

senior Canadian diplomat Timothy Williams. The CSCE would like to see negotiations on a special status for the Trans-Dniester region within the Republic of Moldova; progress in the early, orderly and complete withdrawal of Russian troops; and agreement that the CSCE Mission be allowed to participate in the negotiations over troop withdrawals.

The debate over Nagorno-Karabakh proved the most intractable of all issues before the Council. For almost two years, the CSCE has been leading international efforts to resolve the conflict over the largely ethnic Armenian enclave of Azerbaijan. The CSCE plans to dispatch a monitor mission to the region once a durable ceasefire and settlement have been agreed. In the meantime, to maintain momentum in the peace process, the CSCE had hoped to establish a small mission of diplomats and military officers. In the end, because of the tensions between Armenia and Azerbaijan, this proposal was rejected.

The Council agreed that the mandate of the CSCE Mission to Georgia (Ossetia), currently focused on monitoring and promoting negotiations between the conflicting parties, should be broadened to include human rights and democratic development. The CSCE will consider the appointment of a joint UN-CSCE high-level representative to address the issue of UN-CSCE cooperation in Georgia. As well, Ministers agreed that the CSCE Mission should elaborate "possible arrangements for liaison with joint Georgian, Russian and Ossetian peacekeeping forces with a view to establishing more comprehensive monitoring and oversight." How this decision is implemented will have important implications for further CSCE cooperation with Russian and Commonwealth of Independent States "peacekeeping" missions in other parts of the former Soviet Union (see below).

Ministers decided to create a CSCE mission of four persons to Tajikistan to facilitate dialogue among the various forces in the country, to promote respect for human rights, and to promote and monitor compliance with CSCE principles. The Tajikistan mission will be the first CSCE long-term mission in Central Asia.

The general discussion on strengthening the CSCE's instruments for conflict prevention and crisis management was dominated by one overriding issue:

whether and under what conditions the CSCE should cooperate with Russian or CIS military peacekeeping operations within the area of the former Soviet Union. On the one hand, there is widespread recognition that instability in many areas bordering Russia constitutes a real security threat for Russia and for the CSCE as a whole; on the other, there are the legitimate concerns of Russia's neighbours, which are still uneasy about the process of political transition in Russia. Ministers decided, given the many difficult considerations attached to this issue, that it should be further considered by CSCE delegations in Vienna.

## Human Dimension

Ministers' consideration of the human dimension followed closely upon the recommendations of the Implementation Meeting on Human Dimension Issues, held earlier this fall in Warsaw. The Meeting acknowledged the centrality of the Human Dimension (those CSCE commitments, principles and mechanisms involving fundamental human rights and freedoms, democracy and the rule of law) to all CSCE efforts and affirmed that implementation of human dimension commitments by participating states must be a focus of attention in the CSCE's conflict prevention efforts.

Recognizing a worrying increase in intolerance in many CSCE states, Ministers adopted a Russian-proposed declaration condemning "growing manifestations of aggressive nationalism, such as territorial expansionism, as well as racism, chauvinism, xenophobia and anti-semitism."

A number of other specific decisions were taken:

- the decision-making bodies of the CSCE will consider human dimension issues as an integral part of deliberations relating to European security;
- greater emphasis will be given to the human dimension in the mandates of CSCE missions and in the follow-up to their efforts;
- the role and resources of the CSCE Office for Democratic Institutions and Human Rights in Warsaw will be strengthened;
- future human dimension seminars (following those in 1992 and 1993 on tolerance, national minorities, migration and free media) will be held on migrant workers, local democracy and the

Roma (Gypsies).

The High Commissioner on National Minorities received very strong support for his work in addressing tensions involving national minorities. As a result, the Council decided to increase the resources for his office.

## Forum for Security Cooperation

The CSCE has long been the principal multilateral forum for negotiations on arms control and confidence-building in Europe. The current institutional home for military-security negotiations is the Forum for Security Cooperation (FSC).

Prior to Rome, CSCE states meeting in the FSC in Vienna had concluded work in four areas under the Program of Immediate Action mandated by the Helsinki Document of 1992 (see accompanying article). It was hoped that ministers would be able to endorse these agreements as well as one on principles governing non-proliferation. However, due to Ukrainian objections, accord on the last was not reached and, accordingly, none of the agreements was endorsed. Further work under the Program of Immediate Action, notably on harmonization of obligations and on a code of conduct, will continue in the FSC with a view to agreement by the time of the 1994 CSCE Review Conference and Summit in Budapest.

## Links with Other Organizations

For the CSCE to improve its conflict management capacity, it is vital that it develop more sustained and coordinated relations with other international organizations active in this domain, such as the UN, NATO and the WEU. Canada has argued strongly for the necessity of enhanced complementary and pragmatic cooperation between various organizations, particularly with regard to on-the-ground conflict management missions. Canada has worked to reinforce the links between the CSCE and the UN, recognizing the key role to be played at the regional level by the CSCE in such areas as early warning and preventive diplomacy. Canada is also seeking operational links between the CSCE and NATO so that NATO might offer support to CSCE preventive diplomacy efforts. The Rome meeting endorsed recent efforts made by the Chairman-in-Office to develop more substantial relations with the UN.