

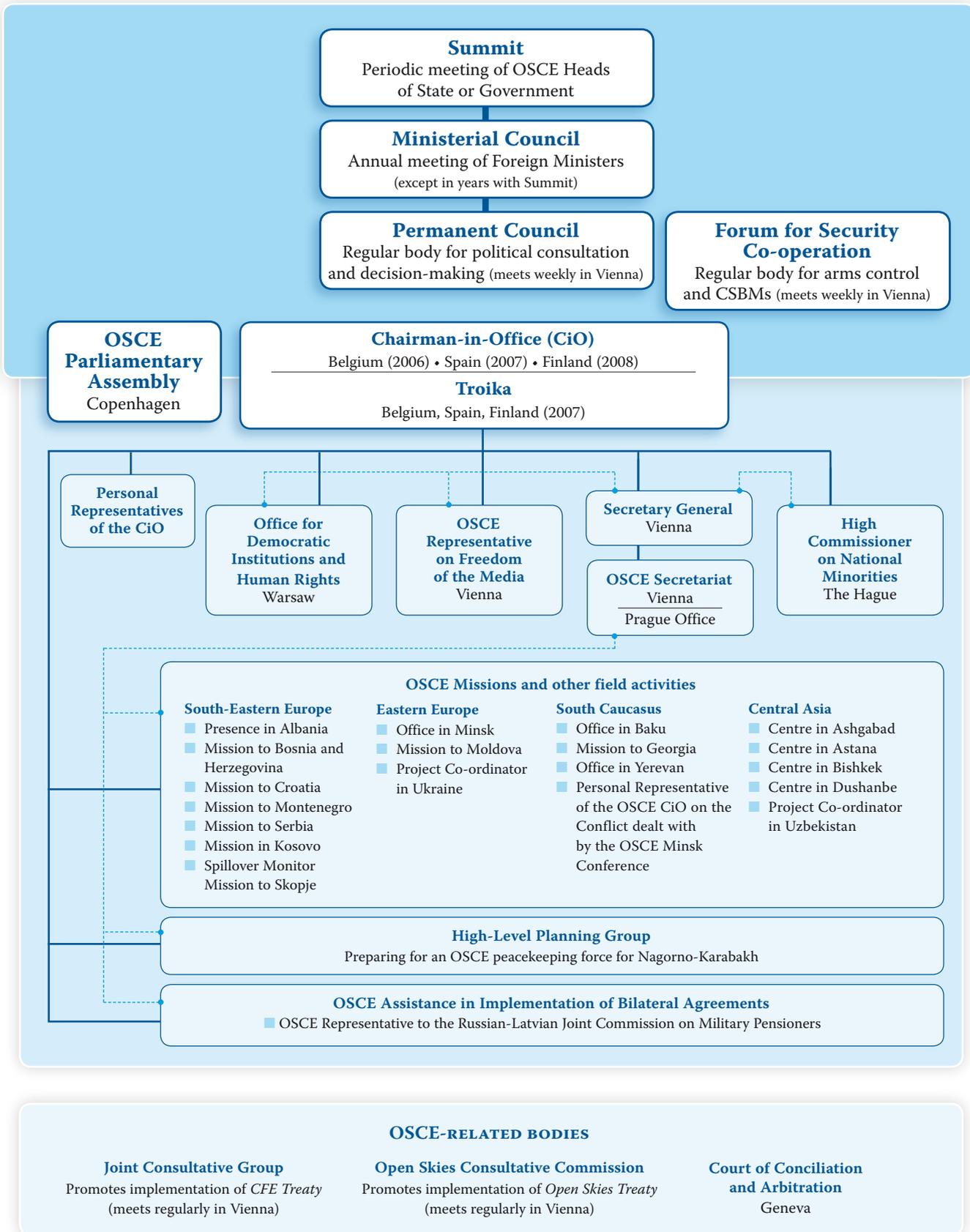
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osce Handbook

The Organization for Security and Co-operation in Europe

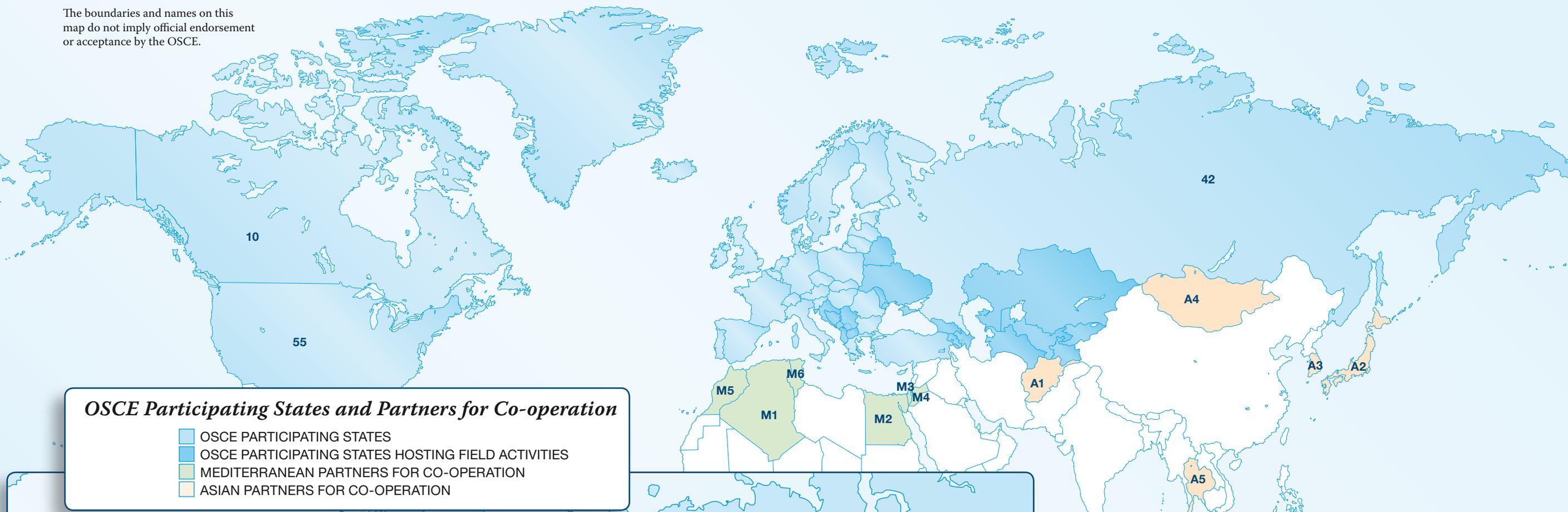
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Overview of the OSCE



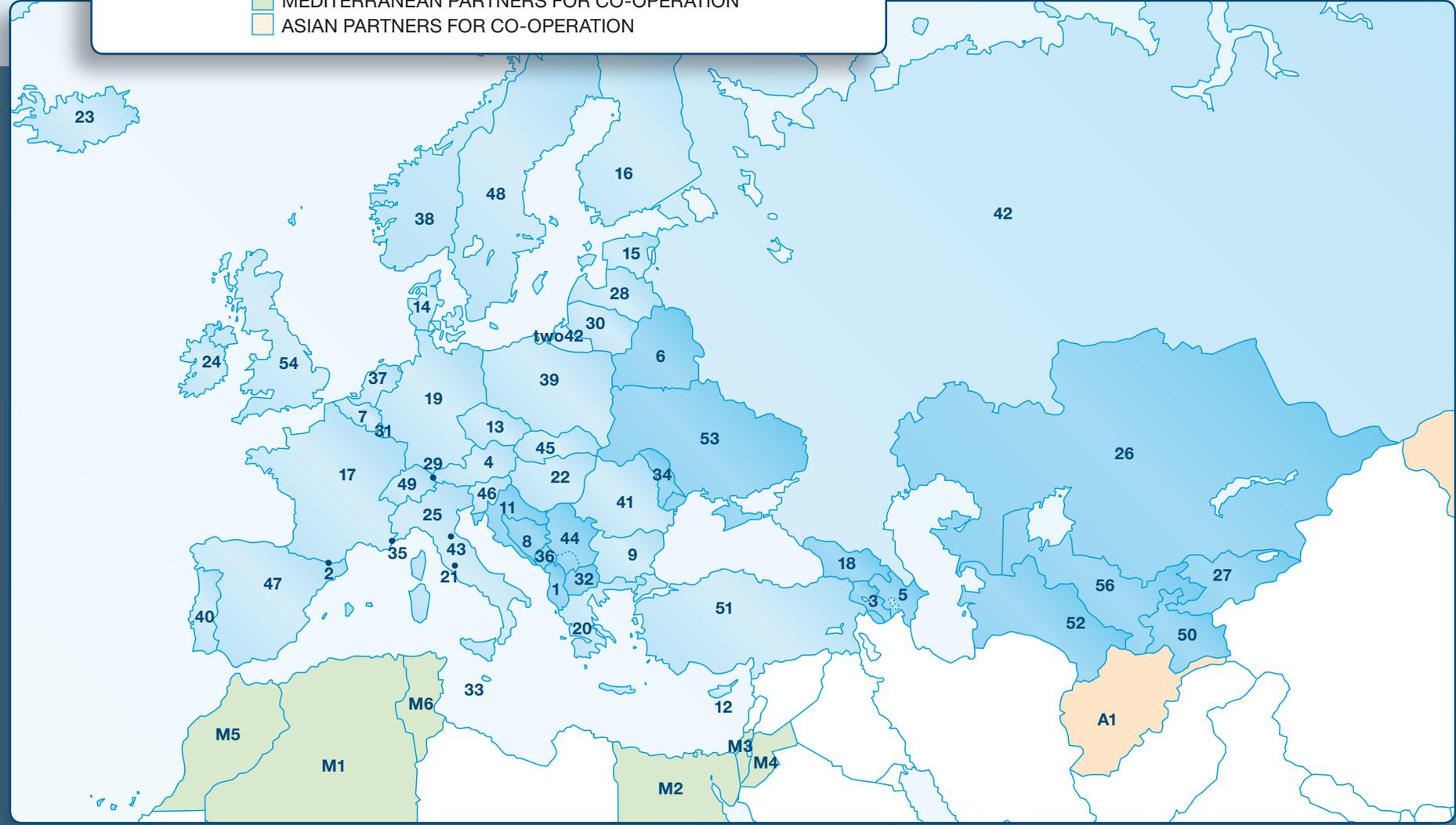
— Line of responsibility
 - - - Provides support

The boundaries and names on this map do not imply official endorsement or acceptance by the OSCE.



OSCE Participating States and Partners for Co-operation

- OSCE PARTICIPATING STATES
- OSCE PARTICIPATING STATES HOSTING FIELD ACTIVITIES
- MEDITERRANEAN PARTNERS FOR CO-OPERATION
- ASIAN PARTNERS FOR CO-OPERATION



PARTICIPATING STATES	27 Kyrgyzstan	52 Turkmenistan
1 Albania	28 Latvia	53 Ukraine
2 Andorra	29 Liechtenstein	54 United Kingdom
3 Armenia	30 Lithuania	55 United States of America
4 Austria	31 Luxembourg	56 Uzbekistan
5 Azerbaijan	32 the former Yugoslav Republic of Macedonia	
6 Belarus	33 Malta	ASIAN PARTNERS FOR CO-OPERATION
7 Belgium	34 Moldova	A1 Afghanistan
8 Bosnia and Herzegovina	35 Monaco	A2 Japan
9 Bulgaria	36 Montenegro	A3 Republic of Korea
10 Canada	37 Netherlands	A4 Mongolia
11 Croatia	38 Norway	A5 Thailand
12 Cyprus	39 Poland	
13 Czech Republic	40 Portugal	MEDITERRANEAN PARTNERS FOR CO-OPERATION
14 Denmark	41 Romania	M1 Algeria
15 Estonia	42 Russian Federation	M2 Egypt
16 Finland	43 San Marino	M3 Israel
17 France	44 Serbia	M4 Jordan
18 Georgia	45 Slovakia	M5 Morocco
19 Germany	46 Slovenia	M6 Tunisia
20 Greece	47 Spain	
21 Holy See	48 Sweden	
22 Hungary	49 Switzerland	
23 Iceland	50 Tajikistan	
24 Ireland	51 Turkey	
25 Italy		
26 Kazakhstan		

OSCE Handbook

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Preface

Welcome to the new edition of the *OSCE Handbook*. It is designed to serve the busy reader who needs basic information on the OSCE. Maps, diagrams and tables present facts at a glance and provide a snapshot of the present-day OSCE.

This is not intended as an exhaustive history, archive or record of the development of the OSCE or the Conference on Security and Co-operation in Europe. However, some background and historical description is included to explain how the Organization has evolved.

The book has its own dedicated website at www.osce.org/handbook. This offers a downloadable version in PDF that features links to the websites of OSCE field operations and institutions, numerous key documents and publications, important meetings and a wealth of other material.

As is often said, the OSCE is a work in progress and will probably always be as long as it is fulfilling its complex mandate. The same is true of this Handbook, and so your comments will help to make future editions even better. Please submit feedback to info@osce.org with the subject heading “Handbook”.

*Press and Public Information Section
Organization for Security and Co-operation in Europe
Vienna, 2007*



Foreign Ministers at the Conference on Security and Co-operation in Europe in Helsinki, 1973

History of the OSCE

The structure of every political organization is a reflection of the way it evolved, and for the Organization for Security and Co-operation in Europe (OSCE), this is particularly true. The OSCE has no founding charter determining its membership, purpose and rules. It began, instead, as an improbable gathering that brought together representatives of 35 Eastern, Western and non-aligned countries in Helsinki in 1973, when Europe was in the grip of the Cold War, to talk about co-operation. When the Conference on Security and Co-operation in Europe (CSCE) concluded two years later, the participants had agreed not only on a number of military confidence- and security-building measures but had decided also that their countries would work together in areas of economic, scientific, technological, environmental, cultural and

humanitarian concern. The wide scope of the issues addressed in the *Helsinki Final Act* was unprecedented. This breakthrough document contained no legally enforceable commitments, yet, as the human rights groups in the East and the peace movement in the West were soon to make apparent, it effectively rendered existing policies of intransigence on both sides of the Iron Curtain obsolete. In a way no one could have foreseen at the time, it initiated a process that led to the end of the Cold War and beyond. The short answer to the question “What is the OSCE?” is that it is the continuation of the Conference on Security and Co-operation in Europe that began in Helsinki more than 30 years ago. Perhaps the best way to get a sense of the workings of this organization is to retrace the story of how it has evolved.

Cold War beginnings

In 1954, the Soviet Union proposed that a 50-year treaty be drawn up for signature by all European States and be supported by permanent institutional machinery. However, 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, and the idea was shelved.

In the mid-1960s, taking advantage of more frequent exchanges between East and West, the Soviet Union, under the multilateral umbrella of the Warsaw Treaty Organization, proposed convening a European conference on security and co-operation. It wanted the conference to adopt a text 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, its member countries indicated their readiness to participate in such a conference provided certain conditions were met. These included full participation of Canada and the United States, reconfirmation of the legal status of Berlin, a discussion of conventional weapons disarmament in Europe and the inclusion of human rights on the agenda of the conference.

These obstacles were overcome in the early 1970s when much goodwill was generated by West German Chancellor Willy Brandt's Ostpolitik and tensions relaxed between East and West. The Soviet Union accepted the participation of Canada and the United States in the conference; the *Quadripartite Agreement* reconfirming the status of Berlin was signed in 1971; West Germany concluded treaties normalizing its relations with Czechoslovakia, East Germany, Poland and the Soviet Union and Mutual and Balanced Force

Reduction talks began. With talks on the *Strategic Arms Limitation Treaty* so advanced that U.S. President Richard Nixon and Soviet leader Leonid Brezhnev could sign the *Anti-Ballistic Missile Treaty* at their Summit in May 1972, the time was ripe for the Conference on Security and Co-operation in Europe.

The Conference on Security and Co-operation in Europe

Finland offered to host the preparatory talks. Representatives from Europe, the United States and Canada met on the outskirts of Helsinki, in the suburb of Dipoli, which became an informal way of referring to the talks themselves. These began on 22 November 1972 and lasted until 8 June 1973, concluding with the *Final Recommendations of the Helsinki Consultations*. Also known as the "Blue Book", the *Recommendations* outlined in detail the arrangements for a three-stage conference.

The conference was to "take place outside military alliances", and all States would participate as "sovereign and independent States and in conditions of full equality". Decisions were to be taken by consensus. Thus, the foundation was laid for the co-operative approach that has become one of the characteristic features of the OSCE. The Blue Book also provided for possible contributions by non-participating States, a provision that referred particularly to the States of the Mediterranean region.

The many issues raised for discussion at the talks were grouped under four headings: Questions relating to Security in Europe; Co-operation in the Fields of Economics, of Science and Technology and of the Environment; Co-operation in Humanitarian and other Fields; and Follow-Up to the Conference. The inclusion of such a wide range of issues reflected a comprehensive approach to security that remains one of the OSCE's greatest assets.

With respect to the practical organization of the Conference, the *Final Recommendations* prescribed a daily rotation of the Chairmanship of the Conference according to French alphabetical order. They foresaw a lean administrative structure consisting of several committees. A national of the host country was to be appointed as its Executive Secretary. With only a few exceptions, meetings were to be closed to the public and no verbatim records were to be kept of the working process of the Conference. The official languages of the CSCE were to be English, French, German, Italian, Russian and Spanish. The Blue Book's rules for conducting negotiations continued to guide the work of the CSCE/OSCE until new *Rules of Procedure* were adopted at the Ministerial Council meeting in Brussels in 2006.

The Conference on Security and Co-operation in Europe formally opened in Helsinki on 3 July 1973 and was attended by 35 States. In the first stage of the Conference, which lasted until 7 July, the Foreign Ministers of the participating States adopted the *Final Recommendations* and stated the views of their governments. The second stage of the Conference constituted its substantive working phase and took place in Geneva from 18 September 1973 to 21 July 1975. Experts from the participating States engaged in what amounted to the first multilateral East-West negotiation process. The result of the negotiations, the *Final Act of the Conference on Security and Co-operation in Europe*, or the *Helsinki Final Act*, was signed by 35 Heads of State or Government in the third stage of the Conference, the first Summit, which took place in Helsinki from 30 July to 1 August 1975 (see Annex II).

The *Helsinki Final Act*, which was not a treaty, but a politically binding agreement, contained recommendations in the four areas – or “baskets” as they had come to be called – identified during the preparatory talks. It began with the provision that was to become the most famous: the Declaration on Principles Guiding Relations between Participating States, also known as the “Decalogue” (see box). The Decalogue was the

The Decalogue

The Declaration on Principles Guiding Relations between Participating States, under basket one of the *Helsinki Final Act*, consists of the following ten principles:

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 Declaration notes that all ten principles “are of primary significance and that, accordingly, they will be equally and unreservedly applied, each of them being interpreted taking into account the others.”

result of extremely complicated and laborious negotiations. The Eastern States insisted on the inclusion of a declaration on the inviolability of frontiers while the Western States pushed for a clause providing for peaceful changes of frontiers in exchange – a clause that was finally included not in that declaration but in the text of the first principle on the rights of sovereignty. The inclusion of the principle on the respect for human rights was a major achievement. Together with the third basket recommendations contained in the *Act*, it represented the first acknowledgement in an international document of the direct link between human rights and security.

No less important in the first basket was a series of voluntary confidence- and security-building

measures concerning prior notification and mutual observation of major military manoeuvres. They were the starting point for one of the CSCE/OSCE's major success stories, the negotiation of a series of increasingly comprehensive confidence- and security-building measures, first in Stockholm in 1986 and from 1990 onward in Vienna (see pp. 80 ff.).

Recommendations in the second basket included agreements to conduct commercial exchanges and carry out projects of common interest in areas such as trade, industrial co-operation, science, technology, the environment, transport, tourism, migrant labour and the training of personnel.

The provisions of the second basket were followed by a set of recommendations on Mediterranean issues, the inclusion of which was due primarily to the initiative of Malta. They marked the beginning of a close co-operation with States of the Mediterranean region that continues to be an important aspect of the OSCE's work today (see p. 104).

In the introduction to the third basket of agreements, participating States expressed their conviction that "increased cultural and educational exchanges, broader dissemination of information, contact between people and the solution of humanitarian problems will all contribute to the strengthening of peace and understanding among peoples." The recommendations that followed under the headings: human contacts, information, co-operation in the field of culture and co-operation in the field of education were to provide inspiration to hundreds of human rights groups in the Eastern States in the following years. Cautiously worded, they included the first detailed regulation in the Cold War context of the reunification of families and the dissemination of information from other States.

Finally, the *Final Act* set the modalities for following up on the Conference. During the negotiations, a proposal by the Soviet Union for the establishment of a permanent structure

had been opposed by NATO countries. The participating States agreed to hold periodic meetings to continue the dialogue begun in Helsinki. For the remainder of that decade and the next, the CSCE continued as a roving forum with no fixed address.

The CSCE on tour

Meetings to follow up on the Conference on Security and Co-operation in Europe took place during the 1970s and 1980s in Belgrade, Madrid and Vienna. The meetings consisted of a phase for reviewing the implementation of previous CSCE commitments and a phase for considering new proposals and drafting a concluding document. The follow-up meetings went on for months and even years because of their comprehensive agenda and the fact that consensus-building was often difficult during the Cold War. In addition, expert workshops and conferences were organized *ad hoc*.

The *Helsinki Final Act's* immediate effect on international relations was not entirely positive: the Helsinki monitoring groups that sprang up in the Eastern countries were harshly repressed by their governments, and the Western States took these severely to task during the first follow-up meeting held in Belgrade from 4 October 1977 to 8 March 1978. The meeting produced only a brief concluding document stating the participants' agreement to disagree on the implementation of the commitments of the *Helsinki Final Act*.

By the time preparatory talks began in September 1980 for the Madrid follow-up meeting, international will had reached a new low following the Soviet invasion of Afghanistan in December of the preceding year. At the preparatory meeting, bickering about the time period to be allotted for the review of the implementation of commitments resulted in participants stopping the clock just before midnight on the eve of the scheduled beginning of the meeting proper. That meeting, which finally began late on 11 November 1980,

lasted almost three years and was accompanied by further setbacks to *détente*, including the declaration of martial law in Poland in late 1981. Among the new commitments included in the concluding document was a provision on the right to establish and join trade unions.

Despite the difficult circumstances, the CSCE process developed its own momentum that rode the waves of tension and ambiguous *détente* in East-West relations. It offered participating States a permanent channel of communication and a long-term programme of co-operation that became a major catalyst in the thawing of the Cold War. Expert meetings seldom produced results, but the discussions, for instance on the peaceful settlement of disputes, paved the way for later agreements. The mere fact that human rights, a long-standing taboo in East-West relations, had become a legitimate subject of dialogue represented progress. Thanks to the CSCE, many humanitarian cases such as family contacts, family reunification and bi-national marriage were positively resolved.

At a time when mistrust posed a major threat to security, the CSCE succeeded in reducing military tension with its confidence- and security-building measures. An important decision taken by the participating States at the Madrid follow-up meeting was to further develop the provisions of the *Helsinki Final Act* in a Conference on Confidence- and Security-Building Measures and Disarmament. The conference took place in Stockholm from 17 January to 19 September 1986 and broke new ground in this important area of military security, introducing mandatory arms inspections (see p. 81).

The Vienna follow-up meeting: thawing the Cold War

By the time the third follow-up meeting was convened in Vienna on 4 November 1986, 11 years after the signing of the *Helsinki Final Act*, the international climate had become much more

clement due to the leadership change to Mikhail Gorbachev in the Soviet Union. At the opening of the meeting, Soviet Foreign Minister Eduard Shevardnadze surprised delegates when he proposed a human rights conference in Moscow. Discussions were constructive and the meeting ended on 19 January 1989 with substantial commitments in all three baskets.

In the area of military security, participating States decided to further develop the confidence- and security-building measures that had been agreed upon at the Stockholm Conference, and called for the start of a new round of negotiations in Vienna (see p. 81). The 22 NATO and Warsaw Pact States decided to begin negotiations that led to the conclusion of the OSCE-related *Treaty on Conventional Armed Forces in Europe (CFE)* in 1990 (see p.97).

Participating States agreed to hold a conference to discuss economic co-operation in Bonn. By the time it was held from 19 March to 11 April 1990, the new wind blowing in Europe was unmistakable. The Conference on Economic Co-operation yielded a substantial concluding document (see p. 88) in which all participating States proclaimed their commitment to democracy, pluralism and the market economy. The far-reaching provisions of the Bonn document continued to be the principle guide for economic co-operation in the CSCE/OSCE until a new strategy document was adopted in 2003.

The most substantial commitments made at the Vienna follow-up meeting concerned human rights. Participating States created a supervisory mechanism for the exchange of information pertaining to human rights (see *Vienna Mechanism*, p. 92). They also agreed to hold a Conference on the Human Dimension of the CSCE, which was held in three annual sessions, in Paris in 1989, in Copenhagen in 1990 and in Moscow in 1991 and yielded substantial agreements on issues such as free elections, freedom of the media, the protection of persons belonging to national minorities, the right to

peaceful assembly and the rights of children. The Moscow meeting even went so far as to declare commitments in the human dimension “matters of direct and legitimate concern to all participating States” (see p. 91).

The term “human dimension” was employed for the first time at the Vienna follow-up meeting. In the 1990s, it became common to speak of a politico-military, an economic and environmental and a human “dimension” of security. The terminological change from “basket” to “dimension” corresponded to a shift in emphasis in the work of the CSCE. Baskets had served to sort issues during long discussions in which participating States strove to agree on common recommendations. Dimensions gave structure to the operational measures that began to be developed for them to be realized.

The Paris Summit: embracing a “new Europe whole and free”

With the demise of Communism at the end of the 1980s, the dissolution of the Warsaw Pact, the unification of Germany and the disintegration of the Soviet Union, the bipolar political system in Europe came to an end. The sudden transformation of the political landscape in Europe swept the CSCE from the sidelines to centre stage. In light of the positive results of the Vienna follow-up meeting, the Bonn Conference on Economic Co-operation and the sessions of the Human Dimension Conference that had been held in Paris and in Copenhagen, the mood was

“Ours is a time for fulfilling the hopes and expectations our peoples have cherished for decades: steadfast commitment to democracy based on human rights and fundamental freedoms; prosperity through economic liberty and social justice; and equal security for all our countries.”

- *Charter of Paris for a New Europe*

buoyant. The participating States convened a special Summit in Paris from 19 to 21 November 1990. The Paris Summit was carried by the vision of a new role for the CSCE as the main guarantor of security in a new Europe free of dividing lines. Participating States drew up the *Charter of Paris for a New Europe*, a comprehensive compendium of common values that went beyond the *Helsinki Final Act*, affirming the direct relevance to security not only of the respect for human rights but also of democratic governance and a free market economy. Some saw in the *Paris Charter* a new European constitution.

If the CSCE was to take a lead in ensuring European stability and security, it would need a permanent structure. Participating States took first steps towards an institutionalization of the Conference. They decided that Heads of State or Government would meet regularly, beginning with a follow-up meeting in Helsinki in 1992. They established a CSCE Council, in which Foreign Ministers would confer at least once a year. The Council was to be chaired by the representative of the host country. A Committee of Senior Officials was to prepare the work of the Council, carry out its decisions, review current issues and consider future work of the CSCE. Several small and decentralized support bodies were created – each with a skeleton staff of three to four officers seconded by national administrations: a Secretariat in Prague, a Conflict Prevention Centre in Vienna and an Office for Free Elections in Warsaw.

Responding to the Paris Summit’s call for greater involvement of parliamentarians in the CSCE, high-level parliamentary leaders from the participating States established the CSCE (later OSCE) Parliamentary Assembly in Madrid on 2 and 3 April 1991 and set up an International Secretariat in Copenhagen the following year (see pp. 36 ff.).

The new European security order began to take shape as newly formed independent States resulting from the disintegration of the Soviet Union and Yugoslavia and the split-up of

Czechoslovakia joined the CSCE: Estonia, Latvia and Lithuania in 1991, followed by more than a dozen other States in 1992 and 1993 (see Annex II).

Rapid institutionalization

The destabilization that accompanied these political changes put the vision of the Paris Summit to the test far more suddenly and severely than expected. The declarations of independence by Croatia and Bosnia and Herzegovina were immediately followed by bloody wars. A civil war erupted in the Georgian region of South Ossetia. The breakaway Moldovan province of Transnistria became the scene of violent conflict. In the region of Nagorno-Karabakh, the fighting that had been going on since 1988 escalated. Just two years after the signing of the *Paris Charter*, the concluding document of the 1992 Helsinki Summit, *The Challenges of Change*, would begin with the sober observation that “for the first time in decades, we are facing warfare in the CSCE region.”

The cautious institutionalization initiated at the Paris Summit accelerated as the CSCE found itself overtaken by events. At a breathtaking rate, it created the institutions and instruments it needed to respond effectively to the crises and to prevent further conflicts from erupting.

Discussions on a mechanism for putting into practice the *Helsinki Final Act's* principle of peaceful settlement of disputes, which had been initiated at two earlier expert meetings in 1979 and 1984, were brought to a successful conclusion in Valletta in February 1991 and adopted by the first CSCE Council in June of that year. A further meeting on the peaceful settlement of disputes in Geneva in October 1992 led to the creation of an optional *Convention on Conciliation and Arbitration* that would be legally binding on the States that signed it. The *Convention* established a Court of Conciliation and Arbitration in Geneva (see p. 96).

Also at the 1991 Council meeting, the Ministers agreed on the *Berlin Mechanism* for consultations

in the case of an emergency arising from a violation of one of the principles of the *Helsinki Final Act* (see p. 85). It was put to use almost immediately in response to the full-scale eruption of violence in Yugoslavia and applied again in 1993 with respect to the conflict in Nagorno-Karabakh.

The *Prague Document on Further Development of CSCE Institutions and Structures*, adopted at the second CSCE Council in January 1992, announced a whole series of institutional developments. The Committee of Senior Officials was invested with decision-making authority. The Warsaw Office for Free Elections was renamed the Office for Democratic Institutions and Human Rights (ODIHR) and strengthened to be able to assist new democracies in complying with human dimension commitments. To provide an occasion for high officials, politicians, legislators and business representatives to find ways to promote and stimulate the transition to a market economy, an annual Economic Forum was established (see p. 88). The Conflict Prevention Centre was authorized to initiate and execute fact-finding and monitor missions in connection with unusual military activities, as foreseen in the first document from the negotiations on confidence- and security-building measures that were being conducted in Vienna, the *Vienna Document 1990* (see p. 81). An exception to the rule of consensus (consensus minus one, see box p. 14) was introduced for the case of a serious violation of CSCE commitments and invoked in July to suspend Yugoslavia from the CSCE. At the Prague Council meeting, ten new participating States were admitted to the CSCE.

The new participating States were joined by Bosnia and Herzegovina, Croatia and Georgia at the Additional Council held in Helsinki on 24 March. All three countries were embroiled in violent conflict. On the same occasion, the Foreign Ministers called for a conference to seek a settlement to the conflict in Nagorno-Karabakh. This eventually led to the establishment of Co-Chairs and the Minsk Group, who continue to

work for the creation of conditions in which such a conference can take place (see p. 76).

That same day, 24 States signed the OSCE-related *Treaty on Open Skies* (see p. 99).

March 24 was also the first day of the 1992 Helsinki follow-up meeting, which was followed immediately by the 1992 Helsinki Summit on 9 and 10 July. On the occasion of the Summit, the CSCE officially became a regional arrangement in the sense of Chapter VIII of the *United Nations Charter*, a step that had been prepared in bilateral negotiations with United Nations representatives (see p. 101).

The title of the Summit's concluding document, *The Challenges of Change*, clearly confirmed the operational role of the CSCE. The need for consultation on day-to-day operation was met by the establishment of the Vienna Group of the Committee of Senior Officials, renamed the Permanent Committee the following year. The Forum for Security Co-operation was created for weekly negotiations and consultations on military security in Vienna. To help defuse ethnic tensions, participating States decided to create an unprecedented instrument of conflict prevention: the post of a High Commissioner on National Minorities, appointed to work confidentially in a process of quiet diplomacy. The responsibility of the Chairman-in-Office was formally defined as "the co-ordination of and consultation on current CSCE business."

Also at the 1992 Summit, participating States declared that fact-finding and *rapporteur* missions could be used as "an instrument of conflict prevention and crisis management" and that the Committee of Senior Officials or the Consultative Committee of the Conflict Prevention Centre (see p. 26) could decide by consensus to establish such missions. The first long-term mission was dispatched to Kosovo, Sandjak and Vojvodina in the autumn of 1992. A mission was sent to Georgia at the end of that year to promote

negotiations between the conflicting parties. Missions to Estonia, Latvia and Moldova followed. Long-term missions providing assistance and expertise to host countries were to become one of the most successful innovations of the OSCE.

At the third CSCE Council meeting held in Stockholm in December 1992, the Foreign Ministers created the post of Secretary General. At the Rome Council meeting in December 1993, participating States decided to move the Secretariat to Vienna.

With all these institutional developments, the CSCE had, *de facto*, evolved from a conference process into a full-fledged organization. At the Budapest Summit on 5 and 6 December 1994, participating States adopted a U.S. proposal to rename it the Organization for Security and Co-operation in Europe. This decision took effect on 1 January 1995. As part of the same decision, the CSCE Council was renamed the Ministerial Council, the Committee of Senior Officials became the Senior Council and the Permanent Committee the Permanent Council. The changes in name, however, altered neither the character of CSCE commitments nor the status of the CSCE and its institutions, as the decision explicitly noted. A proposal by the Russian Federation at the Rome Council meeting the previous year to transform the CSCE into an international organization with legal status had not been accepted.

Working for regional stability

Supporting field operations was a task that fully absorbed the resources of the Conflict Prevention Centre in the second half of the 1990s. When the war in Bosnia and Herzegovina came to an end in 1995, the OSCE was entrusted with the important task of negotiating the detailed annexes of the *Dayton Accords*. To carry out its commitments under the *Accords*, the OSCE established a large-scale mission in Bosnia and Herzegovina and successfully organized free elections there.

Also in 1995, the OSCE dispatched an assistance group to Chechnya and opened a liaison office for Central Asia in Tashkent.

The OSCE became the repository of the *Pact on Stability in Europe*, an initiative of the European Union adopted in Paris on 21 March 1995, which was made up of more than 90 bilateral agreements between States, groups or organizations.

A mission was established in Croatia in 1996 to assist with post-war rehabilitation. When Albania was pushed to the verge of instability in 1997, the OSCE acted decisively to help restore political and economic equilibrium and established a field presence there. In 1998, an advisory and monitoring group was sent to Belarus and centres were opened in Almaty, Ashgabad, Bishkek and Dushanbe.

Another Balkans crisis rose to the top of the international agenda in 1998: the outbreak of violent conflict between Kosovo Albanian underground organizations and Serbian security forces in the province of Kosovo. In a political framework agreement negotiated in October, Serbia agreed to accept an OSCE mission with up to 2,000 verifiers that would monitor compliance with the peace conditions set out in *United Nations Security Council Resolutions 1160 and 1199*. The OSCE Kosovo Verification Mission (KVM) presented an enormous organizational challenge to the Organization. Five months after its inception, the number of international OSCE workers in the area was still less than half the targeted figure. The KVM did help create confidence and prevent violence, but was not able to play a full role before the situation deteriorated. The Mission was evacuated on 20 March 1999 before the military intervention by NATO. The launching of the KVM was by far the OSCE's most ambitious achievement in the field; its abortion, however, clearly demonstrated that the Organization was not to play the role of exclusive guarantor of European security that some may have envisaged at the Paris Summit in 1990. When the violence ended, the OSCE established a new

Mission to Kosovo (OMIK) under the leadership of the United Nations Interim Administration Mission in Kosovo (UNMIK).

The *Stability Pact for South Eastern Europe*, another initiative of the European Union, was concluded among countries of the region and members of the international community in July 1999 and placed under the auspices of the OSCE, which meant that the OSCE pledged to make use of its institutions, instruments and expertise to achieve the objectives of the *Pact* in close co-operation with the other partners.

At the Istanbul Summit in 1999, participating States adopted the *Platform for Co-operative Security*, a two-page operative document outlining the principles and modalities for working together with other international and regional organizations and avoiding duplication (see p. 100). Since then, the OSCE has increasingly worked in concert with external partners, including the United Nations, the European Union, the Council of Europe, NATO and many other international, regional and sub-regional organizations and institutions. Co-operation ranges from high-level political dialogue to joint projects in the field.

The Istanbul Summit: the Charter for European Security

Participating States first called for reflection on a security model for the twenty-first century at the Budapest Summit in 1994. At the Summit held in Lisbon in 1996, they adopted the *Lisbon Declaration on a Common and Comprehensive Security Model for Europe for the Twenty-First Century*, which set out guidelines for negotiations on a new European security charter. In the shadow of the Kosovo crisis and renewed fighting in Chechnya, talks lagged. The Istanbul Summit was convened one year later than planned and the *Charter for European Security* was adopted on 19 November 1999.

The *Charter for European Security* comprised the *Platform for Co-operative Security*, mentioned above, and more than 50 paragraphs addressing post-Cold War security challenges. Despite its comprehensiveness, it arguably lacked vision. Nine years of crisis management lay between it and the *Paris Charter's* announcement of a new beginning for Europe. In this new *Charter*, participating States took account of lessons learned from difficulties encountered in the deployment of field operations. They created the Rapid Expert Assistance and Co-operation Teams (REACT) programme for the rapid recruitment and deployment of skilled personnel to field operations and established an Operations Centre in the Conflict Prevention Centre.

At the Istanbul Summit, participating States endorsed the most recent of the series of Vienna agreements on confidence- and security-building measures, the *Vienna Document 1999* (see p. 81), which had been adopted by the Forum for Security Co-operation on the eve of the Summit. The Summit's concluding document also incorporated two non-OSCE documents: the *Agreement on Adaptation of the Treaty on Conventional Armed Forces in Europe (CFE)*, signed by the States Parties, and the accompanying *Final Act of the Conference of the States Parties to the CFE Treaty*. The *Agreement* represented an important adaptation of the *CFE Treaty* to post-Cold War conditions, but lacked the political momentum for full entry into force (see p. 98).

The sense of urgency that fired participating States at the Paris Summit in 1990 had dissipated by the time the decade drew to a close. The crises associated with the break-up of Yugoslavia and the Soviet Union that defined the work of the CSCE/OSCE in the 1990s had to a large extent been resolved. Violence did erupt in the former Yugoslav Republic of Macedonia in 2001 and the Organization was able to intervene constructively. But the remaining conflicts, in Nagorno-Karabakh, Transnistria and South Ossetia, were

deadlocked and their resolution would require a patient approach.

The OSCE in the twenty-first century

The OSCE entered the twenty-first century with an impressive set of assets, none of which had existed in 1990. It had a strong Secretariat in Vienna with a well-equipped Conflict Prevention Centre. The OSCE Parliamentary Assembly met regularly and engaged in election observation with the ODIHR. The ODIHR and the High Commissioner on National Minorities were very active and, following a decision taken at the 1996 Lisbon Summit, a Representative on Freedom of the Media had opened an office in Vienna in 1997. Also in 1997, a Co-ordinator of OSCE Economic and Environmental Activities had been appointed within the Secretariat. A large number of field operations were operating in South-Eastern Europe, Eastern Europe, the South Caucasus and Central Asia. All of these offices had skilled and dedicated local and international staff members, contracted by the Organization or seconded by participating States.

As several States recovered from the immediate devastation of war, the OSCE set to work helping governments with the slow task of building democratic institutions, ensuring the rule of law and promoting the economic development of their countries. At the request of governments, it provided expertise, assistance and training to civil servants, judges, journalists, small- and medium-sized enterprises and civil society groups. A newly appointed Senior Police Adviser in the Secretariat co-ordinated projects to help develop modern and democratic policing methods. The ODIHR devoted special attention to fighting all forms of xenophobia and intolerance, including discrimination against Roma and Sinti groups and growing anti-Semitism and Islamophobia. The ODIHR and the OSCE Parliamentary Assembly

continued their important work observing elections. In addition to projects funded from the OSCE unified budget, hundreds of extra-budgetary projects were undertaken, ranging from road reconstruction to the founding of the OSCE Academy in Bishkek, a post-graduate institute for OSCE studies, in 2004.

The shift from emergency interventions to long-term projects brought the issue of a proper balance of activities to the fore. Certain delegations criticized what they saw as the geographical one-sidedness of the OSCE's work in field operations and what was perceived as an overemphasis on the human dimension. To give more prominence to the politico-military dimension of the OSCE's work, participating States decided at the 2002 Porto Ministerial Council meeting to establish the Annual Security Review Conference (see p. 87).

The OSCE-related *Treaty on Open Skies* entered into force in 2002 (see p. 99). The Forum for Security Co-operation negotiated two important military agreements in the twenty-first century, the *Document on Small Arms and Light Weapons* in 2000 and the *Document on Stockpiles of Conventional Ammunition* in 2003 (see p. 84). The OSCE focused increasingly on border security, and the 2005 Ljubljana Ministerial Council adopted the *OSCE Border Security and Management Concept* (see p. 87).

The economic and environmental dimension was given new impetus with the adoption of the *OSCE Strategy Document for the Economic and Environmental Dimension* in Maastricht in 2003 (see p. 90). At the Sofia Ministerial Council meeting in 2004, participating States decided on measures to increase the effectiveness of the Economic Forum. It was renamed the Economic and Environmental Forum in 2007 to reflect an increasing emphasis on areas such as land degradation and water management.

More and more in the twenty-first century, security throughout the OSCE area is jeopardized by threats that defy categorization into any one of the OSCE dimensions. This qualitative change was recognized by participating States in the *OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century* adopted by the 2003 Maastricht Ministerial Council: "Threats to security and stability in the OSCE region are today more likely to arise as negative, destabilizing consequences of developments that cut across the politico-military, economic and environmental and human dimensions than from any major armed conflict." The Strategy affirms that the OSCE, with its broad membership and comprehensive, multidimensional concept of security, is well-equipped to confront these new threats. One of the co-operative approaches suggested in the document is to address the problems that breed them, such as weak governance, intolerance and economic disparity.

International terrorism is a threat of this kind that has been particularly prominent on the international agenda. The OSCE created an anti-terrorism unit in the Secretariat in 2001 and adopted a *Charter on Preventing and Combating Terrorism* at the Ministerial Council meeting in Porto in 2002 (see p. 94).

Trafficking in human beings affects all countries and can only be combated effectively if political, economic and human aspects are addressed together. The Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings, established in the Secretariat under the 2003 *Action Plan for Combating Trafficking in Human Beings* (see p. 95) works closely with the ODIHR, the Strategic Police Matters Unit and the Office of the Co-ordinator of Economic and Environmental Activities to fight this modern form of slavery.

Present-day factors affecting security and stability are rarely limited to the OSCE region. In the

Maastricht *Strategy*, participating States pledged to intensify co-operation with the Organization's Partners for Co-operation. The OSCE has worked closely with its Mediterranean Partners, Algeria, Egypt, Israel, Jordan, Morocco and Tunisia, ever since Mediterranean issues were included in the *Helsinki Final Act* in 1975. In the twenty-first century, Afghanistan, Mongolia and Thailand joined Japan and the Republic of Korea as Asian Partners for Co-operation. In 2004, the OSCE sent an election support team to Afghanistan, the first of its kind to be sent to a non-participating State.

In recent years, the OSCE has looked inward to review its relevance and effectiveness. After a Panel of Eminent Persons issued a report, *Common Purpose: Towards a More Effective OSCE*, in mid-2005, a series of special meetings under the Slovenian Chairmanship culminated in a decision taken at the Ljubljana Ministerial Council meeting to undertake various reforms, including a strengthening of the role of the Secretariat and the Secretary General and improvement of the rules of procedure. The new *OSCE Rules of Procedure* were adopted by the Brussels Ministerial Council in 2006. Also at the Brussels Ministerial Council meeting, and as part of continuing reform work, a working group was established to finalize a draft convention on the international legal personality, legal capacity and privileges and immunities of the OSCE, with the aim of securing the conditions required by its staff to effectively continue the work begun more than 30 years ago.

Decision-making bodies

Meeting of Heads of State or Government

The highest decision-making body of the OSCE is the Meeting of Heads of State or Government, or Summit, at which the participating States set priorities for the Organization at the highest political level. The first Summit, held in Helsinki in 1975, constituted the last stage of the two-year Conference on Security and Co-operation in Europe and was the occasion of the signing of the *Helsinki Final Act*. Fifteen years later, a second Summit was convened in Paris, when the end of the Cold War had dramatically transformed the European security landscape. The Heads of State or Government met again in Helsinki in 1992, on which occasion they decided to continue meeting regularly every two years. Summits were subsequently held in Budapest in 1994 and Lisbon in 1996. Since then, however, there has been only one Summit: the 1999 meeting in Istanbul.

Besides being attended by delegations from participating States, the Summits are also open to the Mediterranean and Asian Partners for Co-operation, other international organizations and non-governmental organizations.

The first Helsinki Summit foresaw a process of reviewing the implementation of commitments by participating States. This took place at a number of follow-up meetings, which were also the occasion for the negotiation of new agreements (for a description of these meetings, see p. 4). Later, this function of assessment was taken over by review meetings, which precede Summits and examine progress in the politico-military, economic and environmental, and human dimensions of security.

Summits

Helsinki, 30 July to 1 August 1975
Concluding document: *Helsinki Final Act* (see p. 3)

Paris, 19 to 21 November 1990
Concluding document: *Charter of Paris for a New Europe* (see p. 6)

Helsinki, 9 and 10 July 1992
Concluding document: *The Challenges of Change*, declaring the CSCE to be a regional arrangement according to Chapter VIII of the *United Nations Charter* (see p.8)

Budapest, 5 and 6 December 1994
Concluding document: *Towards a Genuine Partnership in a New Era*, renaming the Conference on Security and Co-operation in Europe (CSCE) the Organization for Security and Co-operation in Europe (OSCE) (see p. 8)

Lisbon, 2 and 3 December 1996
Concluding document: *Lisbon Document*, including the *Lisbon Declaration on a Common and Comprehensive Security Model for Europe for the Twenty-First Century*

Istanbul, 18 and 19 November 1999
Concluding document: *Istanbul Document*, including the *Charter for European Security*, with the *Platform for European Security*, the *Vienna Document 1999*, the *Agreement on Adaptation of the CFE Treaty* and the *Final Act of the Conference of the States Parties to the CFE Treaty* (see p. 9)

Follow-up meetings

Belgrade, 4 October 1977-9 March 1978
Madrid, 11 November 1980-9 September 1983
Vienna, 4 November 1986-19 January 1989
Helsinki, 24 March-8 July 1992

Review meetings

Budapest, 10 October-2 December 1994
Vienna, 4-22 November 1996 (part 1)
Lisbon, 29 November 1996 (part 2)
Vienna, 20 September-10 October 1999 (part 1)
Istanbul, 8-10 November 1999 (part 2)

Decision-making

The 56 participating States participate as equals in all OSCE decision-making bodies. The rules for decision-making are codified in the *Rules of Procedure* adopted by the Brussels Ministerial Council in December 2006. The process is co-ordinated by the Chairman-in-Office.

Decisions are adopted at meetings of decision-making bodies or, if so determined by consensus, through the application of a silence procedure, in which a decision is adopted if no objections are made within a set deadline, as explained in Annex 1 of the *Rules of Procedure* (themselves adopted by such a procedure).

Decisions are adopted by consensus. The OSCE understanding of consensus is explained in the *Rules of Procedure* as follows: “Consensus shall be understood to mean the absence of any objection expressed by a participating State to the adoption of the decision in question. Any texts which have been adopted by a decision-making body by consensus shall have a politically binding character for all the participating States or reflect the agreed views of all the participating States.”

Representatives may ask for their formal reservations or interpretative statements concerning given decisions to be duly registered by the Secretariat and circulated to the participating States.

Exceptions to the consensus rule

Consensus minus one: the 2nd CSCE Council in Prague on 30 and 31 January 1992 (*Prague Document on Further Development of CSCE Institutions and Structures*) decided that in cases of a State’s “clear, gross and uncorrected violation” of CSCE commitments, decisions could be taken without the consent of the State concerned. This exception was invoked in July 1992 to suspend Yugoslavia from the CSCE.

Consensus minus two: at the 3rd CSCE Council meeting in Stockholm on 14 and 15 December 1992, participating States adopted a modification of the *Valletta Mechanism* for the peaceful settlement of disputes (see p. 96), whereby 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 put into practice.

The OSCE Parliamentary Assembly is an autonomous OSCE body that does not adhere to the consensus rule, taking its substantive decisions by majority vote of its full membership. The signatory States of the OSCE-related Court of Conciliation and Arbitration take decisions by majority of voting parties present.

Ministerial Council

Between Summits, the central decision-making and governing body of the OSCE is the Ministerial Council (MC), which consists of the Ministers for Foreign Affairs of participating States. The Council meets annually, except in years in which a Summit takes place, towards the end of the term of the Chairmanship and, usually, in the capital city of the State holding the Chair. As Summits are becoming less frequent, the Ministerial Council is increasingly taking on the role of providing guidance to the Organization.

All OSCE bodies and institutions, with the exception of the Summit, are responsible to the Ministerial Council, which in turn has the authority to determine and direct their work. The Ministerial Council is a negotiating body, but often approves documents that have been adopted by the Permanent Council or the Forum for Security Co-operation. The Ministerial

Council receives formal reports, including the summary of work done by the Chair, and acts as a forum for statements by the Foreign Ministers. Consultations among smaller groups involving, for instance, the Mediterranean and Asian Partners for Co-operation or other international organizations, are conducted on the margins of the Ministerial Council meetings.

Regular meetings of a “CSCE Council” of Foreign Ministers at least once a year were first instituted by the 1990 Paris Charter. At the 1992 review meeting and Summit in Helsinki, participating States confirmed the Council’s status as “the central decision-making and governing body of the CSCE” and agreed to enhance its working methods and promote effective consultations at its meetings. At the 1994 Budapest Summit, the CSCE Council was renamed the “Ministerial Council”.

Meetings of Foreign Ministers of the CSCE/OSCE

Helsinki, 3 July to 7 July 1973

New York, 1 and 2 October 1990
 Berlin, 19 and 20 June, 1991
 Moscow, 10 September 1991

Prague, 30 and 31 January 1992
 Helsinki, 24 March 1992

Stockholm, 14 and 15 Dec. 1992
 Rome, 30 Nov. and 1 Dec. 1993
 Budapest, 7 and 8 December 1995
 Copenhagen 18 and 19 Dec. 1997
 Oslo, 2 and 3 December 1998
 Vienna, 27 and 28 November 2000
 Bucharest, 3 and 4 December 2001
 Porto, 6 and 7 December 2002
 Maastricht, 10 and 11 Dec. 2003
 Sofia, 6 and 7 December 2004
 Ljubljana, 5 and 6 December 2005
 Brussels, 4 and 5 December 2006

First stage of the Conference on Security and Co-operation in Europe (*Final Recommendations*)
 Meeting of Foreign Ministers
 1st Meeting of the CSCE Council
 Additional Meeting (admission of Estonia, Latvia and Lithuania)
 2nd Meeting of the CSCE Council
 Additional Meeting (admission of Slovenia, Croatia and Georgia and Slovenia)
 3rd Meeting of the CSCE Council
 4th Meeting of the CSCE Council
 5th Meeting of the Ministerial Council
 6th Meeting of the Ministerial Council
 7th Meeting of the Ministerial Council
 8th Meeting of the Ministerial Council
 9th Meeting of the Ministerial Council
 10th Meeting of the Ministerial Council
 11th Meeting of the Ministerial Council
 12th Meeting of the Ministerial Council
 13th Meeting of the Ministerial Council
 14th Meeting of the Ministerial Council

Permanent Council

The Permanent Council (PC), the OSCE's regular body for political consultation and decision-making since 1995, convenes weekly in the Vienna Hofburg Congress Centre and governs the day-to-day operational work of the Organization. The Permanent Council is chaired by the Permanent Representative of the State holding the Chairmanship of the OSCE.

In the Permanent Council, Permanent Representatives of the participating States meet to negotiate and take decisions on the deployment of field operations, appointments to major posts, the budget and all other measures relevant to the work of the Organization. The Permanent Council regularly receives reports from the Chairmanship, the Secretariat and heads of institutions and field operations. Occasionally, Heads of State or Government, high officials of international organizations and other guest speakers address "special" plenary sessions of the Permanent Council. Particularly weighty matters are discussed in "reinforced" plenary sessions, in which the participating States are represented by high-ranking officials from their respective Ministries of Foreign Affairs.

The Permanent Council serves an important function as a catalyst for dialogue among the participating States. Providing an opportunity to exchange views and voice criticisms, it serves as an instrument of early warning and allows smaller States to make their opinions known to major players. Increasingly, spontaneous dialogue tends to take place during advance informal consultations or in the various subsidiary bodies that prepare plenary sessions.

The need for a permanent body for consultations on day-to-day operational matters arose when the CSCE became involved in conflict prevention and crisis management in the 1990s. Taking advantage of the permanent presence in Vienna of State representatives involved in arms negotiations,

the Foreign Ministers decided at their Council meeting in December 1992 to form a Vienna Group of the Committee of Senior Officials (CSO). The CSO had been meeting in Prague as the CSCE's regular consultative body since 1990 and exercising decision-making authority since January 1992. The Vienna Group of the CSO was a success and the Ministers institutionalized it as the "Permanent Committee" at their 1993 Council meeting in Rome. As time went on, the Permanent Committee increasingly took over the functions of the CSO, to which it was responsible. When the CSCE was renamed the Organization for Security and Co-operation in Europe in 1994, the Permanent Committee was renamed the Permanent Council and the Committee of Senior Officials became the Senior Council. The role of the Senior Council was subsequently limited to holding the annual Economic Forum in Prague until it was dissolved altogether in 2006.

Plenary sessions of the Permanent Council are prepared in the weekly meetings of the Preparatory Committee, established at the Istanbul Summit in 1999. Financial matters are prepared by the Advisory Committee on Management and Finance. An Economic and Environmental Sub-Committee of the Permanent Council was established at the 2001 Bucharest Ministerial Council. At its 2006 meeting in Brussels, the Ministerial Council decided to broaden this approach by establishing for the Permanent Council a three-committee structure representing the three OSCE security dimensions, as a trial for 2007.

Permanent Council meetings are not open to the public. It can usually be arranged for young diplomats, academics, students, military officers and other groups with an interest in the OSCE to observe the meetings, but not those of the Preparatory Committee.

Forum for Security Co-operation

The Forum for Security Co-operation (FSC) is an autonomous decision-making body in which representatives of participating States meet weekly to consult on military security and stability in the OSCE area. Since 2002, the Forum's chairmanship has rotated every four months according to the French alphabetical order. The Chairman is assisted by the incoming and the outgoing Chairmen, who together form the FSC Troika (in analogy to the OSCE Troika, see p. 19). In addition to their regular meetings, the FSC and the PC may convene joint meetings to consider and decide upon issues relevant to both bodies.

The main objectives of the FSC are: to negotiate agreements on arms control, disarmament and confidence- and security-building measures; to hold regular consultations and strengthen co-operation on matters related to security; to reduce the risk of conflicts; and to implement agreed measures.

The FSC fulfils an important function as a forum for information exchange. It holds seminars on various politico-military aspects of security, organizes Annual Implementation Assessment Meetings (see p. 81) and contributes to the Annual Security Review Conference (see p. 87). The FSC Support Section in the Conflict Prevention Centre of the Secretariat assists the Forum in its work.

Participating States created the Forum for Security Co-operation at the 1992 Helsinki Summit and defined its tasks in the *Programme for Immediate Action* (see p. 82). These included further developing confidence- and security-building measures and elaborating a *Code of Conduct on Politico-military Aspects of Security* (see p. 83).

The Forum originally consisted of the Consultative Committee of the Conflict Prevention Centre and a Special Committee. In 1993, when it was decided to move the CSCE Secretariat to Vienna, the Consultative Committee was dissolved and its role was taken over by the Special Committee. At the 1994 Budapest Summit, the mandate of the Forum for Security Co-operation was reviewed and expanded.

Important agreements negotiated by the FSC in recent years include the *Document on Small Arms and Light Weapons* (2000) and the *Document on Stockpiles of Conventional Ammunition* (2003). Following these agreements, the FSC embarked on a new type of activity. Responding to requests from participating States and field operations, it helps to design and implement programmes in areas such as the management or disposal of stockpiles of ammunition and the reduction of trafficking in small arms. For a description of key documents adopted by the FSC, see pp. 82 ff.

Chairmanship

The OSCE Chairmanship (osce.org/cio) is held for one calendar year by a participating State designated as such in a decision taken at a Summit or Ministerial Council as a rule two years prior to the beginning of the term. The Chairmanship co-ordinates the decision-making process and sets the priorities for the activities of the OSCE during its year in office. It is supported by the executive structures of the Organization.

According to guidelines adopted by participating States at the 2002 Porto Ministerial Council (Decision No. 8), the activities of the Chairmanship include the following:

- chairing Summits, Ministerial Councils, the Permanent Council and subsidiary bodies;
- co-ordinating and consulting on current OSCE business;
- providing the Permanent Council with required drafts, reports and overviews;
- providing the Permanent Council with recommendations on specific issues;
- communicating views and decisions of Summits, the Ministerial Council and the Permanent Council to the Secretariat, institutions and field operations;
- carrying out responsibilities for appointments and assignments;
- representing the OSCE externally, in consultation with participating States and with the assistance of the Secretary General;
- appointing personal representatives.

Chairman-in-Office

The Chairmanship is headed by the Chairman-in-Office (CiO), the Foreign Minister of the State concerned. The post was first introduced at the 1990 Paris Summit. At the 1992 Helsinki Summit, the responsibilities of the Chairman-in-Office were defined as “the co-ordination of and consultation on current CSCE business”. The Chairman-in-Office presides over Summits and the Ministerial Council. A member of the Chairmanship, generally the Permanent Representative, chairs the Permanent Council.

The Chairman-in-Office is assisted by the outgoing and the incoming Chairmen-in-Office, who together form the OSCE Troika.

Chronological list of Chairmen-in-Office

Chairman-in-Office	State	from	to
Hans-Dietrich Genscher	Germany	June 1991	January 1992
Jiri Dienstbier, followed by Josef Moravcik	Czechoslovakia	January 1992	December 1992
Margaretha af Ugglas	Sweden	December 1992	December 1993
Beniamino Andreatta, followed by Antonio Martino	Italy	December 1993	December 1994
Laszlo Kovacs	Hungary	December 1994	December 1995
Flavio Cotti	Switzerland	January 1996	December 1996
Niels Helveg Petersen	Denmark	January 1997	December 1997
Bronislaw Geremek	Poland	January 1998	December 1998
Knut Vollebaek	Norway	January 1999	December 1999
Wolfgang Schüssel, followed by Benita Ferrero-Waldner	Austria	January 2000	December 2000
Mircea Dan Geoana	Romania	January 2001	December 2001
Jaime Gama, followed by Antonio Martins da Cruz	Portugal	January 2002	December 2002
Jaap de Hoop Scheffer, followed by Bernard Rudolf Bot	Netherlands	January 2003	December 2003
Solomon Passy	Bulgaria	January 2004	December 2004
Dimitrij Rupel	Slovenia	January 2005	December 2005
Karel De Gucht	Belgium	January 2006	December 2006
Miguel Angel Moratinos	Spain	January 2007	December 2007
	Finland	January 2008	December 2008

Representatives of the Chairman-in-Office

The Chairman-in-Office takes a lead in preventing and managing conflicts in the OSCE, taking up direct contact with the parties concerned and arranging or conducting settlement negotiations. In order to deal with a crisis or ensure better co-ordination of participating States' efforts in specific areas, the Chairman-in-Office may appoint personal or special representatives for the duration of the Chairmanship. Personal representatives have a clear and precise mandate which outlines the tasks they are expected to undertake. Several personal or special representatives have been in office for periods exceeding one year:

Three **Personal Representatives to promote greater tolerance and combat racism, xenophobia and discrimination** were appointed in 2004. Their appointments were extended in 2005, 2006 and 2007. Anastasia Crickley is Personal Representative on Combating Racism, Xenophobia and Discrimination, also focusing on intolerance and discrimination against Christians and members of other religions. Gert Weisskirchen is Personal Representative on Combating Anti-Semitism. Ömür Orhun is Personal Representative on Combating Intolerance and Discrimination against Muslims.

The **Personal Representative of the Chairman-in-Office for Article IV of Annex 1-B of the Dayton Peace Accords** assists the Parties to the *General Framework Agreement for Peace in Bosnia and Herzegovina* or *Dayton Peace Accords*, which put an end to the war in Bosnia and Herzegovina in 1995, in implementing the sub-regional arms control agreement laid out in Article IV of the *Agreement*. The Personal Representative is responsible for verifying military information provided by the Parties during the annual data and information exchange and for collecting and disseminating all official notifications. He requests assistance from OSCE countries and prepares, co-ordinates, monitors and facilitates the correct implementation of the arms control inspections. He is also responsible for receiving the updated lists of Article IV assistants from the Parties and OSCE countries, and co-ordinates the assistants' special training. General Claudio Sampaolo succeeded General Claudio Zapulla as Personal Representative in July 2004; his secondment ends in September 2007. He was also responsible for assisting with the implementation of Article II of Annex 1-B of the *Accords* until it was successfully completed on 28 September 2004.

A **Special Representative and Co-ordinator for Combating Trafficking in Human Beings** is appointed for a two-year term, as foreseen by the *Action Plan for Combating Trafficking in Human Beings* adopted at the Maastricht Ministerial Council in 2003. The Special Representative heads a special unit in the Secretariat (see p. 24). In October 2006, Eva Biaudet of Finland succeeded Helga Konrad of Austria as Special Representative.

A **Personal Representative of the OSCE Chairman-in-Office on the Conflict Dealt with by the OSCE Minsk Conference** has been assisting the Chairman-in-Office in seeking a settlement to the conflict in Nagorno-Karabakh since 1995. Ambassador Andrzej Kasprzyk of Poland was appointed Personal Representative in January 1997, after having been Acting Personal Representative since July 1996 (see p. 77).

Secretariat

The OSCE Secretariat (osce.org/secretariat) is located in Vienna, with a documentation office in Prague. It assists the Chairmanship-in-Office in its activities, offering expertise, providing analysis and drafting decisions. It is empowered to make statements on behalf of the Organization and to maintain contacts with other international bodies.

The Secretariat was established by the *Charter of Paris for a New Europe* in 1990. It was originally located in Prague and consisted of a Director and four officers. The 1993 Rome Ministerial Council decided to move the Secretariat to Vienna, where it took up operation on 1 January 1994.

The Secretariat is headed by the Secretary General. It comprises the Office of the Secretary General, the Conflict Prevention Centre, the Office of the Co-ordinator of OSCE Economic and Environmental Activities, the Department of Human Resources and the Department of Management and Finance (see Overview of the Secretariat organigram, back cover flap).

The Secretary General

The head of the Secretariat is the Secretary General. Elected for a three-year term by the Ministerial Council, the Secretary General derives authority from the collective decisions of the participating States, acts under the guidance of the Chairman-in-Office and manages the executive structures of the OSCE.

The 1992 Stockholm Council of Ministers established the post of Secretary General. According to the mandate, the Secretary General represents and assists the Chairman-in-Office in fulfilling the goals of the OSCE, oversees the work of the Secretariat, institutions and field operations, assists in publicizing OSCE policy, advises on the financial implications of proposals and reports annually on OSCE activities to the Ministerial Council. The 2006 Brussels Ministerial

Council, in its Decision on further strengthening the effectiveness of OSCE executive structures, confirmed the 1992 mandate and emphasized the Secretary General's role in supporting the unified budget process.

The first Secretary General, Wilhelm Höynck of Germany, took up his duties in June 1993. He was succeeded in June 1996 by Giancarlo Aragona of Italy, in June 1999 by Jan Kubiš of Slovakia and in June 2005 by Marc Perrin de Brichambaut of France.

Office of the Secretary General

General Services

Executive Management provides support in all matters related to the effective management of the Secretariat. It ensures effective co-operation between the Secretariat and the Chairmanship.

The **Section for External Co-operation** (osce.org/ec) is the first point of contact at headquarters level for international, regional and sub-regional organizations and institutions. The Section is also responsible for liaising with the OSCE's Partners for Co-operation, as well as with academic institutions, think tanks and non-governmental organizations dealing with topics falling outside the human dimension (see pp. 100 ff.).

The **Gender Section** aims to ensure gender mainstreaming of all OSCE programmes and policies, including employment policy, ensure a gender-sensitive working environment and promote the role of women in conflict prevention and peace reconstruction processes. Gender focal points act as a point of contact between each department, institution and organization, on the one hand, and the Gender Sections of the Secretariat and the Office for Democratic Institutions and Human Rights (ODIHR), on the other.

Gender began to figure prominently on the agenda of the OSCE in 1998, when gender experts were appointed in the Secretariat and the ODIHR. The *2000 OSCE Action Plan for Gender Issues* called for increased efforts to ensure the equal treatment of women and men, a professional working environment, staff training on gender matters and establishing a framework for gender mainstreaming projects.

On the basis of a review of the first *Action Plan's* implementation, the *2004 OSCE Action Plan for the Promotion of Gender Equality* sets out strengthened measures and clearly assigned accountabilities to achieve gender equality both within the OSCE, with a special emphasis on improving management culture and recruiting women to senior positions, and in the participating States. The *Action Plan* identifies priority areas that guide field operations and institutions as they assist their host countries in implementing commitments regarding gender equality:

- ensuring non-discriminatory legal and policy frameworks, for instance by assisting with the drafting of equal opportunity laws;
- preventing violence against women, for instance by training judges and prosecutors on domestic violence legislation;
- ensuring equal opportunity for women to participate in political and public life;
- encouraging women's participation in conflict prevention, crisis management and post-conflict reconstruction;
- promoting equal opportunity for women in the economic sphere;
- building national mechanisms for the advancement of women.

To help implement the OSCE's commitment to gender equality in all three dimensions of security, the 2005 Ministerial Council in Ljubljana adopted a Decision on women in conflict prevention, crisis management and post-conflict rehabilitation and a Decision on preventing and combating violence against women.

The ***Legal Services Section*** provides advice and assistance on legal issues to the Secretary General, the Secretariat, the Chairmanship, the institutions, the field operations and, as required, to the delegations of the participating States. It develops and strengthens the overall regulatory framework of the OSCE and advises on its implementation. It also provides advice regarding public international law, international civil service law, interpretations of financial and staff regulations and rules, agreements, contracts, memorandums and the structure and activities of the OSCE.

Working in support of both the Secretary General and the Chairmanship, the ***Press and Public Information Section (PPIS)*** has the task of promoting awareness of the OSCE among the general public and generating support for its work. The Section advises and supports the Secretary General and the Chairman-in-Office in their press and public information activities, produces press releases, information material and regular publications and disseminates these to the media and the public. Publications range from fact sheets on individual themes and the Secretary General's *Annual Report* to the regular *OSCE Magazine*. The section includes a website team responsible for maintaining the Organization's public website (www.osce.org). PPIS also serves as the focal point for public statements from OSCE institutions and field operations, and its Head is the official Spokesperson of the Organization.

The ***Security Management Section*** works to ensure the effective and efficient conduct of OSCE activities and the security, safety and well-being of its staff. The Section serves as a clearing-house for all security-related matters, defines the Organization's safety and security policy and standards and supports security managers in meeting their responsibilities to staff. It also maintains contact with host authorities, partner organizations and embassies on all security-related matters, and participates actively in the internal Crisis Management Team and the Security Management Committee.

Action against Terrorism Unit

The Action against Terrorism Unit (ATU) (osce.org/atu) is the OSCE's focal point for co-ordinating and facilitating initiatives and capacity-building programmes relevant to the struggle against terrorism. It began operation in 2002, as mandated by the Bucharest *Plan of Action for Combating Terrorism* adopted by the 2001 Ministerial Council.

The Action against Terrorism Unit contributes to implementing the OSCE counter-terrorism commitments by *inter alia*:

- providing support to the Chairmanship-in-Office, the Secretary General and participating States on anti-terrorism matters;
- enhancing co-ordination within the OSCE on matters related to terrorism;
- assisting participating States in their implementation of counter-terrorism commitments, as defined by relevant Ministerial Council and Permanent Council decisions;
- acting on requests by participating States to assist in enhancing their capabilities to respond to current and emerging terrorist threats;
- supporting the work of relevant United Nations bodies on counter-terrorism;
- enhancing co-operation with external partners in the fight against terrorism within the framework of the United Nations and with other regional organizations.

Past and present ATU activities include:

- assisting participating States with the ratification and implementation of the Universal Anti-Terrorism Instruments;
- supporting improvements to passport and travel document security;
- boosting legal co-operation in criminal matters related to terrorism;
- drawing attention to the need for enhanced container and supply chain security;

- combating the use of the Internet for terrorist purposes;
- fighting incitement to terrorism;
- counteracting radicalization and violent extremism;
- co-ordinating work on better urban transport security;
- focusing on the need to combat suicide terrorism;
- countering threats to civil aviation such as Man-Portable-Air-Defence-Systems (MANPADs).

The ATU website (osce.org/atu) contains information on current OSCE anti-terrorism programmes and activities as well as links to key organizations and partners in the fight against terrorism. All relevant OSCE decisions pertaining to action against terrorism can also be found there.

Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings

The pressing and complex issue of trafficking in human beings affects all participating States, whether as countries of origin, transit or destination. The Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings (osce.org/cthb) responds to countries' requests for assistance in implementing the OSCE commitments and recommendations concerning this modern form of slavery.

Decision No. 2 of the 2003 Maastricht Ministerial Council endorsed the *Action Plan for Combating Trafficking in Human Beings* and established an OSCE mechanism consisting of a Special Representative on Combating Trafficking in Human Beings, appointed for a two-year term, and an Anti-Trafficking Unit in the Secretariat. In June 2006, the two elements of the mechanism were combined to form the Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings (see also p. 21).

The Office raises awareness of all forms of trafficking in human beings, including trafficking for labour exploitation and child trafficking. It works to make the fight against this crime a priority on the political agenda, analyzes and disseminates information on effective policies and practices, and offers technical assistance in their design and implementation, both nationally and regionally.

Trafficking raises issues in all three OSCE security dimensions, ranging from crime control to economic deprivation and human rights. Addressing this problem in an effective way requires a resolutely multi-faceted approach. The Office works closely with the ODIHR, field offices and other sections of the Secretariat, including the Strategic Police Matters Unit, the Office of the Co-ordinator of Economic and Environmental Activities and the Gender Section. It acts as a catalyst to facilitate and promote effective co-operation among the relevant authorities in the participating States and between the OSCE and international organizations and national and international non-governmental organizations. This includes working within the framework of the Alliance against Trafficking in Persons, an umbrella group of concerned organizations.

Strategic Police Matters Unit

The Permanent Council established the position of Senior Police Adviser to the OSCE Secretary General in December 2001 (Permanent Council Decision No. 448). In 2002, a team of police and civilian experts was set up under the name of the Strategic Police Matters Unit (SPMU) (osce.org/spmu) to support the Senior Police Adviser.

The mission of the SPMU is to support policing in all participating States, in the interest of upholding the rule of law and fundamental democratic principles. All activities of the SPMU originate in Ministerial Council decisions, declarations and action plans, such as the *Action Plan to Combat Trafficking in Human Beings* or the *Action Plan to Improve the Situation of Roma and*

Sinti. Taking an approach that stresses the idea of police serving people, the SPMU helps to develop accountable policing services that protect and aid their citizens.

The SPMU responds to requests from participating States to help them identify and disseminate best practices and lessons learned, co-ordinate police-related activities, co-operate with national and international partners and develop regional strategies in the fight against organized crime. The Unit advises the Chairman-in-Office and the Secretary General on issues related to policing and the rule of law, and helps field operations to formulate police assistance programmes.

The Unit develops OSCE guidelines on democratic policing, community policing and basic police training. It has produced a *Guidebook on Democratic Policing* and developed the policing database POLIS, consisting of a digital library, a database of policing experts and a mechanism to co-ordinate donor assistance. It organizes and facilitates conferences, seminars and workshops on police-related matters, including the annual Police Experts Meeting and the Chiefs of Police Meeting, held for the first time in Brussels on 24 November 2006. Police activities of the OSCE are reviewed annually by the Permanent Council based on an annual report issued by the Secretary General.

Conflict Prevention Centre

The Conflict Prevention Centre (CPC) (osce.org/cpc) supports the Chairman-in-Office, the Secretary General and the participating States with respect to early warning, conflict prevention, crisis management and post-conflict rehabilitation. The Centre provides a direct link between Vienna and the field, ensuring that political decisions are implemented and assisting the field operations in carrying out their individual mandates.

The CPC provides the Chairmanship, the Troika, the Permanent Council and the Forum for Security Co-operation with policy and analytical support and provides round-the-clock early warning on regional developments. As the focal point within the Secretariat for the politico-military dimension of security, it helps participating States to implement documents, treaties, political commitments and projects, in particular with regard to confidence- and security-building measures. It keeps documentation on the exchange of military information, facilitates projects for securing and destroying surpluses of small arms and conventional ammunition and maintains a secure network for direct communication among capitals.

The Conflict Prevention Centre was created at the 1990 Paris Summit, primarily to help implement confidence- and security-building measures (see pp. 80 ff.). Originally consisting of a Consultative Committee – composed of representatives from all participating States – and a Secretariat, it opened its doors as an independent office in Vienna on 18 March 1991. At the 1992 Prague Council of Ministers, its role was expanded to initiating and executing fact-finding and monitoring missions. The Stockholm Council of Ministers later that same year asked the Centre to strengthen its ability to provide operational support for preventative diplomacy and peacekeeping activities.

When the CSCE Secretariat moved to Vienna in 1994, the Consultative Committee was dissolved and the CPC became a unit within the larger Secretariat. Over the next five years, the number of field missions supported by the CPC increased from three to sixteen. The 1999 Istanbul *Charter for European Security* established an Operations Centre, now Operations Service, for planning and co-ordinating the deployment, enhancement, reduction and closure of field operations. One of the responsibilities of the Operations Service is to support the *OSCE Border Security and Management Concept* adopted at the 13th Ministerial Council in Ljubljana in December 2005.

The CPC's team of 50 staff members includes: a Policy Support Service with four regional desks which act as the primary points of co-ordination and liaison with OSCE field operations; a Situation Room that monitors developments in the OSCE area 24 hours, seven days a week and serves as an emergency crisis cell; a Programming and Evaluation Support Unit which supports the field operations in planning, developing and evaluating their projects and programmes; an FSC Support Section; and the Operations Service. The CPC assists the Chairmanship with the Annual Security Review Conference (see p. 87) and publishes the regularly updated *Survey of OSCE Long-Term Missions*.

Office of the Co-ordinator of OSCE Economic and Environmental Activities

The position of the Co-ordinator of OSCE Economic and Environmental Activities (OCEEA) (osce.org/eea) was established by the Permanent Council on 5 November 1997. The Office of the Co-ordinator helps the OSCE to address economic, social and environmental aspects of security, responding to crises as they emerge and evolve. It provides advice to the Chairman-in-Office, the Permanent Council and the OSCE institutions. It co-operates with the Economic and Environmental Officers in OSCE field operations to strengthen the economic, environmental and social aspects of their work. The Co-ordinator also interacts with the Parliamentary Assembly in areas of economic and environmental security.

An important priority of the Co-ordinator is to enhance the OSCE's interaction with relevant international economic organizations and engage in partnerships such as the Environment and Security Initiative (ENVSEC), which promotes environmental co-operation and sustainable development in Central Asia, South Eastern Europe, Eastern Europe and the South Caucasus. ENVSEC was established in 2003 by the OSCE,

the United Nations Environment Programme and the United Nations Development Programme. These Organizations were later joined by the North Atlantic Treaty Organization, the United Nations Economic Commission for Europe and the Regional Environmental Centre for Central and Eastern Europe.

In the economic field, the Office promotes international economic co-operation and good governance across the OSCE area through capacity building and the transfer of know-how, particularly on corruption, money-laundering and the financing of terrorism. The Office also supports the development of an investment-friendly environment and the strengthening of entrepreneurship and small- and medium-sized enterprises. Another important area of activity is defined by the challenges posed by migration, particularly labour migration and its links to security. The Office pays special attention to the problem of illegal migration, including trafficking in human beings. The OCEEA is also active in the areas of transport security and energy security.

An important part of the Office's work is dedicated to the annual Economic and Environmental Forum, a high-level meeting that brings together more than 450 representatives of participating States, the business community, academia and civil society, serving as a platform for dialogue on economic and environmental matters (see p. 88).

Department of Human Resources

The Department of Human Resources (DHR) consists of a Recruitment, a Personnel and a Training Section (osce.org/training). It provides a full range of human resource services throughout the OSCE, including recruitment, selection and administration of staff, management of entitlements and provision of high quality training. There are two major categories of staff in the OSCE: local and international. International staff can be either contracted or seconded; the latter are nominated by their respective participating State.

The Department is furthermore responsible for developing and improving human resource policies. It maintains, reviews and updates the OSCE Staff Regulations, Rules and Instructions and ensures they are consistently implemented. With the aim of providing a framework that offers graduates and young professionals an opportunity to gain practical work experience in an international environment and exposure to the OSCE, the Department runs an internship programme and a Junior Professional Officers programme.

In accordance with the *OSCE Training Strategy*, a three-year strategic plan for 2005 to 2007 approved by the Permanent Council, the Department works to develop the capacity of field operations and institutions to implement their mandates. It offers a monthly comprehensive General Orientation (GO) programme, support for pre-mission training activities in participating States and training activities for staff. Furthermore, gender training is provided to all incoming staff and programme managers in the field operations, to help ensure that gender mainstreaming is applied to all policies, programmes and activities of the OSCE.

Department of Management and Finance

The Department of Management and Finance (DMF) is responsible for administrative and support services, including conference and language services, documentation and protocol, budgetary and finance matters, information technology and operational support. It also provides guidance on managing OSCE financial and material resources through the development and upkeep of OSCE Financial Regulations, Rules and Instructions.

DMF is also responsible for the **Prague Office**, the initial seat of the CSCE Secretariat. The Prague Office now plays a support role to the

OSCE Secretariat in Vienna as the central repository of the CSCE/OSCE archive and library. These collections form the basis of the OSCE's Researcher-in-Residence programme that offers academics the opportunity to have direct access to the legacy documents of the Helsinki Process. The core task of the Prague Office is maintaining the historical records of the Organization, dating back to 1973, and providing information from these documents for the benefit of OSCE participating States, OSCE staff and the general public. The Office also uploads and organizes these documents on the public website and the OSCE's internal electronic documents management system. It helps organize the Economic and Environmental Forum (see p. 88) and other OSCE events held in Prague.

OSCE financing and staffing

The OSCE's unified budget is financed by assessed contributions made by the 56 OSCE participating States according to agreed scales (see *Annexes III and IV*). In addition, the OSCE receives voluntary extra-budgetary contributions to cover various complementary activities of the OSCE, as well as in-kind contributions in the form of seconded staff and office premises.

As the OSCE has developed its operational capabilities, the Organization's budget has grown from approximately € 21 million in 1994 to €162.7 million in 2006. The greatest share of the OSCE budget now goes to funding the field operations, which in 2006 used 71 per cent of the total budget.

As approved in the unified budget 2007, the Organization reflected a strength of 3,523 staff members with approximately 3,050 in the field. Of these, locally contracted staff account for some 75 per cent. The majority of international staff in the field are seconded by their governments.

Office of Internal Oversight

Internal oversight covers all OSCE activities, institutions and field operations regardless of the source of funds. The Office of Internal Oversight (OIO) (osce.org/oio) is wholly independent of other offices of the OSCE, reporting directly to the Secretary General and through the Secretary General to the Permanent Council. It has the authority to initiate, carry out and report on any action it considers necessary to fulfil its mandate and has unrestricted access to all personnel, records and documentation, property and premises of the Organization. The OIO incorporates the full range of internal audit services, including management audit, evaluation, investigation, quality assurance, value for money and management advice. Investigations can include allegations of possible violations of regulations or of improprieties such as fraud, waste and mismanagement.

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Specialized bodies

Office for Democratic Institutions and Human Rights

*Originally established as the Office for Free Elections by the Paris Summit, 19-21 November 1990
Mandate expanded and name changed to Office for Democratic Institutions and Human Rights by
Prague Ministerial Council, 30 and 31 January 1992*

The largest of the OSCE institutions, the Office for Democratic Institutions and Human Rights (ODIHR) is dedicated to building and supporting democracy and a culture that recognizes and respects human rights. The ODIHR takes the prescriptions for democracy and human rights out of the conference hall and into the field. It organizes the observation of elections, reviews legislation and provides advice on how to develop and sustain democratic institutions. Qualified staff members monitor the human rights situation throughout the OSCE region to provide early warning should a problem arise. They conduct training programmes for government and law-enforcement officials and non-governmental organizations on how to uphold, promote and monitor human rights.

The Office plays an important role in facilitating dialogue among States, governments and civil society. It hosts the annual two-week Human Dimension Implementation Meeting in Warsaw, at which government representatives and non-governmental organizations review the human rights record of each of the 56 participating States. It assists with the preparation of the three Supplementary Human Dimension Meetings held each year and organizes a Human Dimension Seminar in Warsaw early each year (for a description of these meetings, see pp. 92 ff.).

One of the ODIHR's most important achievements has been to increase awareness, particularly in newer democracies, of the value of transparency in government actions and the need for governments to be accountable to their citizens. The Office is particularly active in calling on States to recognize and protect the rights of victims of human trafficking. Staff members work closely with a number of countries in developing national referral mechanisms to ensure that victims are protected rather than being treated as criminals.

Five departments carry out the substantive work of the ODIHR: Elections; Democratization; Human Rights; Tolerance and Non-discrimination; and the Contact Point for Roma and Sinti Issues.

Elections

The ODIHR is best known for observing elections, but this is only one way the Office is working to improve democratic election processes. The Office also reviews electoral legislation, identifying potential shortcomings and providing advice on how to improve laws or fill legislative gaps. The ODIHR has published a number of handbooks for election observers, including: *Election Observation Handbook*; *Handbook for Monitoring Women's Participation in Elections*; and *Guidelines to Assist National Minority Participation in the Electoral Process*. Its publications for the general public include *Election Observation – A decade of monitoring elections: the people and the practice*.

Democratization

Democratization activities consist of long-term programmes in five thematic areas aimed at helping governments become more responsive, responsible and representative.

Rule of law. In promoting criminal-justice reform and fair trials, the ODIHR provides practical assistance and training to lawyers, judges, prosecutors, government officials and civil society.

Democratic governance. The ODIHR takes a comprehensive approach to strengthening democratic practices, targeting both government institutions and civil society. The strategy is to work with institutions of governance, political parties and parliaments and to assist civil society in making contributions to policy-making. The ODIHR also encourages transparent and inclusive legislative processes.

Gender equality. The Office carries out targeted programmes and integrates gender aspects into all its work. Programmes concentrate on three key areas: increasing the participation of women in leadership and decision-making; fostering co-operation between governments and civil society to promote gender equality; and building local gender expertise and networks.

Migration and freedom of movement. The ODIHR facilitates co-operation and the exchange of experiences among OSCE States, assists in introducing population registration systems that are in line with international standards and raises awareness of migration issues among policy-makers and the public.

Legislative support. The ODIHR reviews draft legislation to ensure compliance with international standards, particularly OSCE commitments. It maintains a free-of-charge online database that contains more than 5,000 pieces of domestic and international legislation related to the human dimension. This has become an important resource for lawmakers throughout the OSCE region.

Human rights

The ODIHR monitors compliance with OSCE commitments on human rights and fundamental freedoms. It provides States with advice and assistance and individuals and organizations with targeted training. A broad spectrum of issues is covered, ranging from the fundamental freedoms of assembly, association and speech to sensitive and topical issues such as capital punishment and respect for human rights in the fight against terrorism.

Human rights monitoring also helps the ODIHR identify areas where improvements to legislation or the performance of State bodies could result in better protection of human rights.

Tolerance and non-discrimination

The ODIHR has developed a collection of technical tools and assistance programmes to combat intolerance and discrimination. These have raised governments' awareness of the role they can play in preventing hate-based crime and have helped improve the ability of non-governmental organizations to monitor discrimination and hate-related incidents in their own countries.

One example is the development of a comprehensive training programme for police officers and prosecutors that is aimed at combating hate crimes. A number of countries have taken advantage of this programme and have integrated elements into the regular training offered at their national police academies. The programme has trained individual officers to combat discrimination and hate crime and has also helped countries to develop national strategies.

Contact Point for Roma and Sinti Issues

A history of discrimination has pushed many Roma, Sinti and other communities to the fringes of society, where they often have limited access to life's basic amenities, such as food, water, shelter, education and security. The ODIHR works with other international organizations, non-governmental organizations and national and local governments to unite divided communities, include everyone in public and political life and ensure that the dignity of all individuals is respected and that their civil and political rights are promoted and protected.

The Contact Point for Roma and Sinti Issues is a clearing-house for information on Roma issues, including participating States' implementation of relevant commitments. Examples of best practices are collected and shared, as are lessons learned from implementing national Roma-related strategies locally. As a mechanism for early warning, the ODIHR has been effective in signalling instances of increased tensions between Roma and Sinti and majority populations, calling for crisis management in cases where the potential for conflict exists. The Contact Point took the lead in developing the *Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area*, adopted by the Permanent Council on 27 November 2003 (Decision 566). The *Action Plan* provides governments of participating States with guidance in the development of strategies in the areas of legislation and law enforcement, police, mass media, housing and living conditions, unemployment, economic problems and health care.

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High Commissioner on National Minorities

Established by the Helsinki Summit, 9 and 10 July 1992

Ethnic conflict and tensions between majority and minority groups are critical sources of large-scale violence. This was evident in the early 1990s, when fighting raged in South-Eastern Europe and violent clashes erupted in several parts of Central Asia and the Caucasus. The Heads of State or Government, meeting at the 1992 Summit in Helsinki, responded to this challenge by creating an unprecedented instrument of conflict prevention, the High Commissioner on National Minorities (HCNM). The High Commissioner works in complete confidentiality in a process of quiet diplomacy.

The High Commissioner's task, according to the mandate issued in 1992, 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 CSCE area".

Max van der Stoep of the Netherlands was the first High Commissioner from 1993 to 2001. He was succeeded by Rolf Ekéus of Sweden. On 5 July 2007, Knut Vollebaek of Norway, a former Chairman-in-Office of the OSCE, was appointed OSCE High Commissioner on National Minorities for a three-year term.

Application of mandate

An important feature of the High Commissioner's mandate is the requirement to "work in confidence". This condition of confidentiality serves more than one purpose: it helps the HCNM's role to be more readily accepted by participating States and helps to avoid any risk

of escalation posed by the High Commissioner's involvement. The knowledge that discussions will not be revealed to the outside world also makes it easier for parties to be co-operative and forthcoming.

Another key element of the mandate is that it allows the High Commissioner to operate with the necessary degree of independence. Involvement of the HCNM does not require the approval of the Permanent Council nor of the State concerned.

In accordance with the mandate, the High Commissioner reports directly only to the Chairman-in-Office. However, recognizing that participating States need to be informed about his activities and that their political support is crucial, the HCNM regularly briefs the Permanent Council, both formally and informally, about his work.

The High Commissioner's mandate explicitly excludes the consideration of cases concerning individual persons belonging to national minorities. In other words, the HCNM is the OSCE's High Commissioner *on* National Minorities and not *for* National Minorities.

The mandate also forbids the High Commissioner to consider national minority issues involving organized acts of terrorism or to communicate with any person or organization that practises or publicly condones terrorism or violence.

Ensuring respect for human rights – including the rights of persons belonging to national minorities – is essential to minimizing ethnic tensions. Accordingly, the High Commissioner's recommendations to States often focus on such concerns.

Methodology

Operating in confidence and independently of all parties involved, the High Commissioner conducts on-site missions and engages in preventive diplomacy at the earliest stages of tension. The High Commissioner travels frequently to the countries concerned, not only to the capitals, but also to the regions where minorities reside. During these visits, the HCNM meets with government officials, authorities, national minority representatives and members of civil society to assess the situation, obtain first-hand information and promote dialogue, confidence and co-operation.

In his dialogue with governments, the HCNM recommends ways and means to de-escalate tensions. These might include new legislation, legislative amendments, institutional reform, changes of practice and other measures to establish a political and participatory framework for harmonious inter-ethnic relations. The HCNM may also encourage bilateral co-operation between neighbouring States. This is particularly important for defusing tension in situations in which one State seeks to support and secure the rights of its ethnic kin in a neighbouring State in a way the neighbour considers harmful.

International human rights standards serve as the basis for developing recommendations. The *International Covenant on Civil and Political Rights* is the universal standard on the basic rights of persons belonging to minorities. All OSCE participating States are also bound by the political commitments on the protection and promotion of minority rights set out in the concluding document of the Copenhagen meeting of the Conference on the Human Dimension in 1990 (see p. 91).

Publishing guidelines

While each situation is different and has to be assessed on its own merits, certain issues recur frequently. As a result, the High Commissioner

has convened expert groups to develop a series of thematic recommendations and guidelines. These guidelines assist the HCNM in formulating advice to governments, clarify the content of relevant international standards and guide States in their search for solutions to inter-ethnic problems. They include: *Educational rights of minorities; Linguistic rights of minorities; Minority participation in public life; Media broadcasting in minority languages* and *Policing practices in multi-ethnic societies*.

To help participating States carry out measures to reduce ethnic tension, the HCNM supports programmes and projects in education, language training, legal advice, training for civil servants and police and broadcasting in minority languages. These are funded by the HCNM's annual budget and from extra-budgetary sources, including various donor States and international organizations.

When the office of the OSCE High Commissioner on National Minorities was established in 1992, it represented a new approach to conflict prevention unprecedented in the international security architecture. The HCNM has since achieved tangible success in identifying and supporting ways of reducing inter-ethnic tension in the OSCE area, including the Baltic region, the former Yugoslavia, Central and Eastern Europe, Central Asia and the South Caucasus. These achievements have not gone unnoticed by the United Nations and by other regional organizations, some of which are actively exploring ways to tap into the HCNM's experience in their efforts to develop and adapt principles and practices that could prove effective in other parts of the world.

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OSCE Representative on Freedom of the Media

Established by the Copenhagen Ministerial Council, 18 December 1997

The youngest of the specialized OSCE institutions, the office of the OSCE Representative on Freedom of the Media (RFOM), located in Vienna, was formally established in 1997 following a decision taken at the 1996 Lisbon Summit. The first Representative, Helmut Duve of Germany, was succeeded in 2004 by Miklos Haraszti of Hungary.

Based on the recognition that freedom of expression is a basic and internationally recognized human right, the Representative's mandate is to ensure free, independent and pluralistic media in the OSCE region. The primary task of the Representative is to "observe relevant media development in all participating States" in order to advocate and promote full compliance with OSCE principles and commitments regarding freedom of expression and free media. The Representative also addresses serious problems caused *inter alia* by obstruction of media activities and unfavourable working conditions for journalists. The Representative regularly reports to the Permanent Council, recommending action where appropriate.

Early warning

Working in close co-operation with participating States, the Permanent Council, the Office for Democratic Institutions and Human Rights, the High Commissioner on National Minorities and other OSCE bodies, as well as with national and international media associations, media freedom advocacy groups and non-governmental organizations, the Representative responds rapidly to any violation in a participating State of OSCE commitments and principles relating to freedom of expression and freedom of the media. In the case of serious problems caused, for example, by the obstruction of media activities and unfavourable working conditions for journalists, the Representative seeks direct contact with the participating State and other parties involved, assesses the facts and helps resolve the issue. The Representative intervenes when journalists are harassed, physically attacked or killed. The activities of the RFOM in the areas of "serious instances of intolerance" are also based on the RFOM mandate. At the 2004 Ministerial Council in Sofia (Decision 12, para 16), the RFOM was given the additional task of fighting possible misuse of hate speech regulations in order to silence legitimate dissent and alternative opinions.

The Representative collects and receives information on the situation of the media from all *bona fide* sources. Participating States and other interested parties (for example, media, non-governmental organizations and other international organizations dealing with media issues) may forward their requests, suggestions and comments related to strengthening and further developing compliance with OSCE principles and commitments. The mandate of the Representative is in line with that of the High Commissioner on National Minorities in that it makes clear that he will not communicate with and will not acknowledge communications from any individual or organization carrying out or publicly condoning acts of terrorism or violence.

Assistance to OSCE participating States

The Representative addresses issues in participating States throughout the OSCE region. To be able to work without hindrance, journalists need an environment conducive to free research, investigation and publication. This includes not only the guarantee of personal safety and the absence of harassment but freedom from legal and administrative obstacles and barriers. The Office of the RFOM regularly conducts legal reviews of media-specific legislation. The Representative may propose projects to implement recommendations made in the course of regular monitoring and early warning.

For example, access to information from governments and authorities is one prerequisite for a free press. The Representative advocates the adoption of legislation that guarantees journalists the right of access to information. Campaigns to adopt freedom of information legislation have been effective in many OSCE countries.

Criminal libel and defamation laws are still used all too often to silence journalists critical of government officials. The Representative has compiled a matrix on libel legislation throughout the OSCE region, which serves as a basis for the further promotion of the decriminalization of libel.

The Internet is an unprecedented means to exchange information and offers a unique infrastructure for both traditional and modern media. But as the use of and access to the Internet continues to increase, restrictive measures imposed by governments are also increasing. The current Representative has been working successfully for several years on projects to guarantee media freedom on the Internet.

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OSCE Parliamentary Assembly

The Parliamentary Assembly was created as part of the institutionalization of the CSCE at its 1990 Paris Summit. The Heads of State or Government recognized the important role of parliamentarians in the Helsinki Process and called for the creation of an Assembly involving members of parliaments from all participating States. In April 1991, high-level parliamentary leaders met in Madrid to agree on the new body's modalities.

Since that historic period, the Parliamentary Assembly (PA) has been playing an increasingly important role and occupied a unique place in the structure of the Organization. This was recognized in the 1999 Istanbul Summit Declaration, which stated: "The Parliamentary Assembly has developed into one of the most important OSCE institutions continuously providing new ideas and proposals. We welcome this increasing role, particularly in the field of democratic development and election monitoring."

Activities and structures

Today, the OSCE Parliamentary Assembly is made up of 320 parliamentarians from the 56 OSCE participating States. The aim is to promote parliamentary involvement in the activities of the OSCE and to facilitate inter-parliamentary dialogue and co-operation on OSCE-related issues.

The responsibilities of the Parliamentary Assembly are:

- to assess the implementation of the objectives of the OSCE;
- to discuss subjects addressed in Ministerial Councils and Summits;
- to develop and promote mechanisms for the prevention and resolution of conflicts;
- to support the strengthening and consolidation of democratic institutions in the OSCE participating States; and

- to contribute to the development of the OSCE's institutional structures and foster relations and co-operation between them.

The President of the OSCE PA, elected at each Annual Session, is the highest representative of the Assembly, presiding over its meetings and designating representatives to participate in various meetings at the appropriate level in the OSCE, as well as in outside forums. In 2006, Swedish Parliamentarian Göran Lenmarker became President. He was unanimously re-elected in 2007.

The International Secretariat of the OSCE PA is located in Copenhagen, hosted by the Danish Parliament. The OSCE PA also has a liaison office in Vienna. The Secretary General of the OSCE PA is responsible for the day-to-day management of the Assembly's affairs. R. Spencer Oliver of the United States was unanimously elected Secretary General by the leadership of the Assembly in 1993 and has since been re-elected three times. The leadership of the Assembly has also approved two Deputy Secretaries General, currently Tina Schoen of Denmark and Vitaly Evseyev of the Russian Federation. The Assembly's staff consists of more than 20 professionals, including a team of research assistants.

Main meetings and interaction

The Assembly holds three main meetings a year. At the Annual Session in July, parliamentarians debate OSCE issues and elect Officers for the Assembly and its three General Committees. The Winter Meeting, held in February in Vienna, allows for debate and direct interaction with representatives of other OSCE bodies. The Autumn Conference, held in conjunction with a Parliamentary Forum on the Mediterranean, gives members an opportunity to hear reports from experts on specific issues and to debate topical OSCE subjects. Regular meetings

of the Standing Committee of Heads of Delegation are held in conjunction with these main meetings. In addition, meetings of the Bureau, which consists of the President, the nine Vice-Presidents, the Treasurer, the Officers of the three General Committees and the President Emeritus, take place in the spring in Copenhagen and in conjunction with Ministerial Council meetings and Summits. The Annual Assembly takes decisions on various resolutions and recommendations on OSCE matters by majority vote.

The OSCE PA interacts regularly with other OSCE bodies and institutions. The President addresses Summits and Ministerial Council meetings. All decisions and reports from the Assembly's Annual Sessions and other meetings, as well as election observation missions, are transmitted to the participating States.

The Assembly has developed extensive external co-operation with the Parliamentary Assembly of the Council of Europe, the Assembly of the Western European Union, the NATO Parliamentary Assembly, the Inter-Parliamentary Union, the European Parliament and the Parliamentary Assembly of the Commonwealth of Independent States. The OSCE PA Secretary General works closely with his counterparts in the other parliamentary assemblies, as well as in other OSCE bodies.

Election observation

At the Annual Session in 1993, the then-CSCE Chairperson-in-Office and Swedish Foreign Minister Margaretha af Ugglas urged the Assembly to play a leading role in election observation in the OSCE area. Since then, more than 2,300 parliamentarians have provided their special experience and knowledge in this field, adding visibility and credibility to OSCE election observation missions. Since 1997, the PA has been co-operating with the ODIHR under a formal Co-operation Agreement between the OSCE PA President and the Chairman-in-Office.

The Chairman-in-Office usually designates a senior member of the Assembly to lead short-term OSCE observation missions and deliver the joint OSCE post-election statement. The OSCE PA also works closely in this area with other parliamentary bodies such as the Council of Europe Parliamentary Assembly (PACE), the NATO Parliamentary Assembly and the European Parliament.

Parliamentary diplomacy and democratic support

The Assembly has established a number of *ad hoc* Committees and Special Representatives to deal with unresolved conflicts and specific issues of interest in the OSCE area, in close co-operation with the OSCE field operations. These include working groups on Moldova, Belarus, Abkhazia (Georgia) and Transparency and Accountability, as well as Special Representatives on the Nagorno-Karabakh Conflict, Guantanamo, Gender issues, Human Trafficking, the Mediterranean region, South-Eastern Europe, the OSCE budget process, Anti-Terrorism and Central Asia.

OSCE reform

The Assembly has been contributing actively to the reform debate within the OSCE in the past several years. In 2005, it organized an independent colloquium of experts, who concluded that problems facing the OSCE were, first and foremost, political. Structural reform in itself would not solve the political challenges that only participating States could address. The governments of the OSCE States were urged to further reconfirm their commitment to a useful, credible and professional OSCE that serves the interests of all.

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Field Activities

South-Eastern Europe

OSCE



OSCE/Ana Dautović

OSCE



OSCE/Milan Obradović

OSCE



OSCE/ODIHR

Presence in Albania

Established by Permanent Council Decision 160, 27 March 1997

The Presence in Albania was established in response to the breakdown of social order at the start of 1997, when a large financing pyramid collapsed and many Albanians lost their life savings. On the basis of reports by the Personal Representative of the Chairman-in-Office, Dr. Franz Vranitzky, the Permanent Council decided to establish an OSCE Presence in Albania in co-operation with the Albanian authorities. The Presence provided a framework for co-ordinating the activities of other international organizations in support of a coherent international strategy to facilitate the protection of human rights and civil society. When the Kosovo crisis broke out in 1998, the Permanent Council temporarily expanded the mandate of the Presence to allow it to monitor the border and co-ordinate the international and Albanian responses to the refugee crisis. In 2002, the Presence contributed to the ending of a boycott of the Albanian parliament by the opposition. In recognition of the progress achieved in Albania since 1997, the mandate of the Presence was adapted on 18 December 2003 (Permanent Council Decision No. 588).

Mandate

According to its updated mandate, the Presence provides assistance and expertise, in close consultation and co-operation with the Government of Albania and other State institutions and organizations, to the Albanian authorities as well as to representatives of civil society groups. The work of the Presence focuses on:

- supporting legislative and judicial reform, including property reform;
- supporting regional administrative reform;
- supporting electoral reform;
- building parliamentary capacity;
- combating trafficking and corruption and supporting the implementation of relevant

national strategies;

- developing effective laws and regulations on independent media and a code of conduct;
- promoting good governance and targeted projects to strengthen civil society;
- assisting police, in particular by providing training for border police, within a co-ordinated framework and with other international actors in the field.

Activity Highlights

The Presence has trained more than 1,000 police officials in anti-trafficking, border surveillance and election policing. It has also provided expertise on the new State police law. Within the framework of the *Ohrid Process for Border Security and Management* (see box) and the *OSCE Border Security and Management Concept*, the Presence has supported cross-border meetings with neighbouring police and border authorities. It has provided border surveillance equipment and solar panel generators for border crossing points.

The Presence has worked with the Immovable Property Registration Office to promote property

The *Ohrid Process for Border Security and Management* is a joint effort by the South-Eastern European countries and the European Union, the OSCE, NATO and the *Stability Pact for South Eastern Europe*. The process began in May 2003 at the Ohrid Conference on Border Security and Management with the adoption of the *Common Platform*, a set of core goals and principles, and the *Way Forward Document*, an action plan setting objectives and deadlines for reforming national legislation and management of border-related issues and developing regional co-operation across borders.

reform and has completed the first registration of more than 20,000 properties. A recent focus has been to assist the legalization process in areas of illegal settlement. The Presence has supported the work of the Property Restitution and Compensation Agency and related institutions, assisting with the drafting of legislation, a land valuation methodology and the provision of technical equipment.

The Presence has helped protect and reintegrate victims of human trafficking. It has supported the Government in creating a code of ethics that includes rules against economic and sexual exploitation of children in the tourist industry. The Presence has also led a project for the economic empowerment of unemployed young people from minority groups in northern cities.

The Presence has worked with local governments to make the public consultation process more transparent. It has encouraged greater environmental awareness. In co-operation with the authorities and civil society, it has helped to establish the Aarhus Centre in Albania, which promotes public access to environmental information, and to implement the *Aarhus Convention* (see box).

Aarhus is the Danish city where the United Nations Economic Council for Europe *Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters* was signed on 25 June 1998. The *Convention* grants important public rights which promote environmental democracy under the auspices of the United Nations and is supported in the field by several OSCE field operations through their assistance to Aarhus Centres.

The Presence assisted with the drafting of all the zone boundaries for the 2005 parliamentary elections. It led a project to improve voter registration which resulted in improved accuracy

in voter lists, as noted in the *OSCE/ODIHR Election Observation Mission Report* on the 2005 parliamentary elections. In the legislative area, the Presence has extensively commented on legislation concerning police, gender and witness protection, trained more than 100 judges on ethics and juvenile justice issues, analysed the functioning of the courts, providing recommendations to the Government, and informed citizens of their rights.

The Presence embarked on a long-term project to help modernize the Albanian parliament in November 2001. It has helped draft new Rules of Procedure that strengthen its transparency, administrative efficiency and oversight responsibilities. The Presence has organized seminars and study visits for members of parliament with a view to enhancing the work of parliamentary committees. It has provided technical equipment to improve public access to information on the Assembly's work.

The Presence has assisted non-governmental organizations in lobbying local governments. It has supported a women's counselling centre in Kukës, in northern Albania.

In an effort to promote media impartiality, the Presence helped create the Council on Media Ethics. It updated the code of ethics for journalists and created a new curriculum and strategy for the University of Tirana Journalism School.

In addition to its office in Tirana, the Presence has four project offices in Kukës, Shkodër, Vlorë and Gjirokastrë. As of 31 May 2007, the Presence had 28 international and 78 local posts.

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Mission to Bosnia and Herzegovina

Established by the 5th Ministerial Council, Budapest, 8 December 1995

In late 1995, the signing of the *General Framework Agreement for Peace in Bosnia and Herzegovina* or *Dayton Accords* ended more than three years of conflict that ravaged the country. The war cost more than 100,000 lives and displaced roughly half the population. The *General Framework Agreement* not only provided the foundation for the post-conflict rehabilitation of the country, but also assigned specific roles to a number of organizations, including the OSCE. The Mission to Bosnia and Herzegovina was established to carry out the OSCE's commitments under the *Agreement*. It replaced and absorbed a first five-person Mission that had been in Sarajevo since October 1994.

Mandate

The OSCE Mission's mandate was established under the *General Framework Agreement* and confirmed by the Budapest Ministerial Council in December 1995. Three separate parts of the *Agreement* defined the areas of focus for the work of the Mission: organizing and conducting elections and creating an electoral system; monitoring human rights provisions; and elaborating and implementing agreements on security-building measures and on regional and sub-regional arms control. Subsequent decisions further broadened the Mission's mandate by adding to its tasks such vital dimensions as education, democratization and the rule of law.

Activity Highlights

The OSCE Mission to Bosnia and Herzegovina organized and conducted all elections in the country between 1996 and 2000. At the same time, it helped the Government develop the local laws, institutions and personnel required for electoral responsibilities to be taken over by the people of Bosnia and Herzegovina. Today, the Central Election Commission, to which the Mission provides advice upon request, is responsible for organizing and conducting elections. The general elections in October 2006 were the first in the post-war history of Bosnia and Herzegovina to be completely run by local electoral officials.

As the country grew more stable and more secure, the Mission turned its attention to enabling all those who wished to return to their pre-war residences to do so, a right guaranteed to refugees and internally displaced persons under Annex 7 of the *General Framework Agreement*. Together with the Office of the High Representative, responsible for overseeing the implementation of civilian aspects of the *Dayton Accords*, and the UN High Commissioner for Refugees, the Mission participated in the *Property Law Implementation Process (PLIP)*, an effort to restore property to those who had been deprived of it. After nearly ten years of concerted international monitoring and tireless perseverance by claimants, the process was successfully completed throughout Bosnia and Herzegovina at the end of 2006.

One of the most important areas in which the Mission has made a difference is in the politico-military dimension, in particular on arms control and what the *Dayton Accords* described as “regional military stabilization”. In fact, with the assistance of the Mission and the Personal Representative of the Chairman-in-Office for Articles II and IV of Annex 1B of the *Dayton Agreement*, the parties have made such progress that Article II, pertaining specifically to Bosnia and Herzegovina, is now closed.

As part of a larger international effort, the Mission participated in the work of the Defence Reform Commission that resulted in the creation of a single, professional armed force.

The Mission to Bosnia and Herzegovina divides its presence into a head office in Sarajevo, regional centres in Banja Luka, Mostar and Tuzla, and field offices in 21 municipalities across the entire country. These field offices represent one of the Mission’s greatest strengths, enabling it to work closely with all levels of society and government.

As of 31 May 2007, the Mission to Bosnia and Herzegovina had 96 international and 551 local posts.

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Mission to Croatia

Established by Permanent Council Decision 112, 18 April 1996

When the OSCE Mission to Croatia was established in 1996, the country was emerging from a devastating war that had raged since its declaration of independence in 1991, and during which crimes had occurred that resulted in some 13,000 dead, more than 6,000 missing, about 300,000 Croatian Serb refugees and some 220,000 internally displaced persons, most of whom were ethnic Croats. Moreover, the war had destroyed property and infrastructure, leaving thousands of survivors without homes. Essential democratic institutions, such as the judiciary, police, media and civil society had suffered severe setbacks, as had human and minority rights.

Mandate

In response, the Permanent Council, on 18 April 1996, authorized the Mission to provide assistance to the Croatian authorities and interested parties “in the field of the protection of human rights and of the rights of persons belonging to national minorities.” Furthermore, the Mission was to “assist and advise on the full implementation of legislation and monitor the proper functioning and development of democratic institutions, processes and mechanisms.” On 26 June 1997, the Permanent Council extended the mandate of the Mission to assist with the two-way return of all refugees and displaced persons and the protection of their rights and the protection of persons belonging to national minorities (Permanent Council Decision 176). From 1998 to 2000, the Mission had the additional task of deploying civilian police monitors to the United Nations Police Support Group in the Croatian Danube Region.

Activity Highlights

The Mission has helped Croatia to overcome the legacy of war and make the difficult transition to independent statehood with democratic institutions and a free market economy. It has fulfilled many and complex tasks in the areas of political affairs, civil society development, police reform, freedom of the media, refugee return and the rule of law.

Since independence, Croatia has stated its clear intention to integrate itself into Euro-Atlantic structures. The Mission co-operates with the Government to reinforce Croatia’s aspirations by supporting reforms of its legislation and institutions. These efforts were rewarded in October 2005 by the decision of the European Union to begin accession talks with Croatia. Shortly after this historic decision, the Mission, with the participation of the European Commission Delegation, the Office of the UN High Commissioner for Refugees, the International Criminal Tribunal for the former Yugoslavia (ICTY) and the United States Embassy, initiated a consultative process known as “The Platform”. Three separate plenary sessions with the Ministers for Foreign Affairs, Justice and Development respectively are held monthly to resolve outstanding issues related to the Mission’s mandate. They are supported by numerous sub-working groups.

On 9 June 2006, the Mission issued a review reporting that progress in Croatia's fulfilment of international commitments and obligations had advanced sufficiently in four of the Mission's programmatic areas – police reform, civil society development, freedom of the media and political affairs – to conclude work in these areas. Consequently, the Mission took the necessary steps to streamline its personnel and organizational structures. Work in the areas of refugee returns and the rule of law continues.

In close dialogue with the Government and through an initially extensive network of field offices, the Mission has assisted with and facilitated the return of refugees and internally displaced persons. It has ensured that refugees are provided with all the physical and legal conditions necessary for their return, such as access to housing care and recognition of documentation of citizenship and pension rights. In 2005, the OSCE, the UN High Commissioner for Refugees and the European Commission joined forces to give fresh momentum to the *Sarajevo Ministerial Declaration on Refugee Returns* (see box).

Sarajevo Ministerial Declaration on Refugee Returns

On 31 January 2005 the responsible Ministers of Bosnia and Herzegovina, Croatia and Serbia and Montenegro signed the *Sarajevo Ministerial Declaration on Refugee Returns*, confirming the willingness of the three (now four) countries to “resolve the remaining population displacement by the end of 2006” through the development of country action plans, so-called “Road Maps”. The deadline stipulated in the *Declaration* was not met due to the intricacy of outstanding issues relating to convalidation of working years and a comprehensive solution for terminated tenancy or occupancy rights to former tenants unwilling to return to Croatia.

The Mission works to build the national capacity to impartially and effectively prosecute war crimes, including cases transferred from the ICTY. Emphasizing the need to ensure impartiality and end impunity, the Mission promotes a uniform standard of criminal accountability free of ethnic bias, enhanced inter-state co-operation and re-invigorated efforts to resolve crimes still awaiting prosecution. Assistance to ensure the development of strong human rights institutions and the implementation of legal guarantees for national minorities has also been part of the Mission's work on rule of law.

In addition to its main office in Zagreb, the Mission to Croatia has four field offices, in Vukovar, Sisak, Gospic and Zadar. As of 31 May, 2007, the Mission had 30 international and 117 local posts.

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Mission in Kosovo

Established by Permanent Council Decision 305, 1 July 1999

The Mission in Kosovo, a distinct component of the United Nations Interim Administration Mission in Kosovo (UNMIK), is the third OSCE Mission to have been deployed in the region.

The first, the Mission of Long Duration to Kosovo, Sandjak and Vojvodina, was established on 14 August 1992 and operated until June of the following year. It was the very first field mission in OSCE history. In October 1998, the ambitious Kosovo Verification Mission (KVM) was deployed to verify the Federal Republic of Yugoslavia's compliance with *United Nations Security Council Resolutions 1160* and *1199*. It was withdrawn in March 1999 (see also p. 9). A preparatory Task Force for Kosovo, set up on 9 June 1999, was superseded by the current Mission in Kosovo.

Mandate

Permanent Council Decision 305, which establishes the Mission in Kosovo, refers to *United Nations Security Council Resolution 1244* (1999) and charges the Mission with institution building. This constitutes Pillar III of the four-pillar regime established by the Resolution. Pillars I and II, police and justice and civil administration, are the responsibility of the United Nations, while Pillar IV, economic reconstruction, is the responsibility of the European Union.

According to its mandate, the OSCE Mission in Kosovo, in co-operation with other relevant organizations:

- develops human resources, *inter alia* by operating a police school, training judicial personnel and training civil administrators;
- promotes democratization and governance;
- organizes and supervises elections;
- monitors, protects and promotes human rights.

Activity Highlights

The Mission in Kosovo focuses on those sectors and people that are crucial to a well functioning democratic society: central and local government, media and journalists, human rights groups and community-based non-governmental organizations, elections and electoral bodies, political parties and politicians, the judicial system and law enforcement.

Initially, the Mission helped to establish and develop a number of key democratic institutions, most notably the Central Election Commission, the ombudsman institution, the Kosovo Judicial Institute, the Criminal Defence Resource Centre, Radio Television Kosovo, the Independent Media Commission, the Kosovo Media Institute, the Kosovo Police Service School (now the Kosovo Centre for Public Safety Education and Development) and the Police Inspectorate. As these institutions matured, and in anticipation of Kosovo's status settlement, the Mission shifted its focus in late 2005 from building institutions to monitoring them.

The work of the Mission since 1999 has led to a number of improvements affecting the daily lives of the local population. The police force that the OSCE has helped train is providing security and safety and being democratically controlled. Four election cycles were conducted in line with international standards and central and municipal governments were each twice democratically elected. The Assembly of Kosovo is a forum where ruling and opposition parties exchange their views and positions and is fulfilling its legislative and oversight functions. The media sector is regulated and the public broadcaster is becoming self-sustainable. The court system is operational and appeals and remedy mechanisms are in place. Municipalities are able to formulate budgets and provide services. Minority communities are beginning to have their rights recognized. Young people and civil society have institutionalized their participation in the political decision-making process. The ombudsman institution is processing human rights violation complaints and requesting recourse by the Provisional Institution of Self-Government.

The Mission now focuses on the Provisional Institution of Self-Government and follows a strategy based on four steps: monitoring, reporting, responding and reacting.

Under this new strategy, the Mission has created a network of five Regional Centres, in Mitrovicë/Mitrovica, Pejë/Peć, Prizren/Prizren, Gjilan/Gnjilane and Prishinë/Priština, and 33 associated municipal teams that cover all 30 municipalities and the three pilot municipal units. These teams monitor legislative, executive and judicial bodies for respect for human rights, rule of law and practices of good governance. They are assisted by Regional Centre staff members, who provide further expertise in rule of law and good governance and who monitor the court system.

Based on the resulting reports, the Mission formulates responses that range from providing further guidance and training to mediation and political intervention at the local level. The Mission also continues to work with central institutions like the Assembly, the Ministries, the media board and the police.

As Kosovo's future status is defined and the United Nations administration winds down its operations, the importance of the OSCE Mission in Kosovo increases. With its extensive field structure, it is well-poised to provide timely assistance to municipal authorities and address contentious issues with Kosovo's authorities.

In addition to its office in Prishinë/Priština and its five Regional Centres, the Mission in Kosovo has three sub-offices, in Rahovec/Orahovac, Lipjan/Lipljan and Štrpce/Shtërpçë. As of 31 May 2007, the Mission had 283 international and 717 local posts.

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Mission to Montenegro

Established by Permanent Council Decision 732, 29 June 2006

The Mission to Montenegro is the Organization's youngest field operation, having come into being shortly after the Republic of Montenegro became independent and was admitted to the OSCE as its 56th participating State. The Mission is based on the structure of the former Office in Podgorica, which had enjoyed substantial autonomy since January 2002 within the framework and mandate of the former OSCE Mission to Serbia and Montenegro.

Mandate

The Mission to Montenegro has a broad mandate to "assist and promote the implementation of OSCE principles and commitments as well as the co-operation of the Republic of Montenegro with the OSCE, in all OSCE dimensions, including the politico-military, the economic and environmental and the human aspects of security and stability". The Mission liaises with other OSCE, international and local bodies.

Activity Highlights

The Mission to Montenegro works closely with government and public institutions to support democratic reform and encourage regional co-operation. In particular, it assists Montenegro in its efforts to reform legislation, the judiciary, the police and the media, to protect human rights and to promote the rule of law. Building Montenegrin institutions and fostering a dynamic and active civil society at all levels of public decision-making are other important tasks of the Mission. The Mission supports local government development by promoting sustainable training and advisory services for municipal assemblies and municipal governments. By supporting Citizen Education and Information Centres

(CIEC), it is helping to increase the involvement of residents and other interested actors in the local decision-making process.

The Mission provides support to the ombudsman institution. Initially, the Mission assisted in the process of drafting the ombudsman legislation and thereafter in helping the ombudsman's office to become operational in 2003. It now focuses on improving the ombudsman's role in providing legislative commentary, provides professional training to key staff and assists in regional co-operation initiatives with similar institutions.

Montenegro has set itself clearly on the course to European and Euro-Atlantic integration. The Mission provides assistance and expertise to the Montenegrins in their endeavour to build the administrative capacity needed to legislate and fully implement the required reforms.

The Mission to Montenegro has its office in Podgorica and conducts police training at the OSCE Police Training Centre in Danilovgrad. As of 31 May 2007, the Mission had 15 international and 30 local posts.

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Mission to Serbia

*Established as the OSCE Mission to the Federal Republic of Yugoslavia
by Permanent Council Decision 401, 11 January 2001*

The Mission to Serbia was originally established as the Mission to the Federal Republic of Yugoslavia. Its name was changed to Mission to Serbia and Montenegro in 2003 (Permanent Council Decision 533, 13 February) and Mission to Serbia in 2006 (Permanent Council Decision 733, 29 June). It works in all three OSCE dimensions through five programme departments to assist the country in coming to terms with the legacy of its recent wartime past.

Mandate

The primary task of the Mission is to provide assistance and expertise to the authorities of the host country and interested parties in the fields of democratization, protection of human rights and minorities and media development. The Mission provides assistance and advice in many areas including implementing legislation, developing democratic institutions, restructuring and training of law enforcement agencies and the judiciary, enhancing independent media, facilitating the return of refugees and internally displaced persons and promoting economic security and sustainable development.

Activity Highlights

Since 2003, in partnership with the Government and civil society, the Mission has helped raise public awareness of the importance of war crimes trials, promoted respect for the domestic judicial institutions dealing with them and arranged relevant training and workshops on international law and best practices for members of the Serbian judiciary and police. Efforts by the Mission to promote judicial co-operation in war crimes proceedings among Bosnia and Herzegovina,

Croatia, Montenegro and Serbia have resulted in agreements between prosecutors of these countries. The Mission has worked with the parliament since 2004 to ensure that legislative governance is open, accountable and accessible. It arranged study visits to the protocol and information departments of other participating States' parliaments, which led to a public information and outreach programme by Serbia's key democratic institutions.

The Mission works closely with the Serbian Ministry of the Interior on comprehensive police reform to bring policing into line with European and international good practices. Priority areas are community policing, police accountability, organized crime, war crimes, border policing, crime scene management and forensics, police education and strategic development. The Mission has helped train national police trainers and assisted in designing and evaluating police education, including in-service training. One result is that the police have abandoned the practice of recruiting teenage cadets, and experienced police are now being trained with the Mission's support to take over the training of their younger peers.

Playing a similar role in prison reform, the Mission, in partnership with the Ministry of Justice, helped establish a training academy and assisted in reforming the law on correction, resulting in a new legal framework including alternative sentencing. Several key by-laws regulating alternative sentencing, improving accountability in prisons and limiting the use of force have been drafted and adopted with Mission support.

The Mission has taken a comprehensive approach to assisting Serbia in the fight against organized crime, from investigation to imprisonment. It

supports efforts to strengthen the legislative framework to fight organized crime and develop the capacity of prosecutors and judges to deal with complex cases.

The return and integration of refugees and the process following the signing of the *Sarajevo Ministerial Declaration on Refugee Returns* (see box, p. 49) remains at the centre of the Mission's human rights programme.

The Mission works in the areas of minority rights, education, religious freedom and gender equality. It has actively supported the empowerment of Roma and other minority groups through its work with National Minority Councils, non-governmental organizations, government bodies and local authorities.

In the area of media reform, Mission experts devote special attention to devising legislation against further media concentration and to improving the transparency of media ownership. The Mission advises on broadcast media development. It plays a leading role in promoting freedom of information by supporting implementation of the 2004 *Law on Free Access to Information*. The Mission provides training for media professionals, with a particular emphasis on multilingual media outlets.

The Mission helps harmonize Serbian legislation and practice with the most current international and good governance anti-corruption standards. It supports existing institutions engaged in the fight against economic crime and promotes awareness campaigns on the importance of transparency and good governance.

In the economic and environmental dimension, the Mission focuses on energy security and legislative and institutional capacity building. It promotes business incubator centres, which provide space, support and networking opportunities to small- and medium-sized enterprises. New priorities are cross-border water management, land degradation, soil contamination and further developing and implementing environmental legislation.

In addition to its headquarters in Belgrade, the Mission has a presence in southern Serbia which includes a multi-ethnic police training centre operated in close co-operation with the Serbian authorities. When the Mission to Montenegro was established on 29 June 2006, the former Office in Podgorica was closed down. As of 31 May 2007, the Mission had 49 international and 129 local posts.

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Spillover Monitor Mission to Skopje

Established by the 16th Committee of Senior Officials Meeting, 18 September 1992
and the 17th Committee of Senior Officials Meeting, 6 November 1992

The OSCE Spillover Monitor Mission to Skopje is the Organization's longest-serving field mission, originally established in September 1992 to help prevent the spread of tension and conflicts in the former Federal Republic of Yugoslavia.

Mandate

The original mandate called on the Mission to monitor developments along the border with Serbia and in other areas into which the conflict in former Yugoslavia was in danger of spilling over. The aim of the Mission was to promote respect for territorial integrity and the maintenance of peace, stability and security and to help prevent possible conflict in the region. The present work of the Mission is based on the Mission's original mandate and on Permanent Council Decisions following from the *Ohrid Framework Agreement*, which terminated hostilities in 2001 (see box). According to the provisions in Annex C of the *Ohrid Framework Agreement* and based upon various Permanent Council Decisions, including Decision 457 of 21 December 2001, the Mission is additionally called on to assist in the following areas:

- redeployment of police to the former crisis areas;
- assistance to the Government to increase representation of non-majority communities in public administration, military and public enterprises;
- strengthening of the institutions of local self-government;
- projects in the area of rule of law;
- projects in the area of media development;
- continuing support for the engagement of the High Commissioner on National Minorities in the field of education.

Activity Highlights

The Mission engages in a variety of activities aimed primarily at enhancing the rule of law, aiding the country as it moves on from post conflict situation toward its goal of Euro-Atlantic integration.

The Mission actively participated in training the country's multi-ethnic police force and its redeployment into former conflict areas. It continues to work with the Interior Ministry and the Police Academy in Skopje to enable them to train new recruits and officers in skills such as community policing, border policing and dealing with organized crime. OSCE community police trainers and confidence-building monitors work in communities across the country. They report regularly on matters affecting the political and security situation in the field, such as inter/intra-ethnic relations, social polarization and potential cross-border problems. Their monitoring and constant communication with local populations contributes to maintaining stability and security in the country.

The *Ohrid Framework Agreement*, signed under the auspices of the United States and the European Union, brought to a close the seven-month armed conflict that occurred in 2001. The focus of the *Agreement* was to institutionalize equitable representation of the different ethnic groups in the country and create mechanisms to protect and promote the cultures and rights of minority groups. The implementation of this objective is largely clarified in the *Agreement's* three annexes focusing on constitutional, legislative and implementation/confidence building tasks.

At the same time, the Mission is working to strengthen the justice system, including the judiciary, public prosecutors' offices, the ombudsman institution and legal advocacy groups. It offers specialized rule-of-law training courses, conducts trial monitoring and reporting and supports projects designed to strengthen these institutions and increase their transparency and operational efficiency. The Mission helps combat trafficking in human beings by supporting relevant domestic institutions and organizations and providing training for social workers, non-governmental organizations and law enforcement and justice officials at various levels.

Since 2005, the Mission has actively supported the devolution of government responsibilities from central to local municipal control, a process advanced by the *Ohrid Framework Agreement*. As a result of its work with municipal council members, mayors, municipal finance officers and others, the municipalities have taken on their increased responsibilities with relative ease. It closely monitors the implementation of new laws related to local government and helps citizens become more directly involved in local decision-making by promoting mechanisms such as the municipal Gender Equality Commissions and Committees for Inter-Community Relations. The Mission has facilitated the decentralization process in the field of education by raising awareness on the topic and working to strengthen the decision-making capacity of parent and teacher councils.

The Mission promotes a professional and pluralistic media environment. It helps implement the *Law on Broadcasting*, passed in 2005, and the *Law on Free Access to Public Information*, passed in 2006. It has also been engaged in long-term support to transform the former state broadcaster into an effective public media service. Its efforts to work together with the Representative on Freedom of the Media and local media advocacy groups to decriminalize defamation were rewarded by relevant changes to the criminal code in 2006.

The Mission is also engaged in the reform of election legislation, supporting local drafting initiatives to implement the recommendations of the ODHIR in domestic legislation.

As of 31 May 2007, the Spillover Monitor Mission to Skopje had 82 international and 194 local posts.

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Eastern Europe

OSCE/Uldur Gunnarsdottir



OSCE



OSCE



OSCE/Timothy Tappe

Office in Minsk

Established by Permanent Council Decision 526, 30 December 2002

The Office in Minsk was preceded by the Advisory and Monitoring Group set up by Permanent Council Decision 185 on 18 September 1997. The Permanent Council Decision to close the Advisory and Monitoring Group and establish the Office in Minsk includes interpretative statements by the Delegation of Belarus and the Delegation of the United States.

Mandate

The OSCE Office in Minsk has been given the following tasks:

- assist the Belarusian Government in further promoting institution building, in further consolidating the rule of law and in developing relations with civil society, in accordance with OSCE principles and commitments;
- assist the Belarusian Government in its efforts in developing economic and environmental activities;
- monitor and report accurately on the above-mentioned objectives.

Activity Highlights

The Office co-operates closely with representatives of the Belarusian government and civil society and has implemented numerous projects in both the human and the economic and environmental dimensions.

In the economic dimension, the Office has promoted small- and medium-sized enterprises and worked to improve relevant legislation with the involvement of international and local experts. Environmental activities have aimed at raising the population's awareness of existing ecological problems and providing information on the relevant issues. An Aarhus Centre (see box, p. 41) was established at the end of 2005 to spread knowledge about the *Aarhus Convention* and provide free public consultations on environmental issues.

Along with the United Nations Development Programme and other United Nations specialized agencies, international non-governmental organizations and bilateral embassies, the Office has participated in a programme to rehabilitate areas affected by the nuclear accident that took place in the Ukrainian town of Chernobyl in 1986. This is a major priority for both the host Government and the international community. In 2006, the Office co-sponsored an international conference in Minsk entitled *Twenty Years after Chernobyl: Strategy for recovery and sustainable development of the affected regions*.

In the human dimension, the Office has carried out a number of projects involving both the Government and civil society. These include a project entitled Developing Human Rights Education, initiated by the Education Ministry and culminating in 2005 with a publication for schoolchildren, disseminated to secondary schools throughout the country.

To implement its mandate effectively, the Office maintains regular contacts with parliamentarians, government officials and civil society representatives. It has organized numerous field trips and monitored court trials, public rallies and the media situation, in co-operation with the Representative on Freedom of the Media. All these activities have been instrumental in drawing the attention of the host Government and participating States to existing problems and promoting the Organization's commitments and values. The Office holds meetings and lectures to raise awareness and knowledge among large segments of the Belarusian population about OSCE principles and objectives and distributes OSCE-related materials to universities, libraries and individuals.

As of 31 May 2007, the Office in Minsk had five international and eight local posts.

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Mission to Moldova

Established by the 19th Committee of Senior Officials Meeting, 4 February 1993

In early 1992, the conflict between the Transnistrian region of Moldova and the central Government escalated. Violent clashes resulted in several hundred casualties and more than 100,000 refugees. A ceasefire was agreed in July 1992 and the parties committed themselves to negotiating a settlement to the conflict. In 1993, the CSCE established a Mission to Moldova to support efforts to find a peaceful solution to this conflict.

Mandate

The mandate of the Mission is to:

- facilitate the achievement of a lasting political settlement of the conflict, and assist parties in consolidating the independence and sovereignty of the Republic of Moldova along with an understanding about a special status for the Transnistrian region;
- gather and provide information on the situation in the region, including the military situation, investigate specific incidents and assess their political implications;
- encourage the implementation of an agreement on the complete withdrawal of foreign troops from the country;
- provide advice and expertise on human and minority rights, democratic transformation, repatriation of refugees and definition of a special status of the Transnistrian region;
- initiate a visible OSCE presence in the region and establish contacts with all parties to the conflict, local authorities and population.

On 9 December 1999, the scope of the mandate was expanded by Permanent Council Decision 329 to include:

- ensuring transparency of the removal and destruction of Russian ammunition and armaments;
- co-ordinating financial and technical assistance to facilitate the withdrawal and destruction of such ammunition and armaments.

Activity Highlights

In its role as a mediator, the Mission to Moldova works closely with the Moldovan Government, representatives of the Transnistrian region, the Russian Federation, Ukraine, the European Union and the United States and encourages negotiations between the two sides. For example, the Mission played a vital role during the schools crisis in summer 2004, when Transnistrian authorities forcibly closed the Moldovan schools operating in the Transnistrian region. This action not only threatened to leave more than 4,000 students without classes, but also provoked the breakdown of the negotiation process at that time. Through its constant presence at the schools, its reporting and its mediation efforts, the Mission helped to defuse the crisis and to reopen the schools.

Another Mission task is to support the withdrawal and destruction of Russian arms and ammunition stored in the Transnistrian region. Nearly 21,000 tonnes of ammunition and more than 400 tanks, armoured vehicles and other heavy weapons were destroyed or withdrawn under the Mission's supervision between 2000 and 2004. Since 2004, however, the withdrawal process has come to a standstill. Restarting this process and continuing the withdrawal of the remaining 20,000 tonnes of ammunition and approximately 1,200 Russian soldiers stationed in the region remain an important goal of the Mission.

The Mission actively promotes human rights, democracy, the rule of law and freedom of the media throughout Moldova. It also serves as a driving and co-ordinating force in the fight against human trafficking. The Mission handles human rights complaints, monitors court sessions, supports civil society through training and projects and provides advice and expertise to the Moldovan Government and parliament.

In addition to its office in Chisinau, the Mission to Moldova has maintained a field office in Tiraspol since 13 February 1995. As of 31 May 2007, the Mission to Moldova had 13 international and 30 local posts.

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Project Co-ordinator in Ukraine

Established by Permanent Council Decision 295, 1 June 1999

The Project Co-ordinator was preceded by the Mission to Ukraine, established on 24 November 1994, the tasks of which included conflict prevention and crisis management in the Autonomous Republic of Crimea. After the successful completion of its mandate, the Mission ceased to function in 1999. That same year, the OSCE and the Government of Ukraine agreed to establish a new form of co-operation.

Mandate

According to the Permanent Council Decision establishing the Project Co-ordinator in Ukraine, the co-operation between Ukraine and the OSCE is “based on 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 of Ukraine”.

Activity Highlights

One such project, mentioned in the Permanent Council Decision as an initial area of emphasis, has been the comprehensive review of human rights legislation. Together with the Office for Democratic Institutions and Human Rights (ODIHR) and in co-ordination with the Council of Europe, the Project Co-ordinator has reviewed Ukrainian legislation on human rights with the aim of bringing it into line with international best practices and standards.

Since 2004, the Project Co-ordinator has been implementing an ambitious project, *Good Governance and the Strengthening of Democratic Institutions*, in support of Ukraine’s goal of pursuing democratic reform and its declared foreign policy objectives. Activities have included increasing public participation in decision-making, implementing the ODIHR’s election recommendations, improving gender equality, advising on media legislation, developing civil society institutions and combating corruption.

The Project Co-ordinator is highly regarded in Ukraine’s legal community for its sustained support for the development of administrative law and administrative justice in the country. It has contributed to the development of new legislation regulating relations between the State and its citizens, published handbooks and supported the comprehensive training of Ukrainian judges.

The Project Co-ordinator has also done extensive work in raising public awareness about trafficking in human beings, enlisting the support of the popular Eurovision song-contest winner Ruslana in public service announcements.

The Project Co-ordinator fosters projects to develop local economic growth and attract foreign investment. It trains hundreds of retired Ukrainian military officers in the skills necessary to join the civilian workforce. The Co-ordinator is also developing ambitious projects to help the authorities deal with the consequences of a massive ammunition depot explosion at Novobohdanivka, and environmental problems posed by the deteriorating storage conditions of thousands of tonnes of liquid rocket fuel components.

A further achievement has been the Project Co-ordinator's collaboration with the Central Electoral Commission in the run-up to the parliamentary elections in March 2006.

As of 31 May 2007, the Project Co-ordinator in Ukraine had three international and 15 local posts.

[OSCE Project Co-ordinator in Ukraine](#)

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South Caucasus



Office in Baku

Established by Permanent Council Decision 318, 16 November 1999

Mandate

The Office in Baku has a broad mandate to “promote the implementation of OSCE principles and commitments as well as the co-operation of the Republic of Azerbaijan within the OSCE framework, in all OSCE dimensions, including the human, political, economic and environmental aspects of security and stability”. It liaises with other OSCE, international and local bodies. Its mandate does not overlap with that of the Personal Representative of the OSCE Chairman-in-Office on the Conflict dealt with by the OSCE Minsk Conference, who represents the OSCE Chairman-in-Office in issues related to the Nagorno-Karabakh conflict.

Activity Highlights

In fulfilling its mandate, the Office in Baku facilitates and co-ordinates activities, develops and implements projects and formulates action plans, focusing particularly on the rule of law and good governance and maintaining a close dialogue with the Azerbaijani authorities.

Reform of the judiciary is an important focus of the Office. Its long-term trial monitoring programme, implemented jointly with the ODIHR, aims to increase respect for the right to a fair trial. The Office has helped draft legislation, for instance the draft law on Pre-Trial Detention and Custody on Remand. It promotes the presumption of innocence and provides information and training for investigators, law-enforcement officers, judges and lawyers on preventing torture. As part of its efforts to promote gender equality, the Office supported the establishment of the Azerbaijan Women Lawyers Association in 2006.

The Office has assisted the Government in developing a properly equipped police school, complete with a new training curriculum for the

police force. Its community policing project is designed to bring police closer to the communities by means of seminars, lectures, public events and radio and television programming. It has provided training on freedom of assembly and crowd control.

The Office works to strengthen civil society. It promotes balanced, informed and inclusive media coverage. It has facilitated responsible and inclusive public discussion of issues such as labour migration, domestic violence and anti-trafficking. To help combat trafficking in human beings, the Office has promoted new legislation, a national action plan and support for victims and potential victims, including a help line, secure accommodation and training in secretarial skills.

In the economic and environmental dimension, the Office works to promote small- and medium-sized enterprises, for instance by creating a database of existing and potential Azerbaijani exporters. It has helped establish an anti-corruption network. It raises public environmental awareness by supporting a public environmental information centre, the Environment and Security Initiative (ENVSEC) – a joint partnership between the OSCE, the United Nations Development Programme, the United Nations Environment Programme, the United Nations Economic Commission for Europe, Regional Environment Center and NATO – and the OSCE-NATO *South Caucasus River Monitoring Project*.

The Office in Baku is committed to assisting Azerbaijan in facilitating solutions to social problems and in supporting Azerbaijan in its democratic reforms. As of May 2007, the Office had seven international and 16 local posts.

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Mission to Georgia

Established by the 17th Committee of Senior Officials Meeting, 6 November 1992

One of the first OSCE field operations, the Mission to Georgia was established in 1992 after violent fighting broke out in South Ossetia towards the end of 1991 and was halted by the Sochi Ceasefire Agreement signed on 24 June 1992 by Russia and Georgia. The Mission, which began work on 3 December 1993, was given the task of identifying and trying to eliminate the sources of tension with the aim of extending civil order and political reconciliation beyond the immediate ceasefire zone. Upon the recommendation of the Personal Representative of the Chairman-in-Office and following a Decision of the 1993 Ministerial Council in Rome, the Mission was strengthened in 1994.

Mandate

The expanded mandate adopted at the 14th Meeting of the Permanent Committee on 29 March 1994 accords the following main tasks to the Mission to Georgia in relation to the Georgian-Ossetian conflict:

- facilitate the creation of a broader political framework in which a lasting political settlement can be achieved on the basis of CSCE principles and commitments;
- gather information on the military situation, investigate violations of the ceasefire and monitor the joint peacekeeping forces established under the Sochi Ceasefire Agreement.

In relation to the conflict in Georgia/Abkhazia, the Mission is responsible for ensuring liaison with the United Nations operations in Abkhazia.

In relation to Georgia as a whole, the task of the Mission is to promote respect of human rights and fundamental freedoms and assist in the

development of legal and democratic institutions and processes, in co-ordination with other OSCE institutions and international organizations.

Activity Highlights

The Mission operates throughout Georgia from its Headquarters in Tbilisi and has had a branch office in South Ossetia, Georgia since 1997.

The OSCE is the main international organization involved in the process of assisting the sides to find a peaceful resolution process to the Georgian-Ossetian conflict, which is the priority of the Mission to Georgia. This conflict remained frozen for 12 years after the 1992 Sochi Ceasefire Agreement, until direct confrontation occurred in mid-2004. Since then, the situation on the ground has remained unstable and often tense. The Mission role of monitoring the security situation in the zone of conflict and the activities of the Joint Peacekeeping Forces continues to provide an unbiased account of events.

The Mission maintains dialogue with the parties to the conflict and the facilitators, as well as with an increasing range of international partners. It participates in the activities of the Joint Control Commission (JCC), which administers the current situation in the zone of conflict and, in particular, in the fields of security, economic rehabilitation and repatriation. Also, it encourages resuming dialogue on defining the future status of South Ossetia, which Groups of Political Experts of the parties and facilitators started drafting in the late 1990s.

A major Mission contribution to the resolution process is its €7.8 million Economic Rehabilitation Programme in the zone of conflict and adjacent

areas (ERP). The ERP involves engineers, businesses and workers from both sides working together on projects of mutual benefit, under the supervision of a Steering Committee comprising representatives of the sides, the facilitators and all the donors.

The Mission has supported United Nations-led efforts toward the settlement of the Georgian-Abkhaz conflict since the OSCE signed a Memorandum of Understanding with the United Nations Human Rights Office in Abkhazia in 1997. It seconded an officer to the United Nations Office.

Since the “Rose Revolution” in 2003, Georgia has set itself an ambitious democratic reform agenda with aspirations for integration into European and Euro-Atlantic structures. In line with these reforms, the Mission assists Georgia in its efforts to fulfil OSCE commitments. Shortly after the revolution, the Mission played the leading role in co-ordinating the international assistance package aimed at ensuring presidential and parliamentary elections that would meet international standards.

Together with international partners, the Mission is engaged in major projects to promote judiciary, penitentiary and civil registry reform and to help Georgia meet international standards of human rights and fundamental freedoms, including torture-free detention.

The Mission supports a long-term programme for recycling tonnes of unviable munitions and neutralizing dangerous chemicals, such as the remains of napalm left on former Soviet bases on Georgian territory. Reducing the lethal hazard created by these stockpiles supports OSCE commitments to address environmental threats, as well as to combat the politico-military threat of terrorism.

In another project to increase environmental security, the Mission co-operates with the OSCE Offices in Yerevan and Baku on the OSCE-NATO *South Caucasus River Monitoring Project*. Now in its fourth year, the project has created baseline environmental data that is essential for constructive international dialogue on environmental risks.

From 15 December 1999 to 31 December 2004 the Mission was also mandated to observe and report on movements across the border between Georgia and the Chechen (from December 1999), Ingush (from December 2001), and Dagestan (from December 2002) Republics of the Russian Federation. Since that operation’s closure at the end of 2004, the Mission has been addressing the short- and medium-term needs of the Georgian border police, offering specialized skills and management training.

As of 31 May 2007, the Mission to Georgia had 64 international and 154 local posts.

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Office in Yerevan

Established by Permanent Council Decision 314, 22 July 1999

Mandate

The Office in Yerevan has a broad mandate to “promote the implementation of OSCE principles and commitments as well as the co-operation of the Republic of Armenia within the OSCE framework, in all OSCE dimensions, including the human, political, economic and environmental aspects of security and stability”. It liaises with other OSCE, international and local bodies. Its mandate does not overlap with that of the Office of the Personal Representative of the OSCE Chairman-in-Office on the Conflict dealt with by the OSCE Minsk Conference, who represents the OSCE Chairman-in-Office in issues related to the Nagorno-Karabakh conflict.

Activity Highlights

The Office has been extensively involved in promoting democratization and good governance practices in Armenia, primarily by facilitating legislative reform to further integrate international standards and honour OSCE commitments. In particular, the Office has assisted with constitutional reform, improving the electoral code and the legislation for the ombudsman institution, as well as reform in other areas such as freedom of the media, freedom of assembly and religion, criminal justice and anti-trafficking. To promote an effective legislative process, the Office runs a training programme for the staff of the National Assembly.

At the request of the Armenian Defence Ministry, the Office initiated a project to recycle 872 tonnes of *Mélange*, a rocket fuel component and an environmentally hazardous substance left in Armenia after the disintegration of the Soviet Union.

Another important programme in the politico-military dimension aims to help the Armenian Police fight crime more effectively by refurbishing the Police Training School, developing a new curriculum for non-commissioned officers in line with European standards and sharing best international practices in community-based policing through a pilot project in a Yerevan district.

Establishing a regional office in Kapan, Syunik province, in 2006 has given the Office an opportunity to expand and intensify its efforts regionally, especially by promoting small- and medium-sized enterprises and environmental protection. Environmental awareness and participation in decision-making are also supported through public environmental information centres the Office has helped to establish throughout Armenia in accordance with the principles of the *Aarhus Convention* (see box p. 41). The Office supports the Environment and Security Initiative (ENVSEC) – a joint partnership between the OSCE, the United Nations Development Programme, the United Nations Environment Programme, the United Nations Economic Commission for Europe, Regional Environmental Centre and NATO – and the OSCE-NATO *South Caucasus River Monitoring Project*. Fighting corruption is another area in which the OSCE provides assistance by supporting the implementation of government strategy and encouraging the participation of civil society.

In promoting respect for human rights and freedoms in Armenia, the Office provides the ombudsperson institution, the Chamber of Advocates and the public monitoring board for penitentiary institutions training and opportunities to share experiences. Studies on trafficking and migration undertaken by the Office have helped to identify problems and possible improvements. Issues related to freedom of the media have also been part of the Office's focus.

For the parliamentary and presidential elections in 2007 and 2008, the Office assisted the authorities in reforming the electoral code in line with recommendations of the ODIHR and the Venice Commission.

As of May 2007, the Office in Yerevan had seven international and 30 local posts.

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Central Asia



Centre in Ashgabad

Established by Permanent Council Decision 244, 23 July 1998

The Centre in Ashgabad was established in 1998 to intensify OSCE activities in Turkmenistan. Centres with similar mandates were established in Kazakhstan and Kyrgyzstan at the same time. These Centres continued the work begun by the Central Asia Liaison Office in Tashkent, which had been making efforts to link the Central Asian countries, including Turkmenistan, more closely to the OSCE since 1995. The Centre in Ashgabad commenced its activities in January 1999.

Mandate

The Centre has a broad, open-ended mandate to “promote the implementation of OSCE principles and commitments as well as the co-operation of Turkmenistan within the OSCE framework with special emphasis on the regional context, in all OSCE dimensions, including the economic, environmental, human and political aspects of security and stability”. The Centre liaises with other OSCE, international and local bodies and with participating States in the region. It helps organize OSCE regional events.

Activity Highlights

The Centre’s activities focus on strengthening border security, combating terrorism and trafficking in drugs, arms and human beings, facilitating the development of a market-based economy, supporting environmental protection, promoting the rule of law and human rights and assisting the development of a civil democratic society and the process of legal reform.

In co-operation with the European Union, the Centre has been helping voluntary farmers’ associations create economic opportunities in rural areas since 2004. The Centre’s economic and environmental dimension unit supports Turkmenistan’s *National Environmental Action Plan*. It funds conferences and publications on the country’s environmental concerns and provides

training and advice to Turkmenistan’s Union of Entrepreneurs, which is developing the nation’s first private business school.

More than 260 customs officials have been trained in English language and computer skills with the Centre’s support. The project, which has been carried out in co-operation with the European Union since 2005, aims to increase the professionalism of law-enforcement officials and help them communicate more effectively with the international community. The Centre’s politico-military dimension unit also organizes workshops and training events in border management, drug interdiction, small arms control, community policing and cross-boundary co-operation for customs and law enforcement officers.

The Centre, together with community organizations, non-governmental organizations and international partners, supports education camps that promote the active participation of young people in public life and the development of Turkmenistan. The camps address issues such as personal safety, HIV/AIDS prevention, drug addiction and environmental protection.

The Centre’s human dimension unit offers regular legal consultations to individuals and organizations. Its information unit – a resource centre where visitors can learn about the OSCE, use computer and audiovisual equipment and access the Internet – is visited by more than 300 persons a month. It hosts seminars, workshops and roundtables on OSCE-related topics.

As of May 2007, the Centre in Ashgabad had six international and 16 local posts.

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Centre in Astana

Established as Centre in Almaty by Permanent Council Decision 243, 23 July 1998

Renamed Centre in Astana by Permanent Council Decision 797, 21 June 2007

To support Kazakhstan in implementing OSCE and international commitments, the OSCE established the Centre in Almaty in 1998. The Centre was moved to Astana in June 2007. Kazakhstan's dynamic evolution and the complex, multi-dimensional regional challenges it faces require both rapid reaction and a long-term strategy from the Centre.

Mandate

Under its new mandate adopted in June 2007, the primary task of the Centre is to “promote the implementation of OSCE principles and commitments as well as co-operation of Kazakhstan in all three OSCE dimensions within the OSCE framework approach to co-operative security and in the regional context”. It liaises with other OSCE, international and local bodies and assists in arranging OSCE regional events. It provides assistance to the Government of Kazakhstan, *inter alia* by raising awareness, providing training and advice and facilitating information exchange on OSCE activities.

Activity Highlights

Many of the Centre's activities involve more than one security dimension. For example, responding to the authorities' security and environmental concerns, the Centre has facilitated needs assessment missions, information exchanges and the development of a concept for the secure storage and destruction of surplus and hazardous weapons, ammunition and the liquid rocket fuel, *Mélange*.

In co-operation with the relevant authorities, the Centre supports the development of a modern police force in Kazakhstan based on studies of best practices in community policing and in public oversight of police activities.

The Centre supports regional projects such as the establishment of the Chu-Talas Rivers Commission, a Kazakh-Kyrgyz water commission set up to better manage water resources in the two countries. Since 2003, the Centre, in co-operation with the United Nations, has been working out an agreement for regulating the flow of the two rivers. According to the agreement, the operating and maintenance expenses for dams and reservoirs are divided between the two countries.

The Centre organizes training courses and workshops in a wide range of fields, such as investigative and environmental reporting for young journalists, best practices in facing corruption issues for prosecutors and combating gender stereotypes. It has provided training for both prosecutors and defence lawyers in dealing with the female victims of domestic violence.

Raising awareness about environmental issues is an important focus of the Centre. In remote villages near the former nuclear test site in Semipalatinsk, in northern Kazakhstan, it conducted an information campaign about self-protection against radioactive hazards. In a summer camp in Almaty, young people from the region learned ground rules for behaviour in contaminated areas.

The Centre promotes religious freedom and works to counter extremism. In 2005, it gathered leaders of various Islamic orientations and officials and experts from the Shymkent area in southern Kazakhstan to seek ways to establish a robust inter-confessional and inter-ethnic dialogue.

As of May 2007, the Centre had 6 international and 18 local posts.

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Centre in Bishkek

Established by Permanent Council Decision 245, 23 July 1998

The OSCE Centre in Bishkek was established in 1998 to encourage the further integration of Kyrgyzstan into the OSCE community.

Mandate

The OSCE Centre in Bishkek has a comprehensive mandate to “promote the implementation of OSCE principles and commitments as well as the co-operation of Kyrgyzstan within the OSCE framework with special emphasis on the regional context, in all OSCE dimensions, including the economic, environmental, human and political aspects of security and stability”. The Centre facilitates contacts with OSCE institutions, participating States in the region, other international organizations and local stakeholders. It helps organize OSCE regional events.

Activity Highlights

The Centre in Bishkek lends support to the legal reform process in Kyrgyzstan, focusing on the constitutional debate, the national penitentiary system and the police force. Its police reform programme aims to improve the professionalism and operational capacity of the country’s police force, serving as a basis for comprehensive police reform. Local communities have welcomed the project’s goal of strengthening the human rights and public service aspects of police work. The core element of the comprehensive police reform is the transformation of the militia into a modern police service by 1 January 2011. The mission of the new police will be to serve the needs and the rights of the Kyrgyz people.

In the politico-military dimension, the Centre focuses on border issues and early warning as a conflict prevention mechanism. Activities are aimed at capacity building of political institutions, working with existing and emerging political parties and fostering communication with citizens and civil society. In geographic and thematic areas where conflict risks are high, the Centre focuses on: sustaining or promoting dialogue between the authorities, the civil society and the wider public; supporting regional and local initiatives to prevent and mitigate tensions and support strategic partnerships; monitoring the status of inter-ethnic relations and promoting multi-ethnic values of tolerance.

Activities in the economic and environmental dimension support the socio-economic development plans which are considered to be a priority for the Government of Kyrgyzstan. Specifically, the Centre assists small- and medium-sized enterprises, especially in ecotourism, the creation of a better investment climate, strengthening the role of business associations and increasing economic opportunities for vulnerable groups. Another focus is the fight against corruption, with an expert assigned to the national agency for the prevention of corruption.

The Centre promotes environmental awareness, improvements in the waste management infrastructure and ways to ensure clean water and air. Environmental activities of the Centre are aimed at improving the Government’s ability to react to natural disasters, the impact of which is worsened by deforestation and land degradation, and to man-made disasters from the legacy of uranium tailings, industrial pollution and deteriorating irrigation and sanitation systems. It draws donor attention to environmental risks, promotes dialogue between authorities, civil society and mass media, and encourages the use of

best practices in the areas of waste management and soil and water conservation.

The Osh field office, for example, informs the population near the site of the former Mailuu-Suu uranium mines about the dangers of radiation exposure. It trains communities to minimize risks posed by the radioactive waste left in the Fergana valley after the former Soviet Union used intensive production methods to extract uranium ore between 1946 and 1967.

In the human dimension, the Centre focuses on legal and institutional reform, promoting civic and human rights and gender equality, as well as combating trafficking in human beings. Activities are directed at supporting Kyrgyzstan's efforts to bring national legislation, such as the criminal code and the electoral code, into conformity with constitutional provisions. In addition, as part of the reform process, the Centre continues to support penitentiary reforms aimed at the humanization of the whole system and compliance with international standards.

The Centre supports media development projects pertaining to developing mass media in rural areas, gaining rural access to the Internet and providing legal and professional support to journalists. It helped to establish three media resource centres in the country (Batkan, Karakol and Talas). Their work is aimed at enhancing the professionalism of local journalists which in turn will broaden the opportunities for them.

Another success story has been the OSCE Academy (osce-academy.net), which was established in Bishkek in 2002 and now offers a tri-semester Master of Arts in Political Science programme. The participating Central Asian and foreign students are educated to become specialists in international relations, security

and conflict prevention – an asset for the whole region.

Since April, 2000, the Centre in Bishkek has been supported by its field office in Osh, a major city located in the multi-ethnic south. As of May 2007, the Centre had 13 international and 59 local posts.

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Centre in Dushanbe

Established by the Rome Council of Ministers, December 1993

The Centre in Dushanbe was established as the Mission to Tajikistan in response to the civil war that raged in Tajikistan from May 1992. Together with the United Nations Mission of Observers in Tajikistan (UNMOT), the Mission assisted in the process of national reconciliation and acted as a guarantor of the *Tajik Peace Agreement* of June 1997. In light of the progress made since the cessation of the civil war, and taking into account the Mission's change of focus and the expanded presence of the OSCE in Central Asia, the Permanent Council decided to change the name of the Mission to Centre in Dushanbe in 2002.

Mandate

The new mandate issued by the Permanent Council in Decision 500, October 31 2002 is in line with the broad mandates of the other Central Asian field operations. Its primary task is "to promote the implementation of OSCE principles and commitments as well as the co-operation of the Republic of Tajikistan, within the OSCE framework, with special emphasis on the regional context, in all OSCE dimensions, including the economic, environmental, human and political aspects of security and stability". A special task of the Centre is to promote ways and means for the OSCE to assist in the development of a legal framework and democratic political institutions and processes including the respect for human rights. The Centre facilitates contacts with OSCE institutions, participating States in the region, other international organizations and local stakeholders.

Activity Highlights

To provide a forum for open political discussion, the Centre regularly brings together representatives from public councils, political parties and civil society to discuss and find consensus on pressing social issues. The Centre also facilitates a series of seminars on law and religion to encourage dialogue between religious leaders and local authorities. The Centre works closely with the Central Commission for Elections and Referendums to assist on election issues. The Centre has contributed to capacity building on anti-terrorism issues through conferences, awareness-raising campaigns and information material.

The Centre remains the most consistent supporter of mine action, working with the Swiss Foundation for Mine Action to build national capacity and helping to clear more than 450,000 m² of land to date in the process.

Since 2005, the Centre has been involved in building capacity for the destruction of surplus stocks and safe storage of small arms, light weapons and conventional ammunition. It has helped to destroy more than 34 tonnes of surplus ammunition and 26,000 small arms and light weapons.

Following an assessment conducted in 2006 at the request of the Government, in 2007 the Centre will launch a programme of activities aimed at strengthening Tajikistan's border security and management.

In the human dimension, the Centre is helping the Government to meet its OSCE commitments. Activities focus on training, strengthening institutions, monitoring anti-torture policies, supporting measures to ensure cost-free trials and promoting human rights education programmes. The Centre's annual summer schools help students throughout the country to learn about human rights and ways to protect them.

The Centre has a media programme that provides training for journalists and helps build media institutions, developing media business in the country to ensure pluralistic and free media. The programme has supported several regional outlets to become a sustainable source of information for the rural population.

Raising gender awareness, for instance among members of the parliament, civil servants and in schools, is another area in which the Centre plays an active role. It helped domestic non-government organizations draft a shadow report on implementing the standards called for in the *UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)*. The Centre opened a shelter for female victims of domestic violence and sponsors a website and bimonthly magazine in Tajik and Russian called *Ravzana ba Jahon (Window to the World)*, featuring information on gender issues in Tajikistan. It supports efforts by the Government and by non-governmental organizations to combat trafficking in human beings.

In the economic and environmental dimension, the Centre supports the Government's *Poverty Reduction Programme* by assisting small business development, helping to combat corruption, supporting land reform and facilitating cross-border trade. It has organized a number of information centres to develop business skills among entrepreneurs, rural women and young people. It is also working toward reducing the degradation of ecosystems, supporting the implementation of the *Aarhus Convention* (see box p, 41) and addressing the danger of radioactive waste pollution. It assisted in drafting a law on environmental protection and a *National Environmental Strategy* for 2005 to 2020.

The Centre in Dushanbe has five field offices, in Khujand, Kurgan-Tyube, Garm, Kulyab and Shartuz. The original authorized strength of the Mission to Tajikistan was four members. As of May 2007, the Centre had 17 international and 70 local posts.

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Project Co-ordinator in Uzbekistan

Established by Permanent Council Decision 734, 30 June 2006

The Project Co-ordinator in Uzbekistan was preceded by the Central Asia Liaison Office in Central Asia, established in 1995 (Permanent Council Decision 28, 16 March) to link the Central Asian countries more closely to the OSCE. After 1998, when the OSCE opened Centres in Turkmenistan, Kyrgyzstan and Kazakhstan, the focus of the Office shifted to Uzbekistan and it was renamed OSCE Centre in Tashkent in 2000 (Permanent Council Decision 397, 14 December). On 30 June 2006 the participating States established a new form of co-operation with the Republic of Uzbekistan, and the Centre in Tashkent became the Project Co-ordinator in Uzbekistan.

Mandate

Permanent Council Decision 734 tasks the Project Co-ordinator with: assisting the Government of Uzbekistan in its efforts to ensure security and stability, including fighting against terrorism, violent extremism, illegal drug trafficking and other transnational threats and challenges, supporting the Government with regard to further socio-economic development and the protection of the environment; and assisting the Government in the implementation of OSCE principles and of its commitments taken within the OSCE framework, including those related to the development of civil society, as well as in the development of co-operation between Uzbekistan and the OSCE.

Activity Highlights

The Project Co-ordinator assists Uzbek law enforcement agencies in their efforts to control illicit trafficking of small arms and light weapons. The Project Co-ordinator has organized specialized training for officials of regional branches of national customs and border guard agencies, reinforcing their professional capacities in searching, tracing and seizing illegally trafficked small arms and light weapons.

The OSCE has supported self-governing communities, *mahallas*, in their efforts to boost small entrepreneurship activities and convey good governance principles at the grassroots. It has promoted arbitration as a means of conflict resolution and the legal protection of farmers. The Project Co-ordinator also promotes environmental education and public participation in environmental protection. In partnership with a local non-governmental organization, it set up an environmental information centre in Andijan.

The Project Co-ordinator has assisted in improving the work and visibility of the ombudsman institution, with general and specialized training courses for regional representatives of the Ombudsman Office. These courses have led to the establishment of a core group of trainers who are able to pass on their knowledge and skills peer-to-peer.

To support the goal of achieving equal representation for women in the political and social sphere, the Project Co-ordinator actively promotes their participation in politics, business and civil society. In the regions, the Project Co-ordinator has initiated monitoring of activities related to Uzbekistan's international obligations under the UN *Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)*, and implemented a training programme that helps non-governmental organizations monitor and report on implementation of the *Convention*. As of May, 2007, the Project Co-ordinator in Uzbekistan had three international and 15 local posts.

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Activities regarding the Nagorno-Karabakh conflict

Minsk Process

The Helsinki Additional Meeting of the CSCE Council on 24 March 1992 requested the Chairman-in-Office to convene as soon as possible a conference on Nagorno-Karabakh under the auspices of the CSCE to provide an ongoing forum for negotiations towards a peaceful settlement. The Conference is to take place in Minsk. Although it has not to this date been possible to hold the conference, the so-called Minsk Group spearheads the OSCE's effort to find a political solution to this conflict. Its activities have become known as the Minsk Process. The permanent members of the Minsk Group are the Co-Chair countries – the United States, France and the Russian Federation – and Belarus, Germany, Italy, Sweden, Finland, Turkey, together with Armenia, Azerbaijan and, by rotation, the OSCE Troika.

On 6 December 1994 the Budapest Summit decided to establish a co-chairmanship for the process. At the present time the Co-Chairs are Ambassador Bernard Fassier of France, Ambassador Yuri Merzlyakov of the Russian Federation and Deputy Assistant Secretary of State Matthew Bryza of the United States. The Co-Chairs convene meetings at the level of Presidents and Foreign Ministers and visit the region to conduct talks with the parties to the conflict and brief the Chairman-in-Office and the members of the Minsk Group accordingly. Mediation efforts towards a peaceful resolution of the Nagorno-Karabakh conflict have intensified considerably since 2004.

High Level Planning Group

The 1994 Budapest Summit also requested the Chairman-in-Office to establish a planning group to prepare for the deployment, with the appropriate Resolution of the United Nations Security Council, of a multinational CSCE peacekeeping force following agreement among the parties for cessation of the armed conflict in Nagorno-Karabakh. According to its mandate, adopted by the Chairman-in-Office on 23 March 1995, the High Level Planning Group (HLPG) makes recommendations on developing a plan for the establishment, force structure requirements and operation of a multinational OSCE peacekeeping force for Nagorno-Karabakh, pertaining *inter alia* to 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 High Level Planning Group is located in Vienna and is made up of military experts seconded by participating States. It supersedes an earlier Initial Operation Planning Group 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 the peacekeeping force into place 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. The Group's efforts are focused on conducting reconnaissance missions of short duration, limited to investigating specific elements and aspects of the options and identifying issues that deserve closer investigation. In addition, HLPG staff members participate in the activities on the Line of Contact, the cease-fire line between the armed forces, carried out by the Personal Representative of the OSCE Chairman-in-Office on the Conflict Dealt with by the OSCE Minsk Conference.

Personal Representative of the OSCE Chairman-in-Office on the Conflict dealt with by the OSCE Minsk Conference

Established by appointment of the Chairman-in-Office on 10 August 1995

In order to invigorate peacemaking efforts in Nagorno-Karabakh, the Chairman-in-Office decided, in August 1995, to appoint a Personal Representative of the OSCE Chairman-in-Office on the Conflict dealt with by the OSCE Minsk Conference. Ambassador Andrzej Kasprzyk of Poland was appointed Personal Representative in January 1997 after having been Acting Personal Representative since July 1996.

The Personal Representative maintains a permanent field presence in Tbilisi. Field Assistants are present on a rotating basis in Baku, Yerevan and Stepanakert/Khankendi.

The tasks of the Personal Representative are to represent the Chairman-in-Office in issues related to the Nagorno-Karabakh conflict and assist him in achieving an agreement on the cessation of the armed conflict, creating conditions for the deployment of an OSCE peace-keeping operation

and facilitating a lasting political settlement. He reports to the Chairman-in-Office and provides assistance to the Minsk Group at its request. He also co-operates with representatives of the United Nations and other international organizations.

The Personal Representative participates in the meetings of the Co-Chairs and of the Co-Chairs with the Foreign Ministers and Presidents. He also assists in organizing some of those meetings. At delicate moments in the peace process in April 2004 and May 2005, under the auspices of the Co-Chairs of the Minsk Group, he organized meetings between the Presidents of Armenia and Azerbaijan in Warsaw.

As there is no official contact between the parties outside the formal negotiations format, confidence-building measures to facilitate the peace process also form an important part of the Personal Representative's work. He has helped

with the return of prisoners of war and promoted direct contacts between the sides, including a visit of Azerbaijani journalists to Armenia and Nagorno-Karabakh. In 2007 he organized the safe passage of a group of Azerbaijani intellectuals across the Line of Contact.

The Personal Representative and his team conduct regular monitoring on both sides of the Line of Contact and on the border between Armenia and Azerbaijan. On several occasions, when an increased number of cease-fire violations led to a tense situation along the front lines, the intervention of the Personal Representative has been instrumental in reducing tension and stabilizing the situation.

In 2005, the Office of the Personal Representative helped organize an OSCE Fact-Finding Mission to the territories surrounding Nagorno-Karabakh and a reconnaissance mission of the High Level Planning Group (see above). In 2006, it assisted with the organization of an OSCE-led environmental assessment mission to examine the impact of fires on both sides of the line of contact. The Office of the Personal Representative also helps organize regular visits by the Chairman-in-Office and the Co-Chairs of the Minsk Group.

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Assistance with bilateral agreements

OSCE Representative to the Latvian-Russian Joint Commission on Military Pensioners

Established by Permanent Council Decision 17, 23 February 1995

The Chairman-in-Office, in accordance with a decision of the Permanent Council on 23 February 1995, following a request by Latvia and Russia, appointed a Representative to assist in implementing the bilateral agreement *Social Welfare of Retired Military Personnel of the Russian Federation and their Family Members Residing on the Territory of the Republic of Latvia*, signed by Latvia and the Russian Federation on 30 April 1994.

Until the closure of the OSCE Mission to Latvia, the Head of Mission, Ambassador Peter Semneby of Sweden, was the OSCE Representative to the Latvian-Russian Joint Commission on Military Pensioners. On 10 July 2002, Mr. Helmut Napiontek of Germany was appointed by the Chairman-in-Office as the new OSCE Representative to the Joint Commission.

Mandate

According to the Permanent Council Decision of 23 February 1995, the Representative's tasks are as follows:

- to consider, together with the representatives of the Latvian and Russian Parties, appeals on matters involving the rights of persons to whom the agreement applies;
- to participate in the adoption of recommendations and decisions on the basis of consensus;
- to consider, at the request of either of the Parties, questions relating to the application of the provisions of the agreement and the Protocol, including the rights of the persons to whom the agreement applies.

In 1994, a total of 22,323 people were eligible under the agreement. In 2006, the number of eligible people was 16,739.

Key instruments in the three dimensions of security

The values, goals, measures and mechanisms on which the participating States have agreed are contained in the decisions of the Summits, Ministerial Councils, Permanent Council and Forum for Security Co-operation. In addition to the landmark Summit documents – the *Helsinki Final Act* (1975), the *Charter of Paris for a New Europe* (Paris, 1990), the *Challenges of Change* (Helsinki 1992) the *Declaration on a Common and Comprehensive Security Model for Europe for the Twenty-First Century* (Lisbon 1996) and the *Charter for European Security* (Istanbul, 1999) – a number of key documents have been adopted in the politico-military, the economic and environmental and the human dimensions of security. They are listed below, as are important regular OSCE events.

From the beginning, the OSCE's identification of three dimensions of security has been an expression of its comprehensive approach. While the dimensions represent a pragmatic way to order issues and activities, almost all of the OSCE's instruments are of relevance to more than one. The instruments adopted in recent years to confront new threats emerging in our globalized societies are particularly resistant to being categorized into any one of the three OSCE dimensions. They are listed separately. Also listed separately are the OSCE instruments for the peaceful settlement of disputes and the OSCE-related *Treaty on Conventional Armed Forces in Europe* and *Treaty on Open Skies*.

The politico-military dimension

Confidence- and security-building measures

One of the most important achievements of the CSCE/OSCE has been the negotiation of progressively extensive confidence- and security-building measures (CSBMs), which provide for exchanging and verifying information regarding the participating States' armed forces and military activities and establish mechanisms promoting co-operation among participating States on military matters. The 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 Forum for Security Co-operation (FSC) has been responsible for

negotiating and overseeing the implementation of CSBMs since it was created in 1992.

First generation: the *Helsinki Final Act* regime

The confidence- and security-building measures set out in the *Helsinki Final Act* were voluntary. Participating States agreed to give prior notification of military manoeuvres exceeding 25,000 troops in an area within 250 km from common frontiers, to exchange observers of military manoeuvres voluntarily and bilaterally and to give prior notification of major military manoeuvres at their own discretion. These measures did not include provisions on arms control, which were covered by the *Mutual and Balanced Force Reductions* negotiations being conducted in Vienna at that time.

Second generation: the *Stockholm Document* regime

The *Stockholm Document*, adopted at the Conference on Confidence- and Security- Building Measures and Disarmament in Europe on 19 September 1986, broadened the scope of the provisions in the *Helsinki Final Act* and made them politically binding. The new measures provided for lower thresholds and a longer time-frame for prior notification of certain military activities (13,000 troops, 42 days in advance), invitation of observers and an exchange of annual calendars of planned military activities. Most importantly, for the first time in the history of modern arms control, they provided for compulsory inspections as a means of verification. These measures were regarded as the second generation of CSBMs within the CSCE framework.

Third generation: the *Vienna Document* regime

The Vienna follow-up meeting (1986-1989, see p. 5), called for a continuation of the negotiations of the Stockholm Conference, in parallel with the newly initiated talks on conventional armed forces (see p. 97 f.). The *Vienna Document 1990* introduced annual implementation assessment meetings (AIAM-see box), an obligatory annual exchange of military information (AEMI) and obligatory hosting of evaluation visits to military formations or units reported under the information regime and air bases. In addition to these “traditional” provisions, the *Vienna Document 1990* introduced new communication and consultation measures, which can be qualified as a third generation of CSBMs. They envisaged points of contact for hazardous incidents of a military nature and a communications network for transmitting computerized information. They provided for emergency meetings to be held at the Conflict Prevention Centre to clarify unusual military activities, either bilaterally or with all participating States.

Annual Implementation Assessment Meetings (AIAM) have been held annually in Vienna since 1991 by the Forum for Security Co-operation to discuss the implementation of confidence- and security-building measures and other politico-military commitments.

The 1990 document was amended with more detailed provisions and new thresholds for notification and observation in the *Vienna Document 1992* and again in the *Vienna Document 1994*. The latter document, negotiated by the Forum for Security Co-operation, included the following two documents adopted by the FSC in November 1993 under the *Programme for Immediate Action* (see below, p. 82):

- the ***Programme of Military Contacts and Co-operation***, including exchanges and visits between members of armed forces, joint military exercises and training, visits to military facilities and seminars on cooperation; and
- ***Defence Planning***, requiring participating States to provide information about their defence policies and doctrines, force planning and budgets.

On 16 November 1999, on the eve of the Summit in Istanbul, the FSC adopted the *Vienna Document 1999*. This latest statement of the OSCE confidence- and security-building measures requires prior notification of military activity exceeding 9,000 troops. An important new feature of the *Vienna Document 1999* is a chapter addressing the importance of regional aspects of security within the OSCE and encouraging participating States to complement the CSBM regime with measures tailored to specific regional needs.

A number of mechanisms for risk reduction, first set forth in the *Vienna Document 1990*, are contained in their present form in Chapter III of the *Vienna Document 1999*:

- The ***Mechanism for Consultation and Co-operation as regards Unusual Military Activities*** obliges States to respond to requests for an explanation from other participating States, and to hold a meeting to discuss the matter, if desired, by the requesting State(s). The Permanent Council and the Forum for Security Co-operation are tasked to jointly assess the situation and recommend appropriate measures. This mechanism was activated on three occasions during the Yugoslav crisis in 1991.
- The ***Mechanism for Co-operation as regards Hazardous Incidents of a Military Nature*** 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. Any participating States affected by such an incident may request clarification, and such requests are to receive a prompt response. This measure was invoked in 1992 after a helicopter carrying European Commission monitors came down over Yugoslav territory.
- ***Voluntary Hosting of Visits to Dispel Concern about Military Activities***. This mechanism envisages that a State conducting an unusual military activity takes the initiative and invites other participating States to visit the areas where the activity is taking place.

Forum for Security Co-operation Documents

The *Programme for Immediate Action* in the Annex to Chapter V of the Helsinki Summit concluding document, which established the Forum for Security Co-operation, outlined the tasks of the newly created Forum. Besides the development of the *Vienna Document 1992* (see above), these included: negotiations on the harmonization of obligations concerning arms control; disarmament and confidence- and security-building; regional issues; force planning; the development of a regime for the global exchange of military information; and co-operation in respect of non-proliferation, defence conversion and military contacts.

On 28 November 1993, the Forum adopted the documents *Defence Planning and Programme of Military Contacts and Co-operation* under the *Programme for Immediate Action*. They were included in the *Vienna Document 1994* (see above).

On the same day, the FSC adopted, also under the *Programme for Immediate Action*:

- ***Stabilizing Measures for Localized Crisis Situations***, a catalogue of stabilizing measures intended to facilitate decision-making in appropriate CSCE bodies and the search for specific, temporary measures in support of the political process during crisis situations;
- ***Principles Governing Conventional Arms Transfers***, a guide to conducting arms transfers, with provisions for determining whether or not certain arms transfers should be avoided – reinforced by the introduction in 1997 of an annual exchange of information on transfers of weapon and equipment systems;

- ***Global Exchange of Military Information (GEMI)***, obliging participating States to exchange information annually on major weapon and equipment systems, personnel and the command structures in their conventional armed forces worldwide.
- The ***Principles Governing Non-Proliferation***, adopted by the FSC on 3 December 1994. The document supports existing international agreements regarding the non-proliferation of nuclear, chemical and biological weapons, and obliges national legislation, regulations and procedures to reflect the existing commitments. It was included among the decisions of the 1995 Budapest review meeting.

OSCE Code of Conduct on Politico-military Aspects of Security

The *OSCE Code of Conduct on Politico-military Aspects of Security*, also negotiated under the *Programme for Immediate Action*, is a landmark OSCE document. It was approved at the 1994 Budapest Summit and entered into force on 1 January 1995. While reaffirming the guiding principles of the *Helsinki Final Act*, the *Code* breaks new ground regarding the role of armed forces in democratic societies. By adopting the *Code*, the participating States agreed to reform their domestic politico-military affairs and to apply internationally agreed principles of democracy and the rule of law to their national security policies and doctrines.

Some parts of the *Code* pertain to inter-State relations while others set quite detailed and extensive norms on the democratic control of armed forces. With regard to inter-State relations, the *Code* reaffirms the participating States' determination 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 affirms 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 stresses the right of each participating State freely to determine its security interests and choose its own security arrangements, including treaties and alliances.

With respect to intra-State relations, the *Code's* provisions concerning the democratic control and use of armed forces have provoked a genuine breakthrough in many countries. It obliges participating States to ensure that their military, paramilitary and security forces are guided and controlled by constitutionally established authorities at all times, that they are politically neutral and that they comply with provisions of international humanitarian law. It furthermore commits any participating State assigning its armed forces to internal security missions to ensure that such missions are decided upon 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. It prohibits the use of armed forces to limit the peaceful and lawful exercise of civil rights by persons acting either as individuals or as representatives of groups, or to deprive them of their national, religious, cultural, linguistic or ethnic identity.

The *Code* also stipulates that OSCE bodies, mechanisms and procedures will be used to assess, review and if necessary improve its implementation. It encourages participating States to ensure that their relevant internal documents and procedures or, where appropriate, legal instruments reflect its specific commitments. To help States exchange information on their implementation of the *Code*, a questionnaire on the *Code's* provisions was developed in 1998 and updated in 2003.

Since adopting the *Code*, the OSCE participating States have held three follow-up conferences to review possible ways and means to improve its implementation. During these conferences, delegations have reported on their implementation methods and put forward proposals and suggestions aimed at strengthening the implementation of the *Code*, as well as making its application broader and more consistent. Recent milestones in implementing the *Code* have been the Special Meeting of the FSC in September 2006 and the Special Meeting of the FSC subsidiary body Working Group A in May 2007.

Documents mandated by the 1994 Budapest Summit

The 1994 Budapest Summit tasked the FSC with developing a framework for arms control and methods for improving stability and security in the CSCE region. In accordance with these requirements, the Forum adopted two decisions giving direction to its future work.

The first was a ***Framework for Arms Control***, which aimed to create 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 document, 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, focus on: implementing agreed arms control measures; developing measures to cope with regional instability; developing a web of arms control agreements; and, finally, enhancing agreed measures and developing new ones. These decisions were included as separate chapters in the concluding document of the 1996 Lisbon Summit.

Document on Small Arms and Light Weapons

In 2000, the Forum for Security Co-operation adopted the *Document on Small Arms and Light Weapons (SALW)*, which became the key OSCE response to the excessive accumulation and uncontrolled spread of SALW. This spread is of great concern to the international community and poses a threat to peace and security, with a close relationship to high levels of violence and crime.

Under the terms of this document, the participating States agreed to share the following: information, once off, on national marking systems; national procedures for the control of manufacturing; national legislation and existing practice in export policy; procedures and documentation of and control over brokering; small arms destruction techniques; and small arms stockpile security and management programmes. In addition, the participating States committed themselves to an annual exchange of data on exports to and imports from other OSCE participating States, as well as small arms identified as surplus and/or seized and destroyed on their territory in the previous calendar year.

The standards set out in the *Document on SALW* are very high and place a heavy burden on many OSCE participating States to implement their respective commitments. To assist, 12 States voluntarily undertook the responsibility of developing best practice guides. *The Handbook of Best Practices on SALW* was launched during the OSCE Ministerial Council meeting in Maastricht on 1 December 2003.

The OSCE also co-operates closely with the United Nations and the European Union agencies in different projects aimed at providing support and assistance for collecting and destroying SALW in the Balkans and the Caucasus. According to the data exchanged, OSCE participating States destroyed 5,273,168 units of SALW between 2001 and 2005. Of these, 4,352,154 were deemed surplus and 921,014 units were seized from illegal possession and trafficking.

Document on Stockpiles of Conventional Ammunition

Maintaining its comprehensive approach to security, in 2003 the FSC adopted a *Document on Stockpiles of Conventional Ammunition (SCA)*. This document outlines criteria for identifying any surplus stockpiles of conventional ammunition, explosive material or detonating devices that pose humanitarian and security risks, and also sets up a mechanism for providing assistance to requesting participating States to address these risks.

The *Documents on SALW* and *SCA*, as well as the relevant Permanent Council and Forum for Security Co-operation Decisions, have established a framework whereby a State, perhaps in conjunction with an OSCE field mission, can request that the OSCE design and help implement a programme to assist the government to meet OSCE commitments. Since 2004, the OSCE has started to implement successfully assistance projects in Armenia, Belarus, Kazakhstan, Moldova, Montenegro, Tajikistan and Ukraine, in co-operation with other international organizations.

Politico-military Mechanisms

In addition to the mechanisms included in the Vienna regime of confidence- and security-building measures, participating States have adopted a mechanism for early warning, the ***Berlin Mechanism***. It was adopted by the 1991 Council of Ministers and endorsed at the 1992 Helsinki Summit. The *Berlin Mechanism* outlines measures to be applied in case of serious emergency situations that may arise from a violation of one of the principles of the *Helsinki Final Act* or as the result of major disruptions, providing for any participating State to seek clarification. The *Berlin Mechanism* has been used on a few occasions: in 1991 in relation to Yugoslavia and in 1993 in relation to Nagorno-Karabakh. However, the establishment of the Forum for Security Co-operation in 1992 and the

Permanent Committee (now Permanent Council) in 1993 greatly strengthened OSCE capabilities for early warning. OSCE participating States now use these regular forums to draw the attention of the OSCE to potential crises.

Regional arms control: *Dayton Peace Accords*

Within the 1995 *General Framework Agreement for Peace in Bosnia and Herzegovina*, also known as the *Dayton Peace Accords* or *Dayton Accords*, Annex 1-B mandated the OSCE to help elaborate and implement three distinct instruments: an agreement on confidence- and security-building measures 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 confidence- and security-building measures in Bosnia and Herzegovina and a sub-regional arms control agreement were 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, see p. 21) in a basic formal agreement. The negotiations regarding Article V ended formally in a *Concluding Document* promoting voluntary measures on CSBMs as well as arms control tailored for the region.

Article II

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 and the withdrawal of forces and heavy weapons to cantonments or designated emplacements.

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.

As a result of the reform of the armed forces inside Bosnia and Herzegovina, the successful implementation of the *Agreement* on Article II ended on 28 September 2004.

Article IV

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 Federal Republic of Yugoslavia (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.

The ceilings limited the FRY to approximately 75 per cent of its 1996 holdings, while Bosnia and Herzegovina and Croatia were assigned 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.

By the end of the statutory reduction period, on 31 October 1997, the Parties had reduced armaments by close to 6,600 pieces, almost two thirds of the total within Bosnia and Herzegovina. Meanwhile voluntary reductions on armaments are ongoing; in fact more than 8,800 pieces of armaments were destroyed by the end of 2006. After its declaration of independence in 2006, Montenegro became the fourth acting Party to the *Agreement* on Article IV beside Bosnia and Herzegovina, Croatia and Serbia. The successful implementation of the Vienna and Florence *Agreements* represented a major contribution by the OSCE to the overall efforts to promote peace and stability in the Balkans.

Article V

Negotiations for an agreement on regional arms control, as foreseen in Article V, only began in early 1999, even though preliminary discussions on Article V had started shortly after the December 1997 Copenhagen Ministerial Council. However, the negotiations were contingent to a great extent on the satisfactory implementation of Articles II and IV, and were then hampered during the Kosovo crisis. Fortunately, the admission of the FRY to the OSCE in October 2000 paved the way for a successful conclusion of the discussions. A draft mandate for the Article V negotiations was prepared, circulated and discussed, with 20 countries taking part.

On 18 July 2001, in Vienna, the negotiations were successfully concluded as the 20 participating States reached consensus on a *Concluding Document of the Article V Negotiations*. Montenegro became the 21st member in January 2007. This *Document* mainly consists of a catalogue on voluntary measures tailored to specific regional needs, which the countries can make use of, in

light of their national security requirements. The *Document* is politically binding and has been in effect since 1 January 2002.

OSCE Border Security and Management Concept

In December 2005, the Ljubljana Ministerial Council adopted the *OSCE Border Security and Management Concept*. The concept expresses the participating States' agreement to co-operate in strengthening their borders and to facilitate legitimate cross-border movement. The *Concept* affirms the role the OSCE can play in assisting States in developing their border security and management. The *Concept* envisages establishing a network of National Focal Points relating to border security and management.

Annual Security Review Conference

The Annual Security Review Conference (ASRC) takes place every summer in Vienna. Established by the 2002 Porto Ministerial Council and organized by the Chairmanship, it provides a framework for enhancing security dialogue and for reviewing security work undertaken by the OSCE and its participating States. At the ASRC, participating States formulate recommendations to be presented to the Permanent Council and the Forum for Security Co-operation for further consideration.

The main theme of the 2004 ASRC was the issue of border security and management, while in 2005 the meeting focused on promoting dialogue and co-operation between OSCE Partners and participating States in the politico-military dimension and on enhancing co-operation with international institutions to bring mutual benefits. In 2006, the topic of discussion was a coherent approach towards activities relating to early warning, conflict prevention and resolution, crisis management and post-conflict rehabilitation. The 2007 meeting reviewed the implementation of the *OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century*, adopted by the 2003 Maastricht Ministerial Council.

The economic and environmental dimension

Economic and environmental matters have always been a part of the OSCE agenda. Early events were the Scientific Forum in Hamburg in 1980 and the Meeting on the Protection of the Environment in Sofia in 1989. A milestone marking the end of the Cold War was the 1990 Conference on Economic Co-operation in Bonn (see below). A meeting on Boreal and Temperate Forests was held in Montreal in 1993. In 1997, a Co-ordinator of OSCE Economic and Environmental Activities was established, with an office in the Secretariat (see p. 26).

Bonn Conference on Economic Co-operation in Europe (1990)

A milestone in the evolution of the economic and environmental dimension was the Conference on Economic Co-operation in Europe, held from 19 March to 11 April 1990 in Bonn. Convened with the purpose of discussing economic co-operation between East and West, the meeting changed its agenda when the Eastern States' economic system suddenly disintegrated. Participating States expressed their commitment to the principles of a market economy and agreed on a number of guiding principles:

- fiscal and monetary policies that promote balanced, sustainable economic growth and enhance the ability of markets to function efficiently;
- international and domestic policies aimed at expanding the free flow of trade, capital, investment and repatriation of profits in convertible currencies;
- free and competitive market economies where prices are based on supply and demand;
- policies that promote social justice and

- improve living and working conditions;
- environmentally sustainable economic growth and development;
- full recognition and protection of all types of property including private property, and the right of citizens to own and use them, as well as intellectual property rights;
- the right to prompt, just and effective compensation in the event private property is taken for public use;
- direct contact between customers and suppliers to facilitate the exchange of goods and services among companies – whether private or state-owned – and individuals in both domestic and international markets.

Economic and Environmental Forum

The Economic and Environmental Forum meets annually and brings together more than 450 representatives of participating States, the business community, academia and civil society. It serves as a platform for dialogue on current issues and formulates recommendations. Preparatory seminars focus on the issues and topics that are to be discussed at the Economic and Environmental Forum and bring together international experts in the relevant fields. The seminars are attended by representatives of OSCE participating States, the Mediterranean Partners for Co-operation (Algeria, Egypt, Israel, Jordan, Morocco and Tunisia), the Asian Partners for Co-operation (Afghanistan, Japan, the Republic of Korea, Mongolia, Thailand) and non-governmental organizations.

The CSCE Foreign Ministers decided at the Prague Council meeting on 30 January 1992 to establish an annual Economic Forum to sharpen the focus of the CSCE on the development of free-market economies as an essential aspect of the building of democracy. It met for the first time in Prague from 16 to 18 March 1993. Until 2006, the Economic Forum was held in the context of a Committee of Senior Officials meeting (renamed “Senior Council” in 1994 and dissolved in 2006). Since

2006, the Forum has been held in two parts, in Vienna and Prague. In 2007, it was renamed the Economic and Environmental Forum, reflecting the growing importance of environmental security issues such as land degradation and the management of water resources.

While the early Economic Forum meetings had focused only on the subject set under the respective Chairmanship, a decision by the

Topics of the Economic/ Economic and Environmental Forum

- 1993 1st Economic Forum:** Transition process to democratic market economies
- 1994 2nd Economic Forum:** Transition process to democratic market economies
- 1995 3rd Economic Forum:** Regional, subregional and transborder co-operation, and the stimulation of trade, investment and development of infrastructure
- 1996 4th Economic Forum:** Economic aspects of security and the OSCE role
- 1997 5th Economic Forum:** Market economy and the rule of law
- 1998 6th Economic Forum:** Security aspects of energy developments in the OSCE area
- 1999 7th Economic Forum:** Security aspects in the field of the environment
- 2000 8th Economic Forum:** Economic aspects of post-conflict rehabilitation: the challenges of transformation
- 2001 9th Economic Forum:** Transparency and good governance in economic matters
- 2002 10th Economic Forum:** Co-operation for the sustainable use and the protection of quality of water in the context of the OSCE
- 2003 11th Economic Forum:** Trafficking in human beings, drugs, small arms and light weapons: national and international economic impact
- 2004 12th Economic Forum:** New challenges for building up institutional and human capacity for economic development and co-operation
- 2005 13th Economic Forum:** Demographic trends, migration and integrating persons belonging to national minorities: ensuring security and sustainable development in the OSCE area
- 2006 14th Economic Forum:** Transportation in the OSCE area: secure transportation networks and transport development to enhance regional economic co-operation and stability
- 2007 15th Economic and Environmental Forum:** Key challenges to ensure environmental security and sustainable development in the OSCE area: land degradation, soil contamination and water management

Ministerial Council in Sofia in December 2004 on improving the efficiency and effectiveness of the Economic Forum instructed it to strengthen its role as a framework for political dialogue among the participating States on key economic and environmental issues and to become more policy-oriented. This led to the production of several OSCE publications: the *Best Practice Guide for a Positive Business and Investment Climate* (2006); the *Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and Destination* (2006); and the *Handbook on Best Practices in Combating Corruption* (2004).

OSCE Strategy Document for the Economic and Environmental Dimension

The growing interest in the second dimension was further illustrated at the Maastricht Ministerial Council in December 2003, when, after a year of negotiation, participating States adopted the *OSCE Strategy Document for the Economic and Environmental Dimension*. The *Document* reaffirmed the substantive importance of the economic and environmental dimension in the OSCE concept of comprehensive security and co-operation and its role in early warning, conflict prevention, crisis management and post- conflict rehabilitation, recalling the principles of the 1975 *Helsinki Final Act*. The *Strategy Document* has become a guiding document of the second dimension.

The human dimension

OSCE commitments in the human dimension are unique in several ways: first, they extend beyond the standard protection of human rights and fundamental freedoms to include the promotion of the rule of law and democratic institution-building. Secondly the standards apply to all participating States; as all decisions are made by consensus, no participating State can claim certain commitments do not apply to it. Finally, the OSCE considers the implementation of human dimension commitments in any one participating State to be the concern of all, as declared at the Moscow Conference on the Human Dimension in 1991 (see below). This is tempered by the fact the OSCE's co-operative approach to security seeks to assist rather than isolate States that fail to live up to their commitments.

The OSCE institutions – the Office for Democratic Institutions and Human Rights (ODIHR), the High Commissioner on National Minorities (HCNM) and the OSCE Representative on Freedom of the Media (RFOM) – are essential instruments for ensuring respect for human rights, democracy and the rule of law. The OSCE commitments in the third dimension are documented in the reference guide *OSCE Human Dimension Commitments*, published by the ODIHR (2nd edition 2005).

Conference on the Human Dimension (1989, 1990, 1991)

The Conference on the Human Dimension was held in three stages, in Paris from 30 May to 23 June 1989, in Copenhagen from 5 to 29 June 1990 and in Moscow from 10 September to 4 October 1991. The 1990 *Copenhagen Document* and the 1991 *Moscow Document* remain the definitive texts for the OSCE's commitments in the human dimension.

The 1990 *Copenhagen Document* establishes 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 context, such as the right to peaceful assembly and demonstration, the right to enjoy one's property peacefully and the rights of the child. It introduces far-reaching provisions regarding national minorities, and broadens the scope of human rights matters to include election commitments.

The 1991 *Moscow Document* establishes that commitments in the human dimension are not exclusively internal affairs of a State: “[The participating States] categorically and irrevocably declare that commitments undertaken in the field of the human dimension are of concern to all participating States and do not belong exclusively to the internal affairs of the State concerned.” This principle was reiterated at the Helsinki Summit in 1992 and the Ministerial Council meeting in Copenhagen in 1997. The *Moscow Document* introduces several new commitments such as support to an elected democratic government facing an attempted or actual overthrow and the protection of human rights during a state of public emergency.

Human Dimension Mechanisms

The CSCE/OSCE has developed certain mechanisms and procedures that, in cases of a conflict requiring rapid reaction, facilitate prompt and direct contact between the parties involved and help to mobilize concerted action by the OSCE. In practice these have been used very little since States acquired the option of raising such issues directly in the Permanent Council.

Vienna Mechanism

The *Vienna Mechanism*, adopted at the Vienna follow-up meeting in 1989, provides for the exchange of information on questions relating to the human dimension. It consists of four separate phases in which participating States may:

- respond to requests for information made by other participating States;
- hold bilateral meetings, should these be requested by other participating States;
- bring situations and cases in the human dimension to the attention of other participating States;
- discuss the issues raised under the *Mechanism* at OSCE meetings.

The *Vienna Mechanism* was activated extensively between January 1989 and April 1992 in the context of East-West relations.

Moscow Mechanism

The *Moscow Mechanism*, adopted at the third stage of the Conference on the Human Dimension in 1991, complements and strengthens the *Vienna Mechanism*. It 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. Following a request for information or for a bilateral meeting, the team of experts may be invited by the participating State concerned upon the suggestion of the requesting State, or, if the State refuses to invite such a team, a mission of *rapporteurs* can be established at the initiation of the requesting State and at least six other participating States.

Furthermore, missions of experts can be invited voluntarily by a participating State, or a mission of experts or *rapporteurs* can be established following a decision of the Permanent Council upon request of any participating States. Also, an emergency mission of *rapporteurs* can be established in case of a particularly serious threat to the fulfilment of human dimension provisions, if at least 10 participating States agree.

The *Moscow Mechanism* has been activated on a number of occasions. In 1992, a mission of *rapporteurs* was sent to Croatia and Bosnia and Herzegovina and a mission of experts to Estonia. In 1993, a mission of experts was sent to Moldova. In 2002, a fact-finding mission was sent to Turkmenistan. There have also been a number of failed attempts to activate this *Mechanism*, in regard to Russia and Estonia in 1992, Turkey and Austria in 1992, Serbia and Montenegro in 1993 and Turkey and the Nordic countries in 1994.

Human Dimension Implementation Meetings

The Human Dimension Implementation Meeting (HDIM) was established in 1992 in the wake of the Conference on the Human Dimension (see above). Since 1993, the two-week meeting has taken place every year in Warsaw, hosted by the ODIHR. Hundreds of government representatives, international experts, human rights activists and non-governmental organizations convene to discuss the implementation of human dimension commitments that the participating States have adopted by consensus. In some cases, these meetings provide a rare opportunity for non-governmental organizations to address their governments directly. While these meetings are not mandated to produce any negotiated texts, their recommendations may feed into the OSCE's decision-making process, for example at the subsequent Ministerial Council meeting.

Supplementary Human Dimension Meetings

In addition to the Human Dimension Implementation Meeting, three shorter, focused meetings are held every year on specific human dimension issues. For example, a Supplementary Human Dimension Meeting held in Tbilisi, Georgia, in November 2005 was the first major international event dedicated to an important and topical subject: the role of defence lawyers in guaranteeing a fair trial.

Topics of recent Supplementary Human Dimension Meetings

- 2005** Defence lawyers (Tbilisi, 3 and 4 November)
Human rights and the fight against terrorism (Vienna, 14 and 15 July)
Election technologies and procedures (Vienna, 21 and 22 April)
- 2006** Democracy and effective representation (Vienna, 2 and 3 November)
Freedom of the media (13 and 14 July)
Human rights defenders and national human rights institutions (Vienna, 30 and 31 March)
- 2007** Freedom of assembly, association and expression (Vienna, 29 and 30 March)
Promotion and protection of human rights (Vienna, 12 and 13 July)
Combating sexual exploitation of children (Vienna, 18 and 19 October)

Human Dimension Seminars

Since 1992, the ODIHR has organized at least one Human Dimension Seminar each year in Warsaw. The aim of these seminars, which usually last four working days, is to stimulate discussions and an exchange of information about human dimension issues of importance to the participating States. Representatives of the governments of participating States, international organizations and, as of 1994, non-governmental organizations are invited to attend the seminars.

Topics of recent Human Dimension Seminars

- 1998** 25-28 May
Ombudsmen and human rights protection
- 1999** 27-30 April
Human rights: the role of field missions
- 2000** 23-26 May
Children and armed conflict
- 2001** 29-31 May
Election processes
- 2002** 23-25 April
Judicial systems and human rights
- 2003** 13-15 May
Participation of women in public life
- 2004** 12-14 May
Democratic institutions and governance
- 2005** 11-13 May
Migration and integration
- 2006** 10-12 May
Rule of law and due process
- 2007** 16-18 May
Participation and representation

Instruments to combat threats of the twenty-first century

OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century

At its meeting in Maastricht on 1 and 2 December 2003, the Ministerial Council adopted the 58-point *OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century*. The *Strategy* notes that the OSCE, with its comprehensive approach to security, is particularly well-equipped to address the qualitatively new security challenges that have emerged in recent years: “Threats to security and stability in the OSCE region are today more likely to arise as negative, destabilizing consequences of developments that cut across the politico-military, economic and environmental and human dimensions, than from any major armed conflict.” It calls for the continued search for negotiated solutions to unresolved conflicts in the OSCE area. It further notes that weak governance and the failure by States to secure adequate and functioning democratic institutions that promote stability can in themselves constitute a breeding ground for a range of threats. In the *Strategy*, participating States pledge to intensify co-operation with the OSCE’s Mediterranean and Asian Partners for Co-operation.

Documents on the Fight against Terrorism

The *Bucharest Plan of Action for Combating Terrorism* was adopted at the Ministerial Council in 2001. It defined the basis for the OSCE’s contribution to global efforts to prevent and combat terrorism. It also provided the mandate for establishing the Action against Terrorism Unit in the Secretariat. Under the *Plan of Action*, participating States pledge themselves to expand existing OSCE activities that contribute to the global fight against terrorism, to increase bilateral and multilateral co-operation within the OSCE and with the United Nations as well as with other international or regional organizations. The *Plan of Action* identifies and addresses various social, economic, political and other factors that engender conditions in which terrorist organizations are able to recruit and win support. It states that the OSCE will offer participating States assistance in implementing international anti-terrorist conventions and protocols, increase its activities to promote the rights of persons belonging to national minorities and take action to prevent and suppress the financing of terrorist activities, such as by training personnel of domestic financial institutions in counter-terrorism areas.

At the Ministerial Council meeting in Porto in 2002, participating States adopted the *OSCE Charter on Preventing and Combating Terrorism* and the *Decision on implementing OSCE commitments and activities on combating terrorism*. These general instruments have been complemented by the adoption of a series of practical measures in areas such as travel document and transport security.

OSCE Action Plan to Combat Trafficking in Human Beings

The *OSCE Action Plan to Combat Trafficking in Human Beings*, endorsed by the Maastricht Ministerial Council in 2003, provides a framework for the anti-trafficking efforts of the Organization. It contains far-reaching recommendations for the participating States on the best ways and means to implement anti-trafficking commitments as well as precise tasks for the OSCE bodies to assist the participating States in this endeavour.

The *Action Plan* establishes a direct link between the political commitments of the participating States since 1975 and national recommendations in the areas of: investigation, law enforcement and prosecution; prevention of trafficking in human beings; and protection and assistance.

The Maastricht decision established an OSCE mechanism, under the aegis of the Permanent Council, consisting of a Special Representative, appointed by the Chairman-in-Office, and a special unit under the Secretariat. The mandate of the mechanism is, *inter alia*, to ensure co-ordination across all three dimensions of the OSCE, strengthen co-ordination among the relevant authorities of the participating States and between the OSCE and other relevant organizations, raise the political profile of efforts to combat trafficking in human beings and operate in the whole OSCE area in a spirit of co-operation. The mandate of the mechanism reflects the geographically balanced and comprehensive, multi-dimensional approach of the Organization.

This structure was modified in 2006, combining both parts of the mechanism into a single organizational unit, the Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings, located in the Secretariat.

Peaceful Settlement of Disputes

The *Valletta Mechanism*

The *Valletta Mechanism* for the peaceful settlement of disputes represents the formalization of the fifth principle of the *Helsinki Final Act*, which established the use of peaceful means to settle disputes so that they do not threaten international peace and security. Experts first met in Montreux in 1978 to discuss a Swiss proposal for the peaceful settlement of disputes, but were unable to agree on a procedure. A second meeting held in Athens in 1984 also ended unsuccessfully. The *Valletta Mechanism* was created at a third meeting of experts in Valletta from 15 January to 8 February 1991 and adopted by the first CSCE Council of Ministers in June of that year.

The *Valletta Mechanism* foresees that one or more persons, selected from a register of qualified candidates and nominated by the Director of the Conflict Prevention Centre, make contact with the parties to a dispute, separately or jointly. They may offer general or specific comments or advice, which may be confidential and which does not bind on the parties. The *Mechanism* has not been used to date.

Another meeting on the peaceful settlement of disputes was held in Geneva from 12 to 23 October 1992. On the basis of that meeting, the 3rd Council of Ministers, held in Stockholm in December 1992, adopted the following further measures:

- The *Valletta Mechanism* was slightly revised and simplified.
- A conciliation procedure was adopted as an option available to participating States on the basis of agreements *ad hoc* or, in advance, on the basis of reciprocal declaration.

- The Council of Ministers and the Committee of Senior Officials were given the authority to 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 and adopted related provisions. The procedure is also referred to as “consensus minus two” (see box p. 14).
- A *Convention on Conciliation and Arbitration* was adopted and declared open for signature by interested participating States (see below).

The *Convention on Conciliation and Arbitration within the OSCE*

The 1992 Ministerial Council in Stockholm adopted the *Convention on Conciliation and Arbitration*, which is legally binding only for those participating States that have legally become parties to it (see Annex VII). These States also cover the expenses of the *ad hoc Court on Conciliation and Arbitration* established by the Convention. The Court, based in Geneva, is not a permanent body but a roster of conciliators and arbitrators. Under the *Convention*, a Conciliation Commission hears cases brought before it by the common consent of two or more States and presents a report to the parties in dispute, proposing a solution. In the event of no agreement being reached within a period of 30 days, an arbitral tribunal can be constituted, the decisions of which are binding on the parties. The *Convention* has not been put into practice to date.

Non-OSCE treaties

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

Treaty on Conventional Armed Forces in Europe

In an effort to enhance military stability and security in Europe, the third CSCE follow-up meeting in Vienna (1986 to 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 the 22 participating States that were members of NATO or the Warsaw Treaty Organization. The talks resulted in the agreement known as the *Treaty on Conventional Armed Forces in Europe (CFE)*. Not an OSCE document, the *Treaty* was signed in Paris on 19 November 1990 and is legally binding on the States Parties. It entered into force on 9 November 1992.

The *CFE Treaty* is a complex legal instrument that provides a system of limitations for holdings and ensures military transparency through mandatory notification of certain military activities and holdings.

The *Treaty* includes a mandate for the establishment of a special body in Vienna, called the **Joint Consultative Group (JCG)**, composed of all States Parties, to address questions relating to compliance with the provisions of the *Treaty*, resolve ambiguities and differences in interpretation, consider measures aimed at enhancing the viability and effectiveness of the

Treaty, resolve technical questions and look into any disputes arising out of implementation. The JCG was established in 1990.

The historical significance of the *CFE Treaty* is considerable. As a result of the *Treaty*, Europe, which during the Cold War had been an area of intense confrontation with a high concentration of weapons, embarked on an unprecedented disarmament process. This 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 on 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 of military formations – with the exception of sea-based naval forces, internal security forces or forces serving under UN 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-1A Agreement* came into effect the same day the *CFE Treaty* entered into force, 9 November 1992. The limits set in the agreements were to be reached by 16 November 1995. By then, owing to the unification of Germany, as well as the break-up of the former Soviet Union and Czechoslovakia, there were 30 States Parties to the *CFE Treaty* and the *CFE-1A Agreement*.

Renegotiating the *CFE Treaty*

To adjust to the changes brought about by the end of the Cold War, particularly the dissolution of the Warsaw Pact, the States Parties to the *CFE Treaty* instructed their Delegations during the First *CFE Treaty* Review Conference in May 1996 to begin consultations aimed at “improving the operation of the *Treaty* in the changing security environment in Europe”.

These consultations formally concluded at the 1999 Istanbul Summit of OSCE Heads of State and Government, where the 30 Heads of State or Government signed the *Agreement on Adaptation of the Treaty on Conventional Armed Forces in Europe* (also known as the *Adapted CFE Treaty*).

The *Adapted CFE Treaty* replaced the division of Europe into two blocs – NATO and the Warsaw Pact – by a system giving each State individual ceilings for armaments. In the original *CFE Treaty*, the two groups of States had collective ceilings within their own group. The *Adapted CFE Treaty* allows a certain amount of armaments for a State Party at both 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 the territorial level (meaning total forces allowed on the territory of that State, including any foreign forces). The new ceilings constitute a further step in disarmament in Europe. They call for the dismantling of 11,000 weapons systems – battle tanks, artillery pieces and fighter planes. This will cut the number of conventional weapons in Europe by about 10 per cent.

Once the *Treaty* enters into force it will be open for accession by other participating States whose land territory lies in Europe within the geographic area between the Atlantic Ocean and the Ural Mountains. Until all 30 States Parties have ratified the Agreement, the original *CFE Treaty* remains in effect.

The adoption of the *Adaptation of the CFE Treaty* in Istanbul in 1999 was accompanied by the politically binding *Final Act of the Conference of the States Parties to the CFE Treaty*, also known as the Istanbul Commitments. A number of States Parties have declared they intend to ratify the *Adapted CFE Treaty* only when the Russian Federation has fulfilled its commitment under the *Final Act* to withdraw forces and ammunition from Georgia and Moldova.

At the request of the Russian Federation an Extraordinary Conference of the States Parties was held in Vienna from 12 to 15 June 2007. This was inconclusive. Due to what it said was the contradiction between the Treaty's provisions and the current politico-military situation and also the lack of progress in ratifying the *Agreement on Adaptation of the CFE Treaty*, on 14 July 2007, the Russian Federation issued a decree announcing it would suspend its participation in the *CFE Treaty* until other States Parties ratify and begin to implement the *Agreement on Adaptation*.

Treaty on Open Skies

The *Treaty on Open Skies* established a regime of unarmed observation flights over the territories of States Parties. Although not an OSCE document, the *Treaty* is closely linked to the OSCE. Its basic philosophy of openness and transparency in military matters reflects that of the confidence- and security-building regimes developed by the OSCE. In a special *Declaration* of 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 enhancing security and confidence in Europe.

The idea of a regime of unarmed aerial observation flights was initially suggested by U.S. President Dwight Eisenhower in 1955 but it only started to materialize – following a joint Canadian-Hungarian initiative – at a meeting in Ottawa on 12 February 1990 between NATO and the Warsaw Treaty Organization. Further negotiations ended with the signing of the *Treaty on Open Skies* in Helsinki on 24 March 1992.

The *Treaty* contains detailed provisions for conducting the observation flights. It specifies, *inter alia*, quotas for observation flights (based on reciprocity between individual States or groups of States), the notification of points of entry for observation flights for each State, and the technical details of sensors to be used for observation flights as well as the inspection of those sensors. Of unlimited duration, the *Treaty on Open Skies* entered into force on 1 January 2002 and is open to accession by other States. The number of signatory States Parties to the *Treaty* stood at 35 in 2007.

The *Treaty* set up an **Open Skies Consultative Commission** in Vienna, serviced by the OSCE Secretariat. The basic task of the Commission is to discuss all questions relating to compliance with the *Treaty's* provisions.

External co-operation

Today's security threats cannot be met by any single State or organization on its own. Dialogue, co-ordination and exchange of information with other organizations and institutions and with its Mediterranean and Asian Partners for Co-operation have become increasingly important for the OSCE, involving the Chairmanship, the Secretariat, the institutions and the field operations. The Section for External Co-operation in the Secretariat (www.osce.org/ec) is the first point of contact for international, regional and sub-regional organizations and institutions.

Participating States have adopted a number of decisions to underpin the OSCE's co-operation with other organizations and with its Partner States. The *Platform for Co-operative Security* was adopted at the Istanbul Summit in 1999. It states that the OSCE will co-operate with organizations and institutions whose members:

- adhere to the *United Nations Charter* and OSCE principles and commitments;
- subscribe to principles of transparency and predictability in their actions in the spirit of the *Vienna Document 1999* (see p. 85);
- implement fully the arms control obligations to which they have committed themselves;
- proceed on the basis that those organizations and institutions of which they are members will adhere to transparency about their evolution;
- ensure that their membership in those organizations is based on openness and free will;
- actively support the OSCE's concept of common, comprehensive and indivisible security and a common security space free of dividing lines;

- play a full and appropriate part in the development of the relationships between mutually reinforcing security-related institutions in the OSCE area;
- are ready to deploy institutional resources for co-operation with the OSCE.

The *Platform* sets out modalities for co-operation among the organizations and institutions that adhere to it. It mentions the OSCE's role as a regional arrangement under the *United Nations Charter*. It notes the growing importance of co-operation with sub-regional groups. Instruments of co-operation named include regular contacts, practical co-operation, the identification of liaison officers and cross-representation at meetings. The *Platform* calls for the development of co-operation with other relevant international bodies in the field, including by exchanging information and developing common projects. In the event of special crises, organizations co-operating under the *Platform* are encouraged to keep each other informed about actions undertaken or planned. The *Platform* stipulates that the OSCE Secretary General shall prepare an annual report on interaction between organizations and institutions in the OSCE area.

The *OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century*, adopted in 2003 at the Ministerial Council in Maastricht, is another important document regulating the OSCE's external co-operation. It calls for intensified interaction with the Mediterranean and Asian Partners for Co-operation and with organizations and institutions both within and outside the OSCE area (see p. 94 and below, p. 106).

Co-operating with other international organizations

United Nations

The United Nations is one of the OSCE's closest partners. Participating States declared the CSCE to be "a regional arrangement in the sense of Chapter VIII of the *Charter of the United Nations*", which allows for such arrangements, in 1992. They agreed upon the *Framework for Co-operation and Co-ordination between the United Nations Secretariat and the CSCE* in 1993. Also in 1993, the United Nations granted the CSCE observer status.

The United Nations and the OSCE engage in dialogue and co-operate in matters ranging from the illicit trade in weapons and the fight against terrorism and trafficking to conflict prevention, human rights and economic and environmental aspects of security.

The OSCE Chairmanship, Secretariat and institutions maintain contact with various specialized United Nations agencies and bodies through cross-representation at meetings and regular consultations. The OSCE is involved in the United Nations Secretary-General's High-level Meetings with regional and other intergovernmental organizations, as well as in the annual United Nations Security Council thematic debates on co-operation with regional organizations. Responding to calls by the United Nations to further strengthen co-operation, the Permanent Council adopted a *Declaration on Co-operation with the United Nations in 2006*.

The OSCE's field operations also work closely with the United Nations, for example in Kosovo, where the OSCE Mission in Kosovo has served since 1999 as one of the pillars of the United Nations Mission in Kosovo (UNMIK), responsible for building up democratic institutions there.

Since 1993, the OSCE, the United Nations and the Council of Europe have been engaging in annual high-level and target-oriented Tripartite Meetings. These have now expanded to include the European Union, the International Organization for Migration and the International Committee of the Red Cross.

European Union

Co-operation with the European Union covers a wide range of regional and thematic issues, including civilian crisis management, police training, border management and security, the fight against trafficking in human beings, rule of law, institution-building, human rights and elections. European Union Member States and the European Commission are among the OSCE's major partners in funding and implementing projects in all three dimensions of security and across the entire OSCE region.

At the political level, the European Union is represented in the OSCE bodies by the delegation of the country holding the Presidency of the European Union Council, as well as by the European Commission, which maintains contact with the OSCE through its delegation to the international organizations in Vienna. Political contacts between the organizations include regular meetings of their respective Troikas, both at the ministerial and ambassadorial levels. At the working level, staff meetings have been taking place annually since 2003.

OSCE field presences co-operate closely with the European Union on issues related to their respective mandates. Combined efforts and co-operation have contributed significantly to bringing stability and peace to the Balkans.

Council of Europe

The OSCE and the Council of Europe, each according to its own working method and membership, pursue a common goal: the promotion of stability in Europe based on democracy, rule of law and respect for human rights. The general structure of institutional contacts between the two organizations is laid out in the *Common Catalogue of Co-operation Modalities*, signed in 2000 by the respective Secretaries General.

High-level “3+3” meetings, held annually by the respective Chairpersons-in-Office, Secretaries General and Parliamentary Assembly Presidents, address current issues of mutual interest. The OSCE and Council of Europe Secretaries General exchange visits to the decision-making bodies of the two organizations.

The OSCE-Council of Europe Co-ordination Group, comprising representatives from the OSCE Troika, the Council of Europe Bureau and the two Secretariats, was established in 2004. The Co-ordination Group meets bi-annually to discuss co-operation in priority areas. In 2005, the OSCE participating States and Council of Europe Member States took respective decisions to adopt the *Declaration on Co-operation between the Council of Europe and the Organization for Security and Co-operation in Europe*.

Many OSCE field operations work closely with the Council of Europe. The two organizations build on each other’s experiences and strengths.

North Atlantic Treaty Organization

Relations between the OSCE and the North Atlantic Treaty Organization (NATO) have developed pragmatically to include both political dialogue and operational interaction in the field. Each year, the OSCE Chairman-in-Office addresses NATO’s political bodies, and NATO officials are regularly invited to address the OSCE Permanent Council. Since 1998, working-level meetings between representatives of the two bodies have been addressing thematic issues of mutual concern, such as terrorism, border management and security, disarmament, small arms and light weapons and the implementation of confidence- and security-building measures. Regional issues such as co-operation in the Balkans and the Mediterranean have also been topics of discussion. Since 1998, OSCE observers have been attending NATO-led planning exercises upon invitation.

Close interaction in the field developed particularly in the mid-1990s, for example through the NATO-led Stabilization Force and the NATO-led Kosovo Force. In 2004 and 2005, NATO provided substantial security assistance to the OSCE’s election support teams deployed to Afghanistan. The OSCE and NATO are both participants in ENVSEC (see page 26).

Other regional and sub-regional organizations in the OSCE area

In its role as a regional arrangement under Chapter VIII of the *United Nations Charter*, the OSCE maintains contacts and serves as a forum for co-operation with other regional and sub-regional organizations and initiatives in its area. The OSCE regularly invites these bodies to send representatives to its Ministerial Councils and other events and participates as an invitee in their meetings.

The long list of regional and sub-regional organizations and initiatives includes: the Central European Initiative, the Commonwealth of Independent States, the Collective Security Treaty Organization, the Organization for Democracy and Economic Development – GUAM, the Organization of the Black Sea Economic Co-operation, the Southeast European Co-operative Initiative (SECI) and the South East European Co-operation Process.

Regional organizations outside the OSCE area

On the basis of the 2001 *Bucharest Plan of Action for Combating Terrorism* and the 2003 *OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century* (see p. 94), the OSCE has also exchanged best practices and lessons learned with regional organizations outside the OSCE area, such as the African Union, the Conference on Interaction and Confidence-Building Measures in Asia, the League of Arab States and the Organization of the Islamic Conference. Relations have also been developed with the Organization of American States, the Association of Southeast Asian Nations (ASEAN) and the ASEAN Regional Forum.

Co-operating with OSCE Partner States

From the beginning of the Helsinki Process in the early 1970s, the CSCE/OSCE has considered security within the broader global context and recognized its close link with security in the Mediterranean. Based on this recognition, several Mediterranean States pioneered a special relationship with the OSCE. At a later stage, the OSCE established a similar special relationship with a number of Asian States.

Mediterranean and Asian Partners for Co-operation:

- participate as observers in OSCE Ministerial Councils and on the margins meet with the OSCE Ministerial Troika and the Secretary General;
- are regularly invited as observers at Permanent Council and Forum for Security Co-operation meetings;
- participate in regular OSCE implementation and review meetings and conferences, and in the Economic and Environmental Forum (including special side events);
- participate in the OSCE Parliamentary Assembly (including the annual Parliamentary Forum on the Mediterranean).

At an operational level, Partners for Co-operation are invited to send observers to electoral missions of ODIHR and to second experts to OSCE field operations.

The main forums for dialogue with Partner States are the respective Contact Groups and annual seminars and conferences.

Mediterranean Partners for Co-operation

The 1975 *Helsinki Final Act* included a chapter entitled “Questions relating to security and co-operation in the Mediterranean”, reflecting not only the region’s shared security concerns, but also its historical, cultural, economic and political ties with the OSCE. The chapter was an expression of the political will of the participating States and the “Non-Participating Mediterranean States” (NPMS), as they were then called, to co-operate in a number of fields. The link between security in Europe and in the Mediterranean has since been underscored in CSCE/OSCE documents.

At the 25th Council of Senior Officials meeting in Prague in March 1994, the participating States decided to invite the NPMS to CSCE Council of Ministers meetings, review conferences, regular meetings with the Troika and, case by case, to seminars and other *ad hoc* meetings. They were also given access to all CSCE documents and the right to submit views to the Chairman-in-Office.

Another milestone that year was the 1994 Budapest Summit’s establishment of an open-ended Mediterranean Contact Group at the expert level. The Budapest Summit also provided for regular consultations conducted by the Chairman-in-Office between the CSCE, represented by the Troika and the Secretary General, and the Mediterranean States.

The term “Non-Participating Mediterranean States” was dropped in 1995 by the Permanent Council in favour of “Mediterranean Partners for Co-operation” (MPCs).

The first Mediterranean Seminar, on confidence-building, took place in Cairo in 1995. Mediterranean Seminars now take place annually. Issues addressed have included: the OSCE as a platform for dialogue and the fostering of norms of behaviour; new threats to security and stability; human and economic and environmental dimension commitments; the media and new technologies; migration and integration policies.

Active participation by the Mediterranean Partners contributes to the OSCE debate by adding a Mediterranean perspective to security. For example, during the debate on strengthening the OSCE in 2005, the MPCs presented a joint set of recommendations, delivered by Algeria on behalf of the group.

Mediterranean Partners for Co-operation

- Algeria
- Egypt
- Israel
- Jordan
- Morocco
- Tunisia

Asian Partners for Co-operation

At the 1992 Helsinki Summit, the CSCE participating States agreed to develop relations with Japan as a non-participating State, marking the beginning of the dialogue with what became the Asian Partners for Co-operation (APCs). They noted Japan's deep interest in OSCE matters and active engagement in European co-operation, including Japan's contribution to the work of the Organization by seconding personnel to OSCE field operations and ODIHR election observation missions and financing OSCE projects in the field.

In 1994, the Republic of Korea became a Partner State. It has participated in several ODIHR election observation missions and Republic of Korea nationals have been seconded to the OSCE. The Republic of Korea has repeatedly stated that its special relationship with the OSCE offers a model for promoting security and stability on the Korean peninsula. In 2003, it hosted a workshop on the applicability of OSCE confidence- and security-building measures in North-East Asia.

Thailand's accession as a Partner State in 2000 led to intensified dialogue with the Asian Partners on human dimension issues, especially human trafficking, and favoured relations with the ASEAN Regional Forum (ARF). Thailand hosted an important workshop on anti-trafficking in 2005 in Bangkok and a joint OSCE-ARF workshop on preventive diplomacy on the margins of the 2004 OSCE-Japan conference.

In 2003, Afghanistan was welcomed as a Partner State. In 2004 and 2005, the OSCE sent Election Support Teams to the Afghan parliamentary and presidential elections.

Mongolia, the newest Asian Partner, joined in 2004. Its involvement has included sending police observers to a workshop in Kyrgyzstan in 2005. Both new partners are active proponents of deeper engagement in OSCE activities and programmes. Mongolia hosted the OSCE-Mongolia Conference on Strengthening the Co-operative Security between the OSCE and the Asian Partners for Co-operation on 12 and 13 June 2007.

In 2003, the Asian Contact Group was established to enable the Asian partners to keep abreast of events and activities taking place in the OSCE region as well as for the participating States to be informed about developments in Asia.

Annual conferences with the Asian Partners have seen exchanges of ideas in areas such as human security, regional co-operation and comprehensive security in Central Asia, anti-trafficking and the applicability of OSCE confidence- and security-building measures in North-East Asia.

Partnership with the Asian Partners for Co-operation is based on two main tenets: sharing the OSCE experience and benefiting from the Partners' contribution. All five Asian Partners support OSCE values and commitments and have taken steps toward their voluntary implementation.

Asian Partners for Co-operation

- Afghanistan
- Japan
- Mongolia
- Republic of Korea
- Thailand

Recent developments in Light of the Maastricht Strategy

In the *OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century*, adopted in Maastricht in 2003, participating States recognized the increasing importance of threats originating or evolving in adjacent regions. Consequently, they pledged to intensify co-operation with the OSCE Partners for Co-operation by identifying areas of common interest and concern and possibilities for further co-ordinated action. They also offered to assist Partners in their voluntary implementation of OSCE principles and commitments, and encouraged them to take part in existing information exchanges and other endeavours in the framework of the OSCE confidence- and security-building measures, including early warning.

In response to the *Strategy*, an informal working group met in 2004 and produced proposals for sharing OSCE norms, principles and commitments with the Mediterranean and Asian Partners more intensely. Also in 2004, the Mediterranean Partners for Co-operation participated in a simulation exercise in Slovenia, where they played the role of an evaluation team under the terms of the most recent OSCE document on confidence- and security building measures, the *Vienna Document 1999*. The Mediterranean Partners for Co-operation also visited Melsbroek airbase in Belgium in 2005 and received a briefing and demonstration on the *Treaty on Open Skies*. The Slovenia exercise was repeated in 2006 for the Asian Partners for Co-operation.

Annex I

OSCE participating States

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

Annex II

Accession to the CSCE/OSCE

CSCE/OSCE participating States	Meeting at which State first participated	Date of accession or first meeting	
original 35 participating States	Austria	Helsinki, Dipoli Consultations	25 June 1973
	Belgium	Helsinki, Dipoli Consultations	25 June 1973
	Bulgaria	Helsinki, Dipoli Consultations	25 June 1973
	Cyprus	Helsinki, Dipoli Consultations	25 June 1973
	Finland	Helsinki, Dipoli Consultations	25 June 1973
	France	Helsinki, Dipoli Consultations	25 June 1973
	Federal Republic of Germany ¹	Helsinki, Dipoli Consultations	25 June 1973
	Liechtenstein	Helsinki, Dipoli Consultations	25 June 1973
	Luxembourg	Helsinki, Dipoli Consultations	25 June 1973
	Malta	Helsinki, Dipoli Consultations	25 June 1973
	Netherlands	Helsinki, Dipoli Consultations	25 June 1973
	San Marino	Helsinki, Dipoli Consultations	25 June 1973
	Spain	Helsinki, Dipoli Consultations	25 June 1973
	Turkey	Helsinki, Dipoli Consultations	25 June 1973
	Union of Soviet Socialist Republics ²	Helsinki, Dipoli Consultations	25 June 1973
	Yugoslavia ³	Helsinki, Dipoli Consultations	25 June 1973
	Canada	Helsinki, Dipoli Consultations	26 June 1973
	Denmark	Helsinki, Dipoli Consultations	26 June 1973
	German Democratic Republic ¹	Helsinki, Dipoli Consultations	26 June 1973
	Norway	Helsinki, Dipoli Consultations	26 June 1973
	Sweden	Helsinki, Dipoli Consultations	26 June 1973
	United Kingdom	Helsinki, Dipoli Consultations	26 June 1973
	Greece	Helsinki, Dipoli Consultations	27 June 1973
	Poland	Helsinki, Dipoli Consultations	27 June 1973
	Switzerland	Helsinki, Dipoli Consultations	27 June 1973
	United States of America	Helsinki, Dipoli Consultations	27 June 1973
	Czechoslovakia ⁴	Helsinki, Dipoli Consultations	27 June 1973
	Holy See	Helsinki, Dipoli Consultations	28 June 1973
	Portugal	Helsinki, Dipoli Consultations	28 June 1973
	Hungary	Helsinki, Dipoli Consultations	29 June 1973
	Romania	Helsinki, Dipoli Consultations	29 June 1973
	Iceland	Helsinki, Dipoli Consultations	30 June 1973
	Ireland	Helsinki, Dipoli Consultations	01 July 1973
	Italy	Helsinki, Dipoli Consultations	02 July 1973
	Monaco ⁵	Helsinki	03 July 1973
Albania	Berlin, 1 st Ministerial Council (MC)	19 June 1991	
Estonia ⁶	Moscow, Additional Ministerial Meeting	10 September 1991	
Latvia ⁶	Moscow, Additional Ministerial Meeting	10 September 1991	
Lithuania ⁶	Moscow, Additional Ministerial Meeting	10 September 1991	
Russian Federation ²	Prague, 5 th Meeting of the Committee of Senior Officials (CSO)	08 January 1992	
Armenia	Prague, 2 nd Ministerial Council (MC)	30 January 1992	
Azerbaijan	Prague, 2 nd Ministerial Council (MC)	30 January 1992	
Belarus	Prague, 2 nd Ministerial Council (MC)	30 January 1992	
Kazakhstan	Prague, 2 nd Ministerial Council (MC)	30 January 1992	
Kyrgyzstan	Prague, 2 nd Ministerial Council (MC)	30 January 1992	
Moldova	Prague, 2 nd Ministerial Council (MC)	30 January 1992	
Tajikistan	Prague, 2 nd Ministerial Council (MC)	30 January 1992	
Turkmenistan	Prague, 2 nd Ministerial Council (MC)	30 January 1992	
Ukraine	Prague, 2 nd Ministerial Council (MC)	30 January 1992	
Uzbekistan	Prague, 2 nd Ministerial Council (MC)	30 January 1992	
Croatia	Helsinki, Additional Ministerial Council (MC)	24 March 1992	
Georgia	Helsinki, Additional Ministerial Council (MC)	24 March 1992	
Slovenia	Helsinki, Additional Ministerial Council (MC)	24 March 1992	
Bosnia and Herzegovina ⁷	Prague, 10 th Meeting of the Committee of Senior Officials (CSO)	30 April 1992	

CSCE/OSCE participating States	Meeting at which State first participated	Date of accession or first meeting
Czech Republic ⁴	Vienna, 1 st Meeting of CSO Vienna Group	18 January 1993
Slovak Republic ⁴	Vienna, 1 st Meeting of CSO Vienna Group	18 January 1993
Macedonia, former Yugoslav Republic of	Vienna, 40 th Meeting of the Permanent Council (PC)	12 October 1995
Andorra	Vienna, 66 th Meeting of the Permanent Council (PC)	25 April 1996
Serbia ³	Vienna, 308 th Meeting of the Permanent Council (PC)	10 November 2000
Montenegro ³	Vienna, 614 th Meeting of the Permanent Council (PC)	22 June 2006

1 The Federal Republic of Germany and the German Democratic Republic, reunified on 3 October 1990, were both original participants in the CSCE from 1973.

2 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).

3 Yugoslavia was suspended in July 1992 under the rarely-used 'consensus minus one' procedure. It was admitted in November 2002 as the Federal Republic of Yugoslavia, consisting of two republics, Serbia and Montenegro. After further evolution, Montenegro held a referendum on separation in May 2006 and while Serbia retained the OSCE seat, Montenegro applied and was admitted as the 56th participating State on 22 June 2006.

4 Czechoslovakia was an original participant in the CSCE as of 1973. The Stockholm Council Meeting, on 15 December 1992, agreed that the Czech Republic and the Slovak Republic would be welcomed as two new participating States from 1 January 1993, i.e. following their separation.

5 Monaco has participated in the CSCE since 3 July 1973. Though it did not participate in the preliminary Helsinki Consultations (Dipoli), it was among the original signatories of the Helsinki Final Act.

6 Estonia, Latvia and Lithuania were admitted as participating States at an additional meeting at ministerial level, prior to the opening of the third CSCE Meeting of the Conference on the Human Dimension, which took place in Moscow from 10 September to 4 October 1991.

7 Bosnia and Herzegovina was admitted as a participating State of the CSCE in accordance with a statement by the Chairman at the 10th Committee of Senior Officials (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 of its admission.

Annex III

Standard Scale of Contributions for 2005 to 2007

Permanent Council Decisions 704 of 24 November 2005 and 739 of 27 July 2006

Participating State ¹	Standard scale per cent for 2005	Standard scale per cent for 2006	Standard scale per cent for 2007
Albania	0.125	0.125	0.125
Germany	9.35	9.35	9.35
United States of America	11.00	11.00	11.50
Andorra	0.125	0.125	0.125
Armenia	0.05	0.05	0.05
Austria	2.32	2.33	2.51
Azerbaijan	0.05	0.05	0.05
Belarus	0.35	0.31	0.28
Belgium	3.47	3.34	3.24
Bosnia and Herzegovina	0.125	0.125	0.125
Bulgaria	0.55	0.55	0.55
Canada	5.45	5.53	5.53
Cyprus	0.19	0.19	0.19
Croatia	0.19	0.19	0.19
Denmark	2.05	2.02	2.10
Spain	4.48	4.58	4.58
Estonia	0.19	0.19	0.19
Finland	1.97	1.92	1.85
France	9.35	9.35	9.35
Georgia	0.05	0.05	0.05
United Kingdom	9.35	9.35	9.35
Greece	0.95	0.98	0.98
Hungary	0.65	0.60	0.60
Ireland	0.70	0.75	0.75
Iceland	0.19	0.19	0.19
Italy	9.35	9.35	9.35
Kazakhstan	0.37	0.36	0.36
Kyrgyzstan	0.05	0.05	0.05
Latvia	0.19	0.19	0.19
Macedonia, the former Yugoslav Republic of	0.125	0.125	0.125
Liechtenstein	0.125	0.125	0.125
Lithuania	0.19	0.19	0.19
Luxembourg	0.50	0.47	0.47
Malta	0.125	0.125	0.125
Moldova	0.05	0.05	0.05
Monaco	0.125	0.125	0.125
Montenegro ²	-	0.05	0.05
Norway	2.20	2.15	2.05
Uzbekistan	0.35	0.35	0.35
Netherlands	3.95	4.16	4.36
Poland	1.39	1.34	1.35
Portugal	0.92	0.98	0.98
Romania	0.62	0.60	0.60
Russian Federation	6.62	6.50	6.00
San Marino	0.125	0.125	0.125
Holy See	0.125	0.125	0.125
Serbia ²	0.19	0.19	0.19
Slovakia	0.305	0.28	0.28
Slovenia	0.20	0.20	0.22
Sweden	3.48	3.37	3.24
Switzerland	2.47	2.81	2.81
Tajikistan	0.05	0.05	0.05
Czech Republic	0.65	0.60	0.57
Turkmenistan	0.05	0.05	0.05
Turkey	1.01	1.01	1.01
Ukraine	0.82	0.71	0.68
Total³	100	100	100

1 Participating States are listed in alphabetical order of French names, as in Permanent Council Decision 704.

2 Following the accession of Montenegro to the OSCE, the Permanent Council in its Decision 739 approved the share of Montenegro in the OSCE scales of contributions as follows: 21 June 2006 to 31 December 2006 0.05 per cent, 1 January 2007 to 31 December 2007 0.05 per cent

3 Total rounded to 100 per cent

Annex IV

Field Operations Scale of Contributions for 2005 to 2007

(Permanent Council Decisions 704 of 24 November 2005 and 739 of 27 July 2006)

Participating State ¹	per cent for 2005	per cent for 2006	per cent for 2007
Albania	0.02	0.02	0.02
Germany	11.81	11.98	12.06
United States of America	14.00	14.00	14.00
Andorra	0.02	0.02	0.02
Armenia	0.02	0.02	0.02
Austria	2.28	2.21	2.16
Azerbaijan	0.02	0.02	0.02
Belarus	0.06	0.05	0.04
Belgium	3.79	3.44	3.42
Bosnia and Herzegovina	0.02	0.02	0.02
Bulgaria	0.05	0.05	0.05
Canada	5.27	5.27	5.34
Cyprus	0.13	0.11	0.11
Croatia	0.13	0.11	0.11
Denmark	2.22	2.10	2.05
Spain	4.52	4.70	5.00
Estonia	0.02	0.02	0.02
Finland	2.205	1.98	1.98
France	10.66	11.01	11.09
Georgia	0.02	0.02	0.02
United Kingdom	10.70	11.01	11.09
Greece	0.67	0.73	0.73
Hungary	0.42	0.39	0.38
Ireland	0.64	0.69	0.79
Iceland	0.11	0.10	0.09
Italy	10.26	10.71	11.09
Kazakhstan	0.06	0.06	0.06
Kyrgyzstan	0.02	0.02	0.02
Latvia	0.022	0.025	0.025
Macedonia, the former Yugoslav Republic of	0.02	0.02	0.02
Liechtenstein	0.02	0.02	0.02
Lithuania	0.025	0.025	0.025
Luxembourg	0.27	0.26	0.25
Malta	0.022	0.025	0.025
Moldova	0.02	0.02	0.02
Monaco	0.02	0.02	0.02
Montenegro ²	-	0.02	0.02
Norway	2.15	2.09	2.07
Uzbekistan	0.05	0.05	0.05
Netherlands	3.97	3.94	3.57
Poland	1.02	1.03	1.05
Portugal	0.55	0.56	0.56
Romania	0.1	0.11	0.12
Russian Federation	3.41	3.09	2.50
San Marino	0.02	0.02	0.02
Holy See	0.02	0.02	0.02
Serbia ²	0.05	0.05	0.04
Slovakia	0.16	0.15	0.15
Slovenia	0.145	0.16	0.175
Sweden	3.78	3.45	3.41
Switzerland	2.59	2.63	2.72
Tajikistan	0.02	0.02	0.02
Czech Republic	0.47	0.45	0.42
Turkmenistan	0.02	0.02	0.02
Turkey	0.75	0.75	0.75
Ukraine	0.16	0.14	0.14
Total³	100	100	100

¹ Participating States are listed in alphabetical order of French names, as in Permanent Council Decision 704.

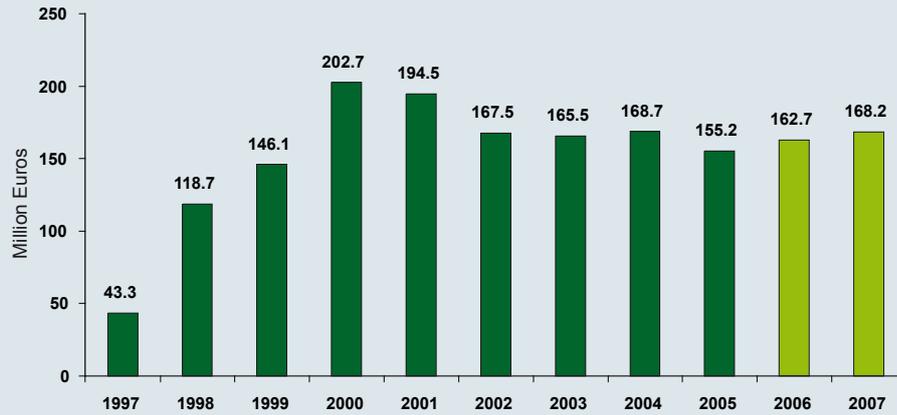
² Following the accession of Montenegro to the OSCE, the Permanent Council in its Decision 739 approved the share of Montenegro in the OSCE scales of contributions as follows: 21 June 2006 to 31 December 2006 0.02 per cent, 1 January 2007 to 31 December 2007 0.02 per cent

³ Total rounded to 100 per cent

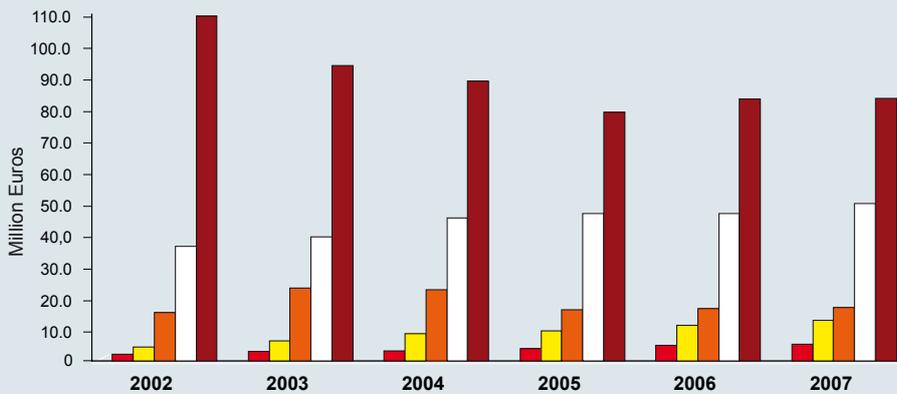
Annex V

OSCE Budgetary trends

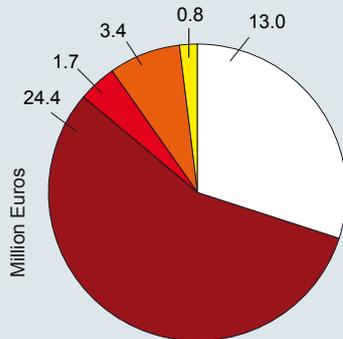
Expenditure 1997 to 2005 and Budget 2006 and 2007



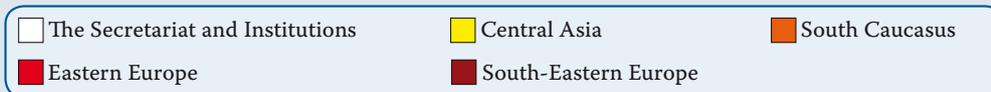
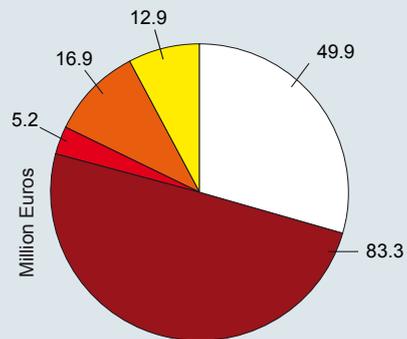
Expenditure 2002 to 2005 and Budget 2006 and 2007 by Institutions and Regions



Expenditure 1997 by Institutions and Regions



Budget 2007 by Institutions and Regions



Annex VI

Treaty on Open Skies

Participating State	Date of signature	Date of depositing instruments of ratification
Belarus	24 March 1992	2 November 2001
Belgium	24 March 1992 (r)	28 June 1995
Bosnia and Herzegovina	7 August 2003	
Bulgaria ¹	24 March 1992 (r)	15 April 1994
Canada ²	24 March 1992 (r)	21 July 1992
Croatia	2 November 2004	
Czech Republic ⁵	24 March 1992 (r)	21 December 1992
Denmark ¹	24 March 1992 (r)	21 January 1993
Estonia	24 March 2005	
Finland	13 December 2002	
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)	9 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	
Latvia	13 December 2002	
Lithuania	9 May 2005	
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)	5 June 1994
Russian Federation	24 March 1992	2 November 2001
Slovak Republic ⁵	24 March 1992 (r)	21 December 1992
Slovenia	27 July 2004	
Spain ¹	24 March 1992 (r)	18 November 1993
Sweden	19 June 2002	
Turkey ⁶	24 March 1992 (r)	30 November 1994
United Kingdom	24 March 1992 (r)	8 December 1993
Ukraine	24 March 1992 (r)	
United States of America ²	24 March 1992 (r)	3 December 1993

(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

Annex VII

Convention on Conciliation and Arbitration within the OSCE

(Status as of November 2006; see pages 21 and 22)

Participating State	Date of signature	Date of ratification / accession	Date of entry into force
Albania	15 December 1992	10 June 1996	10 August 1996
Armenia	15 December 1992	8 October 2001	8 December 2001
Austria ¹	15 December 1992	14 November 1995	14 January 1996
Belarus	2 August 1999	7 February 2000	7 April 2000
Belgium	15 December 1992		
Bosnia and Herzegovina	15 December 1992	14 November 2000	14 January 2001
Bulgaria ²	15 December 1992		
Canada	31 March 1993		
Croatia	15 December 1992	4 November 1993	5 December 1994
Cyprus	15 December 1992	16 February 1994	5 December 1994
Denmark ³	25 March 1993	23 August 1994	5 December 1994
Finland ⁴	15 December 1992	20 February 1995	20 April 1995
France	15 December 1992	13 August 1993	5 December 1994
Germany ⁵	15 December 1992	29 September 1994	5 December 1994
Greece ⁶	15 December 1992	22 August 1995	22 October 1995
Hungary	15 December 1992	2 June 1995	2 August 1995
Italy	15 December 1992	5 October 1994	5 December 1994
Latvia	15 December 1992	25 July 1997	25 September 1997
Liechtenstein ⁷	15 December 1992	15 July 1994	5 December 1994
Lithuania ⁸	24 November 1997	19 December 1997	19 February 1998
Luxembourg	15 December 1992	18 June 2003	18 August 2003
Macedonia, the former Yugoslav Republic of		21 April 1998	21 June 1998
Malta ⁹	15 December 1992	6 April 2001	6 June 2001
Moldova	15 December 1992	1 February 1999	1 April 1999
Monaco	15 December 1992	14 October 1993	5 December 1994
Norway	15 December 1992	8 September 1998	8 November 1998
Poland ¹⁰	15 December 1992	9 December 1993	4 December 1994
Portugal	15 December 1992	9 August 2000	9 October 2000
Romania ¹¹	15 December 1992	22 May 1996	22 July 1996
Russian Federation	15 December 1992		
San Marino	15 December 1992	18 November 1994	18 January 1995
Slovak Republic	31 March 1993		
Slovenia	29 March 1993	11 May 1994	5 December 1994
Sweden ¹²	15 December 1992	25 November 1993	5 December 1994
Switzerland	15 December 1992	23 December 1993	5 December 1994
Tajikistan		24 March 1995	24 May 1995
Ukraine	15 December 1992	12 December 1995	12 February 1996
Uzbekistan		24 January 1996	24 March 1996

¹ Reservation made by Austria in reference to **Article 19.4** (see extract below)

² Declaration made upon signature by Bulgaria:

“At the time of signature of the Convention on Conciliation and Arbitration within the CSCE, opened for signature on December 15, 1992 in Stockholm the Republic of Bulgaria makes the following declarations: 1. In the understanding of the Republic of Bulgaria the provisions of Article 22.3 do not provide for the constitution of a Conciliatory Commission under Article 20.2 of the Convention on Conciliation and Arbitration within the CSCE, opened for signature on December 15, 1992 in Stockholm, in the absence of an effective agreement between the parties to a dispute in the sense of Article 20.2, duly notified to the Registrar. 2. In the understanding of the Republic of Bulgaria the provisions of Article 27.1 do not provide for the constitution of an Arbitral Tribunal under Article 26.1 of the Convention, in the absence of an effective agreement between the parties to a dispute in the sense of paragraph 1 of Article 26. 3. In the understanding of the Republic of Bulgaria the provisions of Art. 26.2 do not preclude States from limiting the application in time of the unilateral declarations under that paragraph by setting a condition of non-retroactivity of such declarations.”

³ Reservation made by Denmark in reference to **Article 19.4**, and declaration on **Article 26.2** (see extracts below)

⁴ Declaration made by Finland in reference to **Article 26.2**: “Finland declares that it recognizes as compulsory, ipso facto and without special agreement, on condition of reciprocity, the jurisdiction of an Arbitral Tribunal established under the said Convention. This declaration is valid for a time period of ten years, from the day of deposit of the Instrument of Ratification.”

⁵ Reservation made by Germany in reference to **Article 19.4** (see extract below)

⁶ Declaration made by Greece in reference to **Article 26.2** (see extract below)

⁷ Reservation made by Liechtenstein in reference to **Article 19.4** (see extract below)

⁸ Reservation made by Lithuania in reference to **Article 19.4**, “Lithuania reserves the right to the conciliation and jurisdictional procedures established in bilateral and multilateral treaties concluded or to be concluded by the Republic of Lithuania, provided that these procedures can be initiated unilaterally. The Republic of Lithuania also reserves the right to submit a specific dispute or a series of specific disputes to dispute settlement procedures agreed or to be agreed on an ad hoc basis.”

⁹ Reservations made by Malta in reference to **Article 19.4** and **Article 26.2** (see extracts below)

¹⁰ Reservation by Poland on **Article 19.4** (see extracts below)

¹¹ Declaration by Romania: **Article 19.4** (see extract below)

¹² Declaration by Sweden referring to **Article 26.2** (see extract below): “Sweden hereby declares referring to article 26.2 that Sweden will recognize as compulsory, ipso facto, and without special agreement, subject of reciprocity, the jurisdiction of an Arbitral Tribunal. This declaration is limited for a period of 10 years.”

Extracts from the Convention on Conciliation and Arbitration within the OSCE

Article 19.4

A State may, at the time of signing, ratifying or acceding to this Convention, make a reservation in order to ensure the compatibility of the mechanism of dispute settlement that this Convention establishes with other means of dispute settlement resulting from international undertakings applicable to that State.

Article 26.2

The States Parties to this Convention may at any time by a notice addressed to the Depositary declare that they recognize as compulsory, ipso facto and without special agreement, the jurisdiction of an Arbitral Tribunal, subject to reciprocity. Such a declaration may be made for an unlimited period or for a specified time. It may cover all disputes or exclude disputes concerning a State’s territorial integrity, national defence, title to sovereignty over land territory, or competing claims with regard to jurisdiction over other areas.

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Websites with information on the OSCE

Centre for OSCE Research, Hamburg
www.core-hamburg.de

Commission on Security and Co-operation
in Europe
www.csce.gov

Environment and Security Initiative
www.envsec.org

Graduate Institute of International Studies,
Geneva
<http://hei.unige.ch>

International Helsinki Federation for Human
Rights
www.ihf-hr.org

Stability Pact for South Eastern Europe
www.stabilitypact.org

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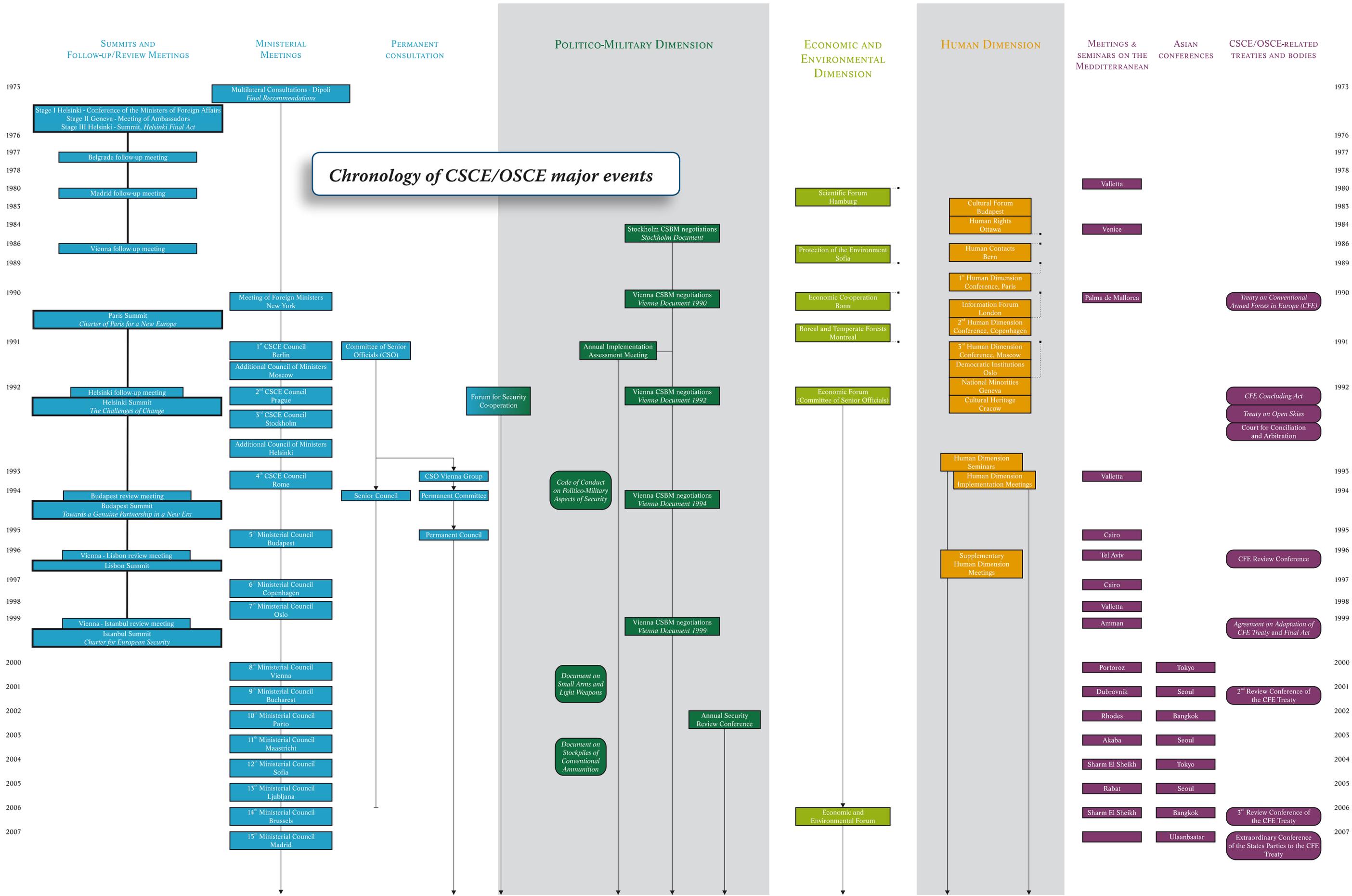
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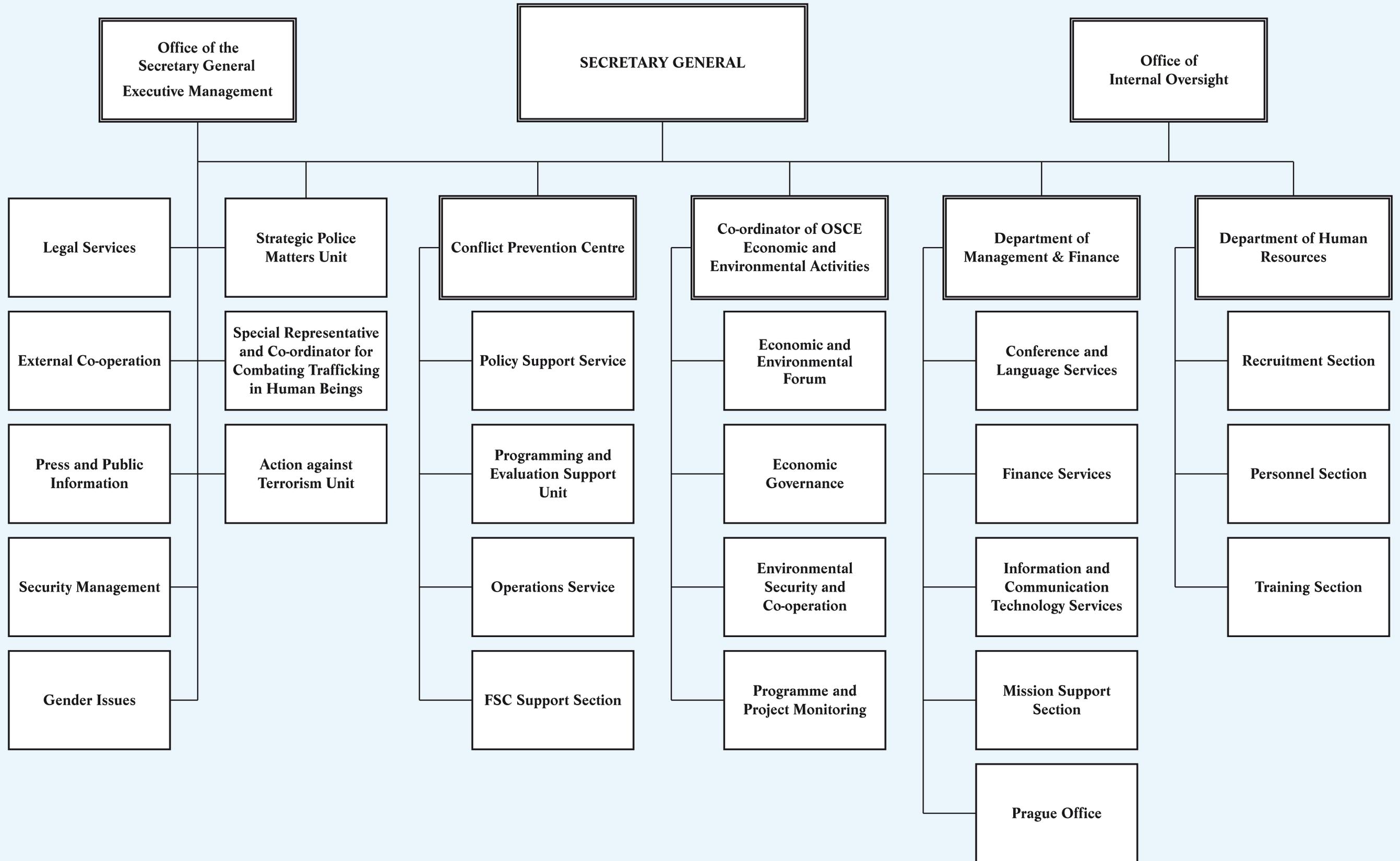
OSCE acronyms

AEMI	Annual Exchange of Military Information	HFA	CSCE Helsinki Final Act
AIAM	Annual Implementation Assessment Meeting	HLPG	High Level Planning Group
APC	Asian Partners for Co-operation	JCG	Joint Consultative Group (CFE Treaty)
ASRC	Annual Security Review Conference	MC	Ministerial Council
ATU	Action against Terrorism Unit	MPC	Mediterranean Partners for Co-operation
CFE	Conventional Armed Forces in Europe (Treaty on)	OCEEA	Office of the Co-ordinator of OSCE Economic and Environmental Activities
CiO	Chairman-in-Office	ODIHR	Office for Democratic Institutions and Human Rights
CPC	Conflict Prevention Centre	OIO	Office of Internal Oversight
CSCE	Conference on Security and Co-operation in Europe	OS	Open Skies (Treaty on)
CSBMs	Confidence- and Security-Building Measures	OSCE	Organization for Security and Co-operation in Europe
CSO	Committee of Senior Officials	PA	Parliamentary Assembly
DHR	Department of Human Resources	PC	Permanent Council
DMF	Department of Management and Finance	PPIS	Press and Public Information Section
FSC	Forum for Security Co-operation	REACT	Rapid Expert Assistance and Co-operation Teams
GEMI	Global Exchange of Military Information	RFOM	Representative on Freedom of the Media
GO	General Orientation (Training)	SCA	Stockpiles of Conventional Ammunition (Document on)
HCNM	High Commissioner on National Minorities	SALW	Small arms and light weapons (Document on)
HDIM	Human Dimension Implementation Meeting	SG	Secretary General
		SPMU	Strategic Police Matters Unit

Chronology of CSCE/OSCE major events



Overview of the OSCE Secretariat



The Organization for Security and Co-operation in Europe works for stability, prosperity and democracy in 56 States through political dialogue about shared values and through practical work that makes a lasting difference.



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