

pean states, Canada and the United States.

After a preliminary round of consultations and some political concessions, the first stage of the CSCE was convened in Helsinki on July 3, 1973. Participants agreed that given the number and diversity of matters on the agenda, items would be sorted into different "baskets," depending on their nature (the term comes from a British diplomat, who recalled that his mother used to sort balls of wool into different baskets according to their colour). They also agreed that all decisions would be taken by consensus.

The Helsinki conference concluded with the adoption of the Helsinki Final Act on August 1, 1975. The first basket of the Act deals with security and contains 10 principles guiding relations among participating states. The second basket contains recommendations on cooperation in the fields of economics, science, technology and the environment. The third covers cooperation in humanitarian fields, such as human rights, information and culture.

Following the Helsinki conference, the principles and recommendations recorded in the Final Act were developed and extended by meetings of experts and larger "follow-up" meetings of all participating states. The first follow-up meeting took place in Belgrade from October 1977 to March 1978. Marked by rancour, it failed to reach any conclusions. The second took place in Madrid from November 1980 to September 1983.

CSBMs

The Madrid Follow-Up Meeting agreed to the establishment of negotiations on military confidence- and security-building measures (CSBMs) in Europe, which took place in Stockholm from January 1984 to September 1986. In the Stockholm Document (1986), the 35 participating states agreed on a series of CSBMs that improved on those agreed at Helsinki in 1975 and included notification and observation of major military activities.

The third CSCE Follow-Up Meeting, held in Vienna from November 1986 to January 1989, agreed on a second, bifurcated stage of security negotiations, involving: 1) another set of CSBM negotiations among the 35 CSCE states; and 2) a set of talks on conventional armed forces in Europe (CFE) conducted between the 23 members of NATO and the Warsaw Pact, but remaining "within the frame-

work of the CSCE process." These talks resulted respectively in the Vienna Document and the CFE Treaty of November 1990. The Vienna Document 1990 contained 16 new CSBMs and subsumed measures from the Stockholm Document.

CSBM negotiators continued to meet, working towards a more comprehensive document which they completed in March 1992. The Vienna Document 1992, which encompasses the measures of the previous documents and includes all states of the former Soviet Union, mandates more detailed measures relating to exchanging information, providing advance notice of military exercises and limiting those exercises.

The fourth CSCE Follow-Up Meeting, held in Helsinki in 1992, approved the Helsinki Document 1992, which establishes the mandate for the Forum for Security Cooperation (FSC). The FSC, a negotiating body for security issues, is designed to build upon such achievements as the CFE Treaty, the Vienna Document 1992 and the Open Skies Treaty. It includes all CSCE members (now numbering 53). The FSC began meeting weekly in September 1992, not in traditional "rounds" but continuously, with occasional breaks.

The Institutional Framework

From its origins as a series of multilateral conferences, the CSCE has evolved into a regional organization with a modest institutional structure. The framework for political consultation and decision-making involves meetings of Heads of State or Government every two years, meetings of Foreign Ministers (the **Council**) at least once a year, periodic meetings of a **Committee of Senior Officials**, as well as the **Permanent Committee** of Ambassadors in Vienna, the CSCE's permanent forum. Responsibility for coordination of and consultation on all current business lies with the CSCE **Chairman-in-Office** (at present the Foreign Minister of Italy), who is appointed by the Council. The Chairman-in-Office may be assisted by the preceding and succeeding Chairs (known as the **Troika**). Review or follow-up conferences precede the meetings of Heads of State or Government. Their aim is to review activities and consider further steps to strengthen the CSCE. The next Heads of State or Government meeting is scheduled for December 1994 in Budapest.

In addition to political bodies, the CSCE has, since its first step in the direction of becoming an organization with the Charter of Paris in 1990, established a number of positions and permanent institutions. In June 1993, the CSCE appointed its first **Secretary-General**, Ambassador Wilhelm Hoeynck of Germany.

- A **CSCE Secretariat** in Prague provides administrative support to the political consultation process. It also maintains CSCE archives and provides information about the CSCE to the public.
- A **Conflict Prevention Centre** in Vienna, with a Mission Support Unit, assists the Committee of Senior Officials in its preventive diplomacy and conflict management missions, and gives support to the implementation of confidence- and security-building measures.
- The **Office for Democratic Institutions and Human Rights** in Warsaw promotes compliance with CSCE human dimension commitments, organizes seminars on human rights concerns, and facilitates contacts and the exchange of information on elections in CSCE states.
- The **High Commissioner on National Minorities** provides "early warning" and "early action" in regard to tensions involving national minorities issues.
- The **CSCE Parliamentary Assembly**, with a Secretariat in Copenhagen, encourages contacts and the exchange of information on parliamentary practices and democratic development.

All CSCE institutions and activities are financed by assessed contributions from CSCE participating states, with the exception of the salaries of seconded personnel, which are paid by the countries from which the individuals have been seconded.

Canada and the CSCE

Canada regards the CSCE as the principal regional security organization with the moral and political authority to deal with the root causes of insecurity in the European region. The CSCE's advantages include a membership that encompasses all European states — including all the states of the former Soviet Union — plus Canada and the United States. It has a set of underlying principles to guide its relations, it works by consensus, it is flexible, with a minimum of infrastructure, and it has at its core a strong commitment to human rights and democratic development.