

transfer of assets to the WEU for the implementation of CJTF mandates. Such missions could include peacekeeping, humanitarian or enforcement operations under UN or OSCE authority. Although the development of the CJTF concept has now stumbled over some problems, notably an NATO/WEU split over a NATO veto on transfer of military assets and the reluctance of some major NATO countries to consider CJTF's for Art. 5 missions, it is expected that present discussions will eventually come to fruition. In fact, it may well be that the Rapid Reaction Force (RRF) assembled by France, the UK and the Netherlands in order to protect UNPROFOR troops will turn out to be a first live experiment with a CJTF-like concept and, one should note, an entirely European one. Given the virtual American veto over NATO actions in Bosnia and European frustration over U.S. policy in the Former Yugoslavia it is more than likely that the European members of the Alliance will demand more access to, if not control of, common NATO military assets and structures in the future.

*When to most effectively play a role?*

Past and recent experience have demonstrated time and again that the UN invariably gets involved in the most complex situations. The actual usefulness of regional organization appears to lie at the lower end of the conflict spectrum. Regional organizations, therefore, should seek to develop a comparative advantage in early warning and prevention of conflict since they are physically and culturally closer to the ground, and more likely to pick up the first tremors indicating that trouble could be on its way. In any case, the UN should be a "back-up" if and when regional efforts fail.

In dealing with actual conflict, however, it may be that in some cases the UN, with its universal role and more developed conflict management structures, is better-positioned to intervene in an impartial way - at least if there is to be any mobilization of force (may they be peacekeepers or peace enforcers). Given the diversity of organizations and regional capabilities that exist, however, generalizations on the regional theme can be misleading. Each case must be evaluated on its own merit and regional frameworks should not be evaluated against each other but rather against the particular problem they are contributing to resolve.

*The division of labour and coordination issues: highly consequential*

In some parts of the world, several regional or sub-regional organizations can potentially play a role, and everywhere the UN has some role. An appropriate division of labour, therefore, is essential to avoid overlap, gaps, and institutional rivalry. Ideally, regional bodies should take the lead in early warning and conflict prevention, keeping the UN informed. If conflict escalates, they would pass the problem to the UN Security Council, demonstrating to local combatants that there is now a more universal interest in