

tuning to ensure that the various institutions function in a coordinated and useful manner, as well as continued efforts to drum up participating states' will to engage the institutions as needed.

Whereas the initial post-Cold War period was one of cheery optimism for the CSCE, captured in the Paris Charter, followed by a heavy dose of realism, reflected in the more subdued Helsinki Document, the CSCE is now entering a third phase, marked by the completion of much of what it set out to do in Helsinki, a growing awareness of its preventive diplomacy limits, and the reappearance of a less-benign Russia. As was evident during the Rome Council meeting, the CSCE will continue to face serious problems arising from conflicts in the CSCE area, the difficult process of political and economic transition still underway in the East, and its relationships with other regional organizations.

In Canada's view, one of the central purposes of the Budapest meeting should be to situate the CSCE in the range of transatlantic institutions, i.e. to clarify the purpose the CSCE serves and to define how it fits into the overall European security architecture. Canada continues to regard the CSCE, given its character, its mandate and its membership, as the only regional security organization capable of dealing with the root causes of insecurity in the broad European region. However, while the CSCE can be effective in conflict prevention and human rights promotion, it is not well-suited to peace enforcement or large-scale peacekeeping. Thus Canada regards the CSCE as a complement to other regional and global organizations, one that must evolve drawing on its comparative advantages. These advantages include:

- a set of politically-binding principles and commitments across the whole range of security issues, traditional and non-traditional;
- a comprehensive mandate, and a comprehensive membership;
- the consensus rule, which gives all participants equal say;
- operational flexibility;
- a lean and cost-effective institutional structure; and
- a wide range of established mechanisms and instruments for use in conflict prevention.

The key issues in the period leading up to Budapest involve determining how those advantages are best applied in the areas of conflict management, the human dimension and relations with other organizations.

Conflict Management

Further to the Rome meeting, one of the most pressing issues requiring clarification is the CSCE's response to proposed cooperation with "third party" peacekeepers. While Canada had hoped that the peacekeeping provisions it worked so carefully to develop in Helsinki would offer reasonable guidelines without imposing undue rigidity, they in practice proved so stringent to be unusable. Work is now underway in Vienna in two areas: 1) development of a generic paper to supplement the Helsinki Document's Chapter III; it is hoped this will better reflect the reality of on-the-ground situations and provide scope for monitoring third-party military forces as peacekeepers; and 2) development of the specific operation for monitoring CIS peacekeeping forces in Georgia. The West must determine