



Conference on Security and Co-operation in Europe

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I. INTRODUCTION

In 1994 low intensity conflicts, as well as full-scale wars accompanied by gross violations of human rights, continued to be the scourge of the post-Cold War era. These were, in many cases, the results of inter-ethnic tensions and grievances that had been simmering beneath the surface over decades of totalitarian rule and were unleashed by the breakup of oppressive societies. At the same time, in many parts of the CSCE area growing manifestations of aggressive nationalism ran directly counter to the principles of the CSCE and commitments of its participating States. Against this background, CSCE contributions to internal and international stability became even more important. Being fully aware of the complexity of this task, the CSCE, implementing specific decisions and general guidelines of the Rome Council Meeting in December 1993, under the leadership of the Italian Chair, paid special attention to extending its activities in the fields of early warning, conflict prevention and crisis management, with the Human Dimension remaining its moral and practical foundation.

The reporting period (November 1993 to October 1994) witnessed a further significant expansion of CSCE consultations and operations. The establishment of the Permanent Committee by the Rome Council (December 1993) provided for continuity of consultation and decision-making. Under the guidance of the Italian Chairman-in-Office (CIO), the expanding tasks and increasing number of long-term CSCE missions proved the utility and flexibility of this tool for democracy and rule of law building, as well as conflict prevention, crisis management and post-conflict measures. The Troika (Italy, Hungary, Sweden), frequently meeting at ministerial and senior-official levels, was increasingly involved in operative decisions and activities. The personnel and financial resources of the Office for Democratic Institutions and Human Rights (ODIHR) were considerably increased so that the Office could be involved further in election monitoring, providing advice on rule of law issues and support for Missions in the field. The CSCE High Commissioner on National Minorities (HCNM) further developed and refined his discreet diplomacy, which, closely co-ordinated with the efforts of ODIHR and CSCE missions in the field, did bear tangible results in a number of instances.

The CSCE continued its efforts to fully integrate new participating States, *inter alia*, through high-level visits to those States and the organization of a series of specialized regional CSCE seminars.

With a view to the Budapest Summit, CSCE negotiations held in the framework of the Forum for Security Co-operation (FSC) continued to focus on co-operative approaches to strengthening security. As mandated by the Rome Council, the FSC also started discussions on a CSCE contribution to regional security in the Balkans through arms control, disarmament and confidence- and security-building measures. The FSC, on a number of occasions, engaged in a concrete security dialogue on issues of great importance for all CSCE participating States.

To cope with its expanding operative tasks, the CSCE established in early 1994 a single organizational structure with a (new) Secretariat in Vienna, also including the Secretariat of the Conflict Prevention Centre, while the Consultative Committee (of the CPC) was dissolved by the Rome Council. While giving high priority to maintaining the CSCE small, flexible and essentially unbureaucratic, some managerial and administrative improvements were necessary to ensure an effective, high-quality staff (exceeding 100 persons now throughout the CSCE institutions) and careful management of the budget (1994 volume is 25 million US \$).

Proceeding step by step in implementing its new, operative tasks, the CSCE, like other international institutions in the post-Cold War era, continued the quest for its specific place in the "European" architecture. While it is agreed that the CSCE has a central role to play in a new multi-institutional

order, an exact definition of that role is yet to be developed. As to the allocation of concrete tasks, pragmatism and flexibility should prevail at this point. Against this background, the Chairman-in-Office and the CSCE institutions have given great emphasis to developing close co-operation with the UN, UN-affiliated organizations, the Council of Europe and other organizations and institutions active in the CSCE area. The first results are encouraging.

Looking back to the Helsinki Summit in 1992 and with the Budapest Summit in 1994 fast approaching, it can be said that the CSCE has now developed all the elements necessary for efficient operative action. However, further thought needs to be given to enhancing the CSCE's operational capabilities, including streamlining action-oriented decision-making processes. This will at the same time give an increasingly clear profile to the CSCE as the guardian of indivisible security and as a bulwark against the development of new divisions in the CSCE area.

II. ACTIVITIES OF THE CSCE

1. Political consultations and negotiations

With the establishment of the Permanent Committee, the Rome Council has created the institutional basis for an ongoing political dialogue among participating States and a readily available forum for decision-making. Meeting every week under the chairmanship of a representative of the CIO, the Permanent Committee and its ad hoc groups have made the CSCE fully operative. The division of labour foreseen by the Rome Council decisions between the Permanent Committee and the Committee of Senior Officials is working reasonably well. The number of CSO meetings could be limited to four, with the prospect of focusing the CSO in future even further on consulting and deciding on non-routine matters.

The Permanent Committee was given by the Rome Council an important negotiating task on the subject of the "Further development of the capabilities of the CSCE in conflict prevention and crisis management". In view of the far-reaching implications of the presence of third-party military forces in a peacekeeping role in a CSCE participating State, agreement is now expected at the Budapest Summit.

The Special Committee of the FSC addressed and negotiated outstanding military-political issues under the Programme for Immediate Action launched at Helsinki in 1992. It also met, in principle, once a week, but with a shorter, specialized agenda. As the Special Committee works under weekly changing chairmen and more with a medium-term negotiating perspective, care must be taken to maintain public attention and interest in this important dimension of ongoing CSCE activity.

2. Early Warning, Conflict Prevention and Crisis Management

Preventive diplomacy and conflict prevention continued to be the key area of CSCE action. The reporting period provided new proof of the value of CSCE preventive diplomacy in the context of enhancing peace and stability in the CSCE area. It also further underscored the need for comprehensive approaches that incorporate the Human Dimension as much as other considerations of a political or economic nature.

The Chairman-in-Office, in close co-operation with the Troika and supported by the Secretariat, played a crucial role in initiating action, preparing decisions and implementing the policies as approved by the

participating States.

2.1 Missions

The reporting period saw an increase to nine in the total number of CSCE missions active in the field in November 1994 (including the mission to Kosovo, Sandjak and Vojvodina). The mandates of some missions launched earlier were considerably expanded. Closely co-operating with the CIO, the CPC developed its logistical and also certain non-logistical support functions. The mandates, composition and operation of missions were increasingly different, underlining the flexibility of this instrument. However, for all missions Human Dimension issues, democracy and rule of law building were an essential and indispensable element of their tasks. All missions took great care in co-operating with international organizations active in their respective areas, in particular the UN, the Council of Europe, as well as with a number of NGOs and UNHCR. All missions in member countries of the CIS had to co-ordinate their diplomatic action with the mediation efforts of the Russian Federation.

All CSCE bodies and institutions were and will increasingly be involved in the work of the missions, which underscores the need to address the question of CSCE's internal co-ordination.

Although each mission had its own successes and problems, all the missions contributed to stability building through support and advice or, in some cases, by their very presence. Also in 1994, none of the missions could fully implement its mandate and be dissolved.

Within the reporting period, the staffing situation regarding the missions improved slightly, with some States establishing national pools of candidates for mission members. The CSCE must, however, further encourage participating States to continue their efforts aimed at setting up and constantly amending pools of persons with different backgrounds and experience suited for Heads of missions or mission members.

From 31 May to 2 June 1994 a meeting of all Heads of CSCE Missions was held in Vienna. In the presence of the Secretary General, the Chairman of the CSO, representatives of the Troika and the CSCE Institutions, the Heads of Missions discussed the achievements and problems of the missions, exchanged experience and presented proposals for improvements in such areas as reporting, guidance and support, and contacts with international organizations. As the objectives and tasks of certain Missions differ widely from others, a subsequent meeting held on 27 October in Budapest was restricted to the Heads of Missions in countries where present tasks are connected with recent armed conflicts: Georgia, Moldova, Tajikistan (the latter could not attend) and Bosnia-Herzegovina. A separate meeting of Heads of Missions in the Baltic States and in Skopje will be held soon.

2.1.1

Mission to Kosovo, Sandjak and Vojvodina

In spite of continued efforts at all levels, the mission to Kosovo, Sandjak and Vojvodina could not yet be reinstalled. The Belgrade authorities continue to insist that the resumption of mission's activities is conditional upon Yugoslavia (Serbia and Montenegro) "returning" to the CSCE. Signalling the CSCE's continued attention and concern for the areas of Kosovo, Sandjak and Vojvodina, representatives of the Troika and other participating States made trips to the areas formerly covered by the mission. Reports from these visits were carefully examined at the weekly meetings of the open-ended watch-group on FRY established one year previously in the wake of the expulsion of the mission. The Conflict Prevention Centre continued compiling weekly surveys of events in the areas of the mission of long duration as well as of events in other parts of Yugoslavia (Serbia and Montenegro) in support of the watch group.

Mission to Skopje

The Mission was deployed in September 1992, in particular with the aim of contributing to avoiding a spillover of the war in Bosnia-Herzegovina. The Mission consists of eight CSCE members and two members of the European Community Monitor Mission (ECMM). The Mission co-operates closely with UNPROFOR, the Council of Europe and other international actors. It is part of the so-called Crisis Management Committee, comprising the Former Yugoslav Republic of Macedonia's Deputy Ministers of Defence, Foreign Affairs and the Interior, as well as representatives of UNPROFOR and UNHCR.

In an increasingly complex political environment, the Mission maintains good contacts with all parties and groups. In June, the Mission assisted the authorities and the Council of Europe in the holding of the long-awaited census. Through its permanent presence it has contributed to the creation of a broad political acceptance for the census by all ethnic groups and to its overall successful implementation. In October, the Mission played an active role in presidential/parliamentary elections, providing, *inter alia*, co-ordination and consultancy to international observers and trying to ensure the representative and democratic character of both rounds of the elections.

The Mission repeatedly warned of the serious consequences of the steadily deteriorating economic situation due to the sanctions imposed on Yugoslavia (Serbia and Montenegro) and measures taken by its Greek neighbours earlier in the year.

Throughout the year the political leadership of FYROM repeatedly approached the CSCE requesting admission as a participating State. The issue was addressed at the 25th (4 March), 27th (14 June) and 28th (14 September) meetings of the CSO. At the 28th meeting the "Chairman noted with regret that there was no consensus on the request for admission to the CSCE as a participating State from the Former Yugoslav Republic of Macedonia, currently an observer in the CSCE process, although an overwhelming majority of the participating States expressed their hope that this question be resolved positively and with the utmost

urgency and before the forthcoming meetings to be held in Budapest" .

Mission to Georgia

The mandate of the CSCE Mission to Georgia was considerably broadened in March 1994.

In addition to the original mandate, the Mission was assigned tasks relating to the whole of Georgia: to promote respect for human rights, to assist in democratic institution building, and to monitor and promote free media. Furthermore, the Mission was given the task of monitoring the Joint Peacekeeping Forces (JPKF) in South Ossetia, established under the Sochi Agreement of 24 June 1992.

The Mission's personnel strength was increased to an authorized total of 17, consisting of nine civilian and eight military members. It is intended to establish a permanent mission office in Tskhinvali, where most of the military personnel will be located. So far, though, it has not been possible to establish a permanent presence in Tskhinvali owing to the absence of security guarantees.

Progress towards a political settlement of the South Ossetian conflict is very slow, although the Mission has intensified its contacts with all actors in Tbilisi, Tskhinvali and Moscow. The major obstacle continues to be the reluctance of South Ossetia and Georgia to discuss special status. Assisted by experts and the ODIHR, the Mission has worked out a proposal for such a status of Ossetia, which is receiving attention in political circles in Georgia.

At the initiative of the Mission, direct talks took place between representatives of Georgia, South Ossetia and North Ossetia. At a second meeting in Vladikavkaz on 14 June, chaired by the Head of the CSCE Mission, a declaration was signed with a view to achieving practical co-operation in fighting organized crime, restoring rail and road communications, economic reconstruction, housing and refugees. The sides agreed also to reconvene the Joint Control Commission (JCC), the quadrilateral body related to the Joint Peacekeeping Forces. During the first meeting of the JCC, the sides agreed to set up three working groups. The priority for the CSCE Mission in the process is to establish also a fourth working group on a political settlement.

On the military side, the Mission stepped up the liaison with the JPKF, which have responded in a positive spirit.

Regarding the conflict in Abkhazia, the Mission is ensuring liaison with the UN operations in that region. The CSCE participates in the negotiations carried out under UN auspices. Mission experts have drafted, as in the case of South Ossetia, an outline for a special status of Abkhazia within a Union or Federation. The Georgian response has been positive.

The Mission took part in the sessions of the Sochi-based Quadripartite Commission established by the Georgian-Abkhaz agreement of 4 April 1994 on the return of refugees and in the meetings of the Co-ordinating Commission dealing with the reconstruction in Abkhazia, established in May.

Mission to Moldova

The Mission was deployed in April 1993 with the task of facilitating the achievement of a lasting political settlement of the conflict consolidating the independence and sovereignty of the Republic of Moldova, along with an understanding about a special status for the Transdniester region.

The activities of the Mission cover a very broad spectrum of issues, including military security aspects. The Mission developed a proposal on a special status for the Transdniester region that is regarded by all sides as an important contribution to the negotiating process. The Mission advised the government on the Moldovan language legislation and other Human Dimension issues in Moldova.

With the support of experts sent by the ODIHR the Mission observed and followed up the proceedings against the "Tiraspol Six" in the Transdniester region (see para 4.4 below). The CSCE has been conveying the strong message that the execution of Ilie Ilascu, sentenced to death for what was described as a politically motivated assassination in December 1993, would be extremely detrimental to the efforts to settle the conflict.

In February 1994, the ODIHR, together with the Mission, played a leading role in the international monitoring of the parliamentary elections. A non-binding public opinion survey on the statehood of Moldova, proposed by the Mission in late 1993, was held on 6 March and has shown an overwhelming majority in favour of a sovereign and independent Moldova.

Moldovan President, Mircea Snegur, and the Transdniestrian leader, Igor Smirnov, signed a declaration on 28 April 1994 confirming their resolve to seek a comprehensive solution to the existing problems. The signatures were witnessed by the Head of the CSCE Mission and the Special Envoy of the Russian President. However, in the follow-up the more substantive progress towards a political settlement to the conflict was very slow, in particular on the issue of the Transdniester region's future constitutional status within Moldova.

On 20 July, after protracted negotiations, an agreement was finally reached on the principles of co-operation between the CSCE Mission and the Joint Control Commission (JCC). The agreement signed by the HOM and by the three co-chairmen of the JCC (Moldovan, Russian, Transdniestrian) allows the Mission, *inter alia*, to move freely in the security zone, investigate specific incidents and attend meetings of the JCC. As a result of compromises between parties to the JCC the agreement has turned out rather restrictive in some aspects; the Mission will try to win the full confidence and support of all parties of the JCC in its implementation and will endeavour to improve it in a review process.

A major element of the overall situation in Moldova is the stationing of Russia's 14th Army. In August 1994, Moldova and Russia agreed on the withdrawal of foreign troops within a three-year timeframe. The Mission had been given special briefings after each round of the bilateral negotiations on troop withdrawal.

Mission to Tajikistan

The CSCE Mission to Tajikistan, with an authorized strength of four persons, started work in Dushanbe on 19 February 1994.

In implementing its mandate, the Mission established contacts with "regionalist and political forces" in the country, facilitating dialogue and building confidence.

Another main activity of the Mission was assistance in the development of legal and democratic political institutions and processes. Closely co-operating with the ODIHR, the Mission offered, in particular, advice to the Tajik authorities on the draft of the new constitution. Submitting written comments and proposals, the Mission found it difficult to establish effective channels of communication with the Government and Parliamentary bodies.

In July, the Parliament adopted the constitution. On November 6th the referendum on the constitution and presidential elections were held on the basis of an election law stemming from the pre-reform period. The ODIHR has sent its team of election specialists to Tajikistan in order to submit suggestions for improvement in view of the parliamentary elections expected to be held in 1995.

The Mission also tried to actively promote respect for human rights. This is a particularly urgent and difficult task, as human rights, including freedoms of press and information, are still widely violated in the aftermath of the civil war.

Working in a difficult environment, the Mission gave high priority to co-ordination of its activities, in particular with respect to the UN. Mr. Piriz-Ballon, Special Representative of the UN Secretary-General, invited the Mission to participate, as observer, in inter-Tajik negotiations between the Government and the armed opposition, conducted under UN auspices.

2.1.2

Mission to Estonia

Following up an Estonian initiative, the Mission was established in December 1992 and deployed on 15 February 1993. Closely co-operating with competent authorities and maintaining contacts with relevant non-governmental groups, the Mission made essential contributions to further promoting integration and better understanding between the communities in Estonia.

The Mission continued in 1994 its broad range of activities. While repeatedly stating that it had not discovered any pattern of human rights violations in Estonia, the Mission provided assistance and advice for the efforts to integrate the non-indigenous population. Within this framework, the Mission followed the process of implementation of legislation concerning the non-citizen population, including questions relating to the implementation of the Law on Aliens, which had come into force on 12 July 1993. The Estonian Parliament adopted in June a Government proposal fully supported by the Mission to extend for one year the deadline for

the registration of non-citizens applying for Estonian residence, initially set by the Law on Aliens for 12 July 1994.

The Mission is working in close co-ordination with the CSCE High Commissioner on National Minorities and with support from the ODIHR. CSCE activities in Estonia were the subject of close consultation with the Council of Europe, *inter alia*, in such fields as assistance in establishing a system of language training for aliens living in Estonia.

Estonia and Russia agreed on 26 July on the withdrawal of Russian troops by 31 August and on social guarantees for Russian military pensioners. Concerning the latter agreement, the CSCE has been invited to take part in the Government commission in charge of implementation. This will add a new dimension to CSCE activities in Estonia.

Mission to Latvia

Based on Latvian proposals, the Mission became operative in November 1993, with the mandate to address citizenship issues and other related matters and to advise the Latvian Government and authorities on such issues. The Mission established good working relationships with a broad spectrum of institutions and persons interested in a dialogue on issues related to its mandate.

A characteristic feature of this Mission's work was the systematic collection and processing of information on individual cases involving citizenship-related problems. In this context, the Mission has collected detailed information about well over 1000 cases and conducted in most cases a personal interview. This case-study programme provided a good basis for the Mission's work on all aspects of the citizenship-related problems, including its regular consultations with representatives of the Government and Members of Parliament. The Mission has dealt with patterns of rigid and even arbitrary administrative practices and has discussed these findings with the Government. At the same time, the Mission made a point of clarifying that it did not assume a function as ombudsman *per se*, since as a matter of principle it did not raise individual cases.

The Mission closely followed the process of preparing the new citizenship law and made its recommendations together with the High Commissioner on National Minorities. The law, taking into account essential elements of these recommendations, was adopted at a fourth, extraordinary reading by the Parliament on 22 July, after the President of Latvia had returned the already adopted law to the Parliament for further consideration.

In accordance with another aspect of its mandate, the Mission reported on developments relevant to the full realization of CSCE commitments. The signing of four agreements between Latvia and Russia related to the withdrawal of foreign troops from Latvia and the beginning of a process of their ratification by both sides on 30 April 1994 was an important contribution to stabilization in the Baltic.

Two of these agreements, namely the one concerning the Skrunda radar station and the one related to social welfare for resident Russian military pensioners, call for CSCE assistance in the implementation process. Accordingly, the Permanent Committee decided on 30 June on

the appointment of two CSCE Representatives to be co-located with the Mission, each of them assuming a specific role with regard to the implementation of one of the two agreements.

Like the CSCE Mission in Estonia, the Mission in Latvia is actively involved in activities relating to language training.

2.1.3 Mission to Ukraine

The CSCE Mission to Ukraine, the latest CSCE mission to date, will begin its activities on 24 November 1994 by establishing its headquarters in Kiev and a branch office in Simferopol. The Mission's strength will eventually be six.

The Mission is tasked to support a team of CSCE experts on constitutional and economic matters to deal with problems in Ukraine concerning the Autonomous Republic of Crimea (see para 3.9 below), who in the meantime visited Ukraine two times. The Mission will establish contacts with relevant political actors in the host country, collect information and help to defuse tensions and improve mutual understanding. In particular, the Mission will report on all aspects of the situation in the Autonomous Republic of Crimea, including the rights of persons belonging to national minorities, analyzing the situation and submitting suggestions for the solution of existing problems. The Mission will work in close co-operation with the CSCE High Commissioner on National Minorities.

2.1.4 Mission in Sarajevo

The CSCE Mission in Sarajevo formally took up its work in October 1994 with an expatriate staff of three, while an advance team worked there since August 1994. Established by decision of the Permanent Committee of 2 June 1994, the aim of this CSCE Mission is to support the three Ombudsmen in Bosnia-Herzegovina to be appointed by the CSCE.

The Mission will assist and advise the Ombudsmen as necessary, encouraging their mutual co-operation, organizing their training, providing logistical support, and channelling the Ombudsmen's reports to the Chairman-in-Office. The Mission will also report, as appropriate, to the CSCE on matters pertaining to the Human Dimension in support of the Ombudsmen's activity.

The Mission has an authorized strength of five members and will be co-located with the Ombudsmen in the same premises. A necessary prerequisite for its work is co-operation with UNPROFOR, which is based on a MOU between the CSCE and the UN.

2.1.5 Sanctions Assistance Missions (SAMs)

CSCE SAMs continue their work in Albania, Bulgaria, Croatia, Hungary, FYROM, Romania and Ukraine, guided by the Sanctions Co-ordinator. The Sanctions Co-ordinator maintains the co-ordination of the SAMs, with national, regional, and international organizations on the matter of sanctions. The Sanctions Co-ordinator's Office is located in Brussels in conjunction with SAMCOMM.

Launched to assist the host countries in the implementation of UN Security Council resolutions

713 (arms embargo against all former Yugoslav republics), 757 (sanctions against Serbia and Montenegro), 787 (trans-shipment interdiction for sensitive goods), 820 (further tightening of sanctions) and 943/94 (suspension of certain sanctions against Serbia and Montenegro), the SAMs are providing advice and assessment to the local authorities. Their mandate was extended in January until 31 December 1994.

More than 240 customs officers and other experts are currently working for the seven SAMs and for the central structure in Brussels, the Sanctions Co-ordinator's Office and SAMCOMM. The latter is financed and partly staffed by the EU and has the functions of facilitating the communications and co-ordination between the SAMs and the authorities of host countries, ensuring the follow-up of cases of suspected breaches of sanctions and bringing evaluation reports to the attention of the European Union, the CSCE Liaison Group and the UN Sanctions Committee.

The SAMs have made and are making an essential CSCE contribution to the credibility of the efforts of the international community to stop the fighting in former Yugoslavia. They are a particularly visible form of close co-operation between the CSCE, the EU and the UN.

A special ad hoc meeting of senior officials, including representatives of many international organizations, was organized by the CSCE in Vienna (31 January - 1 February 1994) to identify priorities for international projects to assist States in the region to better cope with the effects of the sanctions.

2.2 Conflict in the Area Dealt with by the Conference on Nagorno-Karabakh

The conflict in the area dealt with by the Conference on Nagorno-Karabakh, under the Chairmanship of Ambassador Eliasson (Sweden), became a key issue on the CSCE agenda following decisions of the Rome Council Meeting.

During 1994, the main efforts of the Minsk Group were directed towards the achievement and consolidation of a cease-fire and the integration of all peace efforts with a view to the finalization of a unified peace plan. On 12 May, the sides agreed in Moscow to observe an informal cease-fire, putting an end to a period of intense fighting.

Negotiations on a unified peace plan, which would integrate in one document the cease-fire agreement reached on 12 May, the peace plan proposed by the Russian Federation, and the Minsk Group Timetable agreed upon in November 1993, have been under way for some time.

It has become clear that the parties have adopted a more realistic stance, agreeing that there can be no winner, only losers, if fighting continues. The 12 May cease-fire, fragile though it is, has been holding, and the parties have reconfirmed their commitment to it, but it needs now to be further consolidated and formalized. However, working out a consolidated CSCE peace plan - which to this day does not exist - is likely to be a very tough task. Harmonization of efforts of the CSCE and those of the Russian Federation is one of the key prerequisites for success.

The Initial Operations Planning Group (IOPG) continued to prepare for a CSCE Monitoring Mission in support of an eventual peace agreement. The planning was essentially based on the Minsk Group Timetable and on the current drafts of the terms of reference for the initial

Mission, but also on expectations generated through the negotiating process. Progress has been made in preparing for the acquisition of requisite equipment, thereby increasing CSCE's readiness for actual deployment. International personnel for an initial Mission has been designated and was assembled for a five-day training course in Vienna in late May. In principle, the CSCE is now ready to deploy an advance team of 24 monitors (plus 10 mine-clearing personnel) at three days' notice, and to increase this number to 56 within 14 days from the beginning during a second phase (the so-called *initial Mission*).

A full CSCE Monitoring Mission (phases 3 and 4) is expected to have a strength of 214 to 255 members. On the financial side, on 28 April 1994, the PC adopted a revised "Budget for the Initial CSCE Mission to the Area Dealt with by the Conference on Nagorno-Karabakh". The budget of 75,5 million Schillings will, however, enter into force only upon the adoption of the mandate and the terms of reference of the Monitoring Mission.

The contingency fund budget to cover the expenses of an initial CSCE Mission, established by the CSO Vienna Group on 15 July 1993, was increased from 3 million to 15 million Schillings. The CIO was authorized to use this fund for any urgent expenditure to cut down the duration of the deployment of an initial Mission to two weeks.

In a new development and as the result of intensive talks between Ambassador Eliasson and the parties, the CSO decided on 16 September to actively explore the possibility of organizing a multinational CSCE peacekeeping force within the framework of Chapter III of the Helsinki Document 1992.

2.3 The Convention on Conciliation and Arbitration

The Convention on Conciliation and Arbitration within the CSCE, agreed at Stockholm on 15 December 1992, was signed by 34 and ratified by 12 participating States (33 and two States, respectively, by the end of the preceding reporting period) and will thus enter into force, pursuant to its para. 3 Article 33, on 5 December 1994. Under para. 1, Article 3 and para 1, Article 4 of the Convention, each State party thereto is to appoint, within two months of its entry into force, two conciliators and one arbitrator (plus an alternate), whose names are to be notified under para. 5 Article 3 and para 7, Article 4 of the Convention, to the Registrar who will enter those names on a list and communicate it to the Secretariat for transmission to the CSCE participating States. These new procedures, if used, could be a very important additional tool of conflict prevention.

3. The High Commissioner on National Minorities (HCNM).

The CSCE High Commissioner on National Minorities, Mr. Max van der Stoel, former Netherlands Minister of State, is mandated to assess and where possible to defuse, at the earliest possible stage, tensions involving national minority issues which have the potential to develop into a conflict in the CSCE area. The further rapidly increasing activity of the HCNM underlined the crucial importance of questions related to national minorities for the maintenance of stability in the CSCE area.

The HCNM had intensive contacts with the CSO and the PC, these contacts being crucial to his effectiveness. The relatively great independence which his mandate confers on him is embedded in his final accountability to the CSCE. By expressing its appreciation and support for the High Commissioner's activities, reports and recommendations, these bodies were giving him the necessary

political backing.

Another important factor for the HCNM was his close co-operation with the missions to Estonia, Latvia and the Former Yugoslav Republic of Macedonia (FYROM), as well as with the ODIHR.

- 3.1 The HCNM's visits to Albania, in connection with the position of the Greek minority in southern Albania, focused on Greek-language education in southern Albania, where the majority of ethnic Greeks are living in small, densely populated areas. The HCNM visited these southern regions several times. In October, the HCNM went on a special fact-finding mission accompanied by two internationally reputable experts. They travelled extensively in the three southern districts of the country, engaging in in-depth consultations with both local authorities and representatives of the Greek minority. Subsequently, a report and recommendations were presented to the Albanian Government.
- 3.2 In April the HCNM paid his first visit to the Central Asian part of the CSCE area. Visits to Almaty and Bishkek, where he was received by the respective Presidents and other government officials, gave him the opportunity of getting acquainted with the minority situations in Kazakhstan and Kyrgyzstan. Following these visits, the HCNM presented some recommendations to the Governments concerned, focusing on issues regarding citizenship and its acquisition. In the case of Kazakhstan, the HCNM also presented recommendations on the use of the Russian language, on the ethnic balance among public officials, and on mechanisms to address complaints regarding ethnic discrimination.
- 3.3 The HCNM paid a number of visits to Estonia. In addition to Tallinn, he also made several visits to the north-east of the country, home to a sizeable Russian-speaking minority. The HCNM's talks continued to be focused on the implementation of the legislation on citizenship and on aliens. On the implementation of the Law on Aliens, he issued recommendations concerning, in particular, the extension of the deadline for the registration of non-citizens and the simplification and easing of the registration process, and the legal position of persons who had settled in Estonia prior to 1 July 1990 and were permanently registered in the former Estonian SSR. The HCNM also dealt with the as yet unresolved question of travel documents for non-citizens and the development of an Estonian language training system.

The HCNM has promoted programmes for training in the Estonian language and international support in this field, in order that non-citizens may acquire sufficient knowledge of Estonian for naturalization.
- 3.4 The HCNM's involvement in the situation of the Albanian population in the Former Yugoslav Republic of Macedonia continued in 1994. During several visits the HCNM studied the situation of the Albanian minority in the light of recommendations he had presented to the Government in November 1993. The HCNM paid another visit to the Former Yugoslav Republic of Macedonia during the census in that country in June 1994. He travelled in Western parts of the country where the majority of the Albanian population lives and had extensive contacts with local Albanian representatives, local authorities and international monitors, *inter alia*, on the conduct of the census.
- 3.5 A Team of experts, accompanied by an Adviser to the HCNM, visited Hungary (and Slovakia; see below) twice in 1994 as part of a series of four visits over a period of two years with the objective of studying the situation of the Slovak minority in Hungary (and that of the

Hungarian minority in Slovakia). The first visit had taken place in September 1993. In 1994, the Team concentrated its attention on several selected issues. In Hungary, the implementation of the recently adopted minority law and the question of minority representation in parliament was the focus of discussion. On the basis of the Team's strictly confidential report, the HCNM submitted a set of recommendations to the Hungarian Government dealing with the effective and speedy implementation of the Hungarian Act on the Rights of National and Ethnic Minorities, *inter alia*, minority representation in parliament.

The HCNM himself paid a visit to Hungary, focusing on the implementation of the legislation on national minorities and its possible consequences for the minorities, as well as on the issue of Hungarian minorities living in neighbouring countries.

- 3.6 Latvia. The HCNM focused his attention on the draft law on citizenship and in particular on the provisions concerning naturalization. He discussed this question with the Latvian Government during a number of visits to the country. He expressed reservations, in particular with regard to the proposed system of annual quotas, and suggested that it be replaced by a gradual system of naturalization, which would provide non-citizens with more certainty regarding their chances of acquiring citizenship. Also as a result of these recommendations, Latvia changed the law to make it compatible with international norms and principles.

When visiting Latvia in September and November the HCNM discussed the implementation of the Law on Citizenship, which had been adopted in July 1994. He welcomed the fact that the final text of the law did not include a quota system. He also stressed the need for language training and fair and lenient procedures for testing the knowledge of the Latvian language for naturalization, while being active in mobilizing international assistance in this field. Furthermore, the High Commissioner discussed the forthcoming legislation on the status and rights of non-citizens.

- 3.7 The HCNM's involvement in Romania centred on developing an effective Council for Ethnic Minorities. The HCNM recommended that the Romanian Government take action to combat expressions of ethnic hatred and to investigate and prosecute perpetrators of violent attacks on other ethnic groups, particularly on the Roma.

During a visit to Romania in August 1994, the HCNM discussed the implementation of the recommendations presented by him in September 1993 and their continued validity. He focused on the minority provisions of the draft Law on Education, as passed by the Chamber of Deputies of the Parliament, and on the forthcoming bill on minorities.

- 3.8 During its visits to Slovakia, the HCNM's Team of Experts (see above 3.5) focused on the issues of the planned administrative reform and its possible consequences for the Hungarian minority, as well as on the introduction in Hungarian schools of Slovak as a language of instruction for certain subjects, and as a connected issue the question of the training of Hungarian teachers at the Nitra pedagogical institute.

The resulting recommendations of the HCNM stressed the need to enhance consultations between the Government and the minorities, focused on the position of Hungarian as a language of instruction, on the issues of legislation, on bilingual road signs and on names. The HCNM paid a visit to Bratislava in January and November to consult with the Slovak Government and representatives of the Hungarian minority on the issues mentioned above.

- 3.9 At the invitation of the Government of Ukraine, the HCNM paid his first visit to Kiev in February. Ensuring a necessary follow-up, he travelled to Ukraine again in early May. This time he also visited the Crimea and Donetsk, where he met, *inter alia*, with regional and minority leaders. In the context of the Crimean crisis and following consultations with the CIO, the HCNM made a third visit. Reporting to the CSO in June, the CSO endorsed the HCNM's recommendation to send a team of experts to study the constitutional and economic relationship between Ukraine and its Crimean part and to submit recommendations on these subjects.

In his other recommendations, the HCNM urged that efforts to increase the knowledge of the Ukrainian language must not lead to fears of forced "ukrainization" among Russians. Possibilities to use the minority language, alongside the official Ukrainian language, in state organs could be widened.

- 3.10 In 1993, the CSCE requested the HCNM to write a report on the situation of the Roma. As later suggested by him, it was decided to hold a seminar on Roma issues, which took place in September organized by the ODIHR and the office of the HCNM in co-operation with the Council of Europe.

4. The Human Dimension

During the reporting period, the focus of CSCE activities on the Human Dimension was increasingly directed towards election monitoring and providing advice on human rights and the rule of law, as well as managing the Human Dimension mechanism. In its fourth year of operations, the ODIHR has become a well known and respected regional institution in these fields. Due attention was paid to the ongoing programme of Human Dimension seminars that play an important part in ODIHR's educational work.

The ODIHR staff was considerably increased to be well-positioned to play a broader role in election monitoring, including preparatory and follow-up work, to enhance liaison with NGOs and also to hold a series of workshops aimed at assisting various groups in organizing themselves into effective NGOs. By the same token, the role already played by the ODIHR in assisting the CSCE missions in the field will increase. There will be greater possibilities for ODIHR involvement in analyzing national legislations and giving advice with a view to conformity with CSCE standards. In addition, there are plans for expanding the practice of publishing human rights documents in local languages to make sure that such literature is more readily available to legal experts.

4.1 Election Monitoring

Constitutional referendum and parliamentary elections in the Russian Federation (12 December 1993). The ODIHR established a support office in Moscow and St. Petersburg, and assisted and co-ordinated approximately 600 international observers from almost all the CSCE participating States. Although observers noted administrative problems, technical irregularities at polling stations and a lack of clear guidelines for the campaign, the general impression was that the contest was fair and that it provided the Russian voters with the opportunity to freely express their political preferences.

Parliamentary Elections in the Republic of Moldova (27 February 1994). On the basis of

recommendations by the Rome Council Meeting, the ODIHR played a central role in monitoring these elections. It co-ordinated 130 international observers and organized a debriefing to exchange views on the conditions of the electoral process. The impressive number of observers allowed for an even coverage of the country and ensured a proper monitoring. The general assessment of these elections made by international observers was that, apart from some irregularities resulting from lack of experience and cultural differences, the electoral process was run within conditions and according to procedures that allowed free and fair expression of the will of the voters. However, the Moldovan population of the Transdnister region was unable to express its will.

Parliamentary Elections in the Republic of Kazakhstan (7 March 1994). More than 100 observers from CSCE participating States monitored the elections. Observer teams travelled to several outlying regions of the country. The ODIHR established an office in Almaty five days ahead of the elections to support these observers. Based on the reports and comments received from international observer teams and on its own observations, the ODIHR commented that violations and irregularities occurred at virtually every polling site observed. Voters were ill-prepared and uninformed about voting procedures and about the candidates themselves. These problems were attributed to habits ingrained over the past several decades as a result of communist voting methods, and also to local cultural traditions. The uneven application of the electoral law was seen largely as a result of insufficient time for preparations and training of electoral officials at all levels.

Parliamentary Elections in Ukraine (27 March 1994 and 2,3 and 10 April 1994). In close co-operation with the UN/UNDP office in Kiev - which provided the ODIHR staff with logistical and administrative support - and the Embassy of Italy in Kiev, as representative of the Chairman-in-Office, the ODIHR opened a support office for observers of the elections and organized a briefing and a debriefing. The ODIHR co-ordinated its activities with the European Union, the Council of Europe, CSCE Parliamentary Assembly, and NGOs. While ensuring that observers - who totalled approximately 500 during the 27th March elections and 140 during the 9-10th April 1994 elections - had access to information and free movement during the elections, as provided by the Charter of Paris, the ODIHR encountered obstacles in obtaining such vital information as a national list of candidates and a list of polling stations. International and domestic observers also faced obstacles in getting the necessary accreditation. A cumbersome registration procedure was imposed on the largest prospective domestic observer group. On the basis of reports by observers from CSCE countries, the ODIHR pointed out irregularities and minor violations which, in most cases, were not the result of ill will but rather, most probably, the consequence of cultural habits and a lack of clarity in electoral procedures.

Parliamentary Elections in the Republic of Hungary (8 May 1994 - First Round, 9 May 1994 - Second Round). The ODIHR assumed a co-ordinating role for observers at the Hungarian Parliamentary Elections. Thirty-five representatives from CSCE States, plus one observer from the Former Yugoslav Republic of Macedonia, and three non-governmental organization took part in the observation of Hungary's parliamentary elections. Observer teams travelled to several regions of the country and to Slovak and "Swabian" communities. Based on the reports and comments received from international observer teams and on its own observations, the ODIHR commented that these elections were well-organised with an extremely high level of efficiency afforded by the use of a sophisticated country-wide computer network.

The ODIHR also sponsored a media-monitoring project conducted prior to and during the elections by the European Institute for the Media. A report published by the EIM on the results of this project concluded that "...the press covered the elections freely and without obstacles". Where radio and television were concerned, it was noted that they had not always adhered to rules formally established for the media.

Local Elections in the Republic of Latvia (29 May 1994). The ODIHR reported that, in general, the elections were conducted in a free, fair and democratic manner, in accordance with internationally accepted standards, including CSCE commitments. Election officials showed a high level of professionalism and observers had full access to all stages of the election process. The political climate in which the contest took place, however, was marred by the non-participation of a substantial part of the mainly Russian-speaking population.

Census in the Former Yugoslav Republic of Macedonia (21 June - 5 July 1994). The ODIHR staff provided expert advice to the CSCE Mission in Skopje on how the CSCE could monitor the census, in close co-operation with the Monitoring Team set up jointly by the European Union and the Council of Europe. ODIHR staff provided background materials and internal reports. Visits to Albanian-speaking areas, as well as broad contacts with Government officials, also took place.

Presidential and Local Elections in the Republic of Ukraine (26 June 1994). The ODIHR opened jointly with the UN a support office in Kiev for international observers and organized a briefing and a debriefing. Accreditation of observers was handled by the Italian Embassy in Kiev. Although CSCE and UN representatives and other observers had planned to travel to the Crimea to monitor the elections, it was not possible for them to reach Crimea for reasons not fully understood.

Presidential Election in the Republic of Belarus (26 June - 10 July). The Belarus presidential election was conducted with only minor procedural difficulties. The elections team organized the election efficiently. International observers visited more than fifty polling stations throughout the country.

4.2 Assistance in Democratic Institution Building

The ODIHR provided the CSCE Mission to Tajikistan with comments on the draft constitution and sent the draft to the European Commission for Democracy through Law and to several leading world constitutional experts for comments as well. These comments were in turn relayed to the CSCE mission to be transmitted to the Tajik authorities.

An ODIHR Expert Working Group on the Georgian Constitution (30 April to 7 May) visited Tbilisi at the request of the Georgian Constitutional Commission to evaluate drafts of the proposed Georgian Constitution. As follow-up to the mission, a round table on the Georgian Constitution was conducted in Warsaw in September to help reconcile differences between different constitutional drafts in circulation in Tbilisi.

Sixty Armenian Supreme Court judges, parliamentarians and attorneys discussed judicial modernization and Armenia's draft constitution during a conference sponsored by the Armenian Ministry of Foreign Affairs and the ODIHR (23 - 30 June 1994, Yerevan).

4.3 Seminars, Symposia, Meetings

Seminar on Early Warning and Preventive Diplomacy (Warsaw, 19 - 21 January 1994) Topics included:

- early warning methods and indicators, including CSCE institutions;
- review of existing early warning mechanisms; role of NGOs in the overall context of preventive diplomacy and early warning.

Human Dimension Seminar on Migrant Workers (Warsaw, 21- 24 March 1994). Topics discussed included the role of migrant workers in the host society, the forms and levels of participation in the life of the host society and the preservation, expression and promotion of their cultural identity.

CSCE Human Dimension Seminar on Local Democracy (Warsaw, 16 - 20 May 1994). The main topic of this sixth Human Dimension seminar was local democracy, including constitutional aspects of local democracy; civic society and local democracy; democracy at local and regional levels. The Seminar was attended by a total of 156 participants.

First Annual Warsaw Judicial Symposium (12 - 22 June 1994). Sixty-three judges and prosecutors from eighteen Central and Eastern European and Central Asian countries debated legal reform issues. Sessions dealt, *inter alia*, with fundamental CSCE documents, especially the 1990 Copenhagen Human Dimension Meeting Document, in particular its provisions on the independence of the judiciary. Each participant was given a Russian-language version of the ODIHR's recently published book, *Basic Human Rights Documents for the Judiciary*. The work will be disseminated widely to jurists throughout the Commonwealth of Independent States in response to numerous requests for law books on international human rights accords.

4.4 Other Activities

In January 1994 experts sent by the ODIHR, closely co-operating with the CSCE Mission to Moldova, studied and observed the "Ilascu Group" trial. The final recommendations emphasizing the legal, rather than political, aspects of the problem were to bring an international prosecutorial team to determine whether there are grounds for a retrial.

In August 1994 experts sent by ODIHR acted as observers at the trial of Kurds in Ankara and the trial of members of the Albanian Greek minority in Tirana.

In July a representative of the ODIHR took part in a Mission to Latvia at the invitation of the Government to draw up a Human Rights Programme.

5. Security Co-operation

- 5.1 As the Consultative Committee was dissolved by the Rome Council, the Special Committee (SC) of the Forum for Security Co-operation (FSC) became the central permanent body for consultation, negotiation and decision-making in all areas related to (military) security-building and (military) security co-operation. (As the SC is now the only body of the FSC, the latter is often regarded as being synonymous with the SC). Representation of the participating States on the SC is assured by the same delegations representing these countries in the Permanent

Committee. (The delegations of many participating States in Vienna are now described as "Permanent Delegation to the CSCE"). Distinct from the Permanent Committee, the SC is still meeting under a weekly rotating chairmanship.

As the tasks of the Permanent Committee and the SC overlap in a number of areas, several "joint meetings", formal and informal, were arranged to deal with such issues under the joint chairmanship of the Chairman of the Permanent Committee and the Chairman of the SC.

- 5.2 In November 1993 on the eve of the Rome Council Meeting, the SC agreed upon four new documents, each of which completed for the time being respective negotiations on specific topics mentioned in the Programme for Immediate Action (Helsinki 1992). The documents dealt with a programme of military contacts and co-operation, defence planning, principles governing conventional arms transfers and stabilizing measures for localized crisis situations.
- 5.3 The SC intensified its efforts to reach an agreement on other topics of the Programme for Immediate Action in time for the Budapest Summit. These included the following topics: harmonization of obligations concerning arms control, disarmament and confidence- and security-building, provisions concerning exchange of information, the code of conduct governing the mutual relations of the participating States in the field of security and the development of the Vienna Document 1992.

Furthermore, within the SC framework, suggestions were made to enhance discussions on regional security issues and on specific measures in this respect specifically with regard to South Eastern Europe in a post-war situation.

- 5.4 The Fourth Annual Implementation Assessment Meeting (12 - 14 April 1994) once again called the attention of participating States to the problems of compliance with all obligations stemming from the Vienna Document 1992, in particular with regard to information exchange. Those problems were essentially attributed to technical difficulties and inadequate knowledge of the relevant provisions.
- 5.5 The CSCE communications network, administered by the Network Management Team in The Hague with assistance provided by the CPC, operated with 39 end-user stations (EUS) (35 participating States and 4 institutions). Efforts to increase the number of countries on the network will eventually result in 12 additional participating States having full network connection in the near future, which reduces the number of non-network States to six.

6. Other Important Activities

6.1 Integration of Recently Admitted Participating States

Pursuant to the Rome Council decisions, extensive follow-up activities to the 1993 visits by the CIO to the participating States of Central Asia were conducted also as an element of implementation of the programme of co-ordinated support.

6.1.1 Pursuant to decisions of the CSO, a series of regional seminars were held in Central Asia.

The Seminar on Promoting Small and Medium-Sized Business (Bishkek, 23 - 25 February), held also as follow-up to the First Economic Forum, and organized by the host country with support from the CSCE Secretariat and a number of participating States, addressed conceptual and practical issues. It was suggested at the seminar that the CSCE Economic Forum consider the strengthening of co-operation with international organizations capable of contributing to the development of economies in transition.

Seminar on Human Dimension Issues (Almaty, 20 - 22 April), organized by the host country in co-operation with the ODIHR, reviewed the way in which democratic institutions have developed in Central Asia and considered how the CSCE could further assist in this process. ODIHR's officials reviewed the services that the Office provides in support of elections (exchanges of information, expert reviews of draft laws and other legislation, and support for international observers). They discussed how the Human Dimension mechanism could be used as a consultative tool in developing democratic institutions and reviewed the many services available to the Office in the areas of judicial and legal reform, especially through the Programme of Co-ordinated Support for recently admitted participating States. The Seminar turned into a forum for an exchange of experience relating to the human rights problems specific to Central Asia.

Seminar on Regional Security Issues (Ashgabat, 24-26 May) was organized by the host country in co-operation with the CPC. Discussions focused, *inter alia*, on a possible CSCE contribution to greater security and stability in the area. Topics included the CSCE Principles as basis for Security and Stability; Regional Security Issues in Central Asia in a CSCE Framework; the CSBM Regime; CFE and Open Skies Treaties.

The first series of CSCE regional Seminars was completed by the Seminar on General CSCE Issues (Tashkent, 28-30 September) organized by the host country in co-operation with the CSCE Secretariat. The seminar provided an overview of CSCE structures and operations, and its tasks and role in the CSCE area. The seminar also sought to help define more precisely the contributions the CSCE could make to facilitating the solution of problems facing the countries of the region. The seminar enhanced dialogue on all elements of CSCE commitments amongst CSCE participating States in general, amongst the participating States in the region and also within the host country.

6.1.2 The Secretary General visited from 21 February to 1 March 1994 the five CSCE participating States in Central Asia. He reiterated in his discussions the CSCE's policy of involvement and inclusion, and the CSCE's interest in strengthening dialogue on all CSCE issues and developing further projects for concrete co-operation. Interlocutors in all capitals of the region underlined the importance of further developing the identity of their States that had gained their independence only a few years earlier, and expressed their willingness to persevere in their efforts to implement CSCE commitments as an important element of the European dimension of their foreign policies. The Secretary General highlighted the importance of political consultations and dialogue within the CSCE that open up broad vistas for addressing specific situations and developing co-operative approaches to the resolution of urgent problems.

Based on the report by the Secretary General on his visit to Central Asia, the 27th meeting of the CSO adopted a decision setting forth a programme for further integrating the participating

States of Central Asia into the mainstream of CSCE activities. The programme, *inter alia*, provides for the continuation of a series of regional seminars launched by the 22nd CSO; establishing short-term internships for officers from Central Asia at the CSCE Secretariat and the ODIHR; establishing a fund to cover the cost of travel to seminars and of internships; follow-up action on projects relating to building democratic and legal institutions; and the establishment of a CSCE Liaison Office in Central Asia.

- 6.2 The second meeting of the CSCE Economic Forum (26th Meeting of the CSO) was held in Prague on 15 - 17 March 1994. It addressed, in particular, issues relating to the creation of a favourable investment climate, the role of infrastructures, as well as the role of science and technology in the process of sustainable economic and social development. Representatives from UN/ECE, OECD, EBRD, EIB, IMF, ILO, Council of Europe and UNESCO attended and made contributions to the meeting. Representatives from Algeria, Egypt, Israel, Morocco and Tunisia as non-participating Mediterranean States, as well as experts from the Commonwealth of Independent States, participated in the meeting. Representatives of national NGOs and the business community took an active part in discussions. In discussing the role of the CSCE Economic Forum, the participants stressed that in order to be effective the Forum must encourage the involvement of all the major players in economic development and reform, and particularly the full participation of the private sector in the Forum discussions.

The second follow-up seminar to the Economic Forum was held in Tallinn, 7 - 9 September 1994. The topic was Business and Environment, and the main focus was on global and regional partnership in the field of environmental management, environmental regulatory mechanisms and the transfer of environmentally safe technologies. The seminar was used as a forum for dialogue on practical ways of improving the situation. The participants sought to identify effective economic instruments and business incentives for a sustainable economic development and the protection of the environment.

- 6.3 At its March meeting, the CSO decided that the CSCE would co-operate in the further elaboration and the implementation of the European Union-proposed Stability Pact. The CSO requested CSCE institutions to extend their co-operation to this effect.

A high-level CSCE delegation comprising the CIO, the Secretary General and the HCNM attended the Inaugural Conference on Stability in Europe (26-27 May 1994) and offered CSCE administrative services to host one of the round tables provided for by the Stability Pact. That meeting took place in Vienna on 3 November 1994. On 7 November the first meeting of the evaluation group of the Stability Pact was also convened in Vienna. The CSCE, in particular the HCNM, was present at all the round table meetings following the inaugural conference.

- 6.4 During the reporting period, public relations emerged as an important area of activity of the new CSCE Secretariat. With a view to increasing public awareness of the CSCE, press releases and newsletters were circulated on a regular basis. In addition, a regularly updated compilation of CSCE Facts was launched to provide comprehensive information about the CSCE in a concise form. With the appointment of a CSCE Press and Public Information Officer (July 1994), this work was further intensified and diversified.

- 6.5 A highlight of the CSCE meetings in 1994 was the preparation of the Review Conference, which opened in Budapest on 10 October 1994. Its task is to review the implementation of existing commitments, evaluate the entire range of activities within the CSCE and prepare a

decision-oriented document to be adopted at the CSCE Summit on 5-6 December 1994 in Budapest. The preparations for the Review Conference served as a catalyst for new ideas aimed at strengthening the CSCE and improving its operations. The Foreign Ministers of several participating States, including those of the Netherlands, Germany, Austria, Hungary and Poland, visited Vienna to address the CSCE bodies. Several other countries, including the Russian Federation, Canada, the USA and Ukraine put forward comprehensive proposals.

III. CSCE PARLIAMENTARY ASSEMBLY

The Third Annual Session of the CSCE Parliamentary Assembly was held in Vienna on 5 - 8 July 1994. Prior to the formal opening on 4 July the Secretary General arranged a briefing on CSCE activities. The briefing was regarded as a useful addition to the work of the Assembly, which requested such briefings to be continued in connection with future Assembly meetings.

The CIO, Italian Foreign Minister A. Martino, addressed the Assembly on developments in the CSCE and answered questions from the floor. About 300 parliamentarians from the CSCE participating States were involved in the deliberations. The Assembly heard reports from its three General Committees on political affairs and security; on economic affairs, science, technology and environment; and democracy, human rights and humanitarian affairs.

The annual session was concluded with the adoption of the Vienna Declaration that called upon the CSCE Council of Ministers to take on a wide range of important political, economic and human rights issues. Many of the Declaration's recommendations were directed toward the Budapest Review Conference. The Declaration, *inter alia*, calls upon Governments of the participating States to consider the proposal for a Joint Agenda with a view to strengthening the political role of the CSCE. The Declaration also suggested a slight alteration to the existing consensus rule to speed up the decision-making process by having a 90 per cent requirement instead of unanimity. The document urges the CSCE to broaden and define its basic principles and, not least, calls upon Governments of the participating States to establish formal procedures for the consideration of Parliamentary Assembly resolutions.

Mr. Frank Swaelen, President of the Belgian Senate, was elected President of the Assembly for the coming year. Newly elected Vice-Presidents include Mr. Ivan P. Rybkin, Speaker of the Russian Duma, Mr. Willy Wimmer, member of the Foreign Affairs Committee of the German Bundestag, Mr. Kuanysht Sultanov, Deputy Speaker of the Kazakh Parliament, and Mr. Francis G. LeBlanc, Chairman of the Standing Committee on Human Resources Development of the Canadian House of Commons.

Mr. R. Spencer Oliver, Secretary General of the CSCE Parliamentary Assembly, participated in a discussion on the results of the Third Annual Session by the Permanent Committee in Vienna on July 21st.

IV. RELATIONS WITH INTERNATIONAL ORGANIZATIONS

The CSCE continued to make its contribution to the development of a new co-operative structure for an institutional architecture in the CSCE area. Pursuant to decisions of the Rome Council Meeting, increased contacts were fostered between the CSCE and the UN, as well as other international organizations, at political and working levels alike, with a view to further promoting the goal of the

effective and pragmatic allocation of tasks aimed at ensuring co-ordination and co-operation on the basis of comparative advantages and avoiding undue duplication and wasting of resources.

In August 1994, the Secretary General and Chairman of the CSO participated in a first meeting to which the UN Secretary-General had invited a number of regional organizations. It was observed at the meeting, *inter alia*, that there was a need to organize relationships between the UN and regional organizations with flexibility and pragmatism, oriented to specific action. It was further underscored that no universal model of co-operation could be devised, as regional organizations were very dissimilar in terms of tasks, size and resources. Participants held that regional organizations had specific comparative advantages in the areas of preventive diplomacy, conflict prevention and post-conflict rehabilitation since they were close to the root causes of tensions. The CSCE delegation suggested the possibility of establishing a specific UN liaison with the CSCE in Vienna.

During the reporting period contacts specifically through the Permanent Missions of the Italian Chairmanship, and practical co-operation were expanded, in particular, with the UN Secretariat, the UN High Commissioner for Human Rights, the UN High Commissioner for Refugees and the ECE, as well as the ICRC. A key issue was the support of the work of CSCE Missions in the field.

The CSCE continued to develop co-operation with the Council of Europe (COE) on the Human Dimension, including national minorities. Operational contacts of the HCNM and the ODIHR were reinforced by other high-level discussions. In January, the CIO met with the COE Secretary General to address further co-operation on these issues, *inter alia*, in the context of activities of CSCE missions, particularly in Estonia and Latvia. In July, the Chairman of the COE ad hoc working group on co-operation with the CSCE and Political Director of the COE Secretariat met with CSCE representatives in Vienna to exchange views on the overall CSCE-COE co-operation. The new Secretary General of the COE, Mr. Daniel Tarschys, addressed an ad hoc meeting of the Permanent Committee and met with CSCE officials.

The CSCE continued its contacts with the North Atlantic Co-operation Council on peacekeeping. A representative of the CIO attended the NACC ad hoc group on co-operation in peacekeeping. The Secretary General attended a Seminar (March 1994) on Crisis Management at the NATO headquarters and briefed its participants about CSCE activities in the relevant field. The CIO of the CSO repeatedly addressed the NATO Council and the Council of the WEU on ongoing CSCE activities and perspectives.

Contacts were established with the CIS. In February the CIS Executive Secretary visited Vienna and briefed CSCE Delegations on CIS activities, its legal status and structure. In June, the Secretary General paid a visit to the CIS headquarters in Minsk to continue the dialogue on questions of common concern.

V. RELATIONS WITH NON-PARTICIPATING STATES

The CSCE further intensified its contacts and information exchange with Japan and non-participating Mediterranean States. The Secretary General visited Japan, was received by the Prime Minister and had intensive talks with Government Officials and Parliamentarians. New arrangements for comprehensive information exchange with Israel, Egypt, Tunisia, Algeria and Morocco are being implemented. The CSO invited the Republic of Korea to observe the deliberations of the Budapest Review Conference and to attend and make contributions to the forthcoming summit, and envisioned

inviting that State on a case-by-case basis to CSCE seminars and other ad hoc meetings.

VI. CONTACTS WITH NON-GOVERNMENTAL ORGANIZATIONS (NGOs)

Following new arrangements introduced in 1993, the possibilities of NGO participation in CSCE Human Dimension meetings have increased. At the Human Dimension seminars, NGOs were invited to make opening and closing statements in plenary sessions and enjoyed full participation status in working groups. The level of NGO attendance at Human Dimension Seminars has grown steadily. The first such seminar, "Tolerance", brought 17 NGOs to Warsaw. The last Human Dimension Seminar of 1994, "Roma", benefited from very active NGO participation - in all 71 NGO groups attended. The Seminars in Central Asia afforded NGOs in the region a unique opportunity to meet around the same table with delegations from their countries and from other participating States.

The Seminar on Early Warning and Preventive Diplomacy, held in January in Warsaw, afforded NGOs the opportunity to discuss how they might play a significant role in early warning and conflict prevention. This dialogue has been furthered by a special seminar organized with a leading role played by NGOs in September 1994 in Stadtschlaining (Austria), which brought together CSCE officials, Heads of CSCE Delegations and 20 NGOs active in the field of conflict prevention.

The growing interest shown by the NGOs in CSCE activities is reflected in their contributions to the Budapest Review Conference. 305 Representatives of NGOs registered for the CSCE Review Conference. A total of 57 written presentations have been submitted by NGOs to the Review Conference.

In recognition of the role NGOs have played historically in keeping the principles of Helsinki alive through their monitoring and reporting, and in the light of the crucial links NGOs provide in building and supporting civil society, the ODIHR has made every effort to maintain contact with non-governmental organizations throughout the CSCE area also with the goal of collecting information on levels of implementation of CSCE standards and with the intention of expanding co-operation with NGOs. Within the Programme of Co-ordinated Support, the ODIHR has engaged in seminars and various programmes together with NGOs. The CSCE Institutions have sent representatives to NGO-organized conferences and seminars.

VII. ADMINISTRATION AND FINANCE

CSCE activities in this area were aimed at further enhancing the effectiveness of CSCE operations. Special attention was paid to developing policies and practical arrangements for an increasing CSCE staff and improving further financial operations including budgeting.

1. Organizational and personnel matters

The CSCE received its single organizational structure based on a decision by the Rome Council Meeting. The decision was implemented effective 1 January 1994. As a result, the new Vienna-based Secretariat was established and organized in four departments. The Prague Secretariat was converted into a small branch office of the Secretariat in Vienna having documentation and conference services (for CSO) as its main functions.

The number of staff currently working within the Secretariat amounts to around 75 people, excluding interpreters and other language staff, who, if included, would bring the figure up to some 110. In addition to these staff, there are 19 people working within the ODIHR in Warsaw and seven in the Office of the HCNM in the Hague.

The Secretariat developed a proposal for a Comprehensive System for Personnel Classification and Pay Structure for the CSCE. The proposal was tabled in April and discussed intensively within the informal Committee of Financial Experts. A final decision was taken by the Permanent Committee in July.

A procedure based on open competition for the recruitment of personnel was established. During the reporting period, 14 new staff members were recruited on this basis.

New Staff Regulations and Staff Rules are being prepared in order to replace those approved in 1991 for the three CSCE institutions that existed at the time.

The Secretariat produced and started issuing CSCE ID Cards to eligible personnel in accordance with the decisions taken at the Rome Council Meeting.

2. Finance

In October 1993, a consolidated budget for 1994 was prepared for the entire CSCE structure. It was approved by the CSO in November.

The above budget was later restructured to accommodate institutional changes resulting from the establishment of the single organizational structure and the establishment of the new CSCE Secretariat that became effective 1 January 1994. This revision of the 1994 budget was used to recast the whole budget according to programme budgeting principles. The revised budget for 1994 shows a total of 287.6 million Austrian shillings, which is roughly equivalent to 26 million US dollars.

The core parts of a completely new, computerized finance system were developed in 1993 and implemented effective 1 January 1994.

For the first time, a consolidated set of accounts for all CSCE institutions, missions and activities was prepared for the year 1993.

A unified budget proposal for 1995 has been submitted. The total of this proposal amounts to 320.8 million Austrian shillings, which is equivalent to some 29 million US dollars.

3. Computerization and information systems

This year the Local Area Network (LAN) of the CSCE Secretariat has been connected to the LAN of the Department of Conference Services to facilitate the exchange of electronic documents and improve co-operation between the two offices. Internet access for E-Mail and research purposes has been installed and used on a trial basis, and a full Internet access will soon be installed. It will, *inter alia*, make communications with most of the CSCE missions and all the CSCE institutions more reliable, enhanced in terms of security, faster and - in the long run - cheaper. As a further means of communication and retrieval of documents for all CSCE Delegations, a Mailbox was installed and is

currently undergoing a trial period. Efforts to identify a suitable system for establishing an electronic archives solution are also under way.

Owing to the increased number of computers, growing demands in connection with the LAN of the CSCE Secretariat and a general development of computerization, including communications among CSCE institutions, Delegations and missions, the Documentation and Information Systems functions are developing into a sizeable sector of support services.