



General Committee on Political Affairs and Security

Follow-Up on Recommendations in the OSCE PA's Belgrade Declaration

Interim Report for the 2012 Winter Meeting

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Table of Contents

Introduction.....	2
Activities beyond the OSCE Area	3
Conflict Prevention and Rapid Reaction Capability	6
The Corfu Process	7
Food Security and Self-Sufficiency	8
Protracted Conflicts	9
Re-establishing an OSCE Presence in Belarus and Georgia	12
Reforming and Strengthening the OSCE	13
Strengthening Arms Control and Security Co-operation.....	15

Introduction

Around 240 parliamentarians representing 52 OSCE participating States met in Belgrade from 6 to 10 July 2011 to assess developments and challenges relating to security and co-operation, focusing on the general theme of *Strengthening the OSCE's Effectiveness and Efficiency – A New Start After the Astana Summit*. In addition to addressing the politico-military dimension of the general theme, the General Committee on Political Affairs and Security passed resolutions dealing with, *inter alia*, Moldova, Mediterranean Political Transition and the Corfu Process.

This Interim Report considers actions taken over the past six months by the OSCE, including Institutions and field presences, and other members of the international community in relation to the OSCE PA's recommendations. Developments within participating States relating to the Belgrade Declaration's recommendations will be made available for the Annual Session in Monaco.

While the majority of the recommendations addressed here are found in the OSCE PA's Belgrade Declaration of July 2011, key themes from past Declarations have also been considered, to ensure greater continuity and scope. The International Secretariat appreciates the input on their work within these fields provided by the OSCE Secretary General, the Representative on Freedom of the Media and the Director of the Office for Democratic Institutions and Human Rights.

Activities beyond the OSCE Area

I. Belgrade Declaration

In the Belgrade Declaration, the OSCE Parliamentary Assembly “Encourages the OSCE to increase upon request the sharing of its values and experience beyond the OSCE area, particularly to OSCE Partners for Co-operation ... and other relevant international and regional organizations.” Furthermore, the OSCE PA adopted a resolution on Mediterranean Political Transition, calling on the OSCE PA and OSCE respective Secretariats “to engage the European Union, the North Atlantic Treaty Organization, the Union for the Mediterranean and the many other Euro-Mediterranean entities in order to facilitate focused and practical co-operation with the activities of the OSCE Mediterranean Dimension.”

II. OSCE PA Initiatives

OSCE PA Mediterranean Forum and Fall Meetings

At the OSCE PA Mediterranean Forum in Dubrovnik, Croatia in October, more than 200 parliamentarians from across the OSCE region met with representatives from Algeria, Israel, Jordan, Morocco, and Tunisia to promote democratic transition and strengthen international engagement in the Mediterranean region. OSCE PA President Petros Efthymiou reiterated that “OSCE security work in the southern Mediterranean should be based on international co-operation aimed at eliminating the social and economic causes of instability, reinforcing democratization, and restoring an inter-cultural dialogue.”¹

OSCE PA Election Observation Mission in Tunisia

The OSCE PA observed the historic elections in Tunisia on 23 October 2011, the first democratic elections in the region since a revolution in Tunisia incited a wave of political unrest throughout the Middle East and North Africa, dubbed ‘the Arab Spring’. Seventy-five OSCE PA observers from 21 OSCE participating States and Algeria observed voting procedures in Djerba, Gafsa, Hammamet, Kairouan, Nabeul, Sidi Bouzid, Sousse, Tozeur, and Tunis. OSCE PA Vice President Riccardo Migliori of Italy headed the delegation. “In this early phase of democratic transition, only months after violent protests, we saw genuinely free elections,” Mr. Migliori reported. “My colleagues and I could not witness any widespread or systematic irregularities.”²

¹ ‘Remarks of President Petros Efthymiou, Mediterranean Forum, Dubrovnik, Croatia – 9 October 2011.’ Available at http://www.oscepa.org/publications/all-documents/doc_download/380-president-efthymiou-remarks-at-mediterranean-forum-english.

² Press Release, ‘Parliamentary observers applaud Tunisian elections’, OSCE PA. Available at <http://oscepa.org/news-a-media/press-releases/847-parliamentary-observers-applaud-tunisian-elections>.

III. OSCE Initiatives

International Co-operation

Promoting close co-operation between the OSCE and other international, regional and sub-regional organizations and institutions, including the United Nations, Council of Europe, European Union, and NATO, on the basis of the 1999 Platform for Co-operative Security, was one of the main priorities of the Lithuanian Chairmanship. At the Vilnius Ministerial Council, participating States agreed on the need to increase co-operation and co-ordination between OSCE executive structures and other international and regional organizations, especially with their respective structures in the field, and with civil society organizations, to increase financial, technical and political efficiency and burden-sharing and reduce unnecessary duplication.³

The CiO also aimed to enhance the level of interaction with the OSCE's Asian and Mediterranean Partners for Co-operation.⁴ At the 2011 Ministerial, Ministers called for a broadening of the existing dialogue and co-operation with Partners for Co-operation across the three dimensions of the OSCE's work.⁵

OSCE-Mediterranean Dialogue

In 2011, the attention of the OSCE community was very much focused on developments in the southern Mediterranean. Uprisings in the region created both new opportunities and challenges to the people of the affected countries, as well as for the OSCE. In response to the ongoing changes in the southern Mediterranean, participating States held a number of discussions and expressed the OSCE's readiness and willingness to support democratic transition processes in the region, drawing upon the Organization's experience in assisting democratic transitions in its own participating States. The OSCE shared information on areas in which the Organization might offer support with the governments of Egypt and Tunisia.

Several Mediterranean Partners for Co-operation expressed interest in relevant OSCE experience and expertise. To explore further possible areas of co-operation, the Chairperson-in-Office visited Tunisia on 15-17 April, ODIHR Director Ambassador Janez Lenarčič visited Morocco on 24-27 May, and Lithuanian Deputy Foreign Minister Asta Skaisgirytė-Liauškienė and a team of ODIHR experts visited Egypt from 31 May to 3 June. OSCE Secretary General Lamberto Zannier visited Cairo in September for meetings with Egyptian officials and the Secretary General of the League of Arab States.

2011 OSCE Mediterranean Conference

The OSCE Mediterranean Conference took place in Budva, Montenegro on 10-11 October. Discussions focused on the role of the police and the armed forces in democratic societies, promoting human rights, fundamental freedoms, democracy and the rule of law, and strengthening good governance. Thirty-six OSCE participating States and all six Mediterranean

³ 'Elements of the Conflict Cycle, related to enhancing the OSCE's capabilities in early warning, early action, dialogue facilitation and mediation support, and post-conflict rehabilitation,' MC.DEC/3/11, 7 December 2011.

⁴ '2011 Lithuanian OSCE Chairmanship Work Programme,' CIO.GAL/4/11/Rev.1, 12 January 2011.

⁵ 'Partners for Co-operation', MC.DEC/5/11, 7 December 2011.

Partners for Co-operation attended the conference at which OSCE PA President Petros Efthymiou also spoke of the need to strengthen OSCE engagement with the region.

The Chair of the Permanent Council emphasized that “[t]he OSCE is open and willing to share its know-how with Mediterranean partners... in the areas of election support, democratic institution building, NGO capacity building, police reform, and good governance”.⁶

2011 OSCE Mediterranean Partner Countries' Civil Society Conference

Representatives of civil society from OSCE participating States and the OSCE Mediterranean Partners for Co-operation met in Vilnius on 4-5 December 2011, in the lead-up to the Ministerial Council. Participants shared lessons learned from civil society engagement in democratic transition to develop a common vision of future partnership and co-operation.⁷ In the Conference Conclusions, OSCE participating States were called on to provide expertise, training and other activities to increase the capacity of civil society organizations.

2011 OSCE-Mongolia Conference on Strengthening the Co-operative Security between the OSCE and the Asian Partners for Co-operation

On 23-24 May 2011, the 2011 OSCE-Mongolia Conference on Strengthening the Co-operative Security between OSCE and the Asian Partners of Co-operation took place in Ulaanbaatar, Mongolia.⁸ All the Asian Partners for Co-operation (Afghanistan, Australia, Japan, Korea, Mongolia, and Thailand) were represented at the conference, in addition to 19 OSCE participating States, including Hungary, which represented the European Union. The following international organizations were also represented: the International Committee of the Red Cross, the United Nations Development Programme, the United Nations High Commissioner for Refugees, the Conference on Interaction and Confidence Building Measures in Asia, and the Association of Southeast Asian Nations. Discussions focused on co-operative responses to transnational threats, international economic co-operation with an emphasis on transport and energy security, and the role of human rights, fundamental freedoms and the rule of law in promoting comprehensive security.

Afghanistan

At the Astana Summit, Heads of State or Government stressed the need “*to contribute effectively, based on the capacity and national interest of each participating State, to collective international efforts to promote a stable, independent, prosperous and democratic Afghanistan.*” This call was reinforced in an MC decision taken in Vilnius on *Strengthening OSCE Engagement with Afghanistan*. Inter alia, the decision tasks the Secretary General with developing a new comprehensive package of activities with Afghanistan across all three dimensions.

⁶ “Closing Remarks by the Ambassador Renatas Norkus, Chairperson of the Permanent Council, 2011 Lithuanian OSCE Chairmanship,” CIO.GAL/204/11, 17 October 2011.

⁷ ‘Conference Conclusions and Recommendations,’ CIO.GAL/244/11, 5 December 2011.

⁸ ‘2011 OSCE-Mongolia Conference on Strengthening the Co-operative Security between OSCE and the Asian Partners of Co-operation - Consolidated Summary,’ SEC.GAL/110/11, 30 June 2011.

The CiO visited Afghanistan in May. This visit, along with OSCE representatives participating in high-level meetings, like November's Regional Conference on Afghanistan in Istanbul and December's International Afghanistan Conference in Bonn, underscored the Organization's readiness to contribute to international efforts to promote co-operation between Afghanistan and its neighbours in the OSCE region.

Mongolia

On 28 October, Mongolia – an OSCE Partner for Co-operation – expressed its interest in becoming an OSCE participating State. This initiative was well-received, and was discussed at a high-level informal lunch at the Vilnius Ministerial Council. In the Ministerial decision, Mongolia's application was welcomed and the 2012 Irish Chairmanship was tasked to follow-up the request with a view to adopting a decision on Mongolia becoming the OSCE's 57th participating State.

Conflict Prevention and Rapid Reaction Capability

I. Belgrade Declaration

The Belgrade Declaration "Calls for the Permanent Council of the OSCE to provide the Conflict Prevention Centre with improved capacity for the Organization's rapid reaction capability to live up to its mandate in situations like the 2010 crisis in Kyrgyzstan."

II. OSCE Initiatives

Ministerial Council

The Ministerial decision on *Elements of the Conflict Cycle* tasked the Secretary General to ensure that the Secretariat's Conflict Prevention Centre (CPC) functions as the focal point of the Organization-wide systematic collection, analysis and assessment of relevant early warning signals from various sources, co-operating closely with other OSCE executive structure and the Parliamentary Assembly.⁹ As a result of the decision, the Secretary General will designate a mediation-support focal point within the CPC and aim to develop a systematic mediation-support capacity within the CPC.

The decision called for strengthened exchanges of information between OSCE executive structures with the aim of consolidating the OSCE's early warning capacity in a more methodical, comprehensive and cross-dimensional manner. The Secretary General will provide early warning to participating States by bringing to the attention of the Permanent Council emerging tensions or conflicts in the OSCE area, suggesting possible options for timely and effective responses in consultation with the Chairmanship and participating States. Ministers urged the Chairmanship to use its mandate to the full extent and to convene the Permanent

⁹ 'Elements of the Conflict Cycle, related to enhancing the OSCE's capabilities in early warning, early action, dialogue facilitation and mediation support, and post-conflict rehabilitation,' MC.DEC/3/11, 7 December 2011.

Council without delay, including in a special, reinforced, or joint Forum for Security Co-operation-Permanent Council meeting, if necessary, to consider early warning signals and possible response options.

The Secretary General, in consultation with the Chairmanship, will prepare a proposal on how to make better use of the possible contributions of the OSCE Parliamentary Assembly in developing a more effective response to emerging crisis and conflict situations and also on how to enhance OSCE fact-finding, including expert team capabilities during emerging crises and conflicts and present it for consideration by the Permanent Council.

The participating States agreed to develop rosters of national experts readily available for OSCE post-conflict rehabilitation efforts as well as for other phases of the conflict cycle and to make optimal use of OSCE instruments launched by previous OSCE documents such as Rapid Expert Assistance and Co-operation Teams (REACT).

The Secretary General will provide a report on progress made and possible options for the way forward in the area of conflict resolution by 16 July 2012.

The Corfu Process

I. Belgrade Declaration

The Belgrade Declaration calls on the OSCE to continue informal discussions started in the so-called *Corfu Process* under the direct leadership of the Chairmanship. Contributions from the OSCE PA, when appropriate, should also play a role in determining the future strategy of the OSCE.

II. OSCE Chairmanship

The Lithuanian Chairmanship initiated a series of informal ambassadorial discussions in the style and spirit of the Corfu Process, called the “V to V Dialogue” (Vancouver to Vladivostok via Vienna and Vilnius). An outgrowth of the 2010 Greek Chairmanship’s Corfu Process, these dialogues included events and seminars hosted by think tanks, academic and civil society experts, co-sponsored by willing participating States on similar or closely-related topics.

A total of eight meetings were held throughout the year on topics ranging from the conflict cycle, early warning and analytical capacities, post-conflict rehabilitation, natural and man-made disasters, the Vilnius Ministerial Council, capacity for mediation support, and early response to crises and emerging conflicts.¹⁰

Conclusions

¹⁰ ‘The V to V Dialogues,’ OSCE.org. Available at <http://www.osce.org/cio/81397>.

Permanent Representatives of the OSCE participating States and Partners for Co-operation in Vienna, the OSCE Secretary General, the Parliamentary Assembly, representatives of OSCE executive structures, as well as representatives of international think tanks attended the final dialogue event in December.

Concluding speakers underlined the useful steps that had been taken in 2011, and stressed that the OSCE has great potential to help states develop relations of a “win-win” nature, away from the “zero-sum games” of the Cold War. It was noted that the OSCE’s core activities – reconciliation, trust, and confidence- and security-building measures – are all still needed today. Given the OSCE’s small budget, the Organization has a comparatively high impact and makes a significant contribution in the international arena.

Food Security and Self-Sufficiency

I. Belgrade Declaration

At the 2011 Annual Session, representatives from the OSCE Parliamentary Assembly recognized food security and self-sufficiency as an integral challenge to broader security in the OSCE area. The Belgrade Declaration “calls on the OSCE to consider including this issue on its agenda with the goal of reducing political instability, radicalization of conflict and unacceptable inequalities.”

II. OSCE Initiatives

The OSCE Parliamentary Assembly collaborated with the United Nations Food and Agriculture Organization (UN FAO) to produce a video calling for legislative action to address rural jobs and food security issues. The video featured Oxfam director of campaigns and policy Phil Bloomer, UN FAO Senior Economist David Dawe, OSCE PA Vice-President and Member of Parliament of Italy Riccardo Migliori, and Member of Parliament of Armenia Khachik Harutyunyan, who also successfully passed a resolution on food security during the OSCE PA Annual Session.¹¹

Food security and self-sufficiency did not feature in major discussions on the OSCE’s governmental side during this time period.

¹¹ For more information, visit <http://www.oscepa.org/news-a-media/press-releases/547-watch-parliamentary-spotlight-on-food-security>.

Protracted Conflicts

I. Belgrade Declaration

The 2011 Belgrade Declaration “deplores the recent increase in tension around Nagorno-Karabakh, and urges that increased political efforts be made within the OSCE to settle the unresolved conflicts in Nagorno-Karabakh, as well as in Moldova and Georgia.” Furthermore, the OSCE PA adopted a specific resolution on Moldova, calling for “the resumption of the settlement talks in the 5+2 format, with the efforts of the mediators from the Russian Federation, Ukraine and the OSCE, as well as the European Union and the United States as observers in the settlement negotiations”.

II. OSCE PA Initiatives

2011 Fall Meetings in Dubrovnik

On 8 October 2011, the OSCE PA organized a special presentation on ‘The Role of the OSCE in Conflict Resolution: Nagorno-Karabakh’. The presentation, the first joint appearance by all three Minsk Group Co-Chairs before the Parliamentary Assembly, was chaired by OSCE PA President Emeritus and current OSCE PA Special Representative to the South Caucasus, João Soares. The Co-Chairs, Ambassador Bernard Fassier of France, Ambassador Robert Bradtke of the United States, and Ambassador Igor Popov of Russia, outlined the progress the group has made in settling the unresolved conflict and preventing further escalation of violence between the Armenian and Azerbaijani authorities. The Co-Chairs emphasized that direct dialogue between Armenia and Azerbaijan, with mediation by the Minsk Group, was the only way to provide a meaningful solution to the conflict.

Following these keynote speeches, OSCE PA delegates from Armenia and Azerbaijan were also given an equal opportunity to speak, in which both sides expressed their continuing desire to find a fair settlement and bring about peace.

In the ensuing discussion, parliamentarians from throughout the OSCE region expressed their support for the work of the Minsk Group and their will that the Assembly could play a positive role in building confidence amongst the parties through parliamentary diplomacy. They highlighted the difficulties in interpreting international law and insisted that the top priority was to avoid war.

III. OSCE Initiatives

Lithuanian Chairmanship

One of the highest priorities of Lithuania's Chairmanship was to promote settlement of protracted conflicts and to enhance the capabilities of the OSCE to address all phases of the conflict cycle.¹² This core function of the Organization was the topic of several workshops,

¹² ‘Meaningful Steps: Report on progress made during Lithuania's Chairmanship of the OSCE, 2011’, 7 December 2011.

seminars, and discussions in the Security Committee of the Permanent Council and other fora for negotiation. These efforts culminated in the adoption of a Ministerial decision on *Elements of the Conflict Cycle, Related to Enhancing the OSCE's Capabilities in Early Warning, Early Action, Dialogue Facilitation and Mediation Support, and Post-Conflict Rehabilitation*. Ministers also called for increased efforts to resolve existing conflicts in the OSCE area in a peaceful and negotiated manner, within agreed formats, fully respecting the UN Charter and the Helsinki Final Act and international law.¹³

Irish Chairmanship

The Irish Chairperson-in-Office (CiO) and Irish Foreign Affairs and Trade Minister Eamon Gilmore named three Special Representatives for protracted conflicts in preparation for Ireland's Chairmanship of the OSCE in 2012. Ambassador Andrzej Kasprzyk will continue his role as the Personal Representative of the CiO on the conflict dealt with by the OSCE Mink Conference. Ambassador Pádraig Murphy, a former Irish ambassador to Moscow, will co-chair the Geneva talks on the conflict in Georgia and serve as the Special Representative of the CiO for the South Caucasus. Finally, Ambassador Erwan Foéré, a former EU Special Representative in the former Yugoslav Republic of Macedonia, will chair the 5+2 talks on Moldova and Transdniestria in his capacity as Special Representative of the CiO for the Transdniestrian settlement process.¹⁴

The Irish Chairmanship will hold a conference on lessons learned from the Northern Ireland conflict in Dublin on 27 April 2012.

Moldova

The Lithuanian Chairmanship sought "the unconditional resumption of formal 5+2 negotiations and development of concrete confidence and security building measures, as well as facilitation of people-to-people contacts."¹⁵ Early in his term, Chairperson-in-Office (CiO) and Lithuanian Foreign Minister Audronius Ažubalis visited Moldova and met with officials and members of civil society from both banks of the Nistru river and pursued active OSCE participation in the settlement process together with his Special Representative for Protracted Conflicts, Ambassador Giedrius Čekuolis.¹⁶

Informal meetings in the 5+2 format were held in Vienna on 14-15 February and 4-5 April, as well as in Moscow on 21 June. Three informal meetings between Prime Minister Vlad Filat of Moldova and Transdniestrian leader Igor Smirnov were held under the auspices of the OSCE. On 9 September, in Bad Reichenhall, Germany, a set of regulations governing the operations of the Expert Working Groups on Confidence Building Measures was adopted. Later that month, a milestone was reached in Moscow; participants in the Permanent Conference on Political Issues

¹³ 'Elements of the Conflict Cycle, related to enhancing the OSCE's capabilities in early warning, early action, dialogue facilitation and mediation support, and post-conflict rehabilitation', MC.DEC/3/11, 7 December 2011.

¹⁴ 'List of Appointments by the Irish Chairmanship,' CIO.GAL/1/12, 11 January 2012. Available at <http://www.osce.org/cio/86945>.

¹⁵ '2011 Lithuanian OSCE Chairmanship Work Programme', CIO.GAL/4/11/Rev.1, 12 January 2011.

¹⁶ 'Meaningful Steps: Report on progress made during Lithuania's Chairmanship of the OSCE, 2011', 7 December 2011.

in the Framework of the Negotiation Process for the Transdniestrian Settlement agreed to resume their formal negotiations in the 5+2 framework for the first time in nearly six years.

The 5+2 talks formally resumed in Vilnius on 30 November. Despite the tangible progress achieved throughout 2011 in the negotiation process, a Ministerial Statement on the resumption of the official 5+2 negotiations on the Transdniestrian settlement was not adopted at the Ministerial in Vilnius. In his opening address to the Permanent Council, CiO Gilmore congratulated Lithuania on the successful resumption of official 5+2 talks and looked forward to welcoming the participants of the talks to Ireland in 2012.¹⁷

Nagorno-Karabakh

Throughout 2011, the CiO worked together with the Co-Chairs, members of the Minsk Group and other participating States to urge the parties of the Nagorno-Karabakh conflict to negotiate a peaceful settlement to the issue based upon the principles of the Helsinki Final Act, including non-use or threat of force, respect for territorial integrity, and the equal rights and self-determination of peoples.

On the margins of the Vilnius Ministerial, the Heads of Delegation of the Minsk Group Co-Chair Countries and the Foreign Ministers of Armenia and Azerbaijan issued a Joint Statement on the need to continue the negotiating process in the format of the OSCE Minsk Group and to improve the climate for making progress towards a peaceful settlement. Azerbaijani Foreign Minister Elmar Mammadyarov and Armenian Foreign Minister Edward Nalbandian stated that “their Presidents are ready to meet again jointly in the near future under the auspices of the Co-Chair countries to continue their direct dialogue, building upon recent experience, on how to bring peace, stability and prosperity to their peoples.”¹⁸

The Chairmanship, alongside the Co-Chairs of the Minsk Group, called on the parties to take additional, immediate actions to reinforce the cease-fire agreement by agreeing on a mechanism to conduct investigations of incidents along the Line of Contact, and by removing snipers.

Georgia

In its priorities for 2011, the Lithuanian Chairmanship stated it will “continue the efforts of previous Chairmanships in urging all participants to take full advantage of the Geneva framework to develop measures to improve the security and humanitarian situation” in Georgia.¹⁹ The CiO called upon all participants to redouble their efforts to address international security arrangement issues, in particular the necessity for commitment from all sides on non-use of force, as well as the humanitarian needs of affected communities via the follow-up process of the recommendations of the 2008 ODIHR/HCNM report. The Lithuanian Foreign Minister also presented an updated proposal calling for the restoration of an OSCE presence based on a status-

¹⁷ ‘Address by Mr. Eamon Gilmore T.D., Chairperson-in-Office of the OSCE, Tánaiste and Minister for Foreign Affairs and Trade to the Permanent Council, Thursday 12 January 2012.’ Available at <http://www.osce.org/cio/86962>.

¹⁸ ‘Joint Statement by the Heads of Delegation of the Minsk Group Co-Chair Countries and the Foreign Ministers of Armenia and Azerbaijan’, 6 December 2011, Press Release. Available at <http://www.osce.org/mg/85838>.

¹⁹ ‘2011 Lithuanian OSCE Chairmanship Work Programme’, CIO.GAL/4/11/Rev.1, 12 January 2011.

neutral agreement. As a result of a high number of regular meetings between parties, progress was made on the effective use of the Incident Prevention and Response Mechanisms (agreed within the Geneva Framework) in solving security issues on the ground. Throughout the year, the Chairmanship stressed that progress in the negotiation process can only be made if there is full engagement and political will from all sides.

Re-establishing an OSCE Presence in Belarus and Georgia

I. Belgrade Declaration

The Belgrade Declaration regretted “the lack of consensus which led to the closure of the OSCE Mission to Georgia and the OSCE Office in Minsk, and encourages the Chairmanship to continue to work for a viable solution to restore their presence in order for the OSCE to remain relevant in the field where it is most needed.”

II. President of the OSCE Parliamentary Assembly

Speaking at the OSCE Ministerial Council in Vilnius, OSCE PA President Petros Efthymiou reiterated the need “to find the political will to re-open OSCE offices in Georgia and Belarus.”²⁰ President Efthymiou emphasized the Parliamentary Assembly will “continue to offer parliamentary dialogue in order to help Belarus uphold its OSCE commitments.”

III. OSCE Initiatives

Belarus

There was no consensus to re-establish a permanent OSCE presence in Belarus. Nonetheless, the OSCE continued its work in Belarus through the Representative on Freedom of the Media and ODIHR monitoring of trials of people arrested following the 19 December presidential election. On 6 April, 14 OSCE participating States invoked the 1991 Moscow Mechanism, leading to a report and recommendations on the human rights situation in Belarus. The CiO attempted to maintain a dialogue with Belarusian representatives, presenting a package of possible OSCE activities, while often speaking out against violations of human rights and fundamental freedoms in the country.²¹

Georgia

No major developments took place on the issue of an OSCE presence in Georgia. Negotiations on the conflict are still underway in the Geneva Discussions. Nonetheless, the CiO did present an

²⁰ ‘Remarks of President Petros Efthymiou to the Ministerial Council of the OSCE, 6 December 2011 – Vilnius.’ Available at http://oscepa.org/publications/all-documents/doc_download/972-speech-to-the-osce-ministerial-council-06-12-11.

²¹ ‘Meaningful Steps: Report on progress made during Lithuania’s Chairmanship of the OSCE, 2011’, 7 December 2011.

updated proposal for the restoration of an OSCE presence in an effort to make progress on the issue.

Reforming and Strengthening the OSCE

I. Belgrade Declaration

The PA, in its Belgrade Declaration, urged the OSCE “to undertake the necessary structural reform in order to help overcome stalemates on political issues as well as issues related to personnel and administration.” The OSCE PA also called on the OSCE Chairmanship to monitor and evaluate Decision 19/06 of the Brussels OSCE Ministerial Council and other decisions concerning the matter of raising the OSCE’s effectiveness, and to take appropriate action.²²

Background on Decision 19/06 on Strengthening the Effectiveness of the OSCE

Decision 19/06, adopted in 2006 in Brussels, affirms the need to prioritize the work of the Organization in areas where it has a comparative advantage, to ensure the long-term coherence of priorities and action plans in accordance with OSCE commitments and decisions, to improve the transparency and the effectiveness of the decision-making process based on sovereign equality of States and the rule of consensus, and to foster among the participating States the sense of common purpose and of shared responsibilities. The Decision addresses the need for a transparent, fair, and consistent recruitment process of OSCE personnel, enhanced management of human resources, greater gender balance, and wider diversity of national origin of OSCE staff at all levels. The Decision stressed the continuing need to improve the overall regulatory basis for the finances of the OSCE.

The Decision also considered whether thematic missions could prove a useful and effective tool to address newly emerging security threats, responding particularly to needs encompassing the whole OSCE area.

II. President of the OSCE Parliamentary Assembly

At the Vilnius Ministerial Council, OSCE Parliamentary Assembly President Petros Efthymiou reiterated the need “for true OSCE reform which enhances transparency and accountability.” President Efthymiou pushed for “an enhanced oversight role for the PA in the budget process and the selection of the OSCE Secretary General. He also stressed the need for further reform to the Permanent Council, repeating the Belgrade Declaration’s urge to make meetings open to public and press on an ad hoc basis, to modify the consensus rule for personnel, budget and

²² ‘Strengthening the Effectiveness of the OSCE,’ MC.DEC/19/06, 5 December 2006.

administration matters, to use the consensus-minus-one rule for “clear, gross and uncorrected violations of OSCE commitments,” and to give the OSCE a legal personality.²³

III. OSCE Initiatives

Unfulfilled Structural Reforms

There was no consensus to modify the consensus rule for decision-making, including for decisions related to personnel, budget and administration issues. No progress was made on the question of establishing unified rules for appointment to leading positions within the OSCE or the PA's proposal to develop a multi-year financial plan to pursue longer term strategies. There was no overhaul of staffing mechanisms to eliminate fixed-term limits on duration of service and to reduce reliance on seconded personnel in field operations.

The role of the OSCE Secretary General did not undergo any significant politicization in 2011, as Ambassador Lamberto Zannier of Italy was unanimously appointed to the position by participating States on 30 June 2011. Ambassador Zannier is a career diplomatic, having served as UN Special Representative for Kosovo and the Head of the United Nations Interim Administration Mission in Kosovo since June 2008. From 2002 to 2006, he was the Director of the OSCE Conflict Prevention Centre.²⁴ OSCE PA President Petros Efthymiou congratulated him and expressed his desire that Ambassador Zannier would work to implement a “strengthening of the political role of the Secretary General... in the interests of the Organization overall.”²⁵

Creation of New Special Department

Meeting in Vilnius, Ministers from OSCE participating States welcomed the proposals by the Secretary General included in the 2012 Unified Budget Proposal for the creation of a department to address transnational threats, consistent with the OSCE's mandates and within available resources, with a view to ensuring better co-ordination, strengthened coherence and more efficient use of the OSCE's resources in addressing transnational threats.²⁶ The 2012 Unified Budget was officially approved on 22 December 2011 in Vienna.

Improving Efficiency

Throughout 2011, the Lithuanian Chairmanship worked closely with the current and former Secretaries General, the Heads of Institutions and the Heads of Missions to ensure maximum efficiency, as pledged in its work programme.

²³ ‘Remarks of President Petros Efthymiou to the Ministerial Council of the OSCE, 6 December 2011 – Vilnius.’ Available at http://oscepa.org/publications/all-documents/doc_download/972-speech-to-the-osce-ministerial-council-06-12-11.

²⁴ ‘Press Release: Lamberto Zannier of Italy appointed OSCE Secretary General,’ OSCE, 30 June 2011. Available at: <http://www.osce.org/sg/80469>.

²⁵ ‘Press Release: OSCE PA congratulates Zannier on appointment as OSCE Secretary General,’ OSCE PA, 30 June 2011. Available at: <http://www.oscepa.org/news-a-media/press-releases/94-2011/209-osce-pa-congratulates-zannier-on-appointment-as-osce-secretary-general>.

²⁶ ‘Strengthening co-ordination and coherence in the OSCE's efforts to address transnational threats.’ MC.DEC/9/11, 7 December 2011.

In the first quarter of 2012, the Irish Chairmanship will conduct a study on the OSCE's added value in relation to other multi-lateral organizations. The report with recommendations for OSCE action is expected to be issued this spring.

Co-operation with the OSCE PA

The Lithuanian Chairmanship, the Secretary General and other representatives of the executive structures participated in meetings of the OSCE PA, most notably at the Fall Meetings, where all seven heads of OSCE presences in South East Europe made a joint presentation. In addition, the Irish CiO has stated his intention to work in close co-operation with the PA, which he praised as “a key link between Governments and the Parliaments of the OSCE countries.”²⁷

Strengthening the Legal Framework of the OSCE

Under the Lithuanian Chairmanship, several meetings of the Informal Working Group on “Strengthening the Legal Framework of the OSCE” were held and a non-paper was issued on “Principles for a discussion on a Constituent Document for the OSCE.” The Irish Chairmanship has stated its intention to pursue a discussion on the legal status of the OSCE and on the sustainability of the Chairmanship model.²⁸

Strengthening Arms Control and Security Co-operation

I. Belgrade Declaration

Previously, the 2010 OSCE PA Oslo Declaration had called on participating States “to hold vigorous negotiations in the interests of signing in the near future... a new version of the Vienna Document.” Speaking in July 2011, Members of the OSCE Parliamentary Assembly welcomed the continuing work on updating the 1999 Vienna Document towards enhancing the politico-military security dimension of the OSCE. In the Belgrade Declaration, the Assembly called for the “enhanced implementation of the Code of Conduct on Politico-Military Aspects of Security as well as for increased efforts to start negotiations on the strengthening and modernizing of conventional arms control in Europe.”

Background on the Vienna Document

Adopted in 1990, the Vienna Document built on the 1975 Helsinki Final Act's provisions for early notification of military exercises involving 25,000 military personnel. The Vienna Document envisaged greater information exchanges, verification of force structures and major weapon holdings, an annual implementation assessment meeting and a risk reduction mechanism. The adoption of the Vienna Document represented a milestone in confidence- and

²⁷ ‘Address by Mr. Eamon Gilmore T.D., Chairperson-in-Office of the OSCE, Tánaiste and Minister for Foreign Affairs and Trade to the Permanent Council, Thursday 12 January 2012’. Available at <http://www.osce.org/cio/86962>.

²⁸ ‘V to V Dialogue, Towards a Genuine Security Community, Kahlenberg Hotel, 14 December 2011,’ CIO.GAL/256/11, 21 December 2011.

security-building regimes and has strengthened transparency and predictability as well as early warning and crisis prevention throughout the OSCE region.

The document was updated in 1992 to include the 15 new OSCE participating States, in 1994 to provide additional parameters for prior notification and observation, and in 1999 to introduce two additional chapters on regional measures and defence planning.²⁹ Further modifications have been widely considered overdue to adapt the document to technological and geopolitical changes of the last decade.

II. OSCE Initiatives

Vienna Document 2011

The 1999 Vienna Document was revised at a Special Meeting of the Forum for Security and Co-operation (FSC) on 30 November 2011 and came into force on 1 December 2011.³⁰ The 2011 Vienna Document, reissued at the Vilnius Ministerial Conference, incorporates nine of the so-called “VD Plus” decisions that have been developed over the past two years.

The adoption of the 2011 Vienna Document ends a 12-year decision-making deadlock. Participating States were able to move forward on VD2011 despite a series of related contentious issues, such as protracted conflicts and the suspension of the CFE Treaty implementation. Significantly, the new introduction of VD2011 declares that participating States agree to update the document every five years in order to simplify the process of updating the Vienna Document in the future, and to ensure that the document remains relevant in an evolving security environment.

A majority of participating States concurred that the technical and procedural revisions incorporated in VD2011 fell short of the strategic update that was needed.³¹ Broader changes are necessary to reflect modifications in the structure and doctrine of the Armed Forces of the OSCE participating States, the introduction of new technology, tighter defence budgets, and the need to improve the prompt and efficient use of the document during military activities and in crisis situations.

Several concrete elements discussed in the Forum for Security Co-operation (FSC) were not mentioned in the decision, including lowering the threshold at which participating States must inform each other of their military exercises, formalising the voluntary arrangements for below threshold notifications, expanding the range of military activities for which participating States are obliged to notify each other, increasing opportunities for verification activity, modernising and updating the exchange of military information, strengthening risk reduction mechanisms, as well as exploring ways in which participating States can enlarge the scope of CSBMs.

²⁹ ‘OSCE Summit in Changing Times’, OSCE Magazine, Issue Number 4/2010.

³⁰ ‘Reissuing the Vienna Document,’ FSC.DEC/14/11, 30 November 2011.

³¹ “Interpretative Statement by Germany, on behalf of Albania, the United States of America, Andorra, Austria, Belgium, Bosnia and Herzegovina, Bulgaria, Canada, Cyprus, Croatia, Denmark, Spain, Estonia, Finland, France, Georgia, the United Kingdom, Greece, Hungary, Iceland, Italy, Lithuania, Luxembourg, Malta, Moldova, Montenegro, Norway, the Netherlands, Poland, Portugal, Romania, San Marino, Serbia, Slovakia, Slovenia, Sweden, Czech Republic, and Ukraine on ‘Decision on Issues Relevant to the Forum for Security Co-operation’, 7 December 2011.

Vilnius Ministerial Council

The Ministerial Council adopted three significant decisions which had been prepared through the Forum for Security and Co-operation (FSC). First, a decision on *Issues Relevant to the Forum for Security Co-operation* notes progress on work done in the FSC in 2011, and tasks the FSC to give “further impetus to negotiations on updating and modernizing the Vienna Document.”³² As a result of the decision, the FSC, through its Chairperson, will submit progress reports to the 19th Ministerial Council on, *inter alia*, efforts to improve implementation of the Code of Conduct on Politico-Military Aspects of Security, efforts in arms control agreements and CSBMs.

A second Ministerial decision was taken on *Small Arms and Light Weapons and Stockpiles of Conventional Ammunition*,³³ in which the foreign ministers welcomed the FSC work on Small Arms and Light Weapons, particularly the FSC decision to declare destruction of conventional ammunition as the preferred method of disposal (FSC.DEC/3/11) and another decision to organize a meeting this May to review the OSCE Plan of Action on SALW (FSC.DEC/9/11). The Ministerial decision tasked the FSC to accelerate efforts to further implement the OSCE Plan of Action on SALW, to develop greater OSCE involvement with the United Nations on SALW, and to further facilitate appropriate border and customs co-operation for preventing the illicit trafficking of SALW. The FSC will submit, through its Chairperson, progress reports to the 2012 Ministerial Council on the implementation of these tasks and on the continuing implementation of the OSCE Document on Small Arms and Light Weapons and the OSCE Document on Stockpiles of Conventional Ammunition.

Third, in order to strengthen the organization's role in non-proliferation, OSCE participating States adopted a Ministerial Council resolution on *The Proper Role of the OSCE in Facilitation of United Nations Security Council Resolution 1540*.³⁴

High-Level Military Doctrine Seminar, Vienna

On 24-25 May 2011, the Forum for Security Co-operation organized a High-Level Military Seminar in accordance with the 1999 Vienna Document, which called for a seminar every five years. The seminar examined changes that have occurred in the past five years in military technology and military doctrines and their implications for security in the OSCE area. Participants also discussed the changing nature of conflicts, new threats and challenges, and technological advances.

Upcoming Events

On 14 December 2011, the FSC announced that the first annual discussion on the ‘Implementation of the Code of Conduct on Politico-Military Aspects of Security’ will be held

³² ‘Issues Relevant to the Forum for Security Co-operation,’ MC.DEC/7/11, 7 December 2011.

³³ ‘Small Arms and Light Weapons and Stockpiles of Conventional Ammunition’, MC.DEC/6/11, 7 December 2011.

³⁴ Resolution 1540 (2004) was adopted unanimously by the United Nations Security Council, obliging States, *inter alia*, from supporting by any means non-State actors from developing, acquiring, manufacturing, possessing, transporting, transferring or using nuclear, chemical or biological weapons and their delivery systems. For further information on the resolution, please visit <http://www.un.org/sc/1540/>.

on 11 July 2012 in Vienna.³⁵ The FSC also published a 'Reference Guide on the Questionnaire on the OSCE Code of Conduct on Politico-Military Aspects of Security' on 13 July 2011.³⁶

Under the auspices of the FSC, participating States agreed to hold the 22nd Annual Implementation Assessment Meeting (AIAM) on 6-7 March, 2012, aimed at improving the implementation of Confidence- and Security- Building Measures (CSBMs).³⁷ The OSCE PA and the Partners for Co-operation are invited to attend all sessions of the 2012 AIAM.

The FSC will organize an OSCE meeting to review the OSCE Plan of Action on Small and Light Weapons (FSC.DEC/2/10, 26 May 2010) on 22-3 May 2012 in Vienna.³⁸ Furthermore, a special meeting of the FSC devoted to an expert-level discussion and training session on the topics of stockpile management, surplus reduction and destruction of small arms and light weapons will be held on 24 May, 2012.³⁹

³⁵ 'Dates and Venue of the First Annual Discussion on the Implementation of the Code of Conduct on Politico-Military Aspects of Security,' FSC.DEC/18/11, 14 December 2011.

³⁶ 'Reference Guide on the Questionnaire on the OSCE Code of Conduct on Politico-Military Aspects of Security,' FSC.DEC/5/11, 13 July 2011.

³⁷ 'Agenda and Modalities of the Twenty-Second Annual Implementation Assessment Meeting,' FSC.DEC/13/11, 2 November 2011.

³⁸ 'OSCE Meeting to Review the OSCE Plan of Action on Small Arms and Light Weapons,' FSC.DEC/9/11, 28 September 2011.

³⁹ 'An Experts Level Session on Small Arms and Light Weapons Stockpile Management, Surplus Reduction and Destruction,' FSC.DEC/20/11, 19 December 2011.