strengthen the economic, environmental, and social components in the work of OSCE missions and field activities;
- III** to deepen interaction with the OSCE Parliamentary Assembly;
- IV** to broaden OSCE contacts with non-governmental organizations and the private sector; and
- V** to formulate a programme of work for appropriate additional activities in, and relating, to the OSCE's economic dimension.

Background



The Parliamentary Assembly's Objectives



Structure and Institutions



Principal Activities



Relations with other OSCE Institutions and International Organizations

The OSCE Parliamentary Assembly gathers over 300 parliamentarians from the participating States, with the aim of promoting parliamentary involvement in the activities of the OSCE, and facilitating inter-parliamentary dialogue and co-operation.

Background

The Charter of Paris for a New Europe (1990), recognizing the important role parliamentarians can play in the Helsinki process, called for the creation of an assembly involving members of parliaments from all participating States.

“Recognizing the important role parliamentarians can play in the CSCE, we call for greater parliamentary involvement in the CSCE, in particular through the creation of a CSCE Parliamentary Assembly, involving members of parliament from all participating States. To this end, we urge that contact be pursued at parliamentary level to discuss the field of activities, working methods and rules of procedure of such a CSCE parliamentary structure, drawing on existing experience and work already undertaken in this field.” Charter of Paris for a New Europe (November 1990).

At the invitation of the Spanish Parliament, high-level parliamentary leaders from all OSCE participating States gathered in Madrid on 2 and 3 April 1991 for the particular purpose of creating a CSCE Parliamentary Assembly, as requested by their respective Heads of State or Government. The Madrid meeting discussed whether to maintain the consensus procedure used by the CSCE, the size and frequency of Assembly meetings, the role and number of committees, and the number of votes to be assigned to each parliament. The result of the meeting was the Madrid Declaration, which set forth the basic rules of procedure, working methods, size, mandate and distribution of votes of the Assembly.

In 1991, at its Berlin Meeting, the CSCE Ministerial Council welcomed the establishment of the Parliamentary Assembly and stated that the Ministers looked forward to the “collective expression” of the views of the Parliamentary Assembly on security and co-opera-

tion in Europe as well as on the future development of the CSCE. The next year, at its Prague Meeting, the CSCE took a direct step towards active dialogue by announcing that the Chairman-in-Office would be prepared to make himself available to report to the Assembly on the work of the OSCE, to answer parliamentarians' questions in this regard and to take note of parliamentarians' views for subsequent transmission to the Ministerial Council. It has since become a tradition for the Chairman-in-Office to address the Parliamentary Assembly and answer direct questions from the floor. The Helsinki (1992) and Budapest (1994) Summits reaffirmed the participating States' interest in the active participation of parliamentarians in the OSCE process, and mandated the Chairman-in-Office to maintain close contacts with the Parliamentary Assembly, to draw its recommendations to the attention of the Permanent Council and to inform the parliamentarians of OSCE activities.

The first formal session of the Parliamentary Assembly was held in Budapest in early July 1992. The Assembly decided, *inter alia*, to accept an invitation of the Danish Parliament to establish an International Secretariat in Copenhagen. The Danish Government signed a headquarters agreement with the Assembly providing for full international diplomatic status, privileges and immunities, on the same level as the United Nations and other multilateral and bilateral missions in Denmark.

Parliaments of all OSCE States are entitled to be represented in the Parliamentary Assembly according to the size of the population of the country. Initially composed of 245 parliamentarians, the Assembly has now – given the growth of the OSCE from 34 to 55 participating States – expanded to 315 representatives.

The Parliamentary Assembly's Objectives

The Assembly's primary task is to facilitate interparliamentary dialogue, an increasingly important aspect of the overall effort to meet the challenges of democracy throughout the OSCE area.

The OSCE Parliamentary Assembly may also pursue other important objectives which are stated in the preamble of the Assembly's rules of procedure:

- assess the implementation of OSCE objectives by participating States;
- discuss subjects addressed during meetings of the Ministerial Council and the summits of Heads of State or Government;
- develop and promote mechanisms for the prevention and resolution of conflicts;
- support the strengthening and consolidation of democratic institutions in OSCE participating States;
- contribute to the development of OSCE institutional structures and or relations and co-operation between existing OSCE institutions.

To pursue the objectives mentioned above, the OSCE PA employs a variety of means: a Final Declaration and a number of resolutions and recommendations are adopted each year at the Annual Session (*see below*); committee work addresses important contemporary international issues; different programmes, including an extensive election monitoring programme, as well as various seminars, have been designed to develop and strengthen democracy; and delegations have been sent on special missions to areas of latent or active crisis.

Structure and Institutions

The main bodies of the Assembly are the Annual Assembly, the Standing Committee of Heads of Delegation, the Bureau, the Expanded Bureau, the three General Committees, the President, the Secretary General and the International Secretariat.

The Standing Committee and the Bureau prepare the work of the Assembly between Sessions, and ensure the efficient operation of the Assembly. The three General Committees correspond to the three

main sections of the Helsinki Final Act: the General Committee on Political Affairs and Security; the General Committee on Economic Affairs, Science, Technology and Environment; and the General Committee on Democracy, Human Rights and Humanitarian Questions. The International Secretariat provides administrative support for the Assembly in its various activities. The Rapporteur of each Committee is responsible for preparing a paper for presentation to the respective Committee before each Annual Session. Other speakers may also be invited to address the Committees, and the general debate on the papers should result in a draft resolution to be presented to the Plenary at the final session.

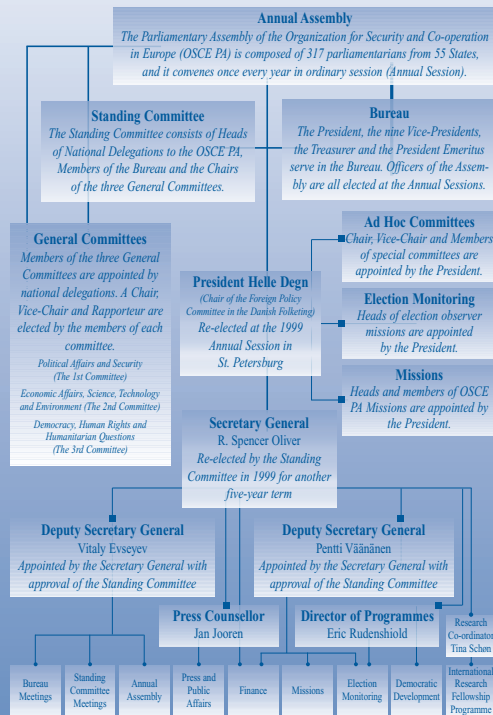
At each annual session the Assembly elects the President of the Parliamentary Assembly, who acts as the highest representative of the Assembly and presides over the meetings of the Assembly. The President is assisted by the Secretary General, who is appointed by the Standing Committee on the proposal of the Bureau. The first and current Secretary General is R. Spencer Oliver of the United States.

Principal Activities

Annual Sessions

One of the most important events of the OSCE Parliamentary Assembly is the Annual Session. The Parliamentary Assembly holds one every year, in the beginning of July, at a time when most parliaments are not in session, so that leaders and key members of the various parliaments can attend. Providing a forum for a vigorous debate and an assessment of the OSCE activities, each Annual Session adopts a Final Declaration as well as resolutions and recommendations which are transmitted to the OSCE Ministerial Council, the OSCE Chairman-in-Office and the national parliaments of the OSCE participating States. Annual Sessions of the OSCE Parliamentary Assembly have taken place in Budapest (1992), Helsinki (1993), Vienna (1994), Ottawa (1995), Stockholm (1996), Warsaw (1997),

Organizational Chart of the OSCE Parliamentary Assembly



Copenhagen (1998) and St. Petersburg (1999). Bucharest is hosting the 2000 session.

PA decision-making: The Standing Committee makes decisions according to the principle of consensus minus one. The Bureau, the General Committees and the Assembly's Annual Sessions take decisions by majority vote. This allows the PA to make recommendations on issues that are controversial in nature, including far-reaching proposals for a reform of OSCE institutions. The PA has consistently proposed an alteration of the consensus rule used by the OSCE, with the aim of speeding up the decision-making process. The PA has suggested introducing "approximate consensus" – requiring 90 per cent of both membership and financial contributions to agree in order for a decision to be approved.

Election Monitoring

The OSCE Parliamentary Assembly has developed an active programme for monitoring parliamentary elections. Since 1993 more than 800 parliamentarians, from over forty countries, have been sent to monitor elections. Prominent examples include elections in Bosnia and Herzegovina, Albania, Croatia, Slovakia and the Russian Federation.

In 1997, a co-operation agreement between the ODIHR and the OSCE Parliamentary Assembly was signed, defining the respective roles of the two institutions in election observation missions. The ODIHR is responsible for arranging "Needs Assessment Missions", for long-term observation and for setting up an OSCE co-ordination office well in advance of the actual elections (*see pg. 106*). Long-term observers are sent into the field several weeks prior to the elections in order for the OSCE to evaluate the events leading up to the elections, including the campaign. The OSCE Parliamentary Assembly deploys parliamentarians as short-term observers.

Furthermore, the Co-operation Agreement states that the OSCE Chairman-in-Office may designate a political figure as a Special Co-ordinator to lead the OSCE Observation Mission. Normally, this

political figure will be the President of the OSCE Parliamentary Assembly or an OSCE Parliamentary Assembly senior member. This Special Co-ordinator represents the OSCE Chairman-in-Office and works closely with the ODIHR On-Site Co-ordinator in the election monitoring project. The political figure/Special Co-ordinator delivers the post-election statement in conjunction with other appropriate officials.

Missions and Visits

With a view to promoting dialogue and parliamentary democracy, the Assembly sends delegations (including high-level parliamentarians with political stature) on special missions and visits. One example is the Tri-Parliamentary Mission to Albania, which was organized in January 1998 at the request of the OSCE Presence in the country. Its main aim was to assist and advise with the drafting of the new Constitution and the development of democratic parliamentary practices in the new Albanian Parliament. The International Secretariat of the OSCE PA brought together representatives of the European Parliament and the Parliamentary Assembly of the Council of Europe to carry out this mission and to implement the programme.

Another example consists of visits that Presidents of the OSCE PA have made to different countries, such as Uzbekistan, Armenia, Bulgaria, Kyrgyzstan, Abkhazia (Georgia) and the Baltic countries. These visits serve to highlight the important contributions made by the OSCE, and to promote co-operation between the PA and other bodies within the OSCE structure. Sometimes, as in the case of the 1996 visit to Georgia and Armenia by President Emeritus Javier Rupérez, they serve to directly engage and deepen dialogue between parliamentarians in the particular region and the Parliamentary Assembly. The Danish Member of Parliament, Helle Degn, who became the President of the Parliamentary Assembly in July 1998, has also paid regular visits to OSCE participating States during her term of office.

The Prize for Journalism and Democracy

In 1966, the OSCE Parliamentary Assembly established the Prize for Journalism and Democracy, awarded in conjunction with each Annual Assembly, at the initiative of Freimut Duve, a former member of the German Delegation to the Parliamentary Assembly (and now the OSCE Representative on Freedom of the Media). The purpose of the prize is to promote the principles of free journalism as laid down by the Budapest Document 1994. The prize was awarded the first time to the Polish journalist Adam Michnik. Subsequent recipients of the prize include the French group, *Reporters sans frontières*, and Timothy Garton Ash, a British journalist, writer and historian. In 1999, the prize went to Christiane Amanpour, a reporter for the television network, CNN. The prize for 2000 has been awarded to Andrei Babitsky, a reporter for Radio Free Europe/Radio Liberty, who covered the conflict in Chechnya (Russian Federation) “with complete disregard for his personal safety”.

Other Activities

The Assembly has developed a Democratic Assistance Programme intended to broaden the Assembly’s involvement in helping to strengthen democratic values and legislative institutions in the developing democracies of the former Soviet Union. The intention of the programme is to bring parliamentarians, as well as other political leaders and experts, to newly emerging democracies as experienced lecturers and discussion leaders.

The PA sometimes establishes *ad hoc* Committees to address specific issues, such as Albania and Belarus or the drafting of a “Code of Conduct on Politico-Democratic Aspects of Co-operation”.

In 1997 the Parliamentary Assembly co-hosted an OSCE Parliamentary Conference on “Sub-Regional Economic Co-operation Processes: A Contribution to the New European Architecture” in

Monaco, along with the Parliament of Monaco, and in partnership with the United Nations Economic Commission for Europe. A follow-up conference is to take place in Nantes, France, from 13 to 15 October 1999.

As of 1995 the Parliamentary Assembly has an international intern programme, which is open to graduate students of political science, law or international affairs from universities in OSCE countries. The Programme functions as an established and important part of the staff structure, providing the International Secretariat not only with extensive language ability, but also enabling it to carry out very high-quality research.

OSCE PA Relations with other OSCE Institutions and International Organizations

The OSCE PA has regular and formalized high-level interaction with other OSCE institutions. All decisions and reports from the Assembly’s Annual Sessions, missions, visits and election monitoring projects are transmitted to the Chairman-in-Office and to the Permanent Council. The Assembly is represented at every level of official OSCE meetings and maintains a close working relationship with the OSCE Chairman-in-Office, the Troika, and the OSCE Secretary General as well as with other OSCE institutions in Vienna, Warsaw, The Hague and Prague. Moreover, the Parliamentary Assembly participates in the OSCE’s Senior and Permanent Councils, as well as OSCE summits and the meetings of the OSCE Ministerial Council. The Assembly has developed extensive co-operation with the Parliamentary Assembly of the Council of Europe, the Assembly of the Western European Union, the North Atlantic Assembly, the Inter-Parliamentary Union, the European Parliament and the Interparliamentary Assembly of the Commonwealth of Independent States; all have official observer status in the OSCE Parliamentary Assembly.

Introduction



Co-operation at the Political Level



Co-operation in the Field



Contacts with Non-Governmental Organizations (NGOs)

Introduction

During the Helsinki process of the 1970s and 1980s, the CSCE maintained limited relations with international organizations. As it was a process rather than an organization, it provided a forum to which international, regional and non-governmental organizations could give input, but it seldom initiated contacts of its own.

With the end of the cold war, however, a conceptual consensus developed on the need for the OSCE to widen and deepen its external contacts and co-operation. This stemmed, in part, from the realization that the multifaceted character of security challenges necessitated a pluri-institutional response. It also related to the fact that by the early 1990s the CSCE process had become institutionalized to the point where the CSCE became an Organization recognized by its participating States as being “a primary instrument for early warning, conflict prevention, crisis management and post-conflict rehabilitation.”

The OSCE is an integral part of the web of interlocking institutions that deal with European security, human rights, and economic issues. In view of the broad spectrum and complex nature of security issues and challenges now facing Europe, mutually reinforcing co-operation between the OSCE and other security organizations and institutions is crucial both at the level of political consultations and in the field.

“We affirm that European security requires the widest co-operation and co-ordination among participating States and European and transatlantic organizations. The OSCE is the inclusive and comprehensive organization for consultation, decision-making and co-operation in its region and a regional arrangement under Chapter VIII of the United Nations Charter. As such it is particularly well suited as a forum to enhance co-operation and complementarity among such organizations and institutions. The OSCE will act in partnership with them, in order to respond effectively to threats and challenges in its area.” Lisbon Declaration on a Common and Comprehensive Security Model for Europe for the twenty-first century (December 1996).

Co-operation at the Political Level

The OSCE has institutional partners at the international, regional, subregional and non-governmental levels. Since the Budapest Summit of 1994, the participating States have been seeking to more clearly define these relations through a Document-Charter on European Security. Relations also develop bilaterally, and through co-operation in the field.



The Secretary General of the OSCE, Ambassador Ján Kubiš, meeting Kofi Annan, Secretary General of the United Nations, in June 1999

The 1994 Budapest Document entitled “Towards a Genuine Partnership in a New Era” marked the beginning of a discussion on a model of common and comprehensive security for Europe for the twenty-first century, based on OSCE principles and commitments. This process was given impetus by the 1996 “Lisbon Declaration on a Common and Comprehensive Security Model for the twenty-first century” in which the participating States pledged to “strengthen co-operation with other security organizations which are transparent and

predictable in their actions, whose members individually and collectively adhere to OSCE principles and commitments, and whose membership is based on open and voluntary commitments”.

Development of a framework for pragmatic co-operation between the OSCE and its international partners moved further ahead at the 1997 Copenhagen Ministerial Council when guidelines on an OSCE Document-Charter on European Security were drawn up. These included a “Common Concept for the Development of Co-operation between Mutually-Reinforcing Institutions”, which set out the parameters of a Platform for Co-operative Security designed to strengthen the mutually-reinforcing nature of the relationship between those organizations and institutions concerned with the promotion of comprehensive security within the OSCE area.

The goal of the Platform, adopted at the Istanbul Summit in November 1999, is to strengthen the mutually reinforcing nature of the relationship between those organizations and institutions concerned with the promotion of comprehensive security within the OSCE area.

Since the beginning of this process, the need has been stated for co-operation and co-ordination with other international organizations and institutions, and the strengthening of the non-hierarchical mutually-reinforcing nature of relations between concerned organizations and institutions, with a view to fostering a foundation for common, comprehensive and indivisible security in the OSCE region.

The Platform states that the OSCE will work co-operatively with those organizations and institutions whose members individually and collectively adhere to the principles of United Nations Charter and the OSCE principles and commitments, and whose membership is based on openness and free will. The Platform declares that development of co-operation can be further enhanced through extensive use of regular contacts, including meetings; a continuous framework for dialogue; increased transparency and practical co-operation, including the identification of liaison officers or points of contact, cross-

representation at appropriate meetings and other arrangements intended to increase understanding of their respective conflict prevention tools.

In addition, the Platform refers to the development of OSCE field operations in recent years that has represented a major transformation of the organization. Organizations and institutions in field operations should be developed and built upon in accordance with their individual mandates. Modalities for this form of co-operation could include: regular information exchanges and meetings, joint needs assessment missions, secondment of experts by other organizations to the OSCE, appointment of liaison officers, development of common projects and field operations, and joint training efforts.

One of the OSCE's closest partners is the United Nations. At the 1992 Helsinki Summit, the participating States declared the OSCE (at that time the CSCE) to be "a regional arrangement in the sense of Chapter VIII of the Charter of the United Nations". On the basis of further guidelines established by the Stockholm Ministerial Council Meeting of December 1992, a Framework for Co-operation and Co-ordination between the United Nations Secretariat and the CSCE was agreed upon in May 1993. Since then, the question of OSCE/United Nations co-operation has been a standing item on the UN General Assembly's agenda and one on which the UN Secretary-General submits reports on an annual basis. The OSCE Secretary General reports at each annual session of the UN General Assembly, while the UN Secretary General regularly addresses OSCE summits.

Relations are also very close with the Council of Europe. Since 1993, bilateral ("2 + 2") high-level meetings have been held annually between the respective Chairmen and Secretaries General of the OSCE and the Council of Europe; they usually include the HCNM and the Director of the ODIHR. There is also close co-operation between the two organizations in election monitoring and human dimension work. The two organizations occasionally co-organize meetings, workshops and conferences, for instance on such issues as

the role of the media in conflict situations, the role of education in strengthening civil society, or election monitoring.

The visits of respective Secretaries General to Permanent Council meetings in Vienna and Committee of Ministers at Deputy's level in Strasbourg has become a regular pattern.

ODIHR staff members maintain, on a regular basis, continuous contact with their Council of Europe counterparts. The common aim is to identify realistic ways of ensuring complementarity in methods and actions, to avoid overlapping while maximizing the use of resources, and to reduce the risk of contradictory assessments and a divergence of positions. The ODIHR and the Council of Europe Secretariat meet bi-annually for a programme review meeting, and the Council of Europe includes representatives of the ODIHR in various working groups and steering committee meetings. They work closely in election monitoring, joint human rights expert missions and legal training programmes.

From 1993 onwards, Tripartite high-level meetings have taken place between the OSCE and the Council of Europe, and the Geneva-based United Nations institutions and agencies. Since 1996, their composition has been enlarged to include the OSCE High Commissioner on National Minorities, the Director of the ODIHR, the United Nations High Commissioner for Refugees (UNHCR), the United Nations High Commissioner for Human Rights (UNHCHR), the Executive Secretary of the United Nations Economic Commission for Europe (UN-ECE), the United Nations Assistant Secretary-General for Political Affairs as well as the International Committee of the Red Cross (ICRC) and the International Organization for Migration (IOM).

So-called "target oriented meetings" of the OSCE and the international organizations concerned, which take place at expert level in an expanded tripartite format, have proved to be another useful tool for co-ordinating their work on subjects and/or geographical areas of common concern.

The OSCE also co-operates closely with the European Union. The national delegation of the member State holding the Presidency of the EU (which also includes European Commission officials) speaks on behalf of all States that make up the European Union. The fact that the EU usually speaks with one voice in the OSCE is an illustration of the “common foreign and security policy” in action. Associated States are free to subscribe to EU statements.

The Stability Pact, which established regional round-tables and aimed at settling the relations among Central European and Baltic States (proposed by the European Union in 1994 and adopted in 1995), provided for a further development in interaction. The concluding Paris Conference of 20-21 March 1995 entrusted the OSCE with serving as the repository of the Stability Pact. Under this arrangement, agreements concluded under the Stability Pact are voluntarily deposited by signatory States.

The OSCE maintains contacts with a number of other organizations including United Nations agencies, NATO, the WEU, and the Commonwealth of Independent States (CIS).

Since 1996, the OSCE and NATO have been engaged in an expanding process of interaction and co-operation. Regular contacts take place between the OSCE Chairman-in-Office and the North Atlantic Council. OSCE officials regularly participate in NATO meetings such as those of the Political-Military Steering Committee/*Ad Hoc* Group on Co-operation in Peacekeeping, while the NATO Secretary General (or one of his representatives) attends appropriate OSCE meetings. There is also regular exchange of information on the implementation of CSBMs between the OSCE Secretariat and the Verification and Implementation Co-ordination Section of the NATO Secretariat.

Since 1995, annual Heads of OSCE Mission meetings have been held with the participation of representatives from interested partner organizations. Furthermore, since 1998, the OSCE has been co-oper-

ating with other international organizations and institutions in OSCE mission member training efforts, particularly in human dimension issues.

Links with economic and financial organizations and institutions, particularly with the UN-ECE, the EBRD, the OECD, and the European Commission, have increased significantly since the appointment in 1998 within the OSCE Secretariat of a Co-ordinator of Economic and Environmental Activities. The first and most vital element in the mandate of the Co-ordinator is to enhance OSCE interaction with relevant international organizations, and minimize the amount of overlap and duplication between the work of the OSCE in the economic dimension and that of other organizations.

The OSCE also maintains contacts with intergovernmental groupings formed on a subregional basis by participating States. These include the Central European Initiative (CEI), the Council of Baltic Sea States (CBSS), the Black Sea Economic Co-operation Council (BSEC), the Royaumont Process and the Southeast European Co-operative Initiative (SECI).

Co-operation in the Field

These political frameworks and consultations are complemented by activities in the field. Most co-operation is pragmatic and develops on a case-by-case basis. Occasionally agreements (under the form of exchanges of letters or Memoranda of Understanding) are signed with institutional partners, such as the UNHCR, active in the same geographical and functional areas.

There has been considerable co-operation with the United Nations and its agencies, particularly in South-Eastern Europe and Central Asia. Beginning in September 1992, the CSCE established Sanction Assistance Missions (SAMs) to assist in the implementation of sanctions imposed by the United Nations Security Council against the Federal Republic of Yugoslavia. SAMs were established in Hungary,

Romania and the former Yugoslav Republic of Macedonia in 1992, and in Albania, Bulgaria, Croatia, and Ukraine in 1993. They were mandated to advise on the implementation of sanctions by the authorities of the host countries, and to provide practical advice to help these authorities with the enforcement of such sanctions. The lifting of sanctions by the United Nations Security Council in October 1996 resulted in the gradual termination of the missions.

The OSCE Mission in Kosovo, deployed in July 1999, represents for the OSCE a new step in fostering co-operation between international organizations, especially the United Nations. For the first time, the OSCE is an integral part of an operation led by the United Nations. The OSCE also closely interacts with its other major partners, the UNHCR, the UNHCHR, the Council of Europe and the European Union. This involves both co-operation on specific projects and mutual support in terms of logistics and access to office facilities.

An earlier example of co-operation on Kosovo was the target-oriented meeting, held in Warsaw on 5 November 1998, in order to bring together international and humanitarian organizations, NGOs and OSCE institutions. In the course of this meeting, the UNHCHR and the UNHCR offered their assistance in drafting training manuals and providing experts to brief Kosovo Verification Mission (KVM) members on human dimension issues. Their contribution to the training programme for the KVM was a new and promising method of co-operation.

The OSCE Presence in Albania continues to be an excellent example of the OSCE's ability to co-operate with other international organizations, including the United Nations, as it plays the role of a flexible co-ordination framework for international efforts.

Recently the OSCE has been able to go a step further: it initiated (and co-chaired) a "Friends of Albania" group, which held its inaugural meeting in Brussels in September 1998. The OSCE provides

the overall framework for the Group, and chairs, together with the EU, the plenary sessions. The Group is open to countries and international institutions which wish to actively support Albania in its development efforts. The Group will, *inter alia*, provide a forum for mutual information, consultation, and co-ordination on political, financial, economic and security-related matters with respect to Albania.



Members of the OSCE Mission to Bosnia and Herzegovina with SFOR personnel

The United Nations Mission in Bosnia and Herzegovina has supported all OSCE election activities since 1996. It has been working closely with the OSCE Mission on media matters, and on monitoring and promoting human rights in the country. The two organizations have also been co-operating on establishing a Returnee Monitoring Framework.

In Croatia, the OSCE Mission took over vital tasks from the

United Nations following the expiration of the mandate of the United Nations Transitional Administration for Eastern Slavonia, Baranja and Western Sirmium in January 1998. The OSCE also took on the unprecedented role of deploying civilian police monitors in the Croatian Danube region following the expiration of the mandate of the United Nations Police Support Group (UNPSG). The smooth handover from the United Nations has been made possible by close co-operation.

The two organizations also co-operate closely in Tajikistan and Georgia. The OSCE and the United Nations provide assistance to the parties in the implementation of the General Agreement on the Establishment of Peace and National Accord in Tajikistan, as guarantor organizations. The United Nations Mission of Observers in Tajikistan and the OSCE Mission co-operate closely on a number of issues such as promotion of human rights and democratic institution-building, protection of refugees and internally displaced persons, assisting in drafting amendments to the Constitution, and electoral assistance.

In Georgia, the Abkhaz conflict is followed by the United Nations, while the OSCE is taking the lead on the conflict in South Ossetia. The OSCE has deployed a member of its mission to the United Nations Office for the Protection of Human Rights in Abkhazia. The OSCE also works closely with the UNDP and the UNHCR in Georgia.

The OSCE and the Council of Europe pursue, on an equal footing and according to their own working methods, a common goal: the promotion of stability on the basis of democracy, the rule of law and respect for human rights in Europe. The two organizations thus maintain close contacts on issues pertaining to the human dimension, including national minorities. The field presence that the OSCE maintains in a number of geographical areas provides the Council of Europe with information, and the Council of Europe's experts and specialists provide support to the Organization's activities.

Many OSCE Missions and other field activities, whose mandates

include human rights, citizenship and democracy-building issues have close contacts with the Council of Europe. This is particularly the case for those in Albania, Belarus, Bosnia and Herzegovina, Croatia, Estonia, Latvia, Skopje (the former Yugoslav Republic of Macedonia), Moldova, Ukraine, as well as the OSCE Mission in Kosovo.

OSCE interaction with the European Union in the field began very early, in connection with the Union's efforts during the Yugoslav conflict. The OSCE was involved in the implementation of the Brioni Accords of 7 July 1991 (which put an end to armed hostilities in Slovenia) and the subsequent activities of the European Community Monitoring Mission (ECMM). The OSCE and the European Union also worked closely in assisting the implementation of the sanctions imposed by the United Nations Security Council on the FRY and Republika Srpska. The OSCE established Sanctions Assistance Missions (SAMs), which were co-ordinated by a Brussels-based Sanctions Committee (SAMCOMM), financed and partly staffed by the EU.

Fact-finding missions initiated by either the OSCE (Gonzalez Mission to the FRY in December 1996) or the EU (for example in Belarus, January and April 1997) often include representatives from both organizations.

The steady development of OSCE/NATO relations is one of the most significant features of post-cold-war patterns in inter-organizational co-operation. The two organizations have worked in synergy in the monitoring of sanctions implementation and verification of arms control in the Balkans. NATO's Implementation Force (IFOR) and, subsequently, Stabilization Force (SFOR) have provided vital support for the OSCE in Bosnia and Herzegovina. This includes security for OSCE personnel and human and material assistance to the election efforts.

Co-operation has been very close in Kosovo, where the previous OSCE Kosovo Verification Mission (which was withdrawn in March

1999) operated in synergy with NATO aerial verification. Since the deployment of the OSCE Mission in Kosovo, in July 1999, the Office in Pristina has developed links with the Kosovo Stabilization Force (KFOR) which provides a secure environment for OSCE activities in Kosovo.

Co-operation with the Western European Union has been established in Albania – a country where the WEU has, within the general co-ordination framework of the OSCE, deployed a Multinational Advisory Police Force, whose task is to give appropriate information, advice and training to the Albanian police authorities.

Contacts with Non-Governmental Organizations (NGOs)

The OSCE attaches great importance to its contacts with non-governmental organizations. For the Organization NGOs are an important source of information on developments in its area, particularly the human rights situation, but also environment, economy, and security matters. Simultaneously, the OSCE, through its commitment to development of civil societies, provides support to grass-roots organizations working on a wide variety of issues.

The main focal point of OSCE contacts with NGOs is the Office for Democratic Institutions and Human Rights and especially its NGO Unit. Its activities include civil society assistance programmes in Georgia, Kyrgyzstan and Uzbekistan, carried out in co-operation with local and international NGOs. Furthermore, the ODIHR organizes Human Dimension Implementation Meetings which are characterized by increasing involvement of NGOs.

NGOs participate actively in OSCE Seminars, the Economic Forum and other OSCE meetings.

Apart from the ODIHR, several other OSCE institutions have developed close relationships with the NGO community. NGOs function as an important source of information for the High Commis-

sioner on National Minorities. The Representative on Freedom of the Media, who took up his office in 1998, identified NGOs as one of his “four constituencies” (the others being governments, Parliaments, and the media practitioners themselves). The mandate of the Co-ordinator of Economic and Environmental Activities also includes contacts with NGOs. The focal point on gender issues appointed in 1998 has established links with international gender-related NGOs. The OSCE missions maintain close contacts and co-operation with NGOs in areas relevant to their mandate. This includes human rights and minority issues, the strengthening of civil society, gender issues, election observation, and humanitarian assistance.

The OSCE also co-operates with academic institutions, for example through its ‘Researcher-in-Residence’ Programme, which is been designed to offer researchers, engaged in working on OSCE or OSCE-related topics, the opportunity to carry out research in the OSCE archives at the Prague Office of the Secretariat.

Mediterranean Partners for Co-operation



Japan and Korea: Partners for Co-operation

There are a number of countries which maintain relations of a specific nature with the OSCE; they are referred to as “partners for co-operation”. From the beginning of the Helsinki process, a number of Mediterranean States pioneered a special relationship with the OSCE based on the linkage between European security and that of the Mediterranean region. At a later stage, these States were joined by Japan and the Republic of Korea, which also maintain close relationships with the OSCE.

Mediterranean Partners for Co-operation

The fact that some OSCE participating States border the Mediterranean, and that the countries of the Mediterranean region share historical, cultural, economic and political ties with the OSCE region, makes clear that there is a Mediterranean dimension to European security. A chapter on “Questions relating to security and co-operation in the Mediterranean” was included in the Helsinki Final Act (1975). In it, the participating States stated their conviction that “security in Europe is to be considered in the broader context of world security and is closely linked with security in the Mediterranean as a whole, and that accordingly the process of improving security should not be confined to Europe but should extend to other parts of the world, and in particular to the Mediterranean area”.

The chapter on the Mediterranean was an expression of the political will of the participating States and the Non-Participating Mediterranean States (NPMS), as they were called, to co-operate in a number of fields. Since then, the linkage between security in Europe and in the Mediterranean region has been underscored time and again in CSCE/OSCE documents, in dialogue and in seminars and meetings which have addressed the Mediterranean dimension of security.

In the follow-up meetings after Helsinki, the Mediterranean States were invited to make oral and written contributions. A number of specific meetings were held on Mediterranean issues mostly relating to the economic, environmental, scientific, and cultural fields, to which the Mediterranean States were invited to participate (Valletta, 1978; Venice, 1984; Palma de Mallorca, 1990; and Valletta, 1993).

In the 1990 Charter of Paris, the participating States maintained that they “will continue efforts to strengthen security and co-operation in the Mediterranean as an important factor for stability in Europe”. This was reiterated in the 1992 Helsinki Summit Document, which stated that the Non-Participating Mediterranean States would continue to be invited to contribute to CSCE activities.

At the 25th CSO meeting in Prague in March 1994, after examining requests from five non-participating States (Algeria, Egypt, Israel, Morocco and Tunisia), the participating States decided to invite the Mediterranean countries to a series of CSCE activities in order to forge a closer relationship. Thus the NPMS were invited to Council of Ministers meetings, review conferences, regular meetings with the Troika and, on a case-by-case basis, to seminars and other *ad hoc* meetings in which they had a special interest. Mediterranean States were given access to all CSCE documents and the right to submit views to the Chairman-in-Office.

A significant development in the OSCE-NPMS relationship took place upon the adoption of a Budapest Summit decision on the Mediterranean in December 1994. This included the establishment of an open-ended contact group meeting at expert level within the framework of the Permanent Council “in order to facilitate the interchange of information of mutual interest and the generation of ideas”.

This new framework for co-operation was established in order to intensify dialogue with the Mediterranean States, and also foresaw the organization of Mediterranean Seminars on topics of mutual interest, as well as high-level consultations between the OSCE, rep-

resented by the Troika and the Secretary General, and the Mediterranean partners.

To avoid the negative connotation of “Non-Participating Mediterranean States”, the Permanent Council adopted a decision on 5 December 1995 which renamed them “Mediterranean partners for co-operation”(MPCs). This reflected more accurately the enhanced relationship between the OSCE participating States and the Mediterranean countries.

The Contact Group meetings with the MPCs and the annual Mediterranean Seminars provide for a major part of the ongoing dialogue between the OSCE and the Mediterranean partners. These and other activities offer the opportunity for the Mediterranean partners to take stock of the more than twenty years of OSCE experience in its various areas of competence and endeavour.

These meetings have included Seminars on “The OSCE Experience in the Field of Confidence-Building”, on 26-28 September 1995 in Cairo, “The OSCE as a Platform for Dialogue and the Fostering of Norms of Behaviour”, on 2-4 June 1996 in Tel Aviv, “The Security Model for the Twenty-first Century: Implications for the Mediterranean Basin”, on 3-5 September 1997 in Cairo, and “The Human Dimension of Security, Promoting Democracy and the Rule of Law”, on 19-20 October 1998 in Valletta, Malta.

On 11 June 1998, the Permanent Council adopted a decision providing for representatives of the MPCs to form part of an OSCE/ODIHR election observation team, and to make short-term visits to the OSCE Missions in order to witness the comprehensive approach to security pursued in the field. The MPCs have been encouraged to take advantage of this decision by actively participating in, and thus benefiting from the experience of the OSCE in the field.

In the guidelines on an OSCE Document-Charter on European Security endorsed at the 1997 Copenhagen Ministerial Council, the participating States affirmed that “strengthened security and co-oper-

ation in adjacent areas, in particular the Mediterranean, is an important factor for stability in the OSCE area.” They said that they will consider closer co-operation with all partners for co-operation “in order to promote norms and values shared by the OSCE participating States.” They will also encourage partners to draw on OSCE expertise.

In the Declaration of the Istanbul Summit, in November 1999, the interdependence between security in Europe and the Mediterranean was once more underscored. This document stated that:

‘In the light of our relationship with our Mediterranean Partners, Algeria, Egypt, Israel, Jordan, Morocco and Tunisia, we re-affirm that strengthening security and co-operation in the Mediterranean area is of major importance to the stability in the OSCE area. We therefore intend to enhance our dialogue and joint activities with them.’

Japan and Korea: Partners for Co-operation

During the Helsinki Summit in 1992, the OSCE participating States agreed on the development of specific substantial relations with Japan, as a non-participating State. The Helsinki Document stipulated that Japan would be invited to attend CSCE meetings, including those of Heads of State and Government, the CSCE Council, the Committee of Senior Officials and other appropriate CSCE bodies which considered specific topics of expanded consultation and co-operation.

Japan was singled out for its deep interest in OSCE matters and the fact that it shares the Organization’s principles and objectives, and is actively engaged in European co-operation through relevant organizations. Since then, Japan’s links with the OSCE have become stronger. Japan is invited to the plenary meetings of the Permanent Council and the Forum for Security Co-operation. It has seconded personnel to OSCE Missions (in Skopje, Croatia, and Bosnia and Herzegovina) and has sent supervisors and election monitors to serve in Bosnia and Herzegovina and Croatia. In addition, Japan has made

several significant contributions in support of the elections in Bosnia and Herzegovina, OSCE activities in Albania, and the strengthening of the Secretariat.

The Republic of Korea was invited (following an official request from Seoul) as an observer to the 1994 Budapest Review Conference and to attend and make contributions to the Budapest Summit as an observer. The Republic of Korea is provided with access to OSCE official documentation, and may be invited on a case-by-case basis to OSCE meetings on subjects in which it has a special interest. The Republic of Korea participated in the monitoring of the 1996 elections in Bosnia and Herzegovina, and also made a contribution to the municipal elections in the country. It has repeatedly stated that its special relationship with the OSCE (as a “partner for co-operation”) offers a model for the promotion of security and stability in the Korean peninsula.

**Participation in the CSCE/OSCE,
and dates of signature by participating States
of the Helsinki Final Act (1 August 1975) and of the
Charter of Paris for a New Europe (21 November 1990)**

State	Participation in the CSCE/OSCE	Date of signature of the Helsinki Final Act	Date of signature of the Charter of Paris
Albania	19 June 1991	16 September 1991	17 September 1991
Andorra	25 April 1996	10 November 1999	17 February 1998
Armenia	30 January 1992	8 July 1992	17 April 1992
Austria	25 June 1973	1 August 1975	21 November 1990
Azerbaijan	30 January 1992	8 July 1992	20 December 1993
Belarus	30 January 1992	26 February 1992	8 April 1992
Belgium	25 June 1973	1 August 1975	21 November 1990
Bosnia and Herzegovina (a)	30 April 1992	8 July 1992	
Bulgaria	25 June 1973	1 August 1975	21 November 1990
Canada	25 June 1973	1 August 1975	21 November 1990
Croatia	24 March 1992	8 July 1992	
Cyprus	25 June 1973	1 August 1975	21 November 1990
Czech Republic (b)	1 January 1993		
Denmark	25 June 1973	1 August 1975	21 November 1990
Estonia (c)	10 September 1991	14 October 1991	6 December 1991
Finland	25 June 1973	1 August 1975	21 November 1990
France	25 June 1973	1 August 1975	21 November 1990
Georgia	24 March 1992	8 July 1992	21 January 1994
Germany (d)	25 June 1973	1 August 1975	21 November 1990
Greece	25 June 1973	1 August 1975	21 November 1990
Holy See	25 June 1973	1 August 1975	21 November 1990
Hungary	25 June 1973	1 August 1975	21 November 1990
Iceland	25 June 1973	1 August 1975	21 November 1990
Ireland	25 June 1973	1 August 1975	21 November 1990
Italy	25 June 1973	1 August 1975	21 November 1990
Kazakhstan	30 January 1992	8 July 1992	23 September 1992
Kyrgyzstan	30 January 1992	8 July 1992	3 June 1994
Latvia (c)	10 September 1991	14 October 1991	6 December 1991
Liechtenstein	25 June 1973	1 August 1975	21 November 1990
Lithuania (c)	10 September 1991	14 October 1991	6 December 1991
Luxembourg	25 June 1973	1 August 1975	21 November 1990
Malta	25 June 1973	1 August 1975	21 November 1990

Moldova	30 January 1992	26 February 1992	29 January 1993
Monaco (e)	25 June 1973	1 August 1975	21 November 1990
Netherlands	25 June 1973	1 August 1975	21 November 1990
Norway	25 June 1973	1 August 1975	21 November 1990
Poland	25 June 1973	1 August 1975	21 November 1990
Portugal	25 June 1973	1 August 1975	21 November 1990
Romania	25 June 1973	1 August 1975	21 November 1990
Russian Federation (f)	25 June 1973	1 August 1975	21 November 1990
San Marino	25 June 1973	1 August 1975	21 November 1990
Slovak Republic (b)	1 January 1993		
Slovenia	24 March 1992	8 July 1992	8 March 1993
Spain	25 June 1973	1 August 1975	21 November 1990
Sweden	25 June 1973	1 August 1975	21 November 1990
Switzerland	25 June 1973	1 August 1975	21 November 1990
Tajikistan	30 January 1992	26 February 1992	
the former Yugoslav Republic of Macedonia (g)	12 October 1995		
Turkey	25 June 1973	1 August 1975	21 November 1990
Turkmenistan	30 January 1992	8 July 1992	
Ukraine	30 January 1992	26 February 1992	16 June 1992
United Kingdom	25 June 1973	1 August 1975	21 November 1990
United States of America	25 June 1973	1 August 1975	21 November 1990
Uzbekistan	30 January 1992	26 February 1992	27 October 1993
Yugoslavia (suspended in 1992)	25 June 1973	1 August 1975	21 November 1990

(a) Bosnia and Herzegovina was admitted as a participating State of the CSCE in accordance with a statement by the Chairman at the 10th CSO Meeting, on 30 April 1992. The 13th CSO Meeting, on 2 July 1992, agreed that the welcoming of Bosnia and Herzegovina at the Helsinki Summit by the President of the host country would be recognized as the formal confirmation, provided for in the said statement by the Chairman, of the admission of Bosnia and Herzegovina.

(b) Successor States of the former Czech and Slovak Federal Republic, which, under a different name, was an original participant in the CSCE. The Stockholm Council Meeting on 15 December 1992 agreed that the Czech Republic and the Slovak Republic would be welcomed as participating States from 1 January 1993, i.e. following their proclamation of independence.

(c) Estonia, Latvia and Lithuania were admitted as participating States at an additional meeting at ministerial level prior to the opening of the Moscow Meeting of the Conference on the Human Dimension of the CSCE.

(d) The Federal Republic of Germany and the German Democratic Republic, reunified on 3 October 1990, were both original participants in the CSCE and original signatories of the Helsinki Final Act.

(e) Monaco has participated in the CSCE since 3 July 1973, but did not participate in the prior Helsinki Consultations (Dipoli).

(f) Participation of the Union of Soviet Socialist Republics in the CSCE process was continued by the Russian Federation (cf. 5-CSO/Journal No. 1 and CSCE Communication No. 10 dated 7 January 1992).

(g) The former Yugoslav Republic of Macedonia (FYROM) did not formally sign the Helsinki Final Act or the Charter of Paris for a New Europe, but accepted these documents in letters from the President of the FYROM, Kiro Gligorov, dated 28 May 1996 and 9 May 1996 respectively.

Convention on Conciliation and Arbitration within the OSCE (Status as of 30 June 2000)

Name of participating State	Date of signature	Date of ratification/ accession	Date of entry into force
Albania	15 Dec. 1992	10 June 1996	10 Aug. 1996
Armenia	15 Dec. 1992		
Austria ¹	15 Dec. 1992	14 Nov. 1995	14 Jan. 1996
Belarus		7 Feb. 2000	7 April 2000
Belgium	15 Dec. 1992		
Bosnia and Herzegovina	15 Dec. 1992		
Bulgaria ²	15 Dec. 1992		
Canada	31 Mar. 1993		
Croatia	15 Dec. 1992	4 Nov. 1993	5 Dec. 1994
Cyprus	15 Dec. 1992	16 Feb. 1994	5 Dec. 1994
Denmark ³	25 Mar. 1993	23 Aug. 1994	5 Dec. 1994
Finland ⁴	15 Dec. 1992	20 Feb. 1995	5 Dec. 1994
France	15 Dec. 1992	13 Aug. 1993	5 Dec. 1994
Germany ⁵	15 Dec. 1992	29 Sep. 1994	5 Dec. 1994
Greece ⁶	15 Dec. 1992	22 Aug. 1995	22 Oct. 1995
Hungary	15 Dec. 1992	2 June 1995	2 Aug. 1995
Italy	15 Dec. 1992	5 Oct. 1994	5 Dec. 1994
Latvia	15 Dec. 1992	25 July 1997	25 Sep. 1997
Liechtenstein ⁷	15 Dec. 1992	15 July 1994	5 Dec. 1994
Lithuania ⁸		19 Dec. 1997	19 Feb. 1998

Luxembourg	15 Dec. 1992		
Malta	15 Dec. 1992		
Moldova	15 Dec. 1992	1 Feb. 1999	1 April 1999
Monaco	15 Dec. 1992	14 Oct. 1993	5 Dec. 1994
Norway	15 Dec. 1992	8 Sep. 1998	8 Nov. 1998
Poland ⁹	15 Dec. 1992	9 Dec. 1993	4 Dec. 1994
Portugal	15 Dec. 1992		
Romania ¹⁰	15 Dec. 1992	22 May 1996	22 July 1996
Russian Federation	15 Dec. 1992		
San Marino	15 Dec. 1992	18 Nov. 1994	18 Jan. 1995
Slovak Republic	31 Mar. 1993		
Slovenia	29 Mar. 1993	11 May 1994	5 Dec. 1994
Sweden ¹¹	15 Dec. 1992	25 Nov. 1993	5 Dec. 1994
Switzerland ¹²	15 Dec. 1992	23 Dec. 1993	5 Dec. 1994
Tajikistan		24 Mar. 1995	24 May 1995
the former Yugoslav Republic of Macedonia ¹³		21 Apr. 1998	21 June 1998
Ukraine	15 Dec. 1992	12 Dec. 1995	12 Feb. 1996
Uzbekistan		24 Jan. 1996	24 Mar. 1996

1 Reservation: art. 19.4

2 Declaration made upon signature

3 Reservation: art. 19.4, declaration: art. 26.2

4 Declaration: art. 26.2

5 Reservation: art. 19.4

6 Declaration: art. 26.2

7 Reservation: art. 19.4

8 Reservation: art. 19.4

9 Reservation: art. 19.4

10 Reservation: art. 19.4

11 Declaration: art. 26.2

12 Reservation: art. 19.4

13 Declaration: art. 26.2

Treaty on Conventional Armed Forces in Europe

Paris, 19 November 1990*

Name of State	Date of Ratification
Czechoslovakia	5 August 1991
Hungary	4 November 1991
the Kingdom of the Netherlands (in respect of the Kingdom in Europe)	8 November 1991
Bulgaria	12 November 1991
the United Kingdom of Great Britain and Northern Ireland (in respect of: - the United Kingdom of Great Britain and Northern Ireland - the Bailiwick of Jersey - the Bailiwick of Guernsey - the Isle of Man - the Dependent Territory of Gibraltar - the United Kingdom Sovereign Base Areas of Akrotiri and Dhekelia in the Island of Cyprus)	19 November 1991
Canada	22 November 1991
Poland	26 November 1991
Norway	29 November 1991
Belgium	17 December 1991
the Federal Republic of Germany (with Declarations)	23 December 1991
Iceland	24 December 1991
Denmark	30 December 1991
Luxembourg	22 January 1992
the United States of America	29 January 1992
France	24 March 1992
Romania	21 April 1992
Italy	22 April 1992
Spain (with Declaration)	1 June 1992
Georgia	6 July 1992
Moldova	6 July 1992
Greece (with Declarations)	8 July 1992
Turkey (under Reservation)	8 July 1992
Azerbaijan	9 July 1992
Ukraine	9 July 1992
Portugal	14 August 1992
the Russian Federation	3 September 1992
Armenia	12 October 1992
Belarus	30 October 1992
Kazakhstan	30 October 1992

*The Treaty entered into force on 9 November 1992

Treaty on Open Skies

Status as of 30 June 2000

Name of State	Date of signature	Date of deposition of the instruments of the ratification
Belarus	24 March 1992	
Belgium	24 March 1992 (r)	28 June 1995
Bulgaria ¹	24 March 1992 (r)	15 April 1994
Canada ²	24 March 1992 (r)	21 July 1992
Czech Republic	24 March 1992 (r)	21 December 1992
Denmark ¹	24 March 1992 (r)	21 January 1993
France	24 March 1992 (r)	30 July 1993
Georgia ¹	24 March 1992 (r)	2 September 1998
Germany	24 March 1992 (r)	27 January 1994
Greece	24 March 1992 (r)	09 September 1993
Hungary	24 March 1992 (r)	11 August 1993
Iceland	24 March 1992 (r)	25 August 1994
Italy ³	24 March 1992 (r)	28 October 1994
Kyrgyzstan	15 December 1992	
Luxembourg	24 March 1992 (r)	28 June 1995
Netherlands	24 March 1992 (r)	28 June 1995
Norway ¹	24 March 1992 (r)	14 July 1993
Poland ⁴	24 March 1992 (r)	29 May 1995
Portugal	24 March 1992 (r)	22 November 1994
Romania ¹	24 March 1992 (r)	05 June 1994
Russian Federation	24 March 1992	
Slovak Republic	24 March 1992 (r) ⁵	21 December 1992
Spain ¹	24 March 1992 (r)	18 November 1993
Turkey ⁶	24 March 1992 (r)	30 November 1994
United Kingdom ⁷	24 March 1992 (r)	08 December 1993
Ukraine	24 March 1992 (r)	
United States of America ²	24 March 1992 (r)	03 December 1993

The Treaty has not yet entered into force. It will come into force 60 days after the deposit of 20 instruments of ratification, including those of the Depositories and of those States which are obliged to accept eight or more observations flights.

(r) Ratified

¹ Instrument deposited with Hungary only

² With declaration(s) and/or reservation(s)

³ Deposited with Canada 31 October 1994 and with Hungary 28 October 1994

⁴ Deposited with Canada 29 May 1995 and with Hungary 29 May 1995

⁵ As Successor State of the former Czech and Slovak Federal Republic

⁶ Deposited with Canada 1 December 1994 and with Hungary 30 November 1994

⁷ See Territorial Application

Scale of Distribution for the Regular OSCE Budget

Status as of 30 June 2000

Country	Per cent	Country	Per cent
France	9.00	Uzbekistan	0.55
Germany	9.00	Yugoslavia	
Italy	9.00	(suspended	
Russian Federation	9.00	in 1992)	0.55
United Kingdom	9.00	Slovak Republic	0.33
United States of America	9.00	Albania	0.19
Canada	5.45	Bosnia and Herzegovina	0.19
Spain	3.65	Croatia	0.19
Belgium	3.55	Cyprus	0.19
Netherlands	3.55	Estonia	0.19
Sweden	3.55	Iceland	0.19
Switzerland	2.30	Latvia	0.19
Austria	2.05	the former Yugoslav	
Denmark	2.05	Republic of Macedonia	0.19
Finland	2.05	Lithuania	0.19
Norway	2.05	Moldova	0.19
Ukraine	1.75	Slovenia	0.19
Poland	1.40	Armenia	0.185
Turkey	1.00	Azerbaijan	0.185
Belarus	0.70	Georgia	0.185
Greece	0.70	Kyrgyzstan	0.185
Hungary	0.70	Tajikistan	0.185
Romania	0.70	Turkmenistan	0.185
Czech Republic	0.67	Andorra	0.125
Bulgaria	0.55	Holy See	0.125
Ireland	0.55	Liechtenstein	0.125
Kazakhstan	0.55	Malta	0.125
Luxembourg	0.55	Monaco	0.125
Portugal	0.55	San Marino	0.125
		Total	100.00

Scale for Large OSCE Missions and Projects

Status as of 30 June 2000

Country	Per cent	Country	Per cent
United States of America	12.40	Cyprus	0.14
France	10.34	Slovenia	0.14
Germany	10.34	Belarus	0.07
Italy	10.34	Romania	0.07
United Kingdom	10.34	Bulgaria	0.06
Russian Federation	5.50	Kazakhstan	0.06
Canada	5.45	Uzbekistan	0.06
Spain	4.20	Albania	0.02
Belgium	4.07	Andorra	0.02
Netherlands	4.07	Armenia	0.02
Sweden	4.07	Azerbaijan	0.02
Switzerland	2.65	Bosnia and Herzegovina	0.02
Austria	2.36	Estonia	0.02
Denmark	2.36	Georgia	0.02
Finland	2.36	Holy See	0.02
Norway	2.36	Kyrgyzstan	0.02
Poland	1.05	Latvia	0.02
Turkey	0.75	Liechtenstein	0.02
Ireland	0.63	Lithuania	0.02
Luxembourg	0.63	Malta	0.02
Greece	0.53	Moldova	0.02
Hungary	0.53	Monaco	0.02
Czech Republic	0.50	San Marino	0.02
Portugal	0.41	Tajikistan	0.02
Slovak Republic	0.25	the former Yugoslav	
Iceland	0.21	Republic of Macedonia	0.02
Ukraine	0.18	Turkmenistan	0.02
Croatia	0.14	Total	100.00

Main CSCE/OSCE Events 1972-2000 (as of June 30)

Meetings of Heads of State or Government (Meetings of Heads of State or Government of OSCE participating States)	
Helsinki , 30 July – 1 August 1975	
Paris , 19-21 November 1990	
Helsinki , 9-10 July 1992	
Budapest , 5-6 December 1994	
Lisbon , 2-3 December 1996	
Istanbul , 18-19 November 1999	

Review Conferences (formerly Follow-up Meetings of the CSCE and Review Meetings)	
1st Follow-Up Meeting to the CSCE	Belgrade , 4 October 1977 – 9 March 1978
2nd Follow-Up Meeting to the CSCE	Madrid , 11 November 1980 – 9 September 1983
3rd Follow-Up Meeting to the CSCE	Vienna , 4 November 1986 – 19 January 1989
4th Follow-Up Meeting to the CSCE	Helsinki , 24 March – 8 July 1992
Review Conference	Budapest , 10 October – 2 December 1994
Review Meeting	Vienna , 4-22 November 1996
Review Conference (first part)	Vienna , 20 September – 10 October 1999
Review Conference (second part)	Istanbul , 8-10 November 1999

Ministerial Council Meetings (formerly CSCE Council)	
Meeting of Ministers for Foreign Affairs	New York , 1-2 October 1990
1st Meeting	Berlin , 19-20 June 1991
Additional Meeting of the Representatives of the participating States on the Question of the Admission of the Republics of Estonia, Latvia and Lithuania	
	Moscow , 10 September 1991
2nd Meeting	Prague , 30-31 January 1992
1st Additional Meeting	Helsinki , 24 March 1992
3rd Meeting	Stockholm , 14-15 December 1992
4th Meeting	Rome , 30 November – 1 December 1993
5th Meeting of the Ministerial Council	Budapest , 7-8 December 1995
6th Meeting of the Ministerial Council	Copenhagen , 18-19 December 1997
7th Meeting of the Ministerial Council	Oslo , 2-3 December 1998

Senior Council (formerly Committee of Senior Officials (CSO) prior to 1995)	
1st Meeting	Vienna , 28-29 January 1991
2nd Meeting	Prague , 22-24 May 1991
3rd Meeting	Berlin , 17-20 June 1991
1st Emergency Meeting	Prague , 3-5 July 1991
1st Additional Meeting	Prague , 8-9 August 1991 ¹
2nd Additional Meeting	Prague , 3-4 September 1991 ¹

3rd Additional Meeting	Prague, 10 October 1991 ¹
4th Additional Meeting	Prague, 29 November 1991 ¹
4th Meeting	Prague, 22-24 October 1991
5th Meeting	Prague, 8-11 January 1992
6th Meeting	Prague, 27-30 January 1992
7th Meeting	Prague, 27-28 February 1992
8th Meeting	Helsinki, 13-14 March 1992
9th Meeting	Helsinki, 19, 23-24 March 1992
10th Meeting	Helsinki, 29 April – 1 May 1992
2nd Emergency Meeting	Helsinki, 6-9, 11-12 May 1992 ²
11th Meeting	Helsinki, 18-21 May 1992
12th Meeting	Helsinki, 8-11 June 1992
13th Meeting	Helsinki, 29 June – 3, 6-7 July 1992
14th Meeting	Helsinki, 9 July 1992
15th Meeting	Prague, 13-14 August 1992
16th Meeting	Prague, 16-18 September 1992
17th Meeting	Prague, 5-7 November 1992
18th Meeting	Stockholm, 11-15 December 1992
19th Meeting	Prague, 2-4 February 1993
20th Meeting (1st Economic Forum)	Prague, 16-18 March 1993
3rd Emergency Meeting	Prague, 26, 28, 29 April 1993 ²
21st Meeting	Prague, 26-28 April 1993
22nd Meeting	Prague, 29 June – 1 July 1993
23rd Meeting	Prague, 21-23 September 1993
24th Meeting	Rome, 27 November – 1 December 1993
25th Meeting	Prague, 2-4 March 1994
26th Meeting (2nd Economic Forum)	Prague, 15-17 March 1994
27th Meeting	Prague, 13-15 June 1994
28th Meeting	Prague, 14-16 September 1994
29th Meeting	Budapest, 18-19 November 1994
4th Emergency Meeting	Budapest, 28, 30 November, 1 December 1994
1st Meeting of the Senior Council	Prague, 30-31 March 1995
3rd Meeting of the Economic Forum	Prague, 7-9 June 1995
2nd Meeting of the Senior Council	Prague, 26-27 October 1995
3rd Meeting of the Senior Council	Prague, 21-22 March 1996
4th Meeting of the Economic Forum	Prague, 27-29 March 1996
5th Meeting of the Economic Forum	Prague, 11-13 June 1997
6th Meeting of the Economic Forum	Prague, 1-5 June 1998
7th Meeting of the Economic Forum	Prague, 25-28 May 1999
8th Meeting of the Economic Forum	Prague, 11-14 April 2000

¹ Meeting specifically devoted to the crisis in the former Yugoslavia

² Meeting specifically devoted to the situation in and around Nagorno-Karabakh

Permanent Council	
(formerly CSO Vienna Group, Permanent Committee)	
CSO Vienna Group	(18 January 1993 – 25 November 1993) 38 meetings
Permanent Committee	(9 December 1993 – 28 November 1994) 43 meetings
Permanent Council	(1st meeting 15 Dec. 1994) <i>meets weekly</i>

Conference on Confidence- and Security-Building Measures and Disarmament in Europe

Stockholm, 17 January 1984 – 19 September 1986

Forum for Security Co-operation (FSC)

First meeting 22 September 1992 in Vienna. *Meets weekly.*

Negotiations on CSBMs

Vienna, 9 March 1989 – 4 March 1992

Vienna Document 1990 and Vienna Document 1992. Further negotiations were conducted by the FSC, and resulted in the Vienna Documents of 1994 and 1999.

OSCE Code of Conduct on Politico-Military Aspects of Security

1st Follow-Up Conference	Vienna, 22-24 September 1997
2nd Follow-Up Conference	Vienna, 29-30 June 1999

Annual Implementation Assessment Meetings (on CSBMs)

1st Meeting	Vienna, 11-13 November 1991
2nd Meeting	Vienna, 9-11 November 1992
3rd Meeting	Vienna, 4-5 May 1993
4th Meeting	Vienna, 12-14 April 1994
5th Meeting	Vienna, 13-15 March 1995
6th Meeting	Vienna, 4-6 March 1996
7th Meeting	Vienna, 3-5 March 1997
8th Meeting	Vienna, 2-4 March 1998
9th Meeting	Vienna, 1-3 March 1999
10th Meeting	Vienna, 28 Feb. – 1 March 2000

Consultative Committee of the Conflict Prevention Centre (CC/CPC)

Vienna, 3 December 1990 – 8 November 1993; 43 meetings.
Dissolved by Rome Council Decision (December 1993)

Seminars of the FSC/CPC

First Seminar on Military Doctrine	Vienna , 16 January – 5 February 1990
Second Seminar on Military Doctrine	Vienna , 8-18 October 1991
Seminar on Conversion of Military Industry to Civilian Production	Bratislava , 19-21 February 1992
Seminar on Armed Forces in Democratic Societies	Vienna , 4-6 March 1992
Seminar on Defence Planning	Vienna , 31 March – 2 April 1993
Seminar on a Code of Conduct Governing Mutual Relations in the Field of Security	Vienna , 6-7 May 1993
Seminar on CSCE Peacekeeping	Vienna , 7-9 June 1993
Seminar on Regional Security Issues ³	Ashgabad , 24-26 May 1994
Seminar on CSBMs and Arms Control: Application and Compliance	Almaty , 16-23 May 1995
Seminar on Principles Governing Conventional Arms Transfers	Vienna , 20-21 June 1995
Seminar on Regional Arms Control	Vienna , 10-12 July 1995
Seminar on Defence Policies and Military Doctrines	Vienna , 26-28 January 1998
Seminar on Regional Security, Stability and Co-operation in Central Asia	Ashgabad , 17-18 February 1998
Seminar on Small Arms	Vienna , 3-5 April 2000

³ Conducted also as a regional seminar for Central Asia pursuant to the decisions taken at the 22nd meeting of the CSO

Seminars within the the framework of the Common and Comprehensive Security Model for Europe for the 21st century

Seminar on the Security Model	Moscow , 17-18 July 1995
Seminar on the Security Model	Vienna , 18-19 September 1995
Seminar on Specific Risks and Challenges	Vienna , 5-7 May 1997
Seminar on Regional Security and Co-operation	Vienna , 2-4 June 1997

Human Dimension Implementation Meetings

1st Meeting	Warsaw , 27 September – 15 October 1993
2nd Meeting	Warsaw , 2-19 October 1995
3rd Meeting	Warsaw , 12-28 November 1997
4th Meeting	Warsaw , 26 October – 6 November 1998

Human Dimension Seminars

Seminar on Tolerance	Warsaw , 16-20 November 1992
Seminar on Migration, Including Refugees and Displaced Persons	Warsaw , 20-23 April 1993
Seminar on Case Studies on National Minorities Issues: Positive Results	Warsaw , 24-28 May 1993

Seminar on Free Media	Warsaw , 2-5 November 1993
Seminar on Early Warning and Preventive Diplomacy	Warsaw , 19-21 January 1994
Seminar on Migrant Workers	Warsaw , 21-25 March 1994
Seminar on Human Dimension Issues in Central Asia	Almaty , 20-22 April 1994 ⁴
Seminar on Local Democracy	Warsaw , 16-20 May 1994
Seminar on Roma in the CSCE Region	Warsaw , 20-23 September 1994
Seminar on Building Blocks for Civic Society: Freedom of Associations and NGOs	Warsaw , 4-7 April 1995
Seminar on the Rule of Law	Warsaw , 28 November – 1 December 1995
Seminar on Constitutional, Legal and Administrative Aspects of the Freedom of Religion	Warsaw , 16-19 April 1996
Seminar on Administration and Observation of Elections	Warsaw , 8-11 April 1997
Seminar on the Promotion of Women's Participation in Society	Warsaw , 14 -17 October 1997
Seminar on Ombudsman and National Human Rights Protection Institutions	Warsaw , 25-28 May 1998
Seminar on Human Rights: The Role of Field Missions	Warsaw , 27-30 April 1999
Seminar on Children and Armed Conflict	Warsaw , 23-26 May 2000

⁴ Conducted also as a regional seminar for Central Asia pursuant to the decisions taken at the 22nd meeting of the CSO

Human Dimension Conference

1st Meeting	Paris , 30 May – 23 June 1989
2nd Meeting	Copenhagen , 5-29 June 1990
3rd Meeting	Moscow , 10 September – 4 October 1991

Economic Dimension Implementation Review Meetings

1st Meeting	Geneva , 22-23 January 1996
2nd Meeting	Prague , 4-5 June 1998

Economic Dimension Seminars

Seminar on Promoting the Creation of Small and Medium-Sized Businesses	Bishkek , 24-25 February 1994 ⁵
Seminar on Business and Environment	Tallinn , 7-9 September 1994
Seminar on the Role of Tourism in Promoting Better Understanding between Different Cultures	Bucharest , 6-8 November 1995
Seminar on the Role of Trans-European Infrastructure for Stability and Co-operation in the Black Sea Region	Sofia , 15-17 November 1995

⁵ Conducted also as a regional seminar for Central Asia pursuant to the decisions taken at the 22nd meeting of the CSO

Seminar on a Framework for Private Sector Development, Industrial Co-operation and Direct Investment in the CIS Countries	Minsk , 25-26 September 1996
Seminar on Promoting Sustainable Environmental Development in the Aral Sea Region	Tashkent , 30-31 October 1996
Seminar on Role of Stable and Transparent Economic Legislation for Economic and Social Transition	Almaty , 22-24 October 1997
Joint OSCE/OECD Conference on National and International Approaches to Improving Integrity and Transparency in Government	Paris , 15-16 July 1998
Seminar on Regional Environmental Problems and Co-operative Approaches to Solving Them	Tashkent , 22-24 September 1998
Seminar on Regional Environmental Problems and Co-operative Approaches to Solving Them: The Case of the Black Sea Region	Istanbul , 5-6 November 1998
Seminar on Regional Environmental Problems and Co-operative Approaches to Solving Them - The Case of the Mediterranean	Malta , 22-23 February 1999
Seminar on Regional Energy Co-operation in the Baltic Sea Area and the Role of Trans-European Energy Networks	Riga , 9 April 1999
Seminar on Regional Environmental Problems and Co-operative Approaches to Solving Them - The Case of the Baltic Region	Warnemuende , 26-27 April 1999
Seminar on Access to Information, Public Participation in Decision-Making and Access to Justice in Environmental Matters	Almaty , 11-12 June 1999
Seminar on Economic Rehabilitation and Next Steps in the Transition: Institution-Building, Rule of Law and the Role of Civil Society	Tashkent , 19-20 October 1999
Seminar on Environmental Impact of Conflicts and Rehabilitation Measures	Sarajevo , 13-14 December 1999
Seminar on Experiences with Post-Conflict Rehabilitation Efforts	Thilisi , 26-27 January 2000

Regional Seminars for Central Asia

Seminar on Promoting the Creation of Small and Medium-Sized Businesses	Bishkek , 24-25 February 1994
Seminar on Human Dimension Issues in Central Asia	Almaty , 20-22 April 1994
Seminar on Regional Security Issues	Ashgabad , 24-26 May 1994
Seminar on General CSCE Issues	Tashkent , 28-29 September 1994
Seminar on CSBMs and Arms Control: Application and Compliance	Almaty , 16-23 May 1995
Seminar on Drafting Human Rights Legislation	Ashgabad , 19-21 September 1995

Seminar on Rehabilitating the Environment	Tashkent/Urgench , 10-14 October 1995
Symposium on Central Asia: OSCE Comprehensive Security and Regional Challenge	Tashkent , 23 April 1996
Seminar on Confidence Building	Dushanbe , 24-26 April 1996
Seminar on Drugs and Crime: New Challenges	Bishkek , 10-12 June 1996
Seminar on National Human Rights Institutions	Tashkent , 11-13 September 1996
Seminar on Promoting Sustainable Environmental Development in the Aral Sea Region	Tashkent , 30-31 October 1996
Seminar on Role of Stable and Transparent Economic Legislation for Economic and Social Transition	Almaty , 22-24 October 1997
Seminar on Regional Security, Stability and Co-operation in Central Asia	Ashgabad , 17-18 February 1998
Regional Consultation on "Women in Public Life"	Tashkent , 16-18 June 1998
Seminar on Regional Environmental Problems and Co-operative Approaches to Solving Them	Tashkent , 22-24 September 1998

Economic, Environmental and Scientific Issues

Scientific Forum	Hamburg , 18 February – 3 March 1980
Meeting on the Protection of the Environment	Sofia , 16 October – 3 November 1989
Conference on Economic Co-operation in Europe	Bonn , 19 March – 11 April 1990
Seminar on Sustainable Development of Boreal and Temperate Forests	Montreal , 27 September – 1 October 1993
Special <i>ad hoc</i> Meeting of Senior Officials to identify international projects to assist affected States in the region of the FRY to better cope with the effects of the sanctions	Vienna , 31 January – 1 February 1994

Human Dimension

Meeting of Experts on the progress of Human Rights	Ottawa , 7 May - 17 June 1985
Cultural Forum	Budapest , 15 October – 25 November 1985
Meeting of Experts on Human Contacts	Bern , 15 April – 26 May 1986
Information Forum	London , 18 April – 12 May 1989
Symposium on the Cultural Heritage	Cracow , 28 May – 7 June 1991
Meeting of Experts on National Minorities	Geneva , 1-19 July 1991
Seminar of Experts on Democratic Institutions	Oslo , 4-15 November 1991

Mediterranean

Meeting of Experts on Economic, Scientific and Cultural Co-operation in the Mediterranean	Valletta , 13 February – 26 March 1979
Seminar on Economic, Scientific and Cultural Co-operation in the Mediterranean	Venice , 16-26 October 1984

Meeting on the Mediterranean	Palma de Mallorca 24 September – 19 October 1990
Mediterranean Seminar	Valletta , 17-21 May 1993
Mediterranean Seminar on the OSCE's Experience in the Field of Confidence-Building	Cairo , 26-28 September 1995
Mediterranean Seminar on the OSCE as a Platform for Dialogue and the Fostering of Norms of Behaviour	Tel Aviv , 2-4 June 1996
Mediterranean Seminar on the Security Model for the twenty-first century: Implications for the Mediterranean Basin	Cairo , 3-5 September 1997
Mediterranean Seminar on the Human Dimension of Security, Promoting Democracy and the Rule of Law	Valletta , 19-20 October 1998
Implementation of Human Dimension Commitments	Amman , 6-7 December 1999

Peaceful Settlement of Disputes

Meeting of Experts	Montreux , 31 October – 11 December 1978
Meeting of Experts	Athens , 21 March – 30 April 1984
Meeting of Experts	Valletta , 15 January – 8 February 1991
Meeting of Experts	Geneva , 12-23 October 1992

Co-operation with International Organizations

Seminar on: Experience in Bosnia and Herzegovina	Portoroz , 29-30 September 1997
Seminar on: Experience and prospects in South-Eastern Europe	Sofia , 17-19 May 1999

Other OSCE Seminars

Seminar on the Relationship between Central and Regional Governments	Chisinau , 1-2 July 1998
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OSCE Parliamentary Assembly

First Annual Session	Budapest , 3-5 July 1992
Second Annual Session	Helsinki , 6-9 July 1993
Third Annual Session	Vienna , 4-8 July 1994
Fourth Annual Session	Ottawa , 4-8 July 1995
Fifth Annual Session	Stockholm , 5-9 July 1996
Sixth Annual Session	Warsaw , 5-8 July 1997
Seventh Annual Session	Copenhagen , 7-10 July 1998
Eighth Annual Session	St. Petersburg , 6-10 July 1999

Chronological Review of Major CSCE/OSCE Events from 1972 to 2000

1972	22 November – 8 June 1973	Beginning of the consultations on a Conference on Security and Co-operation in Europe (Helsinki/Dipoli).
1973	3-7 July	Stage I of the CSCE in Helsinki.
	18 September	Stage II of the CSCE. The second working phase begins in Geneva.
1975	21 July	End of Stage II.
	30 July – 1 August	Stage III of the CSCE. Summit of Heads of State or Government, Helsinki. The Helsinki Final Act is signed by Heads of State or Government of all participating States.
1977	15 June – 5 August	Preparatory Meeting to organize the Belgrade Meeting.
	4 October	Beginning of the first Follow-Up Meeting, Belgrade.
1978	9 March	End of the first Follow-Up Meeting, Belgrade.
	20 June – 28 July	Meeting of Experts to prepare the Scientific Forum (1980), Bonn.
	31 October – 11 December	Meeting of Experts on Peaceful Settlement of Disputes, Montreux.
1979	13 February – 26 March	Meeting of Experts on Economic, Scientific and Cultural Co-operation in the Mediterranean, Valletta.
1980	18 February – 3 March	Scientific Forum, Hamburg.
	9 September – 10 November	Preparatory Meeting to organize the Madrid Meeting.
	11 November	Beginning of the second Follow-Up Meeting, Madrid.
1983	9 September	End of the second Follow-Up Meeting, Madrid.
	25 October – 11 November	Preparatory Meeting for the First Stage of the Conference on Confidence- and Security-Building Measures (CSBMs) and Disarmament in Europe, Helsinki.
1984	17 January	Beginning of the Conference on CSBMs and Disarmament in Europe, Stockholm.
	21 March – 30 April	Meeting of Experts on Peaceful Settlement of Disputes, Athens.

	16-26 October	Seminar on Economic, Scientific and Cultural Co-operation in the Mediterranean, Venice.
	21 November – 4 December	Meeting of Experts to prepare the Cultural Forum, Budapest.
1985	7 May – 17 June	Meeting of Experts on the progress of Human Rights, Ottawa.
	30 July – 1 August	10th Anniversary Ceremony of the signing of the Final Act, Helsinki.
	15 October – 25 November	Cultural Forum, Budapest.
1986	15 April – 26 May	Meeting of Experts on Human Contacts, Bern.
	19 September	End of the Stockholm Conference on CSBMs.
	23 September – 6 October	Preparatory Meeting to organize the Vienna Meeting
	4 November	Beginning of the third Follow-Up Meeting, Vienna.
1989	19 January	End of the third Follow-Up Meeting, Vienna.
	9 March	Beginning of the negotiations on Conventional Forces in Europe (CFE) among the 23 CSCE participating States which were NATO and Warsaw Pact members, Vienna.
	9 March	Beginning of the second stage of the negotiations on CSBMs, Vienna.
	18 April – 12 May	Information Forum, London.
	30 May – 23 June	First Meeting of the Conference on the Human Dimension of the CSCE, Paris.
	16 October – 3 November	Meeting on the Protection of the Environment, Sofia.
1990	19 March – 11 April	Conference on Economic Co-operation in Europe, Bonn.
	5-29 June	Second Meeting of the Conference on the Human Dimension of the CSCE, Copenhagen.
	10 July – 17 November	Preparatory Committee of the Summit Meeting, Vienna.
	24 September – 19 October	Meeting on the Mediterranean, Palma de Mallorca.
	1-2 October	Meeting of Ministers for Foreign Affairs, New York.
	17 November	Vienna Document 1990 of the Negotiations on CSBMs, Vienna.
	19 November	The CFE Treaty signed in Paris.
	19-21 November	Summit of Heads of State or Government, Paris: The Charter of Paris For a New Europe

1991	15 January – 8 February	Meeting of Experts on Peaceful Settlement of Disputes, Valletta.
	3 April	Final Resolution concerning the establishment of the CSCE Parliamentary Assembly, Madrid.
	28 May – 7 June	Symposium on the Cultural Heritage, Cracow.
	19-20 June	First Meeting of the Council (of Ministers), Berlin.
	1-19 July	Meeting of Experts on National Minorities, Geneva.
	10 September	Additional Meeting, at Ministerial Level, of the Representatives of the Participating States on the Question of the Admission of the Republics of Estonia, Latvia and Lithuania, Moscow.
	10 September – 4 October	Third Meeting of the Conference on the Human Dimension of the CSCE, Moscow.
	4-15 November	Seminar of Experts on Democratic Institutions, Oslo.
1992	30-31 January	Second Meeting of the Council (of Ministers), Prague.
	4 March	Vienna Document 1992 of the Negotiations on CSBMs, Vienna.
	10-20 March	Preparatory Meeting of the Helsinki Follow-Up Meeting, Helsinki.
	24 March	First Additional Council of Ministers Meeting, Helsinki.
	24 March	Treaty on Open Skies, signed in Helsinki.
	24 March	The CSCE Declaration on the Treaty on Open Skies, Helsinki.
	24 March – 8 July	Fourth Follow-Up Meeting, Helsinki.
	3-5 July	First Annual Session of the CSCE Parliamentary Assembly, Budapest.
	9-10 July	Summit of Heads of State or Government, Helsinki; Helsinki Document 1992, "The Challenges of Change".
	10 July	Concluding Act of the Negotiation on Personnel Strength of Conventional Armed Forces in Europe (CFE IA), signed in Helsinki.
	14-15 December	Third Meeting of the Council (of Ministers), Stockholm.
1993	6-9 July	Second Annual Session of the CSCE Parliamentary Assembly, Helsinki.
	25 November	49th Meeting of the Special Committee of the CSCE Forum for Security Co-operation,

		Vienna/Rome, which resulted in the adoption of documents regarding stabilizing measures for localized crisis situations, principles governing conventional arms transfers, military contacts and defence planning.
	30 November – 1 December	Fourth Meeting of the Council (of Ministers), Rome.
1994	4-8 July	Third Annual Session of the CSCE Parliamentary Assembly, Vienna.
	10 October – 2 December	Review Conference, Budapest.
	28 November	91st Plenary Meeting of the Special Committee of the CSCE Forum for Security Co operation, Budapest, which resulted in the adoption of documents regarding the global exchange of military information, principles governing non-proliferation, and a Code of Conduct on politico-military aspects of security.
	5-6 December	Summit of Heads of State or Government, Budapest.
1995	5-9 July	Fourth Annual Session of the OSCE Parliamentary Assembly, Ottawa.
	7-8 December	Fifth Meeting of the Ministerial Council (formerly CSCE Council), Budapest.
1996	15-31 May	First Conference to Review the Operation of the CFE Treaty and the Concluding Act of the Negotiation on Personnel Strength, Vienna.
	5-9 July	Fifth Annual Session of the OSCE Parliamentary Assembly, Stockholm.
	4-22 November	Review Meeting, Vienna.
	2-3 December	Summit of Heads of State or Government, Lisbon.
1997	5-8 July	Sixth Annual Session of the OSCE Parliamentary Assembly, Warsaw.
	18-19 December	Sixth Meeting of the Ministerial Council, Copenhagen
1998	7-10 July	Seventh Annual Session of the OSCE Parliamentary Assembly, Copenhagen
	2-3 December	Seventh Meeting of the Ministerial Council, Oslo
1999	7-10 July	Eighth Annual Session of the OSCE Parliamentary Assembly, St. Petersburg
	18-19 November	Summit of Heads of State or Government, Istanbul

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List of Abbreviations used in the OSCE Handbook

AG	OSCE Assistance Group to Chechnya
AMG	OSCE Advisory and Monitoring Group in Belarus
CALO	OSCE Liaison Office in Central Asia
CBM(s)	Confidence-Building Measure(s)*
CFE	Conventional Armed Forces in Europe (Treaty)
CiO	Chairman-in-Office
CIS	Commonwealth of Independent States
CoE	Council of Europe
CPC	Conflict Prevention Centre
CSCE	Conference on Security and Co-operation in Europe*
CSBM(s)	Confidence- and Security-Building Measure(s)
CSO	Committee of Senior Officials*
Dayton Peace Accords	General Framework Agreement for Peace in Bosnia and Herzegovina
EBRD	European Bank for Reconstruction and Development
EC	European Community
ECMM	European Community Monitoring Mission
EU	European Union
FRY	Federal Republic of Yugoslavia
FSC	Forum for Security Co-operation
FYROM	former Yugoslav Republic of Macedonia
HCNM	High Commissioner on National Minorities
HLPG	High-Level Planning Group
ICRC	International Committee of the Red Cross
JCG	Joint Consultative Group
JCC	Joint Control Commission
KVM	Kosovo Verification Mission
MPCs	Mediterranean Partners for Co-operation
NATO	North Atlantic Treaty Organization
NGO(s)	Non-governmental organization(s)
NPMS(s)	Non-Participating Mediterranean State(s)*
ODIHR	Office for Democratic Institutions and Human Rights

OECD	Organisation for Economic Co-operation and Development
OFE	Office for Free Elections*
OMIK	OSCE Mission in Kosovo
OSCE	Organization for Security and Co-operation in Europe
OSCC	Open Skies Consultative Commission
PA	Parliamentary Assembly
PC	Permanent Council
SAM(s)	Sanctions Assistance Mission(s)
SC	Senior Council
SFOR	Stabilization Force
UNDP	United Nations Development Programme
UN-ECE	United Nations Economic Commission for Europe
UNHCR	United Nations High Commissioner for Refugees
UNHCHR	United Nations High Commissioner for Human Rights
UNTAES	United Nations Transitional Administration for Eastern Slavonia, Baranja and Western Sirmium (Croatia)*
WEU	Western European Union
WTO	Warsaw Treaty Organization*

* Abbreviations of no longer existing concepts or of names that have been subsequently changed.

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Regularly updated sources of information
available from the OSCE Secretariat

1. OSCE website

updated daily to provide accurate information on the OSCE's current activities and an expanding on-line archive of documentation relating to the decisions of the OSCE. Please consult the site for a full list of OSCE publications (<http://www.osce.org>.)

2. OSCE Newsletter

current information and background articles on the work of the OSCE, including its field activities and Institutions, issued monthly in all six OSCE official languages*.

3. OSCE Decisions – Reference Manual

an annual compilation of all the decisions taken by the OSCE Negotiating and Decision-making Bodies. Available for: 1993-94, 1995, 1996, 1997, 1998 and 1999

4. OSCE Factsheets

a series presenting basic information on the OSCE, its field activities and Institutions (regularly updated, in several official and local languages)

5. The Secretary General's Annual Report on OSCE Activities

annual report on the OSCE's activities prepared by the Secretary General (for 1993, 1994, 1995, 1996, 1997, 1998 and 1999), available in all six OSCE official languages*

6. Survey of OSCE Long-term Missions

a descriptive overview of the OSCE's field activities, including mandates and technical data, prepared and updated by the Conflict Prevention Centre

7. ODIHR Semi-annual Report

a description of the activities of the Office for Democratic Institutions and Human Rights

8. OSCE Representative on Freedom of the Media Yearbook

a forum for journalists and writers on media freedom in the OSCE region, as well as a report on the work of the Representative's office

Editions available for 1999 and 2000

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OSCE Handbook

Published by the Secretariat of the Organization
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OSCE Handbook

Third Edition

First issued: March 1999

Second impression: June 2000

(updated text, maps and statistics)

Second impression reprinted July 2002

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ISBN 3-902107-00-6

