

**U.S. Online Training Course for OSCE,
including REACT**

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Module 1. Introduction to the OSCE

Developed by the
United States Institute of Peace
<http://www.usip.org>



Introduction

Overview

Overview The Organization for Security and Cooperation in Europe (OSCE) is a security organization whose 56 participating states span the geographical area from Vancouver to Vladivostok. It is an important instrument for early warning, conflict prevention, crisis management, and post conflict security building, as well as the promotion of democratic development and good governance, media freedom, human rights, and nondiscrimination throughout the region.



Origin Today's OSCE is the successor to the Conference on Security and Cooperation in Europe (CSCE) established in 1975. The CSCE was largely an arena for East-West debate until the collapse of communism in the Soviet Union and Eastern Europe. The changed environment in Europe in the 1990s made it possible for the Organization, renamed OSCE in 1995, to be used by participating states to deal with the conflicts and threats to regional security and stability resulting from the breakups of the Soviet Union and Yugoslavia, as well as other regional instability.

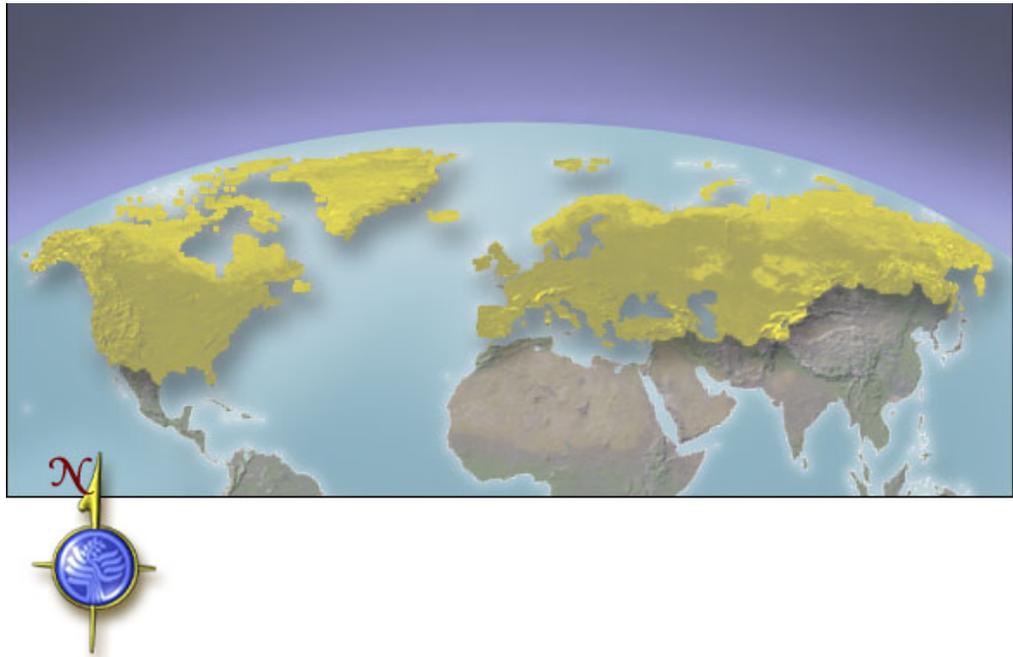
Size and budget The OSCE employs about 450 persons in its primary institutions, as well as some 3,000 persons in its 19 field missions, including both direct hires and seconded personnel. Its 2008 budget is relatively modest, a little over 164 million Euros (about \$259 million).

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Overview, Continued

From Vancouver to Vladivostok

With 56 participating states the OSCE is the largest existing regional security organization. Its area includes continental Europe, Russian territory extending eastward to the Pacific coast, the Caucasus, Central Asia, the United States and Canada; and it cooperates with Mediterranean and Asian partners.



OSCE participating states

A comprehensive view of security

The OSCE definition of security has always been broad and comprehensive. The protection and promotion of human rights and fundamental freedoms, along with economic and environmental cooperation, are considered to be just as important for the maintenance of peace and stability as politico-military issues, and as such are an integral component of OSCE activities.

A cooperative approach

The consensus of OSCE participating states is that all have a common stake in the security of Europe and should therefore cooperate to prevent crises from happening and/or to reduce the escalation of existing crises.

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Overview, Continued

External Cooperation

The OSCE has also developed two sets of External Partners for Co-operation outside its own region.

- The Mediterranean partners are Algeria, Egypt, Israel, Jordan, Morocco, and Tunisia, and deal with issues affecting the region linking southern Europe with North Africa and the Middle East.
- The Asian partners are Afghanistan, Japan, Mongolia, Republic of Korea, and Thailand. The Asian states have expressed special interest in OSCE practices that might be applicable to issues and problems facing the Asian region, especially in the field of confidence-building measures in East and Southeast Asia.

The OSCE, through its Office for Democratic Institutions and Human Rights, sent election support teams to Afghanistan to assist with the 2004 presidential election and the 2005 parliamentary elections, its first major monitoring activity outside its own region.

A unique status

OSCE decisions are politically, but not legally, binding. Nevertheless, the OSCE possesses most of the normal attributes of an international organization: standing decision-making bodies, permanent headquarters and institutions, permanent staff, regular financial resources, and field offices.

There are, however, efforts to give the OSCE a legal personality. For example, the EU took a lead role at the November 2007 OSCE Ministerial seeking support for a Convention that it argued would give the OSCE the status of a full-fledged international organization. The Russian Federation also supported a Convention, but linked this to agreement on providing a Charter for the OSCE as well.

A flexible tool

Younger than other international organizations, the OSCE can be used flexibly by participating states in helping to prevent crises and responding to them if they occur. With a smaller bureaucracy and less of a history, there are opportunities to use the OSCE creatively and constantly reinvent the ways it deals with threats to peace and security.

Mini-quiz

- Multiple choice** The CSCE/OSCE approach to security is comprehensive in that:
- human rights, democratization and politico-military issues are important in the maintenance of peace and security
 - military issues have priority
 - one institutional approach is appropriate for dealing with all crises
 - its decisions are binding on all participating states under international law
-

Helsinki Process

Proposal for pan-European security conference

Overview

The present role of the OSCE has evolved over more than a quarter of a century, and the norms and values that the organization seeks to promote have also developed accordingly. Of special importance is the way in which the OSCE has evolved from a series of conferences and multilateral agreements into a regional, multilateral organization with a vital mandate in the field of conflict prevention, management and rehabilitation, as well as support for peaceful political transitions.

Soviet and U.S. Proposals

1950's

The Soviet Union sought to hold an all-European conference to put a political end to World War II by resolving the "German question," with the goal of ratifying the postwar status quo established in Eastern Europe. The United States and most of its NATO allies were opposed to a conference with such an agenda. The U.S. proposed holding a conference between NATO and the Warsaw Pact states dealing with "hard" arms control in Europe, especially reductions of conventional military forces.

The Way to Helsinki

1969

Neutral Finland offered to host a preparatory conference on European security in Helsinki. NATO responded to the Finnish proposal by suggesting that the agenda of a European security conference should also include prior notification of military maneuvers and freer movement of peoples and ideas across the Cold War divide. American objections to a mostly political conference on European security were alleviated when the Soviet Union agreed to link the opening of the Helsinki conference with the commencement of another negotiation on "hard" arms control--Mutual and Balanced Force Reductions (MBFR) in Europe.

Helsinki preparatory talks

Opening negotiations

1973

The Conference on Security and Cooperation in Europe (CSCE) negotiations opened with 35 delegations present including: the United States, Canada, and all the states of Europe (including the USSR and Holy See), with the exception of Albania. These states tended to coalesce into three major groups, reflecting the existing political alignments at the time:

- Warsaw Pact
- NATO / European Community
- Neutral / Nonaligned

The preparatory meeting resulted in a detailed outline of the practical organizational arrangements for the conference.

Working phase

Geneva

1973 to 1975

The working phase of negotiations amounted to the first multilateral East-West negotiation process. During this phase, issues were grouped together into three major substantive "baskets."

Basket I

Basket I issues concerned security, and they focused primarily on a set of principles to govern relations among states in the realm of security and on specific "confidence-building measures" (CBMs). Of greatest interest in the Geneva phase was the desire of the participating states to provide assurances that maneuvers could not be used as a cover for preparations to launch a surprise attack.

Basket II

Basket II issues concerned cooperation in the fields of economics, science and technology, and the environment, and called for increased interaction in a wide variety of functional areas across the Cold War dividing line through Central Europe.

Basket III

Basket III issues concerned human rights and cooperation in humanitarian areas, including:

- human contacts
- travel and tourism
- information and cultural exchanges
- an end to the jamming of radio and TV broadcasts
- educational exchanges

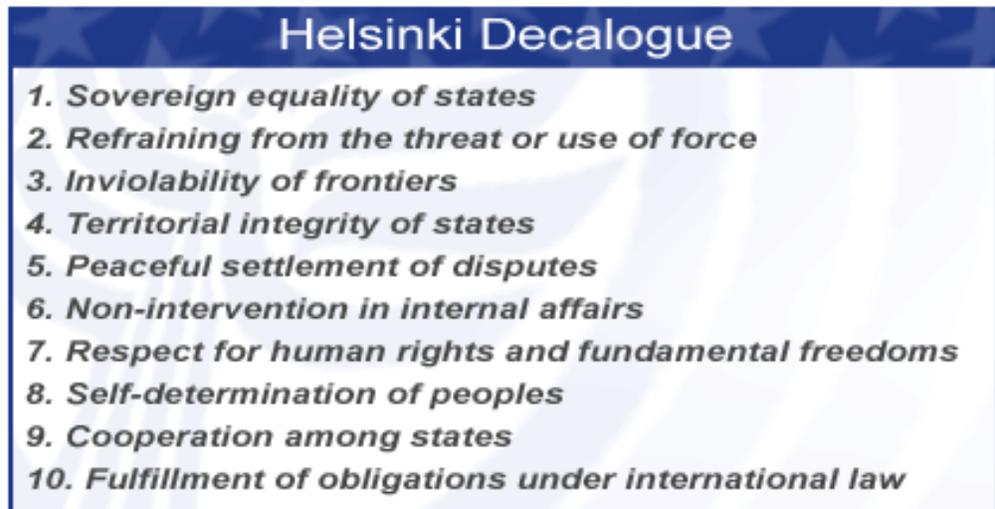
It was this basket that addressed the freer movement of peoples, ideas, and information across national boundaries.

Final Act

Helsinki

1975

The original CSCE negotiations culminated in a summit conference of Heads of State or Government of all 35 countries in Helsinki, at which the Final Act was signed. The Helsinki Final Act, first and foremost, contains the "Decalogue," ten principles that should govern interstate relations.



[Text of the Helsinki Final Act](#)



Leonid Brezhnev, General-Secretary of the Communist Party of the USSR, signing the Final Act, with Turkey's Prime Minister Suleyman Demirel to the left, Helsinki, 1 August 1975. (AKG Photo Berlin)

Follow-up conferences

Overview

The Helsinki Final Act called for a series of follow-up conferences to review progress in the implementation of the Final Act and to consider new provisions to strengthen security in Europe.

Belgrade

1977

The first CSCE follow-up conference was characterized largely by rhetorical attacks and counterattacks. Western governments criticized the human rights performance of the Communist Bloc countries, while the latter accused the Western states of interference in their internal affairs. At the same time, human rights activists in a number of communist states in Central and Eastern Europe formed "Helsinki Committees" to pressure their governments to live up to the principles that they had endorsed at Helsinki.

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Follow-up conferences, Continued

Madrid

1980 – 1983

The second follow-up meeting lasted for more than three years, particularly due to substantive disagreements over Soviet and Eastern Bloc implementation of the provisions of the Final Act. There was considerable debate on whether the CSCE should enlarge its commitments, especially in confidence-building and arms control, given the Eastern bloc's insufficient implementation of its original commitments, especially on human rights.

At the outset, it too was stalemated by the intensified debate over human rights and non-intervention in internal affairs. It was further lengthened by the suspension of the meeting, pressed by the U.S. and its allies, over the imposition of martial law (by the ruling communist authorities) in Poland. Eventually a balance was struck between the pursuit of more ambitious undertakings and the implementation of existing commitments, and the Madrid conference was able to discuss ideas for strengthening human rights and humanitarian commitments (Basket III), confidence-building in the area of military security (Basket I) and to establish machinery for the peaceful resolution of disputes.

Despite growing East-West tensions and the controversy surrounding the Soviet deployment of intermediate-range nuclear forces in Europe, the agreement on a substantive Final Document was a significant improvement over the Belgrade meeting and restored momentum to the CSCE process.

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Follow-up conferences, Continued

Vienna

1986 - 1989

By the start of the third follow-up conference in 1986, a noticeable shift in East-West relations was beginning to be felt, if only tentatively and barely recognizable at the time. During the Vienna conference, which lasted until January 1989, virtually all baskets of the Helsinki Final Act were strengthened, and additional conferences were planned to deal with security issues.

The most significant accomplishments of the Vienna Review Conference were in the area of human rights. The 1975 Helsinki Act had focused primarily in its substantive provisions upon enhancing human contacts across cold war lines rather than on individual political rights. At Vienna, the conference concluded that individual citizens have a right, “individually or in association with others,” to advocate for and openly promote the realization of human rights and fundamental freedoms. Perhaps even more important in terms of its historical significance was a provision noting that citizens had a right to live where they chose within their own country and to freely leave and re-enter their own country, a right that had previously been denied to citizens of all communist bloc countries (except for Yugoslavia). Just eight months after the adoption of the Vienna Document in January 1989, the government of Hungary cited this principle when it opened its borders with Austria, allowing many (including East Germans) to cross freely to the West. The flood of emigration that followed was a major factor in the East German decision to open the Berlin Wall in November 1989. The Vienna Review Conference thus had profound historical implications that were barely recognized at the time.

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

Stockholm

1984 to 1986

President Reagan and new Soviet leader Gorbachev's influence in European security matters was reflected in the Negotiations on Confidence and Security-Building Measures and Disarmament in Europe (CSBMs), held in Stockholm, and taking place under CSCE auspices. Gorbachev agreed for the first time to accept a limited form of mandatory inspection of Soviet territory extending as far east as the Ural Mountains to verify compliance with this arms control agreement; this was a first step towards an increasingly extensive use of on-site inspections in later agreements. The Stockholm conference concluded with a substantial expansion of the confidence-building measures that had been initiated by the Helsinki Final Act.

Cooperative security regime

With the disintegration of the Soviet Bloc as symbolized by the fall of the Berlin Wall on November 9, 1989, the CSCE began a rapid process of transformation to respond to the new post-Cold War security situation in Europe. The creation of a genuine Transatlantic system of "cooperative security" had become a real possibility.

This was underpinned by a further expansion of CSBMs, in tandem with a negotiation of hard arms control limits by the NATO and Warsaw Pact countries in the Treaty on Conventional Armed Forces in Europe (CFE).

In other words, the immediate post-Cold War vision included the possibility of a CSCE no longer divided into three groups -- West, East, and Neutral and Nonaligned -- but instead united to maintain cooperative peace and security within the large region covered by the CSCE. The CSCE thus changed from a regime based on mutual confidence building and transparency between two competing blocs into a (potentially) cooperative security regime "from Vancouver to Vladivostok."

In the atmosphere that accompanied the end of the cold war, agreements were struck in a large number of areas that seemed to establish a new consensus about fundamental values that should prevail throughout the entire region. However, serious challenges lay ahead in implementing all of these principles in the actual practice of states throughout the region.

Mini-quiz

Multiple choice The CSCE contributed to the end of the Cold War by:

- excluding non-democratic states from participation from its very beginning.
 - promoting greater human rights within states and principles of free movement of peoples, goods, and ideas across national boundaries.
 - promoting substantial disarmament of the opposing cold war alliances, NATO and the Warsaw Pact.
 - establishing a binding mechanism for the arbitration of disputes between East and West.
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Impact of CSCE

Importance of the Decalogue

Overview This section describes how the end of the Cold War enabled the CSCE to contribute to fostering security and cooperation in Europe and overcome what had been the ideological division of Europe.

Structure for OSCE The ten principles of the Decalogue created the normative structure under which the CSCE and the OSCE have operated. Continuing elaboration of these principles created the normative core for an OSCE regional cooperative security regime.

Unification of Germany The provision in the first principle allowing for the peaceful, negotiated change of borders, creating the possibility for a peaceful unification of Germany, was particularly important in the creation of today's Europe.

Emphasis on diplomacy Other principles of the Decalogue emphasized the desirability of resorting to diplomatic means rather than the use of force to settle all disputes among participating states.

Impact of CSCE

Undermining communism

The CSCE had an impact on the security situation in Europe by undermining the legitimacy of the communist governments throughout Central and Eastern Europe, where governments signed agreements that created norms about human rights and openness, but where their actual behavior often fell far short of those principles.

Human rights

The CSCE certainly inspired and made possible the formation of a wide variety of human rights movements in Central and Eastern Europe, such as Charter 77 in Czechoslovakia and Solidarity in Poland, which lobbied their governments to observe their commitments undertaken when they signed the Helsinki Final Act.

Human rights, a long-standing taboo for the Soviet Bloc, became by virtue of the Final Act a legitimate subject of East-West dialogue. The CSCE was thus important in keeping the spotlight on human rights and linking progress in that sphere with cooperation on other more traditional security questions.

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Impact of CSCE, Continued

Benefits of Helsinki process

The Helsinki process offered the participating states an additional channel of communication, a normative code of conduct (for inter-state and intra-state relations) as well as a long-term vision of cooperation. It thus promoted both stabilization and peaceful change in Europe. As a result, during the Cold War the CSCE maintained the promise of qualitative changes in East-West relations at a time when most contacts were characterized by alternating phases of tension and ambiguous detente.

Military security

The CSCE can be credited with reducing tensions through its implementation of confidence-building measures agreed upon by participating states, which enhanced military transparency through inspections of armed forces and military activities. This significantly reduced fears that war might start through the misinterpretation of routine military activities, which might have mistakenly been perceived as the initiation of offensive action.

Uniqueness of CSCE

Wide membership

In an era characterized by bloc-to-bloc confrontation, the CSCE had a wide membership and all states participating in the Conference did so as "sovereign and independent states and in conditions of full equality."

Comprehensive view

At a time when most negotiations and security organizations adopted a piecemeal approach to security, the CSCE endorsed a comprehensive view. The linkage between different elements of security would prove to be one of the CSCE's greatest assets.

Decisions by consensus

Decisions of the Conference were taken by consensus thus often making the decision-making process as important as the decisions themselves. This way, no state had to fear that a decision to which it strongly objected would be imposed upon it.

Flexible

CSCE decisions were politically rather than legally binding, giving the Conference considerable flexibility. This meant that its decisions did not risk getting tied up in the sort of lengthy debates that often occur during the ratification of legal instruments, which could delay implementation of CSCE decisions by years, when action was required in weeks, days, or even hours.

No institutional structures

Prior to 1990, the CSCE had no institutional structures; the result being that the very impetus needed to keep the process going was an end in itself. This also added to the capacity of the CSCE to adapt rapidly and effectively to the changing international environment in which it operated.

Mini-quiz

Multiple choice The ten principles of the Decalogue:

- became irrelevant with the end of the Cold War.
 - created the normative structure under which the CSCE and OSCE have operated since 1975.
 - did not allow for any changes in borders.
 - established human rights as the highest priority norm for peace and security.
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From the CSCE to the OSCE

Overview

Collapse of communism

With the disintegration of the Soviet Bloc following the fall of the Berlin Wall on November 9, 1989, the CSCE began a rapid process of transformation to respond to the new post-Cold War security situation. The creation of a genuine Transatlantic system of "cooperative security" appeared possible.

The CSCE took on new responsibilities and challenges in this period of transition characterized by institutionalization, strengthening of operational capabilities, development of field activities, and further elaboration of commitments and principles.

Human dimension of security

Copenhagen

1990

An experts meeting held on the human dimension of security enacted a code of democratic procedures to guide all participating states. Specifically it called for:

- Free elections--open to outside observation
 - Equality of all persons before the law
 - Freedom to establish political parties
 - Rights of the accused
-

Charter of Paris

Overview

Paris, 1990

The Charter of Paris signed by the Heads of State from all CSCE participating states represented the first high-level multilateral instrument to reflect the fall of the Soviet Bloc and the end of the Cold War. In its preamble, the Paris charter announced the opening of a new era for European security, based on a reaffirmation of the Helsinki Principles. After the Charter of Paris, the CSCE began to take on features of an established international organization, rather than consisting of a series of ad hoc meetings about security issues.

Structures

The Paris meeting established the following structures for the CSCE:

- Secretariat
 - Conflict Prevention Center
 - Office for Democratic Institutions and Human Rights
 - Parliamentary Assembly
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Meetings

The Charter of Paris also resulted in a new schedule of meetings:

- Foreign Ministers (annually, except when Summits are held)
 - Heads of State or Government Summits (at irregular intervals, replacing the annual ministerial meeting when they take place)
 - Committee of Senior Officials (as needed)
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Emergency mechanism

A meeting at Valetta, Malta in January 1991 established the Valetta Emergency Mechanism, which had the following provisions:

- In event of a serious violation of any of the ten principles of the Helsinki Decalogue or the occurrence of an event threatening the peace or the security of any participating state, the concerned state(s) could seek clarification with the parties involved.
- A reply must be provided within 48 hours.
- If this fails to resolve the dispute or if there is no reply, then the concerned state may request an emergency meeting of the Committee of Senior Officials (currently referred to as the “Reinforced Permanent Council”).
- If this request is supported by at least twelve other participating states, the chair must call such a meeting within three days.

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Charter of Paris, Continued

Moscow human dimension conference

As a follow-up to the 1990 Copenhagen code of democratic procedures, a conference on the Human Dimension (as Basket III is often referred to) was held in Moscow in October 1991 to enlarge the field of cooperation on human dimension matters and especially to broaden the mandate of the Office of Free Elections to provide it with a mechanism for field missions to assist and monitor elections and other aspects of human dimension activities.

A major innovation was that the participating states declared “categorically and irrevocably” in Moscow that “commitments undertaken in the field of the human dimension of the CSCE were matters of direct and legitimate concern to all participating states and did not belong exclusively to the internal affairs of the state concerned.”

This explicit limitation of absolute sovereignty represented a major innovation introduced into contemporary international relations by the OSCE in 1991, effectively interpreting the provision in the Helsinki Decalogue to mean that the principle of non-intervention in the internal affairs of states no longer would apply regarding obligations freely taken by participating States.

Helsinki Follow-Up Meeting

Post Cold War violence

Helsinki, 1992

The Helsinki Follow-Up Meeting was preoccupied with the wave of violence sweeping across the former Soviet Union and Yugoslavia. Participating states sought to engage the CSCE more actively both to prevent the future outbreak of such conflicts and to manage and resolve those that had already broken out.

New offices and institutions

The wave of violence following the breakup of these two large multinational states--one of them a nuclear power--led to efforts to strengthen the Conflict Prevention Center and to endow it with additional functions in the realm of conflict management.

The following additional new offices and institutions were created after the Helsinki Follow-Up Meeting:

- High Commissioner on National Minorities
 - Court of Conciliation and Arbitration
 - Forum for Security Cooperation
-

Missions

Another major advance taken at Helsinki was the decision to establish missions in areas of tension to provide for "early warning, conflict prevention and crisis management, and peaceful settlement of disputes." The original intent of the heads of state assembled at Helsinki appeared to be largely to create temporary, more or less ad hoc missions to deal with conflicts as they arose.

However, especially due to the worsening of the situation in the former Yugoslavia, the Committee of Senior Officials subsequently created "Missions of Long Duration." The first of these Missions was sent to monitor the situation in three regions of the former Republic of Yugoslavia -- Kosovo, Sandjak, and Vojvodina.

Summits after Helsinki

CSCE becomes OSCE

Budapest, 1994

The Budapest Summit formally changed the name of the CSCE to OSCE (effective Jan. 1, 1995), in recognition of the institutionalization that had taken place. The Summit also adopted the Code of Conduct in Politico-Military Aspects of Security (which also included cooperation in combating the threat of terrorism.)

The Budapest Summit also decided to intensify the CSCE role in bringing an end to the conflict over Nagorno-Karabakh in Azerbaijan. The Summit decided that the CSCE would play a greater role in the mediation effort previously handled by Russia, strengthened the [Minsk Group](#) effort to achieve a political settlement, and stated that the CSCE would be willing to provide its own peacekeeping force after an agreement on ending the armed conflict.

Security Model for 21st Century

Lisbon, 1996

The Lisbon Summit adopted the Lisbon Declaration on a Common and Comprehensive Security Model for Europe for the Twenty-First Century to strengthen security and stability throughout the OSCE region. This represented an effort to enhance the OSCE role in maintaining security in Europe, especially after the successful conclusion of the Dayton Accords bringing an end to the war in Bosnia-Herzegovina.

Charter for European Security, REACT

Istanbul, 1999

At the Istanbul Summit, OSCE Heads of State or Government signed the Charter for European Security in order to better define the role of the OSCE. The Charter aims at strengthening the organization's ability to prevent conflicts, to settle them, and to rehabilitate societies ravaged by war and destruction. The REACT program (Rapid Expert Assistance and Cooperation Teams) also resulted from this summit. REACT provides for participating states to develop a pool of skilled individuals ready for speedy deployment with OSCE. While some participating states have implemented the REACT commitment by developing a roster with trained individuals available for speedy deployment, OSCE has not utilized this capability so far.

No OSCE summits have been held since 1999.

OSCE today

Overview

The OSCE today occupies a unique place in international organizations in general and Transatlantic security institutions in particular.

It has also been experiencing a “mid life crisis” in recent years that has raised some fundamental questions about itself, and requires a new set of adaptations if the organization is to continue to play a leading role in regional security and cooperation.

Basic priorities

The basic priorities of the OSCE at present are:

- Democracy: to consolidate the participating states' common values and help in building fully democratic civil societies based on the rule of law and principles of “good governance”
 - Peace: to prevent local conflicts, restore stability, seek to resolve “frozen conflicts,” and bring peace to war-torn areas
 - Security: to overcome real and perceived security deficits and to avoid the creation of new political, economic, or social divisions by promoting a cooperative system of security
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OSCE today, Continued

OSCE institutional challenges

In recent years, the OSCE has lost momentum that had built up after the end of the cold war, causing it to reassess its role in regional security. There are several major causes of this crisis:

- Russia has grown suspicious of the OSCE, which it sees as focusing too much on intervention in states “east of Vienna” while ignoring problems in states “west of Vienna;” it also asserts that focus has become “unbalanced” in favor of human dimension and democratization activities to the neglect of security, economic, and environmental functions contained in the first two baskets of the Helsinki Final Act.
- The United States has shifted much of its foreign policy attention to Southwest Asia and the Middle East and has reduced its presence in the Balkans and other areas of concern to the OSCE, leading to a lowering of U.S. foreign policy attention in this region.
- The European Union has enlarged and now includes over half the OSCE participating states, and has developed independent security institutions that, at least in part, compete with those of the OSCE.

Violent conflict has largely disappeared in the OSCE region since the end of the war in Kosovo in 1999. Although minor outbreaks of violence occurred in Macedonia in 2001, Kosovo in 2004, and in Uzbekistan and Kyrgyzstan in 2005, the prevention of violent conflict no longer occupies the central role in the minds of political leaders that it did in the previous decade. Although the “frozen conflicts” in the Transdniestria region of Moldova, the Abkhazia and South Ossetia regions of Georgia, and the Nagorno-Karabakh region of Azerbaijan have remained “frozen,” they have neither reverted to violence nor appeared to be “ripe” for resolution of the underlying conflicts.

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OSCE today, Continued

Consequences

The crisis that has affected the OSCE has had several significant consequences for the operation of the OSCE:

- Consensus has been increasingly difficult to achieve, and every Ministerial Meeting since 2002 has failed to adopt a consensus communiqué.
- There has been conflict over the budget, and it is now common for budgets to be adopted well into the year.
- Several key OSCE missions have been closed in locations such as Estonia, Latvia, and Chechnya, and the mandates for other missions have been watered down, as in Belarus and Uzbekistan.
- ODIHR (Office of Democratic Institutions and Human Rights) has been placed under great pressure to make its election monitoring more “objective,” to expand its activities “West of Vienna,” and to avoid issuing reports that are likely to influence the outcome of domestic electoral processes in countries where it monitors, largely as a reaction to its perceived central role in the “Rose Revolution” in Georgia and the “Orange Revolution” in Ukraine that created substantial concern in Russia, Belarus, and several other former Soviet states.
- ODIHR opted to cancel its observation of the 2007 Duma and 2008 presidential elections in Russia rather than accept what it termed unprecedented restrictions on its mission, including limits on the number of observers it could deploy and the duration of their stay in Russia.

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OSCE responses

In 2005, the OSCE Chairman-in-Office, Slovenian Foreign Minister Dimitrij Rupel, commissioned a report by “eminent persons” to evaluate the structure and function of the OSCE. This report was presented at the Ljubljana (Slovenia) Ministerial meeting in 2005. Although some of its recommendations were adopted at the Brussels Ministerial in 2006, little has been done to carry out any of them. However, modest progress has been made in several specific areas:

- A new scale of contributions was adopted at the Ljubljana Ministerial in 2005 that slightly reduced Russian contributions, while slightly increasing those of the U.S., thereby resolving the budgetary crisis for the short term.
 - Several Chairmen-in-Office, including Foreign Minister Passy of Bulgaria in 2004, Foreign Minister Rupel of Slovenia in 2005, and Foreign Minister De Gucht of Belgium in 2006, have adopted the practice of presenting documents representing the consensus of “most delegations” at annual ministerial meetings, thereby avoiding objections from Russia and a few other participating States.
 - ODIHR has increased its election-monitoring activities in Western Europe and North America, while resisting efforts to place political restrictions on its freedom of action in carrying out its mandate wherever it observes or assists in the elections process.
 - Kazakhstan has been selected to hold the OSCE Chairman-in-Office role for 2010. This will mark the first time that a state from the Commonwealth of Independent States (composed of 12 former Soviet states) will assume this role, which has been dominated in recent years by member states of the European Union.
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Conferences

2003 Ministerial

At the Maastricht Ministerial, foreign ministers focused on:

- OSCE strategy for threats to security and stability in the 21st Century
 - Combating trafficking in human beings
 - Tolerance and non-discrimination
 - Roma and Sinti within the OSCE Area
 - Anti-terrorism and politico-military affairs
-

Racism, xenophobia, & discrimination

Since 2003 the OSCE has organized conferences devoted to anti-Semitism, and to combating other forms of racism, xenophobia, and discrimination.

The most recent meeting, held in Vienna, May 29-30 2008, called for establishing and strengthening national institutions against discrimination.

The meeting brought together over 200 representatives from government, national human rights institutions and NGOs, and addressed the role of national institutions in fighting discrimination against migrants and persons belonging to national minorities. Participants discussed the mandates of national institutions, challenges such as intolerant public attitudes, and good practices and effective policy responses.

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Conferences, Continued

2004 ministerial The Ministerial Meeting in Sofia failed to adopt a concluding statement, largely resulting from:

- Russian criticism of the budgetary process (supported by Belarus and sometimes by several Central Asian states); the OSCE was forced to operate without a formally approved budget until May 2005;
- objections to OSCE election monitoring
- insistence that the stationing of Russian troops in Transdniestria and Georgia is a bilateral issue that should not be dealt with by the OSCE

Many states linked ratification of the adapted Treaty on Conventional Armed Forces in Europe (CFE) to the withdrawal of Russian troops from Transdniestria and Georgia, although Russia argued that there should be no linkage between the multilateral treaty and bilateral agreements to withdraw its troops. The majority of states have insisted that Russia had committed itself to meet these deadlines at the 1999 OSCE Istanbul Summit, where the adapted CFE Treaty was signed, and where they were recorded, along with other commitments from Russia and other CFE states in the CFE Final Act, which was issued concurrently with the adapted treaty's signature, so the issue involved more than bilateral commitments between the states directly involved.

The CiO, Bulgarian Foreign Minister Passy presented a document reflecting a broad consensus of "most delegations." The ministerial adopted:

- Decisions to elaborate an OSCE Border Security and Management Concept, and improve security at borders against the movement of terrorists, smuggling, and human trafficking
- An Action Plan for the Promotion of Gender Equality in all participating states, and institutions and field activities of the OSCE.

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Conferences, Continued

2005 ministerial The Ljubljana Ministerial also failed to adopt a final communique. The CiO, Foreign Minister Dmitrij Rupel of Slovenia, followed the practice of issuing a personal statement summarizing issues on which there was general, if not complete consensus.

- A new scale of contributions was adopted effective from 2005-07, calling for a slight reduction in the overall contribution of the Russian Federation.
- Although progress was noted in Russian implementation of its commitment to withdraw its forces from Georgia, concern was expressed about the lack of progress on Russian withdrawal of equipment and troops from the Transdnistria region of Moldova, which continued to delay ratification of the Adapted CFE Treaty.
- The Ministerial received a report from a panel of “Eminent Persons” appointed by the CiO to re-evaluate the structure and function of the OSCE in the light of changes in the international environment and of criticisms directed at the organization from several of its largest participating states. No specific decisions were reached, however, regarding implementation of the Eminent Persons’ report

2006 ministerial The Brussels Ministerial did not adopt a communiqué, but did provide considerable guidance for work in each of the organization’s three dimensions:

- To address the problems of illicit trafficking of small arms; the proliferation of weapons of mass destruction; and counter-terrorism
- To continue work on transport, especially in Central Asia; promote dialogue on energy security; and raise awareness of the work of the Group of Eight on Climate Change
- To hold a conference on combating discrimination; holding a youth forum; and action to combat the sexual exploitation of children
- Adjustment of the role of the Secretary general, and implementation of performance based program budgeting.

Continued on next page

Conferences, Continued

2007 ministerial The Madrid Ministerial meeting did not adopt a communiqué for the fifth consecutive year, nor did it agree on the annual budget. The meeting again discussed but did not approve a draft convention on the OSCE's legal personality. Achievements included:

- The decision was taken for Greece to assume the Chairmanship in 2009, Kazakhstan in 2010, and Lithuania in 2011. This was the first time the organization had decided its leadership for the next four years, widening the scope for multi-year planning. The decision to give Kazakhstan the Chairmanship was seen as opening up the opportunities for raising OSCE's profile in Central Asia.
- A declaration calling for an increase in OSCE activities with the Asian and Mediterranean Partners for Cooperation and noting the Permanent Council's establishment of a Partnership Fund.
- Agreements to step-up OSCE engagement with Afghanistan: helping it to secure and manage its borders, train its police, and fight drug trafficking.

Despite sharp differences on Kosovo, the OSCE Mission in Kosovo received an extension of its mandate on a monthly basis.

Roma and Sinti follow-up meeting OSCE participating states, experts and Roma representatives are to meet in Vienna July 10-11, 2008 to review progress made in implementation of the Action Plan to fight discrimination and racism encountered by Roma and Sinti.

Continued on next page

Conferences, Continued

Shift in priorities in security

Since 2001, there has been a gradual but perceptible shift in OSCE priorities. Although fighting continues in Chechnya, large-scale violence has diminished in the OSCE region. Therefore, much of the OSCE's focus has shifted towards enhancing human security and supporting the struggle against international terrorism, where the threats derive more from political violence, lawlessness and criminality rather than from inter-ethnic conflict.

Specifically, these new efforts have included the following:

- The OSCE Forum on Security Cooperation adopted the Document on Small Arms and Light Weapons to reduce the proliferation of such weapons.
 - The OSCE has increased training in democratic policing, helping participating states in law enforcement consistent with democratic principles and human rights.
 - The OSCE has stepped up its efforts to fight money laundering and trafficking in persons, drugs, and illegal goods.
 - The OSCE has increased its support for the monitoring of international borders and "good governance."
-

Mini-quiz

- Multiple choice** The CSCE began to take on the features of an institutionalized international organization, rather than a series of ad hoc meetings:
- with the adoption of the Helsinki Final Act
 - with the adoption of the Charter of Paris as the Cold War came to an end
 - with the adoption of the Code of Conduct on Politico-Military Aspects of Security
 - after the first follow-up meeting in Belgrade
-

OSCE Negotiating and Decision Making Bodies

Overview

Graphic

The following graphic describes the negotiating and decision making bodies of the OSCE.



Summits

Overview

Summits are periodic meetings of Heads of State or Government of OSCE participating states that set priorities and provide orientation at the highest political level. The agendas for these formal meetings are carefully negotiated among participating states well in advance of the Summit. The last summit was held in 1999.

Summit agendas

The agenda for Summit meetings is established by the current Chairperson-in-Office (CiO) in consultation with the members of the Permanent Council. The CiO is the Foreign Minister of the country holding the annual rotating Chairmanship of the OSCE.

Summit meetings tend to be "scripted" by the professional diplomats who staff the OSCE offices. Occasionally important consultations take place on the margins of Summits and Ministerial Conferences that provide important breakthroughs on issues confronting the OSCE.



Heads of State or Government of OSCE participating States meet as a Summit to provide orientation at the highest political level to the Organization.

Continued on next page

Summits, Continued

Consensus

Since Summit meetings operate by consensus, decisions and resolutions coming out of these meetings often reflect negotiations behind the scenes that generally go on for months or even years prior to the meeting and are generally conducted at lower political levels.

Review Conferences

Review conferences precede and prepare for summits.

At review meetings:

- the entire range of activities within the OSCE is examined
- steps that might be required to strengthen the OSCE are discussed

Review conferences are also used to:

- monitor the implementation of previously adopted commitments
 - finalize the negotiation of the documents, decisions, and statements that are then adopted at the summits
-

Ministerial Council

Overview

The Ministerial Council, made up of Foreign Ministers of the participating states, meets annually, usually in November/December, to take major decisions.



Purpose

The Ministerial Council meetings help to maintain a link between the political decisions taken at the summits and the day-to-day functioning of the Organization.



U.S. Secretary of State Colin Powell at the Ninth Ministerial Council November, 2001

Continued on next page

Ministerial Council, Continued

Meetings

The Council meets at least once a year, except when there is a summit, in order to:

- consider issues relevant to the OSCE
- review and assess the activities, accomplishments, and problems of the OSCE
- make appropriate decisions, including adoption of the annual operating budget

The Council makes all of its decisions by consensus, although occasionally the Chairman-in-Office may issue statements that reflect views widely shared by a vast majority of participating States, but not universally agreed.

Permanent Council

Permanent Council

The Permanent Council (PC) meets weekly throughout the year in Vienna to engage in the day-to-day direction of OSCE affairs. It is composed of representatives at the level of ambassadors from all participating States to the OSCE. Senior officials from capitals may reinforce the PC on special occasions, and then it is referred to as the Reinforced Permanent Council. Its activities include:

- making decisions on the operation of the OSCE, its institutions and its field missions
- hearing reports from the High Commissioner on National Minorities, ODIHR, the Special Representative on Freedom of the Media, Heads of Mission, and other senior officials and invited guests on matters of concern to the OSCE
- developing responses to emergency and ongoing situations
- engaging in debate, dialogue, and discussion on issues before the OSCE

Berlin Mechanism

The Charter of Paris allowed the Senior Council, the forerunner of the Permanent Council, to meet in emergency situations. Under the so-called "Berlin Mechanism," the Senior Council met four times to discuss the Yugoslav conflict and the situation in Nagorno-Karabakh. The need for special meetings, however, has not been seen necessary since 1992 due to the institutionalization of regular, weekly PC meetings at the Hofburg Palace's Conference Centre in Vienna.

Forum for Security Cooperation

Overview

The Forum for Security Cooperation (FSC) negotiates and consults on measures aimed at strengthening security and stability throughout Europe. Its main objectives are:

- negotiations on arms control, disarmament, and confidence and security building
- regular consultations and intensive cooperation on matters relating to security
- further reduction of the risks of conflicts
- implementation of agreed measures

In practice, the FSC has negotiated extensive CSBM agreements, known as the Vienna Document agreements, which have built on and superseded the Basket 1 CBMs included in the Helsinki Final Act and the subsequent 1986 Stockholm Document.

Under the auspices of the OSCE, three agreements were negotiated as part of the Dayton Peace Accords that ended the Bosnian war. These are an internal CSBM agreement for Bosnia (Article II agreement); a sub-regional arms control agreement involving Bosnia, Croatia, and Serbia-Montenegro (Article IV); and an agreement enumerating voluntary CSBMs on a regional basis (Article V). Periodic reports on implementation of these agreements were provided to the FSC and PC. The first set of measures was terminated in 2004, as the central government of Bosnia-Herzegovina took on these responsibilities itself under the general guidance of relevant OSCE documents. However, the Arms Control section of the OSCE Mission in Bosnia-Herzegovina provides support to the government to fulfill its OSCE obligations under the 1993 Document on Conventional Arms Transfers, the 2000 Document on Small Arms and Light Weapons, the 2003 OSCE Document on Stockpiles of Conventional Ammunition, and the Handbook of Best Practices on Small Arms and Light Weapons.



Members

The Forum consists of representatives of the OSCE participating states-- usually the same individuals who serve in the Permanent Council.

Meetings

The Forum meets weekly at the Hofburg Palace's Congress Centre in Vienna.

Continued on next page

Forum for Security Cooperation, Continued

- Responsibilities** The Forum is responsible for:
- discussing and clarifying information exchanged under CSBM agreements
 - implementation of CSBMs
 - annual implementation assessment meetings
 - preparation of seminars on military doctrine
-

- Joint Consultative Group** This is a special associated body responsible for verifying and implementing the:
- Treaty on Conventional Forces in Europe (CFE)
 - Treaty on Open Skies
- As legally binding treaties, these two documents are not formally part of the OSCE and not all participating states are signatories; nonetheless, the JCG works closely with the OSCE to verify and implement these agreements.
-

- Charter on European security** Another important product of the deliberations in the Forum for Security Cooperation was the negotiation of the Charter on European Security adopted in 1999 at the Istanbul OSCE Summit. This document enlarged OSCE responsibilities for conflict prevention and building democracy throughout the region, and strengthened cooperation with other international organizations with overlapping functions. The actual implementation of these provisions, however, has been lacking due to the absence of adequate political support, funding, and follow-up.
-

- Since 2003** The FSC recommended comprehensive export controls for Man-Portable Air Defense Systems (MANPADS) to protect civil aviation from possible terrorist access to these weapons; established a framework to address dangers arising from conventional ammunition and explosives that constitute surplus or are awaiting destruction; and produced a handbook of Best Practices Guides on Small Arms and Light Weapons.
- Overall, there has been an effort to strengthen controls on the flow of conventional weapons smaller than the major weapons systems covered under the CFE Treaty. Once again, however, implementation has been hampered by the lack of adequate resources relative to this enormous and complex task.
-

Decision-making process

Consensus

The OSCE's decision-making and negotiating bodies arrive at their decisions by consensus. Consensus is understood to mean the absence of any objection expressed by a participating state to the taking of the decision in question.

This principle reflects the Organization's cooperative approach to security, and the fact that all states participating in OSCE activities formally have equal status. In practice, state power and influence frequently drive the deliberations and decisions of the Organization. Consensus, however, means that no decision can be made that is strongly opposed by any of the participating states, even the smallest.

Consensus vs. unanimity

Consensus should not be equated with unanimity, since formal votes are seldom taken. Within the OSCE, most states, especially smaller countries, are generally reluctant to break a consensus unless they feel very strongly about particular issues. There is also a cost to breaking consensus, particularly by a small state, bucking the efforts by more powerful states to have a decision taken. Therefore, once the Chairperson-in-Office believes that he or she has identified a general consensus, the Chairperson usually presents it to a meeting of the Permanent Council and asks if there are any dissenters. In the absence of an objection, the decision is taken.

In other words, consensus merely requires states to give their passive rather than active consent to decisions, and as a practical matter this generally produces a different outcome from what might occur if formal votes were taken requiring unanimous consent.

Politically binding

OSCE decisions are politically and not legally binding on the participating states. This results from the Organization itself being based on the political commitment of the participating states, rather than on an international treaty.

The European Union recently proposed giving the OSCE a status as a legal entity. The primary purpose of this effort would be to provide OSCE personnel the usual diplomatic privileges and protections while traveling and working internationally; this does not imply, however, that the decisions of the OSCE would be legally binding on participating states, just that its employees would be provided the protections normally afforded to personnel of an international organization such as the UN with legal standing. This consideration notwithstanding, both Russia and the U.S. have generally opposed giving the OSCE any legal standing.

Continued on next page

Decision-making process, Continued

Decision-making levels

The decision-making process takes place at the following three levels:

Summits

Summit meetings represent the highest level of decision-making and political orientation for the Organization.

Ministerial Council

The central decision-making powers lie with the Ministerial Council, which takes the decisions necessary to ensure that the activities of the Organization correspond to its central political goals.

Permanent Council

The Permanent Council is the forum for regular consultation and decision-making regarding the Organization's day-to-day activities.

Note: Periodic, specialized meetings such as those of the Economic Forum, or review and implementation meetings supplement this three-tier structure.

Coordination

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

Consensus minus one

In very specific instances, decisions can be made without consensus. The Prague Ministerial Council in January 1992 decided that appropriate action could be taken without the consent of the state concerned in "cases of clear, gross, and uncorrected violation" of CSCE commitments. This is the so-called "consensus minus one" principle.

This option was first used in 1992, in regard to the conflict in the former Yugoslavia, resulting in the suspension of that country from participation in the CSCE.

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Decision-making process, Continued

Consensus minus two

Another exception to the principle of consensus is the "consensus minus two" rule. Under this rule, the Ministerial Council can instruct two participating states that are in dispute to seek conciliation, regardless of whether or not the participating states object to the decision.

So far, this option has not been used.

Caucuses

Even though the OSCE operates formally as an organization of 56 sovereign and independent states, in fact there are a number of caucuses that have formed within the organization, and certain states exert substantial influence within those coalitions. By far the most important has been the European Union, which meets prior to all OSCE meetings and develops common positions on all issues. Other notable coalitions include NATO and the Commonwealth of Independent States.

Mini-quiz

Matching

Match the OSCE structures with the appropriate roles:

Structures

1. Executive action and coordination of the work of OSCE institutions. _____

2. Meetings at Head of State or Government level to provide the highest level of political guidance. _____

3. Discusses measures to strengthen security on an ongoing basis. _____

4. Meets weekly at the ambassadorial level to make decisions on the day-to-day operation of the OSCE. _____

5. Meetings of Foreign Ministers once a year to provide a link between Summit decisions and day-to-day operations. _____

Roles

A. Summit

B. Ministerial Council

C. Permanent Council

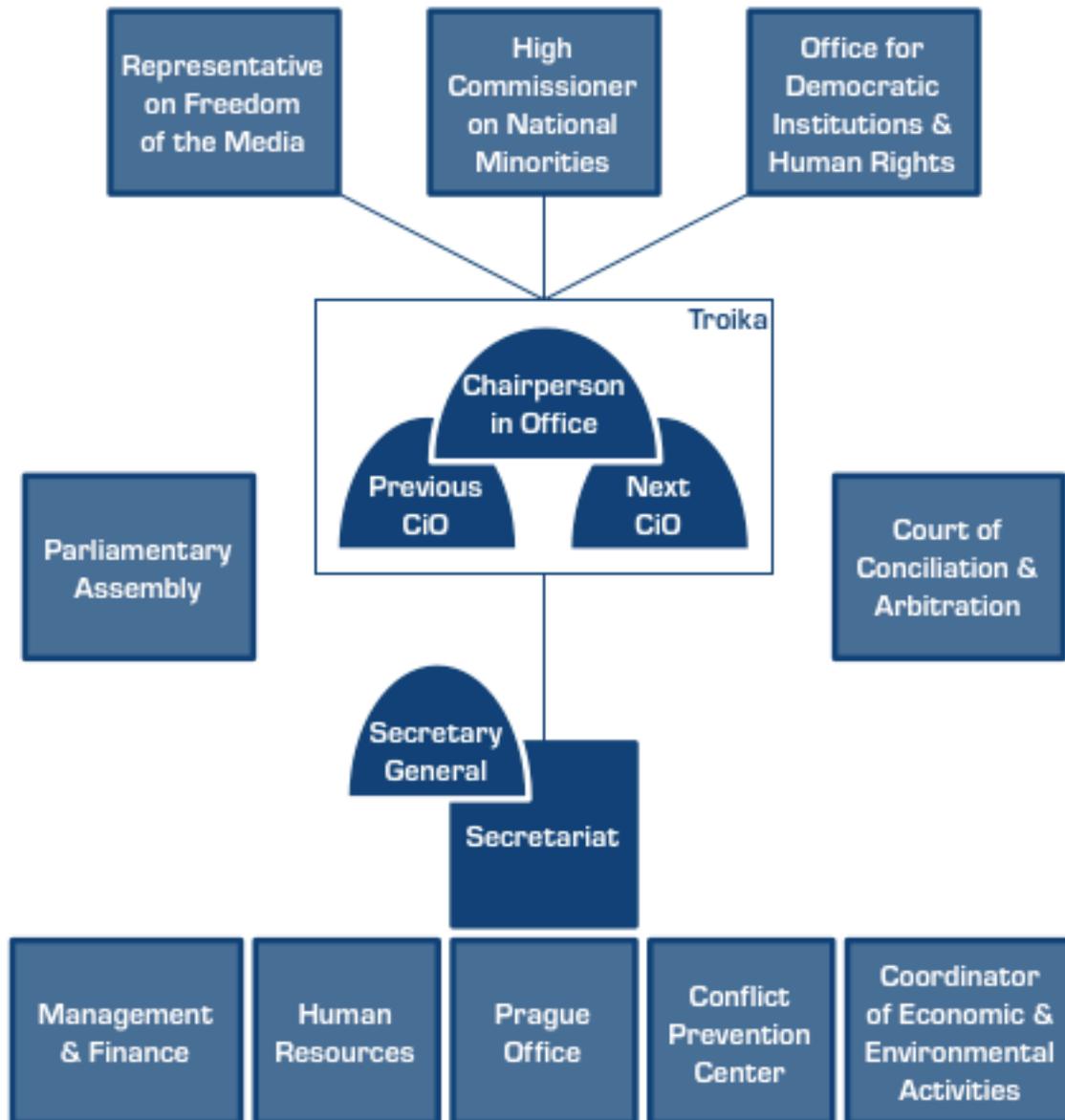
D. Chairperson-in-Office

E. Forum for Security Cooperation

Operational Structures and Institutions

Overview

Graphic The following graphic describes the operational structures and institutions of the OSCE.



Chairperson-in-Office

CiO

The Chairperson-in-Office (CiO) is vested with overall responsibility for executive action and the coordination of OSCE activities. CiO duties include:

- representing the Organization before other organizations and to participating states
- coordinating the work of OSCE institutions
- supervising activities related to conflict prevention, crisis management, and post-conflict rehabilitation
- seeking consensus as the basis for regular decision-making



OSCE Chairman-in-Office for 2008, Finnish Foreign Minister Alexander Stubb (Pekka Mustonen)

Troika becomes “Quintet”

Traditionally, the CiO has been assisted by the previous and succeeding Chairpersons; the three of them together constituting the Troika.



The Finnish OSCE Chairman-in-Office took the initiative in 2008 to expand the Troika to a “Quintet” by including states slated to assume leadership in future years. He invited Kazakhstan (2010) and Lithuania (2011) to meet with the current Troika of Spain, Finland and Greece (2009) to develop ideas for longer-term priorities. The five states had a first quintet meeting on June 1-2, and discussed improved coordination and priority areas,



An informal meeting of the OSCE 'Quintet' - Spain, Finland, Greece, Kazakhstan and Lithuania - in Helsinki, 2 June 2008. Greece, Kazakhstan and Lithuania will hold the OSCE Chairmanship in 2009, 2010 and 2011 respectively. (OSCE/Ritari Vuokko)

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Chairperson-in-Office, Continued

Term

The Chairpersonship rotates annually. The foreign minister of the country chairing the organization traditionally holds the position of CiO. The country that is elected must provide substantial personnel to carry out the many functions of the chairperson during the three-year term as a member of the Troika.



Representatives of the OSCE Troika (incoming, current and previous OSCE Chairmanships: Finland, Spain, Belgium left to right on the photo) meet with the OSCE Partners for Co-operation at the Ministerial Council, Madrid, 30 November 2007 (OSCE/Felix Corchado)

Selection

There was a general tendency during the first decade and a half of the chairpersonship to select "middle powers" to fulfill this role. The only real exception to this general rule was when a newly unified Germany served as the first CiO in 1991. Members of the EU have tended to hold the OSCE Chairmanship in recent years.

Staff

Foreign ministers have other responsibilities and are not always able to preside over the day-to-day operation of OSCE affairs. Members of the chair's delegation preside over committee meetings, and they also carry out many of the routine functions on behalf of the chair. The success or failure of the OSCE often depends on the skills of the staff of the country holding the chairpersonship at any given time.

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Chairperson-in-Office, Continued

**Political
representative**

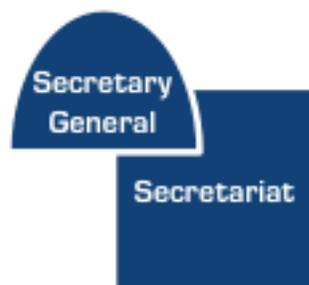
Another important function of the CiO is to serve as the political representative of the OSCE in dealing with participating states, other states outside the region, international organizations, and nongovernmental organizations on matters concerning the OSCE. The Chairperson frequently visits participating states, and has often become involved in trying to stimulate negotiations between conflicting groups within participating states or to resolve disputes between states.

Secretary General and the Secretariat

Overview

The Secretary General acts as the representative of the Chairperson-in-Office and supports him/her in all activities aimed at attaining the goals of the OSCE. The Secretariat, under the direction of the Secretary General, provides operational support to the Organization.

The 2006 OSCE Ministerial strengthened the role of the Secretary General by authorizing him/her to bring to the attention of the Permanent Council, in consultation with the Chair-in-Office, any matter that he/she deems relevant to his-her mandate.



Location

The Secretariat is based in Vienna, Austria, and also has an office in Prague, Czech Republic.

Duties

The duties of the Secretariat include:

- managing OSCE structures and operations
 - working closely with the CiO in the preparation and guidance of OSCE meetings
 - ensuring implementation of the decisions of the OSCE
 - publicizing OSCE policy and practices
 - maintaining contacts with international organizations
 - advising on financial implications of proposals
 - ensuring conformity with rules and regulations of the Organization
 - reporting to OSCE political bodies on the activities of the Secretariat and the missions
-

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Secretary General and the Secretariat, Continued

Office of the Secretary General

The Office of the Secretary General supports the tasks of the Secretary General as the OSCE chief manager and administrator.



Marc Perrin de Brichambaut of France took up his post as OSCE Secretary General on 21 June 2005. (NATO file photo)

Structures

The Secretariat includes the following:

- [Conflict Prevention Centre \(CPC\)](#)
- [Gender mainstreaming](#)
- [Strategic Police Matters Unit \(SPMU\)](#)
- [External Co-operation](#)
- [Management and Finance](#)
- [Office of Internal Oversight](#)
- [Training Section](#)
- [Office of the Co-ordinator of OSCE Economic and Environmental Activities](#)
- [Action against Terrorism Unit \(ATU\)](#)
- [Anti-Trafficking Assistance Unit](#)

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Secretary General and the Secretariat, Continued

Conflict Prevention Center

The Conflict Prevention Center (CPC) is responsible for overall support for the CiO in the implementation of OSCE tasks in the fields of:

- early warning
- conflict prevention
- crisis management
- post-conflict rehabilitation

The CPC provides support for the CiO and other OSCE negotiating and decision-making bodies.

Operations Center

The CPC's Operations Center maintains a Situation Room that can operate 24 hours a day, 7 days a week. Its primary functions include:

- helping to identify crisis areas by maintaining close liaison with other international organizations and NGOs involved in conflict management activities
 - serving as the planning unit for future OSCE missions and field operations
 - acting as coordinator for deployment of new or enhanced field operations
 - assisting mission members in emergencies, such as a medical evacuation
-

Gender Mainstreaming Unit

This unit seeks to instill gender equality into all aspects of the OSCE's work, including:

- a specific focus on the role of women where identified as needed
 - gender balance among staff and mission members
 - gender awareness through staff training
 - a professional working environment where women and men are treated equally and with respect
-

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Secretary General and the Secretariat, Continued

Strategic Police Matters Unit

The Strategic Police Matters Unit (SPMU) supports a network of police advisers and training activities in several missions or field operations.

The SPMU frequently responds to requests from participating states for specific expert advice on policing and police-related activities. Enhancing effective policing has proven to be an essential element of conflict prevention, especially by strengthening professional police forces that are able to avoid acting on the basis of sectarian interests and biases.

Good policing is essential to providing law and order, a necessary condition for building societies based on the rule of law. Furthermore, effective policing in the aftermath of social violence enhances confidence in new institutions and reduces fears of a re-ignition of conflict.

External Cooperation

The Section for External Co-operation is responsible for liaison with the OSCE's Mediterranean and Asian Partners for Co-operation.

- It acts in an advisory and support role to the OSCE Chairmanship and the respective Chairmanships of the Contact Groups with the Mediterranean and Asian Partners.
 - It is also responsible for the planning and organization of regular events with the Partners for Co-operation, including the annual Mediterranean Seminar and the annual joint Conference with an Asian Partner.
 - It assists in coordinating with other international institutions with which the OSCE frequently interacts such as the UN, EU, NATO, Council of Europe, and other regional and global institutions.
-

Management and Finance

The Department for Support Services and Budget is responsible for all administrative services including:

- conference and language services
 - documentation and protocol
 - archives
 - budgetary and financial issues
 - information technology
 - operation support functions for field missions
-

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Secretary General and the Secretariat, Continued

Internal Oversight

The OSCE's Office of Internal Oversight provides an independent appraisal function to examine and evaluate OSCE activities and to prevent and detect fraud, waste and mismanagement of resources.

Training

The Training Section in the Secretariat co-ordinates and supports staff training activities throughout the OSCE, including the induction of new mission members and staff. The section also supports participating states in their pre-mission training efforts.

Coordinator of economic and environmental activities

The coordinator of OSCE Economic and Environmental Activities is entrusted with strengthening the OSCE's ability to address economic, social, and environmental issues with security implications for the OSCE region.

This unit is largely responsible for implementing the provisions that have followed from Basket II of the original Helsinki Final Act. It sponsors an annual Economic Forum in Prague, a high level meeting that each year brings together more than 450 representatives of participating states, the business community, academia and civil society. It serves as a platform for dialogue between civil society, the business sector and governments, and addresses current issues and formulates recommendations for enhancing regional economic development.

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Secretary General and the Secretariat, Continued

Action against terrorism unit

The Action Against Terrorism Unit began operations in May 2002, and is currently staffed by nine professionals plus support staff and headed by Karl Wycoff from the U.S. Its purpose is to assist participating states in combating terrorism within their own countries and regions, especially by helping them implement international protocols adopted by the UN and other institutions to respond to the threat of terrorism. Specifically, it has focused on aiding participating states to pass domestic legislation to implement resolutions of the UN Security Council and to cooperate in preventing terrorist acts.

OSCE efforts have also been directed at improving capacity to control money laundering, strengthening border controls, combating counterfeiting of travel documents, and training national police in responding to the terrorist threat in ways that also protect fundamental human rights. In operational terms, it has placed special emphasis on measures to control the export and potential use of man-portable air defense systems against civilian aircraft, controlling flows of small arms that might fall into the hands of terrorist organizations, and improving security at seaports, especially regarding containers in which illicit materials can readily be shipped internationally.

Anti-Trafficking Assistance Unit

This unit assists the Special Representative on Combating Trafficking in Human Beings in seeking to bring an end to the increasingly widespread activity of trafficking human beings.

Office for Democratic Institutions and Human Rights

Overview

The Office for Democratic Institutions and Human Rights (ODIHR) works to:

- promote democratic elections
- monitor, assist in and sometimes supervise elections
- support the development of democratic institutions
- monitor human rights
- strengthen civil society and the rule of law
- contribute to early warning and conflict prevention
- report on Roma and Sinti issues



Location

ODIHR is located in Warsaw, Poland.

Ambassador Janez Lenarcic of Slovenia began his 3-year assignment as Director of ODIHR on July 1, 2008.



Ambassador Janez Lenarcic. (OSCE/Mikhail Evstafiev)

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Office for Democratic Institutions and Human Rights, Continued

East & West monitoring

ODIHR's efforts in election monitoring have tended to focus on the former communist states in Eurasia and the Balkans, and this has led to some criticism that there is an implicit assumption that the only problems with democratic processes occur in the former communist states.

In part to respond to this criticism, ODIHR has monitored elections in the West as well, such as French presidential elections; U.S. presidential and congressional elections; and elections in the UK involving devolution of authority to Scotland, Wales, and Northern Ireland. Although ODIHR reported occasional problems in several of those elections, its reports generally concluded that the elections were held in these Western countries in the context of a long history of democratic practice. This finding, however, has led to criticism from Russia and several other countries that ODIHR is utilizing "subjective" criteria in its election monitoring, rather than focusing on concrete, material evaluations.

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Anti-discrimination and Roma/Sinti

ODIHR has been given a major role by the Permanent Council in

- implementing the “Action Plan on Improving the Situation of Roma and Sinti Within the OSCE Area”
- assisting participating states in developing anti-discrimination legislation and means to implement that legislation; assisting ombudsman offices, commissions for combating discrimination, and police forces
- serving as the principal Contact Point for Roma and Sinti issues within the OSCE region; and
- collecting data on discrimination and hate crimes and, on the basis of an analysis of those data, making recommendations about policies to alleviate discrimination against Roma and Sinti peoples.

The Strategic Police Matters Unit within the Secretariat cooperates with ODIHR to develop programs to compile and teach best practices with regard to police work within Roma and Sinti communities, especially to develop codes to avoid racial profiling and to improve interethnic relations.

ODIHR also works with the OSCE Economic and Environmental Activities office to develop programs to provide targeted assistance to address Roma and Sinti social and economic needs, including improved access to health services, educational opportunities, and participation in the public and political life of the state.

Finally, ODIHR will develop specific programs to assist Roma and Sinti in times of crisis, especially in cooperation with UNHCR to assist refugees and internally displaced persons who are forced to leave their homes.

High Commissioner on National Minorities

Overview

The High Commissioner on National Minorities (HCNM) functions as an instrument of preventive diplomacy. The HCNM aims to promote the early resolution of ethnic tensions that might endanger peace, stability, or relations between OSCE participating states.

The role of the High Commissioner is not necessarily to act as an advocate on behalf of persons belonging to minority groups; rather his mandate is to promote dialogue between persons belonging to minority groups and governments or other institutions and organizations representing the national majority. The HCNM, acting as an impartial third party, negotiates at the highest political level.

The HCNM may decide when and where to travel to respond to any incident that falls under his mandate, i.e., that might produce greater violence or an escalation of attention if not dealt with urgently and quietly at an appropriate level. This flexibility makes the office of the HCNM a unique role pioneered by the OSCE and is often considered one of the most innovative steps it has taken to prevent violent conflict.



Location

The HCNM is located in The Hague, the Netherlands.

Limitations

The High Commissioner is subject to the following limitations.

Issues must involve:

- persons belonging to national minorities
- the potential to affect inter-state relations or regional security
- countries where there is a potential for conflict emanating from minority issues

Issues must not involve:

- groups practicing terrorism
 - locations where ethnic conflict has already produced violence
-

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High Commissioner on National Minorities, Continued

Actions

The High Commissioner may respond to incidents that fall within his mandate by traveling at his own initiative to the scene of the event and meeting immediately with the parties involved.

Based on his observations he may:

- offer immediate advice to the parties
- engage in third party mediation
- prepare recommendations for the parties
- organize seminars or round tables at which parties may discuss their grievances, or such legal and political issues as the incorporation of rights for persons belonging to minorities within democratic societies
- make recommendations to the OSCE PC about creating, extending or enlarging missions and field activities

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High Commissioner on National Minorities, Continued

Field missions In many cases OSCE missions and the office of the High Commissioner have collaborated closely in their effort to resolve underlying tensions involving the rights of persons belonging to minorities. A substantial number of missions have come into existence in part as a consequence of recommendations by the High Commissioner.



OSCE High Commissioner on National Minorities Knut Vollebaek during his visit to Pristine/Pristina, 11 September 2007 (OSCE/Hasan Sopa)

Kurt Vollebaek of Norway became High Commissioner on National Minorities in July 2007.

Representative on Freedom of the Media

Overview The task of the Representative on Freedom of the Media is to assist governments in the furthering of free, independent, and pluralistic media.



Location The Office of the Representative is located in Vienna, Austria.

Authority The Representative is authorized to observe media development in all participating states and advocate and promote full compliance with relevant OSCE principles and commitments.

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Representative on Freedom of the Media, Continued

Actions

The office has frequently conducted seminars to inform journalists, government officials, and nongovernmental organizations about international standards for protecting a free media.

The office has also been a watchdog, reporting on systematic violations of media freedom in participating states; and identifying and publicizing attacks on journalists, including “disappearances” and killing in an apparent effort to silence outspoken journalists.



Miklos Haraszi, the OSCE Representative on Freedom of the Media, at a news conference in Vienna, 22 April 2004. OSCE/Mikhail Evstafiev.

Miklos Haraszi of Hungary became Representative on Freedom of the Media in 2004.

OSCE Parliamentary Assembly

Overview

The OSCE parliamentary assembly gathers about 320 parliamentarians from the participating states, with the aim of promoting parliamentary involvement in the activities of the OSCE, and facilitating inter-parliamentary dialogue and cooperation. The PA is especially active in recruiting parliamentarians to serve as election monitors. It may also pass resolutions about any matters within the purview of the OSCE that are not binding, but that also do not require consensus to be adopted.



Location

The Secretariat of the OSCE Parliamentary Assembly is based in Copenhagen, Denmark. The Secretary General since the inception of the office in 1992 has been R. Spencer Oliver of the U.S. It also has a rotating presidency, currently held by parliamentarian Göran Lenmarker of Sweden.



OSCE Chairman-in-Office, Mircea Geoana, Foreign Minister of Romania, addressing the 10th Annual Session of the OSCE Parliamentary Assembly in Paris, July 6, 2001

Guantanamo Bay

The OSCE Parliamentary Assembly meeting in Rotterdam in July 2003 adopted a resolution criticizing the U.S. for its failure to fulfill OSCE and other international obligations by holding prisoners indefinitely without right to counsel or trial at its naval base at Guantanamo Bay, Cuba.

Court of Conciliation and Arbitration

Overview

The intention of the Court is to settle disputes through conciliation and, where appropriate, arbitration. The Court is a "legal" institution (that is based on a treaty that has not been signed by all participants in the OSCE, including the U.S.), which makes it different from other OSCE bodies. Currently 33 participating states have ratified the court's documents and are thus subject to its jurisdiction.



Members

Members of the Court are eminent personalities with wide experience in international affairs and international law. Parties to disputes may select arbitrators and conciliators from a register. The President of the Court since 1995 has been Robert Badinter, a distinguished French jurist.

Cases

The Court was created to hear cases brought before it by the common consent of two or more states that are parties to the Court's founding agreements.

Location

The Court is located in Geneva, Switzerland. To date, the services of the Court have not been used.

High Level Planning Group

Overview

The High-Level Planning Group (HLPG) was established at the Budapest Summit in 1994, in order to prepare for the possible deployment of an OSCE peacekeeping force in the event of a settlement of the conflict in Nagorno-Karabakh (a region of Azerbaijan heavily populated by ethnic Armenians) brokered by the OSCE's Minsk Group (see Module 2 for more details).

It replaced an earlier Initial Operation Planning Group (IOPG), which was established in May 1993 for the same purposes. At the time of its establishment, the CSCE hoped that there would be a rapid settlement of the conflict over Nagorno-Karabakh, but also recognized that the settlement would necessarily include military guarantees to protect all parties from a renewal of violence. Thus the CSCE contemplated the establishment of its first and only peacekeeping force, a role otherwise performed mostly by the UN or NATO.

Since the settlement of this conflict has remained illusive, since 1993 the HLPG has functioned solely for the purposes of planning a hypothetical peacekeeping operation, with no concrete plans for the deployment of such a force ever having been adopted.

Tasks

The tasks of High Level Planning Group include:

- making recommendations to the Chairman-in-Office on developing a plan for the possible establishment, force structure requirements and operation of a multinational OSCE peacekeeping force;
 - making recommendations on operational provisions for such a peacekeeping force, including the size and characteristics of the force, command and control, logistics, allocation of units and resources, rules of engagement and arrangements with contributing States.
-

Staffing

As of 2008, the HLPG is headed by Finnish Navy Captain Erkki Platan, and also includes six military staff, seconded by OSCE participating states, and one non-military staff from the OSCE Secretariat.

Other Relevant Multilateral Organizations

Introduction

Overview

There are several international and regional organizations working in the field of European security, many established during the Cold War to deal with the security and political realities and threats that existed at that time. Some overlap, at least in part, with the OSCE in membership and functions.

Division of labor with other organizations

NATO continues to be the preeminent defense organization in the Transatlantic area. NATO's intervention in Bosnia in 1995 and Kosovo in 1999 brought the wars in those areas to an end and enabled the OSCE and other organizations to play roles in reconstruction and conflict prevention. Ideally, each institution should assume specialized functions within an overall division of labor, so that all major functions required to maintain security in this region are being performed by one or another institution with a minimum of unnecessary overlap.

Therefore, it is important to understand what functions can best be performed by the OSCE and its missions, what can be accomplished only or more efficiently by others, and how the OSCE and other institutions may coordinate their work to achieve common objectives.

History of organizations

The end of the Cold War did not find the states of the Transatlantic region with a common vision on the best instruments for dealing with the new conflicts in the former Soviet Union and the Balkans. There were differences over whether and how the UN, NATO, the EU, CSCE or other organizations should respond to developments.

Continued on next page

Introduction, Continued

OSCE is unique

The OSCE has several points of “comparative advantage” relative to other organizations, largely because it is the only pan-European institution dealing with comprehensive security. This provides it with certain advantages as part of a European security "architecture."

No other institution has the:

- universal participation of all of the states in the region
- linkages between human dimension and political-military foundations of security
- same kind of mandate to work in conflict management at the regional level
- capacity to engage in these activities on a scope comparable to that of the OSCE

Other organizations

Other organizations in the European area that are most relevant in the security field are:

- the United Nations
 - NATO
 - the European Union
 - the Council of Europe
 - the Commonwealth of Independent States
-

United Nations

Overview

The United Nations (UN) was founded in 1945 at the end of World War II as a universal international organization, open to membership for all states within the international system. Unlike the OSCE, the UN is a legally binding organization-- all states that sign its Charter are obligated to fulfill the commitments contained therein.



Members

The UN includes 55 of the 56 participating states in the OSCE except the Holy See (Vatican City)

Chapter VI

Chapter VI of the UN Charter deals with the "peaceful settlement of disputes," and calls upon all states to pursue peaceful means such as negotiation and conciliation to resolve any dispute that might endanger international peace and security.

Although the Charter gives primacy to the Security Council to deal with such disputes, it also acknowledges that under certain conditions conflicts may be submitted to the International Court of Justices or to the General Assembly for resolution.

Chapter VII

Chapter VII of the UN Charter on "action with respect to threats to the peace, breaches of the peace, and acts of aggression" deals with overt situations where violent conflict appears imminent or has already broken out. Responsibility for Chapter VII activities is lodged primarily with the Security Council, which may apply sanctions against violators or authorize the use of force by some or all members of the United Nations to enforce security collectively within the international system.

Continued on next page

United Nations, Continued

Chapter VIII

Chapter VIII of the United Nations Charter explicitly recognizes the role of regional arrangements for dealing with peace and security. In Article 52 it specifically requires member states to "make every effort to achieve pacific settlement of local disputes through such regional arrangements or by such regional agencies before referring them to the Security Council." However, enforcement actions undertaken under regional arrangements generally require authorization from the Security Council.

Since 1995, the OSCE has been recognized as a regional security institution under Chapter VIII of the UN Charter, and thereby it has also accepted an obligation to keep the Security Council informed of activities that it undertakes or even contemplates undertaking for the maintenance of international peace and security.

UN role in security

The UN role in the security field has also grown considerably beyond the level of activity contemplated in 1945 when the Charter was adopted. Perhaps most important has been the development of UN "peacekeeping" operations, falling between pacific settlement of disputes and actual engagement of military forces in a full-scale collective security mission.

Originally these operations consisted largely of the interposition of UN "blue berets" between combatants after a ceasefire had been agreed upon, intended largely to prevent a resumption of direct hostilities. Since the end of the Cold War, however, UN operations have also entered into "peace enforcement" in Bosnia-Herzegovina and Kosovo, as well as providing military assistance for complex humanitarian emergencies.



A UNPREDEP Peacekeeper monitoring the Yugoslav Border (1998). (UN/DPI Photo)

Continued on next page

United Nations, Continued

Preventive diplomacy

Preventive diplomacy has been identified as a principal area of activity for the UN Secretary General and his staff of special emissaries, thereby giving the UN a special role in the same domain where the OSCE is also active.

This conflict prevention function has generally been performed by senior UN officials based in New York or Geneva rather than by missions permanently stationed in the field, as has generally been the case for OSCE activity on conflict prevention. Of course, a number of UN agencies such as the UN High Commission for Refugees and the UN Development Program maintain offices in many countries throughout the world and often play an indirect, and at times even a direct role in conflict prevention.

Other UN agencies

In addition to the Security Council, there are a number of other UN agencies and programs that work in the peace and security field, and some of these frequently overlap with the areas normally covered by the OSCE.

- UN Secretary General's "Good Offices"
 - International Court of Justice
 - UN Commission on Human Rights
 - Election Assistance Unit
 - UN High Commissioner for Refugees (UNHCR)
-

OSCE overlap with UN

Many of the functions that have been created in the OSCE, especially since 1990, overlap and even duplicate functions of the United Nations. This naturally raises the question about when states will turn to the UN versus those occasions when they should utilize the OSCE to deal with particular threats to international peace and security.

One key determinant in states' consideration is their influence in the organization under consideration and the likelihood of using it to achieve their goals. There is also the view that efforts to deal with threats to the peace should originate at the regional level before coming to the UN, while efforts to take enforcement action should generally be launched with specific authorization by the UN Security Council.

In general the OSCE participating states have sought to obtain UN authorization for its major activities. At the same time, states have found that the OSCE can play a useful role by relieving an overburdened UN from having to assume too many responsibilities for peace maintenance in Europe, allowing it to concentrate more on other global regions.

Continued on next page

United Nations, Continued

Conclusion

Some mutual division of labor between global and regional organizations is inevitable. However, it is essential that these efforts be undertaken cooperatively so that neither, each strapped for cash and for available personnel, wastes valuable resources in a duplication of effort or, even worse, by competing to garner the limelight in any particular region experiencing tensions and conflict.

[More information about the UN.](#)

NATO

Overview

The North Atlantic Treaty Organization (NATO) was founded in 1949, in the early years of the Cold War, as a collective defense institution, as defined in Article 51 of the UN Charter. The essence of the NATO Treaty is found in Article 5, which declares that an attack against any member of the alliance shall be considered an attack against them all, and that they may then decide to take collective action, including the use of force, in their defense against the act of aggression.



Cold War strategy

NATO's strategy and tactics were geared to the assumption that a European conflict would involve a threat or actual military attack by the Soviet Bloc upon one or more members of the alliance.

Post Cold War changes

With the dissolution of the Warsaw Pact, NATO remained after 1991 the only significant multilateral military organization in Europe. Since then, NATO has reconfigured itself to meet the demands of the new security situation in Europe.

NATO's major transformation has been visible in the following areas:

- Partnership-for-peace (PfP)
- Euro-Atlantic Partnership Council (EAPC)
- Peacekeeping
- Peace enforcement
- Expansion to 26 members, including former Warsaw Pact members

Current strengths

NATO has used PfP and the EAPC to assist transformations in the former communist states, and has included contingents from them alongside NATO forces in peacekeeping and enforcement roles in Bosnia and Kosovo.

Continued on next page

NATO, Continued

Overlap with OSCE

NATO's 26 member States are all also participating states in the OSCE. Three other OSCE participating states are candidates for membership in NATO and participants in NATO's Membership Action Plan (MAP) to prepare for full membership, which is tentatively planned to take place at the 2008 NATO Summit. These countries are Albania, Croatia, and the Former Yugoslav Republic of Macedonia. Following the next enlargement round, over half of the OSCE participating States will also be NATO members. Moreover, 49 countries, all OSCE participating states, participate in NATO's North Atlantic Partnership Council, embracing a wide range of cooperative activities between NATO's full members and other states in the region.

NATO's major functions do not overlap with the OSCE's. NATO is a defensive organization with significant military capability. The OSCE has no military forces of its own except through those that can be made available by participating states, or military organizations in which they participate, such as NATO and to a far lesser degree, the Commonwealth of Independent States (CIS).

When matters go beyond preventive diplomacy, peaceful resolution of disputes, and cooperative security, it will be necessary to call for military forces with capability such as those provided by NATO. The fact, however, that NATO is both a military organization and one that excludes certain key states (such as Russia) from its central decision-making institutions means that many political functions in enhancing security and cooperation cannot be performed by NATO, at least not as easily as they can be performed by the OSCE. At the same time, Russia does have a special consultative relationship with NATO, defined in the 1997 NATO-Russia Founding Act on Mutual Relations, Cooperation, and Security. In 2002, in the wake of the September 11 terrorist attacks in the U.S., this relationship was further institutionalized through creation of the NATO-Russia Council.

Continued on next page

NATO, Continued

Bosnia

Missions like the recent one in Bosnia represent a model for institutional cooperation that may be emulated elsewhere. NATO took the lead in bringing the war to an end in 1995. The OSCE then assumed a lead role in virtually all political and arms control measures, while NATO held responsibility for peace enforcement.

NATO's military forces are best used for military missions, rather than to run elections, promote human rights, assure freedom of the media, assist in the repatriation of refugees, or engage in many of the other activities eventually undertaken by the OSCE Mission in Bosnia. The OSCE presence, therefore, served a useful division of labor and contributes to improvement in the political conditions that necessitated IFOR (Intervention Force)/SFOR (Stabilization Force) deployment in the first place. At the same time, given the tensions and insecurity that existed in Bosnia after the war, it would have been impossible for unarmed OSCE mission officers to fulfill their mandate without the security provided by IFOR/SFOR troops.

The joint missions in Bosnia illustrate effectively the principle that peace and security can be built best when institutions each specialize in doing what they can do most effectively, dividing the labor among themselves, and cooperating to assure that all essential tasks are fulfilled with a minimum of overlap and duplication of effort.

NATO turned its peacekeeping mission in Bosnia over to the European Union's EUFOR in December 2004, leading to the withdrawal of virtually all U.S. troops stationed in Bosnia since 1995. NATO continues to maintain a presence in Bosnia through a Military Liaison and Advisory Mission (NATO HQ Sarajevo) to assist with defense reform.

FYROM

NATO facilitated achievement of a ceasefire between ethnic Albanian insurgents and the Macedonian government, which paved the way for the political settlement achieved in the August 2001 Ohrid Framework Agreement. A NATO task force, "Essential Harvest," then deployed to Macedonia to collect insurgent weapons. The force continued in a monitoring role through March 2003, when the EU took on its mission.

Continued on next page

NATO, Continued

Kosovo

NATO's Kosovo Force (KFOR) entered Kosovo in June 1999 following the NATO air campaign to end the humanitarian catastrophe there. NATO's mandate derived from UN Security Council Resolution 1244 and the Military-Technical Agreement between NATO and the Governments of the Federal Republic of Yugoslavia and Serbia.

NATO's initial mandate was to deter renewed hostility; establish a secure environment and ensure public safety and order; demilitarize the Kosovo Liberation Army; support the international humanitarian effort; and coordinate with and support the international civil presence. Since then, KFOR has performed a wide variety of tasks, including assistance in the return of refugees and displaced persons, border security and prevention of cross-border weapons smuggling, protection of cultural and religious sites, security and public order, and the protection of ethnic minorities

[More information about NATO.](#)

European Union

Overview

Another contender for a role in European security is the European Union (EU). The major attraction of the EU is based on its significant success at promoting economic integration and prosperity in Europe.

The significance of the EU for the OSCE increased substantially in 2004 when ten new states, mostly from Central Europe, acceded to membership in the EU. This included the three Baltic states that were formerly republics within the Soviet Union (Estonia, Latvia, and Lithuania), four Central European states that formerly belonged to the Warsaw Pact (Czech Republic, Hungary, Poland and Slovakia), and one state of the former Yugoslavia (Slovenia). At the beginning of 2007, two additional states entered the EU as full members, namely Bulgaria and Romania (formerly also members of the Warsaw Pact).

With 27 members, the EU includes almost half of the participating states of the OSCE. Three more states that also participate in the OSCE are listed as candidates for EU membership, namely Croatia, Montenegro and Turkey. Since the EU tends to vote together as a bloc in the OSCE, it has become a formidable factor in OSCE decision-making.



Continued on next page

European Union, Continued

Common foreign and security policy

The European Union agreed on a Common Foreign and Security Policy (CFSP) with the 1991 Maastricht Treaty.

In the early 1990's, the CFSP tended to consist more of common rhetoric and procedural actions than substance. Its limitations were perhaps best shown by its ineffective response to the crises in the former Yugoslavia after 1991, especially in Bosnia. Cooperation tended to be limited mostly to the adoption of joint positions on international issues. Within the OSCE, the EU generally made joint statements and adopted common positions on issues addressed by the Permanent Council as well as Ministerial and Summit Conferences.

However, in 1999 the EU began to give substantive content to the CFSP and to the creation of what is referred to as the European Security and Defense Identity (ESDI). In 2001 the Western European Union, created in 1948 by the Brussels Treaty, was formally incorporated into the EU as the primary defense policy arm of the Union.

Mr./Ms. CFSP

In 1999, the EU created a "High Representative for the Common Foreign and Security Policy" to present itself more visibly and effectively on the world stage. Javier Solana, a former NATO Secretary General and Spanish Foreign Minister, currently holds the position.

Limitations

The EU has been limited its ability to take a leading role in providing security for Europe in the post-Cold War period.

- It is primarily an economic organization, although it is clearly seeking to add security functions as well
 - Its military capabilities and ability to project force outside its members' borders have been limited.
 - In contrast to the OSCE, neither Russia nor the U.S. are members.
-

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European Union, Continued

Effective function

The EU is especially effective when it focuses on its comparative advantage, namely that the dynamism of its economic integration serves as a magnet to all of the former communist countries of Central and Eastern Europe.

It is often essential for the OSCE to seek assistance from the EU, and other related financial institutions such as the European Bank for Reconstruction and Development, when confronting conflict situations that require a substantial influx of development assistance in order to alleviate some of the economic and social conditions that provided the environment for violent conflict to develop in the first place.

The EU has often worked alongside the OSCE on such important activities as election monitoring and post-conflict reconstruction activities, such as those in Bosnia-Herzegovina, Kosovo, and Macedonia.

Support for OSCE

OSCE missions may also call upon the support of the EU when dealing with candidate countries seeking EU membership, several of which have had OSCE missions stationed on their territory. For example, the Estonian and Latvian efforts to meet the criteria for being placed high in the priority list for EU expansion probably encouraged their governments to cooperate more actively than they might otherwise have with OSCE demands regarding the treatment of their large minority of ethnic Russians.

Continued on next page

European Union, Continued

Monitoring and peacekeeping missions

In Macedonia, EC/EU Monitor Missions operated alongside NATO peacekeepers and OSCE missions on the ground (and alongside the UN force UNPREDEP during 1992-95) with related mandates. The EU police mission Proxima also operated in Macedonia from 2003 to 2005, and was followed by the EU Police Advisory Team (EUPAT). EUPAT was established with a six-month mandate, which was extended.

In Bosnia-Herzegovina a somewhat complicated structure was established to implement the non-military provisions of the 1995 Dayton Agreement.

- The OSCE Mission, headed since 1995 by a U.S. diplomat, manages many of these functions. The current OSCE Chief of Mission is Douglas Davidson.
- A parallel structure was established in the Office of the High Representative, a position consistently held by a EU representative, currently Miroslav Lajcak of Slovakia, who also holds the title of EU Special Representative in Bosnia.
- Due to ambiguities in the Dayton Accords regarding the division of labor between these two institutions, it took time before an effective level of cooperation developed between them, both of which operated alongside NATO's IFOR/SFOR and now EUFOR, which is charged with maintaining military security in Bosnia and Herzegovina.
- The EU 7,000 strong EUFOR replaced NATO's SFOR in Bosnia-Herzegovina at the end of 2004. EUFOR's current strength is 2,228.

A EU Border Assistance Mission (EUBAM) was established to assist Moldova and Ukraine in controlling their border in 2005. It currently has about 100 EU police personnel.

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European Union, Continued

EULEX

The EU launched its largest civilian mission ever with the EU Rule of Law Mission in Kosovo (EULEX) on 2.16.08. The Mission's mandate is a follow-on to the international presence in Kosovo contained in UN Security Council Resolution 1244, although this view is not accepted by Serbia or Russia.

EULEX will have police, justice and customs components. It will have certain executive responsibilities, as well as carry out its mandate through monitoring, mentoring and advising. EULEX will be headed by former French KFOR commander Yves de Kermabom, who reports to International Civilian Representative/EU Special Representative in Kosovo Pieter Feith of the Netherlands. EULEX's planned size is 1,900 EU staff and 1,100 local employees. It will be collocated with its Kosovo counterparts throughout Kosovo.



International Civilian Representative/EU Special Representative for Kosovo Pieter Feith

The new EU role in Kosovo will face challenges because of the lack of clarity regarding the authority and responsibilities it will have and what will be taken on by the new Kosovo state, other international actors in Kosovo like OSCE, and what will remain with UNMIK.

Conclusion

Conflicts between OSCE and EU mission members have occasionally occurred as well in other regions where both institutions have overlapping mandates. One of the most essential tasks, therefore, of mission members may be to work out arrangements on the ground, particularly when the division of responsibility has not been clarified formally.

[Additional information about the European Union](#)

[Additional information about the Common Foreign and Security Policy](#)

Council of Europe

Overview

The Council of Europe (CoE) has also become an important actor regarding the human dimension of security. Established in 1949, the Council of Europe drafted the European Convention on Human Rights in 1950, and created the European Court of Human Rights in 1959 at Strasbourg. Its statutes require that its members "must accept the principles of the rule of law and of the enjoyment by all persons within its jurisdiction of human rights and fundamental freedoms."

It has also taken a leading role in promoting European cooperation in culture, education, environment, parliamentary democracy, and social policy. It has thus focused almost entirely on the human dimension as an essential component of security.



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Council of Europe, Continued

Members

The Council of Europe consists of 47 states, including 22 former communist countries from Central and Eastern Europe, all of which are also OSCE participating states. Furthermore, membership in the Council of Europe is effectively though not formally a prerequisite for candidacy for entry into the European Union. Neither the U.S. nor Canada is eligible for membership, largely because the Council has defined its geographic scope more narrowly than the OSCE, although both hold observer status. One other OSCE participating state, Belarus, has also applied for membership.

The Council operates primarily by setting up strict criteria for membership. In contrast, the OSCE requires states to affirm their intent to live up to a series of commitments contained in the cumulative set of OSCE documents and monitors their performance in fulfilling those commitments after they have become participants.

The Council of Europe requires its current members to certify that candidates meet the following criteria before than can be qualified for participation:

- Their institutions and legal system must provide for the basic principles of democracy, rule of law, and respect for human rights
- Their government must include a parliament chosen by free and fair elections with universal suffrage
- They must guarantee free expression including a free press
- They must have provisions for the protection of the rights of persons belonging to minorities
- They must demonstrate a track record of observance of international law

Responsibilities

A Summit meeting of Council of Europe leaders in Vienna in 1993 added a new set of responsibilities, calling for its members to combat racism, intolerance, xenophobia, and anti-Semitism, while also promoting the adoption of confidence-building measures to avert ethnic conflict, mostly in the new member states to the East.

Continued on next page

Council of Europe, Continued

Influence

States that fail to fulfill the membership obligations may be suspended. For example, Russia's membership was suspended in 1995 due to the behavior of its armed forces in Chechnya. Other countries that continue to maintain a death penalty as part of their penal code have also been denied membership, since the Council of Europe considers the death penalty to represent a violation of fundamental human rights. However, as a general matter of practice, once accepted into membership there are no sanctions for violations of these CoE principles other than suspension.

Furthermore, unlike the OSCE, once a state is admitted into membership, there are no permanent missions stationed on its territory. Therefore, CoE monitoring of its members is quite minimal.

Techniques

The Council of Europe fulfills its role in conflict prevention and the promotion of democracy using techniques similar to those of the OSCE, but always by sending in experts from outside the country. As requested, staff from a relevant Council section in Strasbourg may be sent in to set up seminars, to offer expert advice, and to run training courses. It is these staff members who interact most frequently with OSCE mission members who are already in country.

Cooperation with OSCE

The OSCE and the Council of Europe co-operate in the four priority areas of fighting terrorism, combating human trafficking, promoting tolerance and non-discrimination as well as respect for the rights of national minorities. Other fields of co-operation include election observation, legislation reform, Roma and Sinti issues, human rights, democratization and local government.

By defining its primary mission as encouraging good governance as a long-term mechanism for conflict prevention, the Council of Europe has carved out for itself a role that overlaps with that of the OSCE in many important areas. Close coordination between OSCE and CoE missions is essential in those countries where the two operate side-by-side.

The OSCE differs from the CoE in having:

- a broader mandate in conflict prevention and resolution
 - a broader base defined by geography, not political system
 - continuous, long-term presence through its missions
 - decisions that are politically rather than legally binding
-

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Council of Europe, Continued

Central Asia

The OSCE also has a special role to play in the five countries of Central Asia that fall outside the geographical territory covered by CoE, while also falling short of the entry criteria in any case.

Conclusion

The potential for redundancy is perhaps greatest between the OSCE and the Council of Europe. This functional overlap requires close cooperation so that it does not become counterproductive in the mutual efforts to build democracy, the rule of law, and human rights.

[Additional information about the Council of Europe](#)

Stability Pact for Southeastern Europe

Overview

The Stability Pact is an effort at international conflict prevention in Southeastern Europe that evolved out of the 1998-99 Kosovo crisis. In June 1999, at the EU's initiative, more than forty countries and organizations undertook to strengthen the countries of Southeastern Europe in order to achieve stability in the region.



Focus

The Stability Pact is a declaration of commitment and framework for international coordination. It is not a new international organization nor does it have any independent financial resources and implementing structures. Modeled on the CSCE process, the Pact relies on a Special Coordinator and a 30-member team. Its focus is on democratization and human rights, economic reconstruction and security issues.



The Stability Pact is currently headed by Special Coordinator Erhard Busek, a former Austrian Chancellor © Manca Juvan/Stability Pact

Broad Membership

The Stability Pact includes the EU; the countries of the region and their neighbors; the U.S., Canada, Japan, Russia, Norway and Switzerland; organizations such as the UN, OSCE, COE UNHCR, NATO and OECD; international financial institutions; and regional initiatives.

[Additional information about the Stability Pact.](#)

CIS

Overview

The Commonwealth of Independent States (CIS) was formed by Russia, Belarus and Ukraine in 1991 following dissolution of the Soviet Union. Its current membership includes 12 of the original 15 independent states that emerged following the dissolution of the Soviet Union, other than the three Baltic states that have joined NATO and the EU. The CIS was conceived as a successor to the USSR in coordinating foreign and economic policies of its member states. Its headquarters are located in Minsk, the capital city of Belarus, and Sergei Lebedev has been chairman of its Executive Committee since 2007.

The receptivity of members to integration or even coordination with Russia has varied widely. The CIS formed a collective security treaty in Tashkent, signed in 1992. However, many former Soviet states -- including Georgia, Ukraine, Azerbaijan, and Moldova -- have refused to join. The CIS also includes non-security groups, such as the Eurasian Economic Community.



Operations

Some CIS forces have supplemented Russian troops along the border between Tajikistan and Afghanistan. Elsewhere in the region CIS peacekeeping operations have been composed almost exclusively of Russian forces.

[Additional information about the CIS](#)

Conclusion

Multiple organizations for security

The thick web of security organizations that has evolved since 1990 has not resulted in reliance on a single, dominant institution in Europe. What has emerged is a political process in which states rely on different organizations for different purposes, as each seeks to build its vision of a more solid structure for security within the broad European/Transatlantic area.

Important functions

The interconnected areas of preventive diplomacy, conflict mediation, and post-conflict reconciliation constitute the important functions that the OSCE can handle effectively. All require efforts to redress grievances that have given rise to violence, as well as to alleviate the structural conditions that make it more likely that conflicts of interest will assume violent forms.

Vital role

Peace and security conditions cannot be fulfilled by the OSCE acting alone, in isolation from other international institutions and non-governmental organizations working on the scene. But the OSCE has a key role to play in these areas, and has the capability to do so.

[Additional information about the OSCE](#)
