

Operationalising Mediation Support:

Lessons from Mediation
Experiences in the OSCE Area

Miriam Fugugosh



osce



The Geneva Centre for Security Policy (GCSP)

The Geneva Centre for Security Policy (GCSP) offers a valuable forum to a world in a continuous search for peace and security. Our mandate is to promote independent policy dialogue and understanding across cultures and, through capacity building, serve to stabilize regions in crisis, transition, and reconstruction.

L'Esprit de Genève

In the early 16th Century, Geneva established its longstanding identity as a city of sanctuary and refuge for ideas and beliefs, and for the people who espoused them. Initially embracing and protecting victims of religious persecution during the Reformation, this tradition of mutual tolerance and openness has continued into the 21st century.

With its spirit of tolerance, neutrality and discretion, Geneva has become a space where people with differences can meet for open dialogue about critical issues.

The Geneva Papers

The Geneva Papers promote a vital dialogue on timely and cutting-edge global security issues. The series showcases new thinking about security issues writ large – ranging from human security to geopolitical analysis.

Persistent and emerging security challenges are explored through the multiple viewpoints and areas of expertise represented in GCSP conference proceedings and by speaker presentations.

The Papers offer innovative analyses, case studies and policy prescriptions, with their critiques, to encourage on-going discussion both within international Geneva and the wider global community.

To request additional copies of this, or any other Geneva Paper, please contact: info@gcsp.ch, Geneva Centre for Security Policy, avenue de la Paix 7 bis, P.O. Box 1295, CH-1211 Geneva 1, Switzerland

Operationalising Mediation Support:

Lessons from Mediation Experiences in the OSCE Area

Miriam Fugfugosh

Table of Contents

About The Report.....	3
Executive Summary	5
Introduction	11
1.1 Objectives of the Consultation.....	13
1.2 Themes of the Consultation	13
1.3 Methodology of the Consultation	14
Regional Aspects Affecting Mediation in the OSCE Area	15
2.1 Institutional Density	15
2.2 The Soft Power of Institutional Pull	16
2.3 Protracted Conflicts	16
Lessons Learned from Challenges to Mediation in the OSCE Area.....	19
3.1 Inclusiveness of the Mediation Process.....	19
3.2 International Mediation	20
3.3 Leadership and Coordination	21
3.4 Communication	23
3.5 Transitional Justice – Peace versus Justice?	24
3.6 Applying Leverage	25
3.7 Knowledge	26
3.8 Templates	27
3.9 Debriefings and End-of-Mission Reporting	28
3.10 Training	28
Key Recommendations	30
Annex 5.1 Agenda.....	35
Annex 5.2 List of Participants	39
Annex 5.3 Participant Biographies.....	41
Annex 5.4 MSU.....	55
Annex 5.5 OSCE Factsheet.....	59

About The Report

This report reflects the main issues discussed during a two-day consultation on “Operationalising Mediation Support: Lessons from Mediation Experiences in the OSCE Area” held in Mont-Pèlerin, Switzerland. The Consultation, between the United Nations and the Organisation for Security and Co-operation in Europe, brought together senior-level mediators to focus on lessons learned from their respective mediation experiences in the OSCE area.

The report is structured thematically with a view to making it useful not only to mediators and institutions involved in mediation, but also to policy makers and academics analysing the work carried out in the field of mediation in the OSCE area.

Mediators participated in the Consultation in their individual capacity. The report therefore does not reflect the official views of the United Nations, the Organization for Security and Co-operation in Europe, or the Geneva Centre for Security Policy.

Acknowledgements

Thanks go to Anne-Caroline Pissis-Gauer and Rouane Wakim for their professional organisation of this Consultation, and to Eline Bosman and Anne-Caroline Pissis-Gauer, who contributed to note-taking.

The Co-Organisers

The United Nations Department of Political Affairs, New York. The Department of Political Affairs (UNDPA) is the lead United Nations department for peacemaking and preventive diplomacy. Through the

deployment of the UN Secretary-General's "good offices," UNDPA attempts to help warring parties to achieve peace and to prevent political and armed conflicts from escalating. The department typically works behind the scenes to define and plan missions, as well as to provide UN special envoys and mediators with guidance and support from New York. Through the work of its regional divisions, UNDPA regularly provides the UN Secretary-General with analytical reports and briefing notes that inform his decisions and help shape the organisation's continuous diplomacy with UN member states, non-governmental organisations, and other actors.

The Organization for Security and Co-operation in Europe

With fifty-six states participating from Europe, Central Asia and North America, the Organization for Security and Co-operation in Europe (OSCE) is the world's largest regional security organisation, bringing comprehensive and co-operative security to a region that stretches from Vancouver to Vladivostok. It offers a forum for political negotiations and decision-making in the fields of early warning, conflict prevention, crisis management and post-conflict rehabilitation, and puts the political will of the participating states into practice through its unique network of field operations and its institutions. The OSCE has been directly involved in conflict resolution in Eastern Europe, the Caucasus, Central Asia and South-Eastern Europe. The OSCE traces its origins to the *détente* phase of the early 1970s, when the Conference on Security and Co-operation in Europe (CSCE) was created to serve as a multilateral forum for dialogue and negotiation between East and West.

The Geneva Centre for Security Policy

The Geneva Centre for Security Policy (GCSP) is an international foundation, established in 1995 under Swiss law to "promote the building and maintenance of peace, security and stability." The GCSP was founded by the Swiss Federal Department of Defence, Civil Protection and Sports, in cooperation with the Federal Department of Foreign Affairs, as a Swiss contribution to the Partnership for Peace. The GCSP is engaged in four areas of activities: training, research, conferences, and dialogue. The core activity of the GCSP is the provision of expert training in comprehensive international peace and security policy for mid-career diplomats, military officers, and civil servants from foreign affairs, defence, and other relevant ministries, as well as from international organisations.

Executive Summary

A Report on a Consultation between the United Nations and the Organization for Security and Co-operation in Europe.

Mont-Pèlerin, Switzerland

Challenges to Mediation in the OSCE Area

The OSCE area is marked by a number of common characteristics that define the overall context for mediation efforts. Some of the main commonalities highlighted during the Consultation were:

1. the significant roles of global and regional actors in the OSCE area, including the United States, the member states of the European Union, Russia, Turkey and Iran;
2. the multiplicity of international and regional organisations active in the area, such as the United Nations (UN), Organization for Security and Co-operation in Europe (OSCE), Council of Europe (CoE), European Union (EU), and North Atlantic Treaty Organization (NATO); and
3. the protracted nature of the so-called 'frozen' conflicts, such as the Transdniestrian, Georgian-Abkhaz, Georgian-Ossetian and Nagorno-Karabakh conflicts. These characteristics pose significant challenges for mediation efforts in the region.

The multiplicity of international and regional institutions in the OSCE area often creates overlapping memberships and mandates. Each organisation has its own comparative advantages for mediation processes, and the key challenge is effective coordination based on a common strategy, with one actor designated to be in the lead.

Protracted conflicts in the region exhibit a number of common elements: many have their origins in the transition to the Post-Cold war period; regional and global actors have important stakes; the prolonged nature of frozen conflicts has significant implications for regional security; and countries affected by frozen conflicts are faced with the challenge of developing effective and sustainable democratic institutions. In designing and implementing strategies for addressing these types of conflict, mediators must at all times take full account of these commonalities.

Understanding the context of a conflict by identifying regional realities is an essential prerequisite for any mediation process. The need for the mediator to possess extensive knowledge of the context surrounding the process was reiterated repeatedly. Beyond conflict-specific knowledge,



The heads of 21 OSCE delegations, led by Permanent Council Chairman Ambassador Antti Turunen of Finland, met key members of the Georgian Government and visited the zone of the Georgian-Ossetian conflict during a trip on 7-9 July 2008. (OSCE)

geo-strategic issues affecting the OSCE area are also of vital importance. These include, but are not limited to, the competition over energy resources, territorial disputes, and the “pull-factor” of potential EU and/or NATO membership, trans-national organised crime, and the diverse and sometimes competing interests of regional and global actors in the area.

Key Recommendations Based on Mediation Experiences in the OSCE Area

Inclusiveness of the Mediation Process

- Mediators should promote an inclusive peace process that is as responsive as possible to the needs and aspirations of all major stakeholders, with a view to promoting national and local ownership of the process.
- Mediators should ensure a broad and sustained reach of a peace agreement. Peace agreements should incorporate provisions for mediation to address potential disputes during the implementation phase of the agreement.

International Mediation

- International actors must always be cognisant of the fact that national mediators, or other international actors, are sometimes better placed to play the role of the lead mediator.
- In situations where national or local mediators are in the lead, international actors need to determine how they can support these efforts, or how national and international efforts can best be coordinated.

Leadership and Coordination

- Effective mediation in the OSCE region and elsewhere requires the designation of one lead organisation with a clearly defined role and effective coordination mechanisms, with other international actors involved.
- In situations where a field mission is deployed, careful consideration needs to be given as to whether the role of the head of mission and that of the lead mediator should be distinct from one another.

Communication

- In the fulfilment of their tasks, mediators need to engage in continuous dialogue with relevant colleagues at headquarters and in the field. The mediation team on the ground must establish effective communication channels both within the team, as well as with all relevant actors at the field level, including state and non-state actors.

Transitional Justice – Peace versus Justice

- Peace and justice can often only be reconciled over time. While justice cannot be rendered through mediation, the mediation process can create a basis for justice by firmly anchoring the principle of rebuilding an independent judicial system in the peace process. Mediators should therefore engage in regular dialogue with the justice community—both national and international—from the initiation of the peace process.

Applying Leverage

- The resolution of many conflicts in the OSCE area, and elsewhere, requires long-term strategies for conflict mediation. “Quick-fix solutions,” such as the withdrawal of peace missions, might meet short-term objectives, but do not necessarily contribute to the long-term resolution of conflicts.
- The pros and cons of applying coercive measures should always be carefully weighed. Applying such measures does not necessarily lead to sustainable agreements, particularly if the parties are not ready or able to deliver the outcomes to their respective constituencies.

Knowledge

- To obtain the best possible knowledge about the conflict, its actors and dynamics, as well as the peace process, mediators need to engage directly with key national stakeholders. To this end, mediators need to have at their disposal a sufficient number of good political analysts in the field to provide regular assessments and strategic advice.

- When assuming their functions, mediators should make it a priority to engage their predecessors and other international officials familiar with the situation and the peace process.
- Headquarters should regularly and systematically provide relevant information and analyses to the mediator and his/her team in support of their mediation role.
- International and regional organisations should explore further how relevant information contained in their respective repositories of knowledge could be shared more systematically.

Templates

- International and regional organisations should consider how they could share templates on process and substantive mediation issues in a more systematic manner.



To prepare for talks on the future status of Kosovo, representatives are getting help from the OSCE Mission to enhance their negotiation skills, Vushti/Vucitrn, Kosovo, 30 October 2005.

Photo Credit: OSCE/Lubomir Kotek

Debriefings and End-of-Mission Reporting

- Upon completion of their assignments, mediators should be systematically debriefed. They should also prepare an end-of-mission report as a basis for guidance notes, best practices, and lessons learned documents on mediation processes.
- International and regional organisations should conduct debriefings and end-of mission reports, which should be made accessible to new mediators and their support teams.
- International and regional organisations should explore how they could share experiences and methodologies of debriefings and end-of-mission reporting more systematically.

Training

- International and regional organisations should provide more regular training and mentoring of mediators with a view to building a community of practice.
- International and regional organisations should explore how to increase co-operation on mediation training for both senior political-level staff and working-level staff.

Introduction

The Department of Political Affairs of the United Nations Secretariat (UNDPA) and the Conflict Prevention Centre of the Organization for Security and Co-operation in Europe (OSCE), in cooperation with the Geneva Centre for Security Policy (GCSP), hosted a Consultation, “Operationalising Mediation Support: Lessons from Mediation Experiences in the OSCE Area.” The Consultation took place in Mont-Pèlerin, Switzerland. The objective was to draw key lessons from mediation experiences, identify gaps in mediation support, and to develop best practices through discussions on experiences in mediation focusing on Eastern Europe, South-Eastern Europe, the Caucasus, and Central Asia.

The 2005 World Summit recognised the important role of the United Nations in the peaceful settlement of disputes and endorsed the efforts of the Secretary-General to strengthen his capacity to employ his good offices. To this end, the General Assembly approved in December 2005 the establishment of “a core mediation support function,” which led to the establishment of a Mediation Support Unit (MSU) within UNDP. The MSU is the focal point for developing lessons learned, guidance and best practices, and archiving UN experience in mediation. To further these efforts, the MSU launched a series of regional consultations to draw on the wealth of knowledge from experienced mediators. The Mont-Pèlerin Consultation, the third in the series, focused on the OSCE area. The first regional consultation was convened in South Africa on 16-17 October 2006, hosted by the Centre for Conflict Resolution (CRC). The

second consultation was organised in partnership with the Facultad Latinoamericana de Ciencias Sociales (FLACSO) in Costa Rica on 15-16 March 2007. This consultation concentrated on strengthening mediation support in the Latin American and Caribbean region. Further consultations are expected to be held in the Arab region and Asia in 2008.

At the beginning of the Consultation, Ambassador Heidi Tagliavini of the Swiss Confederation presented a letter from the President of the Swiss Confederation, Micheline Calmy-Rey. In her letter, the President recalled that peaceful relations between states, the resolution of conflicts through negotiated political solutions, and the prevention of armed violence remained priorities for Swiss foreign policy. She also affirmed that the Swiss accession to the United Nations in 2002 had provided increased opportunities for the Swiss Confederation to carry out these priorities in a multilateral context.



Ambassador Heidi Tagliavini

The Mont-Pèlerin Consultation was attended by 29 high-level representatives of the United Nations, the OSCE, the European Union, the Council of Europe, governments, academia, and civil society. All participants have been directly involved in mediation in the OSCE area. The diverse background and representation at Mont-Pèlerin reflects the multiplicity of actors in the OSCE area. (A list of participants with biographies is provided in annexes 5.2 and 5.3. of this report.)

1.1 Objectives of the Consultation

The general objective of the Mont-Pèlerin Consultation was to look at the key challenges facing mediation efforts and their implementation in the OSCE area, from the perspective of mediators and their teams, with the aim of drawing key lessons and developing best practices.

The objective of Day One of the Consultation was to identify key lessons from mediation and conflict resolution in the OSCE area, focusing on Eastern Europe, South-Eastern Europe, the Caucasus and Central Asia. In each session, participants were asked to share lessons from their respective experiences that would be useful for other mediators. The Day Two objective was to identify key gaps and challenges in mediation support and to explore how best to fill them.

1.2 Themes of the Consultation

The Consultation included the following sessions:

- Challenges and opportunities to implementing mediated peace agreements in the OSCE area
- Transitional justice: does the prosecution of war criminals help or hinder mediation efforts?
- Institutional and constitutional dimensions of mediation
- Comparison of different protracted conflicts in the OSCE region
- Institutional capacities to support mediation efforts and enhance mediation skills and knowledge
- Operationalising mediation support

1.3 Methodology of the Consultation

In order to allow for a candid exchange of views, the Mont-Pèlerin Consultation was held under Chatham House Rule, i.e. contributions were not for attribution. All invitees were active participants who contributed to the discussions in their individual capacity, rather than representing the views of their respective organisation. Some participants prepared papers for the Consultation, which are referenced in this report without attribution to the author.

In terms of the methodology of the Consultation, each session was chaired by one of the participants, leaving the identified speakers to present their experiences and, through a series of questions, share their lessons learned. Each speaker provided a briefing on his/her experiences in a mediation concerning a specific conflict situation in Western Europe, Eastern Europe, South-Eastern Europe, the Mediterranean, or Central Asia.



Mr. Alojz Peterle, OSCE Envoy Kyrgyzstan

Regional Aspects Affecting Mediation in the OSCE Area

In the early 1990s, the OSCE region experienced an increase in conflicts and crises, both in intensity and in number, which was, to a large extent, related to the dissolution of the Soviet Union and the Socialist Federal Republic of Yugoslavia. A range of secessionist conflicts ensued in the region. Today, some of these conflicts remain unresolved despite ongoing efforts by a multitude of international actors. These protracted or ‘frozen’ conflicts, the myriad of actors with vested interests in the region, including major regional and global powers, and the role of the numerous institutions active in conflict resolution, shape the landscape for mediation experiences in the OSCE area.

2.1 Institutional Density

Multiple international and regional organisations, such as the United Nations (UN), Organization for Security and Co-operation in Europe (OSCE), Council of Europe (CoE), European Union (EU), and North Atlantic Treaty Organization (NATO), are engaged in the OSCE area. This institutional landscape creates overlapping memberships and mandates that has proven to be both beneficial for, and challenging to, mediation efforts. Each organisation has its own comparative advantages for mediation processes, and the key challenge is effective coordination based on a common strategy, with one actor designated to be in the lead.

2.2 The Soft Power of Institutional Pull

Accession to institutions generally requires states to meet certain standards and/or a level of reform. Hence the possibility of membership is an incentive for states to move towards a commitment of commonly shared values in the OSCE area: democracy and human rights, rule of law, good governance, market economies, or sustainable development. In mediation, the prospect of accession may be used as leverage. The EU, for example, offers economic packages as inducements, prospects of membership, partnership, and Cooperation Agreements (now with ten Eastern European and Central Asian countries), the European Neighbourhood Policy (ENP), and Stabilisation and Association Agreements (SAA). NATO has its Partnership for Peace (PFP) programmes and Membership Action Plan (MAP). Policies of European institutions reflect dual interests: regional security and regional prosperity.

2.3 Protracted Conflicts

One important characteristic of the OSCE area is the existence of protracted, or so-called 'frozen' conflicts. These ongoing conflicts, including Nagorno-Karabakh, as well as the Transdniestrian, Georgian-Abkhaz and Georgian-Ossetian conflicts, are characterised by varying degrees of violent outbreaks, periods of calm, different entrenched interests of the parties, and the presence of international mediators. Many of these conflicts have their roots in territorial and/or ethnic disputes that have come to the fore since the end of the Cold War. Over time, the international dimension of these disputes has grown, affecting both regional and international geopolitical, strategic, political, economic, and other interests.

Efforts of international organisations to promote peace and security in the region have faced a number of challenges, including: a tendency of some parties to the conflicts to favour the status quo; the often different interests of regional and global actors vis-à-vis the country concerned; as well as trans-national organised crime, including money-laundering, smuggling, human trafficking, illegal arms sales, and illegal trade in narcotics. In addition, the absence of large-scale violence tends to reduce the urgency of compromise on the part of the protagonists in these conflicts.

On the one hand, addressing these challenges requires long-term approaches and the close cooperation between international organisations. On the other, the prolonged presence of international organizations in the country concerned poses its own challenges. The lack of, or delay in, exit strategy implementation may signify different things: poor planning on the part of the international organisations enabling the parties to the conflict to prolong negotiations, or the manipulation of the peace process by the parties concerned. The danger of remilitarisation or relapse into war is a great risk in such situations. In addition, an extended stay of international organisations can be a disincentive for reform. While there was a view that the international community should have the courage to close a mission once the goals are achieved, or to realise that goals are not achievable in the pre-determined timeframe, another opinion was



The economic rehabilitation of the zone of the Georgian-Ossetian conflict discussed at an OSCE-chaired Steering Committee meeting in Vienna, 12 November 2007.

Photo Credit: OSCE/Mikhail Evstafiev

that withdrawing international engagement from a frozen conflict could potentially affect the situation negatively and might not necessarily contribute to a resolution of the conflict. Other views emphasised the need to hold the parties responsible for the process and to use the possibility of withdrawal as a means to focus the parties on the resolution of the conflict.



The OSCE Mission in Kosovo hosted a Political Party Consultative Forum in Pristina on 25 May.

Photo Credit: Lubomir Kotek/OSCE

Lessons Learned from Challenges to Mediation in the OSCE Area

3.1 Inclusiveness of the Mediation Process

Building Domestic Constituencies and National/Local Ownership

One common theme throughout the Consultation was the need to build domestic constituencies and national/local ownership of mediated peace processes. There was a sense that, to ensure a sustainable outcome, peace processes must be as inclusive as possible, i.e., they must be as responsive as possible to the needs and aspirations of all major stakeholders. To build support for a peace process, groups and individuals affected by the process, as well as the general public, must be kept engaged and informed in order to create broad-based national and local ownership of the process.

Reach of Peace Agreements

The implementation of a peace agreement generally has the greatest impact in areas most affected by the conflict. Some communities, usually those less directly affected by the conflict, are at times left entirely untouched by the peace process. The ramifications of this fact can be detrimental to an otherwise successful implementation of a peace agreement. One example illustrated a post-conflict situation in which mediation was not included in the implementation phase of the peace agreement. A consequence of this omission was the ineffectiveness of new government structures, evident in the inability of the new institutions to resolve basic issues such as waste management, and the eventual reliance on outside mediators for solutions. To be sustainable, it is thus

paramount to ensure that a peace agreement has a broad and sustained reach, and that the agreement makes provisions for mediation in the implementation phase in order to address potential disputes.

3.2 International Mediation

International Mediators

The need for humility on the part of the international mediator and the mediation team was a recurrent theme during the Consultation. There was a clear recognition that peace cannot be imposed from outside. Attendees also agreed that the parties concerned were primarily responsible for the peace process, its outcome, as well as its implementation. The involvement of international mediators should be at the request of the parties to the conflict. A mediator should always be cognisant of the fact that the onus is on the parties to come to an agreement that meets the



Security Council Mission to Kosovo

Members of the UN Security Council's fact-finding mission to Belgrade and Kosovo are briefed at the United Nations Interim Administration Mission in Kosovo (UNMIK) headquarters in Pristina, Kosovo.

Photo Credit: UN Photo/Olivier Salgado

needs and interests of the communities concerned. A mediator should also be humble enough to know when to seek the knowledge of others. This knowledge may be owned by other international, regional, or, more often, local and national actors.

Consultation participants concurred that the international community needed to acknowledge that any international involvement can be imposing, and that it must do its best to mitigate its presence, especially that of its large missions. International actors should also realise that they might not be the only actors capable of facilitating peace agreements, or that they might not even be best placed to play a major role. In situations where national or local mediation efforts are ongoing, the international community needs to make a careful assessment of how it can support these efforts, or how national and international efforts could best be coordinated.

National and Local Mediators

The notion of domestic constituencies relates closely to the proposal to employ national or local mediators whenever possible. This approach is based on the view that it may not always be appropriate for the international community to facilitate the mediation processes. Although the impartiality of a local mediator might be questioned, there are potential benefits to enlisting local help. Domestic constituencies may be empowered through their involvement in finding a resolution to the conflict. Furthermore, nationally or locally led mediation efforts, or mediation efforts fully involving local actors in the process, might create a basis for rebuilding or strengthening institutional and human capacity of the country concerned.

3.3 Leadership and Coordination

Experiences shared at the Consultation indicated that multilateralism is an effective tool for conflict mediation. However, a number of participants emphasised that, in a world with myriad international institutions and actors, and the commensurate challenges of overlapping membership, mandates and activities, successful mediation required the designation of one lead organisation and effective coordination among all actors involved.

Participants stressed that it was important to delineate clearly the functions of the lead organisation mediator. In situations where a field mission was deployed, there were different opinions about whether the head of mission should be distinct from that of the lead mediator. Some participants argued that, in order to ensure coherence between the mission and the mediation effort, the role of the head of mission and that of the lead mediator should be combined. Others argued that the head of mission might not be best placed to also serve as the lead mediator, given that his/her role necessitated a degree of proximity to the parties to the conflict, particularly the host government. This closeness may lead to perceptions of a lack of impartiality. A better approach might be to appoint a dedicated mediator, who would either be based in the country concerned or at the organisation's headquarters, depending on the specific requirements of the situation. According to this view, mediators should be as independent as possible from any institutional or professional obligations that might compromise either their uninterrupted attention to the mediation process or their impartiality.



Swiss Ambassador Tim Guldemann and OSCE Head of Mission to Georgia, Ambassador Roy Reeve

With respect to coordination, there was a sense that the international actor leading the mediation effort should establish effective coordination mechanisms with key international stakeholders, including neighbouring states, major powers and international, regional and sub-regional organisations, as well as ‘groups of friends,’ non-governmental organisations, and diaspora populations. The main purpose of such coordination mechanisms would be to keep these actors engaged, informed, and better equipped to contribute to a common international approach in support of the mediation process.

3.4 Communication

In order to maximise the chance of success in a peace process, effective channels of communication must be established both between the field and headquarters, as well as between the various actors at the field level. Headquarters must engage in a continuous dialogue with



OSCE Chairman-in-Office Dimitrij Rupel speaks with the press during his visit to Pristina, Kosovo, 14 October 2005.

Photo Credit: OSCE

the field. The mediation team on the ground must establish effective communication channels both within the mediation team, as well as between the mediation team and all relevant actors at the field level, including state and non-state actors. Complementarities and comparative advantages of communication at different operational levels need to be identified and taken into consideration for the best possible outcome of the overall mediation process.

3.5 Transitional Justice – Peace versus Justice?

During the discussions of transitional justice, the view emerged that the quest for justice and peace would need to be seen as parallel realities in any peace process. The issue was not whether peace should prevail over justice or vice versa. Rather the issue was how to best ensure that the peace process would establish or re-establish the foundations for justice over the longer term. Participants acknowledged the reality that prosecutors and mediators are at times at odds with each other. During the peace process, individuals who are charged with war crimes often still remain part of the political and peacebuilding process in post-conflict situations. Thus mediators are likely to face the difficult task of negotiating peace agreements with people who might have committed, ordered, or instigated massive human rights violations. Sometimes, the immediate effect of prosecutors seeking to charge war criminals and bring them to justice while evidence is fresh could have a negative impact on the mediation process. However, the fragility of a post-conflict society dictates that the implementation of justice through prosecutions for atrocities committed during a conflict might not always need to be immediate, but may be carefully timed to produce an optimal impact on reconciliation. Compromising on the timing of the public announcement of the indictment can therefore often mitigate this negative impact.

The role of the mediator in defending human rights in their relation to transitional justice was discussed extensively. On occasion, mediators have been challenged not to give human rights the central role in peace negotiations that such rights deserve. The occurrence of this dynamic is inevitable. The tension between leading the mediation efforts to a timely conclusion—and a political result—and defending human rights will remain. The latter is clearly necessary for reconciliation and a sustainable political solution. This was flagged as a difficult issue in which to find a balance, and should receive particular attention by mediators.

While justice cannot be rendered through mediation, the mediation process can create a basis for justice by firmly anchoring the principle of rebuilding an independent judicial system in the peacebuilding process. Often, peace and justice could only be reconciled over time. It is crucial that open channels of communication are established between the mediators and those who strive to serve justice from the initiation of the peace process.

3.6 Applying Leverage

In most cases, mediators have at their disposal both soft and hard instruments. Opportunities for membership in international organisations or institutions, or economic agreements, are examples of soft or positive instruments. The threat of withdrawing from a mediation process or applying coercive measures, on the other hand, falls into the category of hard instruments. One view expressed was that the pros and cons of resorting to coercing a party into an agreement should be considered very



(L-R) Amb. Vladimir Pryakhin, Head of the OSCE Centre in Dushanbe, Tajik Deputy Foreign Minister Erkin Kasymov, and Amb. Herbert Salber, OSCE Conflict Prevention Centre Director, at an OSCE-Tajikistan Task Force meeting in Dushanbe, 25 February 2008.

Photo Credit: OSCE/Mikhail Evstafiev

carefully and should, in any event, only be a last resort. When announcing the possibility of using coercive measures, care should be taken that such measures can actually be followed through in order to maintain credibility, such as when troops are available and ready for deployment. Another view expressed was that a mediation process needed to be based on realistic assumptions, including a realisation of its limitations. While the mediator could help the parties find ways to reconcile their needs and grievances, it was the parties, rather than the mediator, who had to make the hard choices. As a result, applying coercive measures does not necessarily lead to a sustainable agreement, particularly if the parties are not ready or able to deliver the agreement to their respective constituencies.

3.7 Knowledge

Knowledge of the Conflict, the Parties and the Regional Dimension

Participants identified an overarching need for mediators to acquire extensive knowledge of the conflict they are dealing with, as well as its political, economic, social, cultural, religious and regional context. Many participants considered this type of information as a fundamental basis for a successful mediation process. Such information not only provides the mediator with a better understanding of the context into which he/she enters, but puts him/her in a position to map the conflict situation and to develop mediation scenarios and strategies. To obtain such knowledge, mediators and their teams need first and foremost to speak directly to as many local interlocutors as possible.

Access to Knowledge Resources

Many participants expressed the view that international organisations involved in supporting mediation teams on the ground should assist the mediator and his/her team to get the best possible access to information relevant to the conflict situation. Participants mentioned information resources, such as mediators and international officials who have previously worked on the same conflict, expatriates of the region who often live in extensive communities abroad and are both willing and able to contribute significant insights into their countries of origin, as well as experts from academia, think tanks or non-governmental organisations.

It is necessary to furnish the mediator with updated analytical information throughout the mediation process. Mediators should be kept informed of changes in the status quo on any topic related to the conflict, including its political, social and economic dimension, as well as its national, regional and international implications. In order to be most effective, mediators need to understand clearly the power base, motivations and incentive structures of conflict actors, as well as those of their constituencies, so that they can best mobilise these different actors to support the mediation process. In this context, the availability of a sufficient number of good political analysts within the field operation or the mediation support team on the ground was of particular importance.

Knowledge of the Process

Knowledge of the mediation process history itself was considered to be necessary. Mediators can benefit significantly from knowledge about the work of their predecessors, and the successes and failures they experienced. In addition, knowledge about the profile of individuals within the process, including certain aspects, such as who has been cooperative or who has been a spoiler, is of fundamental importance. Benefiting from individuals who have longer and more in-depth experience of the mediation process than the mediator saves him/her valuable time in establishing a solid basis for the mediation work.

In order to create a solid knowledge base, as well as a network of contacts for the mediator and his/her team in the field, international organisations need to establish or strengthen institutional support capacity at the headquarters level to provide access to knowledge resources and analytical work.

3.8 Templates

Template Documents

Templates can be useful for the mediation process. During the course of the Consultation, the Boden Paper was referred to several times as an example of a useful template for agreements. In 2002, German diplomat Dieter Boden, then the Special Representative of the UN Secretary-General for Georgia, wrote a proposal based on the principle of a 'distribution of competencies,' in an effort towards the negotiation of the Georgian-Abkhaz

conflict. Consultation participants encouraged the creation and sharing of such documents, noting that when such documents are already in existence, they are often inaccessible between organisations.

Framework of Principles

Consultation participants also discussed the usefulness of establishing frameworks setting forth principles that the mediator would ask the parties to abide by throughout the mediation process. The framework established by the London Conference of August 1992 for the establishment of the International Conference on Former Yugoslavia (ICFY) was noted as an example. In this case, the principles included issues such as “respect for international norms on human rights and for non-recognition of territorial acquisitions resulting from the use of force.”

3.9 Debriefings and End-of-Mission Reporting

The mechanisms for preparing systematic debriefings and end-of-mission reports as an essential component of a repository of knowledge on mediation processes need to improve substantially. Systematic debriefings need to be carried out for Special Envoys/Special Representatives, as well as for staff from field missions. Debriefings and end-of-mission reports represent an important source for guidance notes, best practices, and lessons-learned documents on mediation processes. In addition to establishing comprehensive repositories of knowledge, international organisations need to find effective ways in which the relevant information could best be made accessible to mediators and their support teams. Some participants stated that, while it might be difficult to streamline debriefing systems and reporting formats amongst organisations, especially in light of very valid concerns about confidentiality, the extent to which international organisations could share relevant information contained in their respective repositories of knowledge should be further explored.

3.10 Training

Many participants highlighted the need for more systematic training of mediators and mediation support teams. Other participants felt that, in the area of mediation, the personality of the individual was paramount to their effectiveness, and that training might therefore be of limited benefit. While acknowledging that a mediator’s personality was an essential element, others argued that a certain set of skills could nevertheless be

developed through training. The United Nations Institute for Training and Research (UNITAR), for example, would hold seminars for Envoys and Special Representatives of the UN Secretary-General where lessons learned were communicated through dialogue and the exchange of experiences. Simulation exercises, which are increasingly employed by many institutions, were also identified as an effective method for training mediators. In addition, some participants expressed the view that international and regional organisations needed to explore how to increase cooperation on mediation training for both senior political-level staff and working-level staff.



Participants at the OSCE-organized conference on external oversight of law enforcement bodies to protect human rights, browse through publications on a proposed mechanism, Skopje, 26 February 2008.

Photo Credit: OSCE/Mirvete Mustafa

Key Recommendations

The following key recommendations were drawn from the ideas shared at the Mont-Pèlerin Consultation, based on Mediation Experiences in the OSCE Area:

Inclusiveness of the Mediation Process

- Mediators should promote an inclusive peace process that is as responsive as possible to the needs and aspirations of all major stakeholders, with a view to promoting national and local ownership of the process.
- Mediators should ensure a broad and sustained reach of a peace agreement. Peace agreements should incorporate provisions for mediation to address potential disputes during the implementation phase of the agreement.

International Mediation – The Need for Humility

- International actors must always be cognisant of the fact that national mediators, or other international actors, are sometimes better placed to play the role of the lead mediator.
- In situations where national or local mediators are in the lead, international actors need to determine how they can support these efforts, or how national and international efforts can best be coordinated.

Leadership and Coordination

- Effective mediation in the OSCE region and elsewhere requires the designation of one lead organisation with a clearly defined role and effective coordination mechanisms, with other international actors involved.
- In situations where a field mission is deployed, careful consideration needs to be given as to whether the role of the head of mission and that of the lead mediator should be distinct from one another.

Communication

- In the fulfilment of their tasks, mediators need to engage in continuous dialogue with relevant colleagues at headquarters and in the field. The mediation team on the ground must establish effective communication channels both within the team, as well as with all relevant actors at the field level, including state and non-state actors.

Transitional Justice – Peace versus Justice

- Peace and justice can often only be reconciled over time. While justice cannot be rendered through mediation, the mediation process can create a basis for justice by firmly anchoring the principle of rebuilding an independent judicial system in the peace process. Mediators should therefore engage in regular dialogue with the justice community—both national and international—from the initiation of the peace process.

Applying Leverage

- The resolution of many conflicts in the OSCE area and elsewhere require long-term strategies for conflict mediation. “Quick-fix solutions,” such as the withdrawal of peace missions, might meet short-term objectives, but do not necessarily contribute to the long-term resolution of conflicts.
- The pros and cons of applying coercive measures should always be carefully weighed. Applying such measures does not necessarily lead to sustainable agreements, particularly if the parties are not ready or able to deliver the outcomes to their respective constituencies.

Knowledge

- To obtain the best possible knowledge about the conflict, its actors and dynamics, as well as the peace process, mediators need to engage directly with key national stakeholders. To this end, mediators need to have at their disposal a sufficient number of good political analysts in the field to provide regular assessments and strategic advice.
- When assuming their functions, mediators should make it a priority to engage their predecessors and other international officials familiar with the situation and the peace process.



Special Representative of the UN Secretary-General Joachim Rucker (right), OSCE Mission Head Tim Guldemann (centre), and Mazlum Baraliu, Central Election Commission Secretariat's CEO, brief media on Kosovo's election operations, 17 November 2007.

Photo Credit: OSCE/Hasan Sopa

- Headquarters should regularly and systematically provide relevant information and analyses to the mediator and his/her team in support of their mediation role.
- International and regional organisations should explore further how relevant information contained in their respective repositories of knowledge could be shared more systematically.

Templates

- International and regional organisations should consider how they could share templates on process and substantive issues of mediation processes in a more systematic manner.

Debriefings and End-of-Mission Reporting

- Upon completion of their assignments, mediators should be systematically debriefed. They should also prepare an end-of-mission report as a basis for guidance notes, best practices and lessons learned documents on mediation processes.
- International and regional organisations should make debriefings and end-of mission reports accessible to new mediators and their support teams.
- International and regional organisations should explore how they could share experiences and methodologies of debriefings and end-of-mission reporting more systematically.

Training

- International and regional organisations should provide more regular training and mentoring of mediators with a view to building a community of practice.
- International and regional organisations should explore how to increase cooperation on mediation training for both senior political-level staff and working-level staff.



On 3 May 2001, the OSCE held a one-day seminar on the role of opposition political parties in municipal governance in Kosovo.

Photo Credit: Lubomir Kotek/OSCE

Annex 5.1 Agenda

UN-OSCE CONSULTATIONS ON OPERATIONALISING MEDIATION SUPPORT: LESSONS FROM MEDIATION EXPERIENCE IN THE OSCE AREA

POLICY ADVISORY GROUP SEMINAR
21 May 2007 - 23 May 2007
Mont-Pèlerin, Switzerland

General objective of the consultations: To look at the key challenges facing mediation efforts and its implementation in the OSCE area from the perspective of mediators and their teams with a view to drawing key lessons and developing best practices.

Monday 21st May

20.00 - 22.00 Welcome Reception Dinner

Introduction by Amb. Fred Tanner (GCSP)

Formal Welcome on behalf of the President of the Swiss Confederation by H.E. Amb. Heidi Tagliavini, Deputy State Secretary.

Tuesday 22nd May

Objective of Day 1: To identify key lessons from mediation and conflict resolution in the OSCE area (e.g. Balkans, Black Sea region, South Caucasus, Central Asia). In each session, participants are requested to share lessons from their respective experiences that would be useful for other mediators.

9.00 - 10.00

Welcome and Opening

Introductory remarks by Ms. Angela Kane (UN)

Introductory remarks by Amb. Herbert Salber (OSCE)

Keynote address by GCSP (Amb. Fred Tanner): A strategic overview of the situation and developments in the OSCE area

10.15 - 12.00

Session I: Challenges and opportunities to implementing mediated peace agreements in the OSCE area

Chair: Amb. Roy Reeve

Speakers: Amb. Tim Guldemann
Dr. Dieter Wolkewitz

- Which strategies are being adopted for ensuring the implementation of mediated peace agreements?
- What ideas and approaches are there for overcoming obstacles to implementation?
- What strategies are being adopted to monitor, verify and report on compliance with peace agreements?
- Comparative advantages of the UN and ROs in mediating peace processes
- Cooperation vs. competition: What are the main challenges to coordination and cooperation between the UN and ROs?
- Addressing the interests of minorities in the mediation process
- Evaluating diplomatic and political support (e.g. “friends”, contact groups, etc)
- Maintaining legitimacy and sustainability of the process
(The interrelationship between confidence-building and mediation;
Overcoming impasse: generating options/problem solving/leverage;
The role of civil society in the mediation process)

13.30 - 15.30

Session II: Transitional Justice: Prosecution of war criminals - help or hindrance to mediation efforts?

Chair: Prof. Bertrand Ramcharan

Speakers: Ms. Sabine Bauer
Mr. Jean-Daniel Ruch

- National versus international war-crimes prosecutions
- Regional cooperation between justice authorities – advantages/disadvantages e.g. the OSCE facilitated “Palic process”
- A mediator’s perspective on transitional justice

Session III: Institutional and constitutional dimension of mediation

Chair: Amb. István Gyarmati

Speakers: Mr. Jerzy Skuratowicz

Dr. Vladimir Sotirov

Mr. Henry McGowen

- Ways to address weak institutional environments, issues of contested elections, and/or the slide of political competition into violence
- Ways to help strengthen the capacity of state institutions, where there are gaps in the legal framework and enforcement capabilities
- Addressing constitutional dimensions of mediation, including constitutional reform
- Ensuring the representation of marginalized minorities, ethnicities, or regions in State institutions and constitutional processes
- Dealing with issues beyond the control of the State (e.g. informal economy; areas or regions where the government/law enforcement entities have no or only limited influence)

Wednesday 23 May

Objective day 3: To identify key gaps and challenges in mediation support and to explore how best to fill them.

09.00 - 10.30

Session IV: Comparing the experience from different protracted conflicts in the OSCE region – Part I

Chair: Mr. Alojz Peterle

Speakers: Mr. Jean Arnault

Amb. William Hill

Mr. Andrzej Kasprzyk

Mr. Christophe Girod

- Mediation styles and approaches by the various actors in the OSCE area
- What are the differences in practice? What are the advantages and disadvantages of different styles and approaches?
- Are there lessons to be learned from each other?
- Examples and experiences of factors that influence the efficiency and effectiveness of mediation efforts from the OSCE region
- Towards a common practice? Is that possible and desirable?

10.45 - 12.00

Session IV: Comparing the experience from different protracted conflicts in the OSCE region – Part II

Chair: Amb. Heidi Tagliavini
(*discussion continues*)

12.00 - 13.00

Session V: Institutional capacities to support mediation efforts and enhancing mediation skills and knowledge – Part I

Chair: Amb. Fred Tanner

Speakers: Ms. Angela Kane
Amb. Lamberto Zannier
Mr. Jaroslaw Pietrusiewicz

- Mediation support capacity of the UN and the OSCE
- Mediation support capacity of other actors
- Essential aspects and components of a good mediation support team
- How can financial resources for mediation support be mobilized?
- What type of relationship between mediators and HQ are most effective?
- What are the main challenges and obstacles to coordination and cooperation between the UN and ROs?
- Pre-mission briefings and in-mission briefings on mediation strategies
- The de-briefing process
- Documenting and recording of lessons learned from a mediation process
- Translating lessons learned into operational tools to assist field staff
- Main gaps in mediation support: knowledge, training, mediation staff, resources
- UN, ROs and NGOs: Synergies to enhance the skills and knowledge of mediation teams?

14.30 - 16.15

Session V: Institutional capacities to support mediation efforts and enhancing mediation skills and knowledge – Part II

Chair: Amb. Fred Tanner

16.30 - 17.15

Session VI: Operationalising mediation support: the way forward

Chair: Amb. Fred Tanner

Annex 5.2 List of Participants

Ambassador Jean Arnault	Special Representative of the UN Secretary General for Georgia
Ms. Sabine Bauer	Legal Officer Office of Secretary-General, OSCE
Mr. Pierre Chevalier	Belgian Senator Special Envoy for the 2006 Belgian Chairmanship of the OSCE
Mr. Erik Falkehed	Analyst/Research Officer Operational Services Conflict Prevention Centre, OSCE
Mr. Christophe Girod	Third Member Committee on Missing Persons in Cyprus United Nations
Ambassador Tim Guldemann	Ambassador Switzerland
Ambassador István Gyarmati	Director International Centre for Democratic Transition, Hungary
Ambassador William Hill	Ambassador USA
Ms. Angela Kane	Assistant Secretary-General United Nations Department of Political Affairs
Ambassador Andrzej Kasprzyk	Personal Representative Chairman-in-Office on the conflict dealt with by OSCE Minsk Conference
Ms. Claudia Luciani	Head of Division Directorate General of Political Affairs, Council of Europe
Mr. Oleksandr Matsuka	Senior Political Affairs Officer United Nations Department of Political Affairs

Mr. Brendan Mc. Allister	Director Mediation Northern Ireland
Mr. Henry McGowen	Acting Deputy Head OSCE Mission in Kosovo
Mr. Alojz Peterle	OSCE Envoy Kyrgyzstan
Mr. Jaroslaw Pietrusiewicz	Head Operational Services Conflict Prevention Centre, OSCE
Professor Dr. Bertrand Ramcharan	Professor of International Human Rights Law Graduate Institute of International Studies, Geneva
Ambassador Roy Reeve	OSCE Head of Mission, Georgia
Mr. Jean-Daniel Ruch	Special Political Adviser to the Prosecutor International Criminal Tribunal for the former Yugoslavia
Ambassador Herbert Salber	Director Conflict Prevention Centre OSCE
Dr. Jerzy Skuratowicz	Country Director, Sudan United Nations Development Programme
Dr. Vladimir Sotirov	Head UN Tajikistan Office of Peace-building
Ambassador Heidi Tagliavini	Deputy State Secretary Switzerland
Ambassador Fred Tanner	Director Geneva Centre for Security Policy
Ms. Laura Vaccari	Deputy Director Americas and Europe Division, United Nations Department of Political Affairs
Ms. Katharina Vogeli	Deputy Director Geneva Centre for Security Policy
Mr. Axel Wennmann	Political Affairs Officer United Nations Department of Political Affairs
Dr. Dieter Wolkewitz	Senior Political Advisor to the High Representative/European Union Special Representative for Bosnia & Herzegovina
Ambassador Lamberto Zannier	Ambassador Directorate General-European Integration, Foreign Ministry, Italy

Annex 5.3 Participant Biographies

Arnault, Jean

Ambassador Arnault took up his appointment as Special Representative for Georgia and Head of the United Nations Observer Mission in Georgia (UNOMIG) in August 2006. He comes to this position with extensive experience in United Nations peace operations, having served with the United Nations since 1989. Most recently, between March 2004 and February 2006, he served as the Special Representative for Afghanistan and as Head of the United Nations Assistance Mission in Afghanistan, where he also served as Deputy since March 2002. From January 1997 to May 2000, he served as Special Representative for Guatemala and, from June 2000 to August 2001, as Representative of the Secretary-General for Burundi. He was also Observer and then Mediator in the Guatemala peace negotiations from May 1992 to December 1996, Political Adviser to the Special Representative for Western Sahara in 1991, and Senior Political Affairs Officer in Namibia and Afghanistan.

Bauer, Sabine

Ms. Bauer (admitted at the New York Bar), obtained her law degree from the University of Vienna and an LLM in international law from New York City University (NYU). After graduating from law-school, Ms. Bauer worked as an Associate at the University in Vienna in the fields of bankruptcy and civil procedural law. Subsequently, she worked as an Associate Expert for the United Nation's Office for Drug Control and Crime Prevention (UNODC), at its New York Liaison Office. This was followed by six years experience as a prosecuting counsel at the International Criminal Tribunal for the Former

Yugoslavia (ICTY), and then by a brief assignment with the IAEA in Vienna. Currently, she works as a Legal Advisor in the OSCE Secretary General's Office and inter alia covers issues such as cooperation with the ICTY, privileges and immunities of the OSCE staff and waivers as requested by the ICTY. She also follows the "Palic" process; an OSCE facilitated interregional judicial cooperation mechanism relating to war-crimes prosecutions.

Chevalier, Pierre

Since January 2007, Mr. Chevalier works as the Special Envoy for the Belgian Foreign Ministry in charge of UN Security Council Affairs. His political career experience includes working as the Personal Representative of the Minister of Foreign Affairs - Special Envoy to the OSCE (2005-2006), working as the Personal Representative of the Prime Minister and the Minister of Foreign Affairs at the Intergovernmental Conference, Senator (since May 2003), member of the European Convention, and Chairman of the Foreign Affairs Committee of the Belgian Parliament (January 2001-May 2003). He has been Town Councillor of Bruges (since October 2000). He was the Chairman of the Committee on Social Affairs of the Belgian Parliament (1995-1999). Finally, from 1988 – 1992 Mr. Chevalier was the chairman of the Media Committee of the Flemish Council.

Falkehed, Erik

Mr. Falkehed works as an Analyst/Research Officer in the Operations Unit of the OSCE Conflict Prevention Centre. He is from Stockholm, Sweden where he worked as an Analyst of Security Policy and International Affairs at the Swedish Armed Forces Headquarters and the Swedish Defence Wargaming Centre. He holds a Masters of Arts (M.A.) in International Relations from Johns Hopkins University, School of Advanced International Studies in Washington D.C., USA and a Bachelor of Social Science (B.A.) in Political Science and Economics from Stockholm University, Sweden.

Girod, Christophe

Mr. Girod is currently the Third Member of the Committee on Missing Persons in Cyprus. Previously, he has worked for the UN High Commissioner on Human Rights as Chief of the Rapid Reaction Force, Chief of the UN Mission in Western Sahara and as the Liaison with the Inter-Agency Standing Committee for Humanitarian Affairs. Prior to this, he was also the Senior Middle East Program Advisor at the Program for

Humanitarian Policy and Conflict Research (HPCR) and Visiting Scholar in International Humanitarian Law at Johns Hopkins University. He also served for 18 years at the International Committee of the Red Cross (ICRC) where he was Chief of the Regional Delegation for the US and Canada, Deputy Director for Resources, Chief of Change Management Projects, Deputy General Delegate for Western and Central Europe as well as the Balkans, Chief of Delegation in Kuwait, Deputy Chief of the Gulf Task Force, Member of the Hostages Task Force for Lebanon, Chief of Sub-Delegation for South of Lebanon, Protection Delegate for Gaza Strip as well as Protection Delegate for Afghanistan. He is the author of several books and articles.

Guldimann, Tim

Ambassador Guldimann is currently on a three-year sabbatical leave from the Swiss Foreign Ministry and taught International Relations (focusing on the Islamic world) at the University of Frankfurt during the winter term 2006/07, is teaching at the University of Bern as well as at the College of Europe in Bruges and Warsaw. From June 1999 to June 2004, he served as Switzerland's Ambassador to Iran and in this quality as representative of US interests in Iran. Prior to that position, he was Head of the OSCE Assistance Group in Chechnya, Ambassador (Jan. 1996-May 1997) and Head of the OSCE Mission to Croatia, Ambassador (Sep. 1997-June 1999). He also served in the Swiss diplomatic service in Bern (1982-1990), and as Head of the Foreign Affairs Division of the Science Agency, at the Swiss Ministry of Home Affairs (1991-1995). He received his PhD (Dr.rer. pol.) from the University of Dortmund (1979) and in 1995 he received a Professorship (Honorarprofessur) from the Political Science Department of the University of Berne. He is the author of different books (on Latin-American, 1975, on the Limits of the Welfare State, 1976, on Social Policy - with other authors - 1978, and on Morality and Power in the Soviet Union, 1983) as well as different scientific articles. He co-authored the Report of the International Crisis Group on the Nuclear Impasse in Iran, published in March 2006.

Gyarmati, István

Ambassador Gyarmati is currently, among others, serving as Director of the International Centre for Democratic Transition, Chairman of the Board of the Centre for Euro Atlantic Integration and Democracy in Budapest and Senior Political Adviser of the Geneva-based Centre for the Democratic

Control of Armed Forces. He has a distinguished career in the Hungarian diplomatic service, has served as Head of OSCE Missions, and as Senior Vice President for Policy and Programs of the East-West Institute. In February-March 2004, he served as Head of the OSCE/ODIHR Election Monitoring Mission in Moldova. Amb. Gyarmati holds a Ph.D. in Political Science and is a candidate of Strategic Studies. He is a member of the IISS and of numerous scientific projects, Associate Professor at the Zrinyi Miklós National Defense University. He is the author of numerous publications on security policy, European security, conflict management and Hungarian defence policy.

Hill, William

Ambassador Hill is currently an Associate of Georgetown University's Institute for the Study of Diplomacy. He returned to Washington DC in the summer of 2006 after completing his second term as Head of the OSCE Mission to Moldova (from January 2003 to July 2006), where he was charged with negotiating a political settlement for the Transdnestrian conflict and facilitating the withdrawal of the Russian forces, arms, and ammunition from Moldova. He was a Public Policy Scholar at the Woodrow Wilson International Center for Scholars in Washington DC from November 2001 to September 2002, after his first tour as OSCE Head of Mission in Moldova. A career Foreign Service Officer, he has served in Moscow, Leningrad, Belgrade, the U.S. CSCE delegation in Vienna, and Dhaka. In Washington, DC, he has held a number of posts involving east-west relations, political-military affairs, and intelligence analysis, including CSCE Coordinator and Chief of Analysis for Eastern Europe in the State Department, European Division Chief in the Voice of America, and Senior Advisor for Russia, Ukraine, Moldova, and Belarus in the Office of the Secretary of Defense in the Pentagon. Prior to joining the Foreign Service, Ambassador Hill held teaching and research posts at the University of California, Santa Cruz, Virginia Tech, and the Harvard Russian Research Center. He holds a PhD in Russian history and Soviet politics from the University of California at Berkeley, and studied at Leningrad State University and Moscow State University as a participant in the U.S.-Soviet academic exchange.

Kane, Angela

Ms. Kane has been serving as Assistant Secretary-General for Political Affairs of the United Nations since December 2005. In this capacity, she oversees the Americas and Europe Division, the Asia and Pacific Division,

the Division for Palestinian Rights and the Decolonization Unit. From 2004 to 2005, she served as Assistant Secretary-General for General Assembly and Conference Management where the major focus of her work was the implementation of reform initiatives, integrated global management and the use of information technology tools. Previously, Ms. Kane served as Deputy Special Representative of the Secretary-General for the United Nations Mission in Ethiopia and Eritrea (2003-2004) where she accompanied political initiatives in support of the peace process. Her numerous other assignments at the United Nations include the position of Director of the Americas and Europe Division in the Department of Political Affairs (1999-2003). From 1995 to 1999, Ms. Kane held a managerial post in the Department of Public Information where she was in charge of publications and the United Nations publishing policy and oversaw global marketing and sales and information resources. She initiated the United Nations move into online publishing and was responsible for the development of the United Nations home page at www.un.org in all official languages. She also worked in the cabinets of former Secretaries-General Boutros Boutros-Ghali and Kurt Waldheim.

Kasprzyk, Andrzej

Ambassador Kasprzyk has been the Personal Representative of the Chairman-in-Office on the Conflict Dealt with by the OSCE Minsk Conference since July 1996. He assists, MC-Co-chairs and facilitates confidential negotiations at the level of Heads of State and Senior Ministers and Officials for the resolution of the Nagorno-Karabakh (NK) conflict. He also provides advice and guidance to the OSCE Chairman in Office on issues related to the NK conflict. Mr Kasprzyk promotes confidence building measures between the parties, such as the monitoring of the military situation in the conflict zone, and facilitation of Prisoners of War releases. Previously, Mr. Kasprzyk worked as a Senior Advisor on Economic Matters to the Minister of Foreign Affairs in Warsaw, as Head of the Mission of the Polish Embassy in Harare (Zimbabwe) and as Advisor on Personnel Matters as well as Senior Press Advisor at the Ministry of Foreign Affairs, Warsaw.

Luciani, Claudia

Since 2001, Ms. Luciani has been the Head of Division in the Directorate General of Political Affairs in the Council of Europe. Her functions include: Political advice on South-East European countries, such as early alert

on relevant developments, proposal for action, follow-up and evaluation; Co-ordination of Council of Europe activities in the region, interface with Council of Europe field offices and with other international organisations; Outside representation of Council of Europe at high-level political events; Co-operation both at headquarters and in the field with other international organisations, in particular with EU and OSCE; Co-ordination of Council of Europe's contribution to the work of the United Nations Office Special Envoy for Kosovo (UNOSEK), Management (from headquarters) of four Council of Europe Election Observation Missions to Kosovo (CEEOMs); and Support to civil society initiatives, including direct participation in some of their activities in the countries of South–East Europe. Before joining the Council of Europe in 1990, Ms. Luciani worked for 2 years as Assistant to the Legal Adviser at the International Labour Organisation (ILO) in Geneva.

Matsuka, Oleksandr

Mr. Matsuka has been the Senior Political Officer at the Americas and Europe Division of the Department of Political Affairs (DPA) and Team leader for Eastern and South Eastern Europe since 2006. Previously, Mr. Matsuka worked as the Desk Officer for the Balkan and South Caucasus regions from 2003 to 2006 and as a Senior Political Adviser to the Director-General of the UN Office in Geneva in 2003. In 1999, he was a Member of the Advanced Team of the United Nations Mission in Kosovo (UNMIK). Other previous positions include: Desk Officer for the Balkans, Americas and Western Asia Division, and Europe Division, DPA and as Second Secretary, for the Permanent Mission of the Ukrainian SSR to the United Nations.

McAllister, Brendan

Mr. McAllister is a former Probation Officer and a long time peace activist from Northern Ireland. He has been the Director of Mediation Northern Ireland since 1992. He has been responsible for Mediation Northern Ireland's contribution to the evolution of mediation practice as a method of Peacebuilding in Northern Ireland. As a mediator, he has worked on a wide range of contentious issues including political dialogue, parades, prisons, police reform, restorative justice, sectarian interfaces, inter-church relations, education, housing and health. Mr. McAllister is also a regular contributor to conceptual thinking on mediation and peace in the international field.

McGowen, Henry

Mr. McGowen is currently serving as the Acting Deputy Head of the OSCE Mission in Kosovo, which is Pillar III of the United Nations Interim Administration Mission in Kosovo. He is also the Director of the Department of Human Rights, Decentralization and Communities. Mr. McGowen has been working in Kosovo since December 1999 in the fields of human rights, rule of law, institution building, decentralization and minority rights. As part of this work, he has directed the development and handover of several key institutions into the framework of the Kosovo system. Much of his work is focused on legislative reform. He also oversees the publications of human rights reports on various facets of the local government's performance. Prior to joining the OSCE Mission in Kosovo, Mr. McGowen headed the War Crimes Documentation Project in Kosovo for the American Bar Association/Central European and Eurasian Law Initiative (ABA/CEELI). This work encompassed documentation of human rights abuses, which occurred in the conflict of 1998 and 1999, from members of various communities, as well as working on missing persons issues. Previously he has worked as a Municipal Court Judge, a State Prosecutor and private lawyer, as well as in the banking sector in the United States of America.

Peterle, Alojz

Mr. Peterle's current functions at the European level include: Member of the European Parliament (since 2004); Vice-President of the European People's Party (since 2006); Full member of the Committee on Foreign Affairs of the European Parliament; EPP-ED Coordinator for the Religious Dialogue with the Orthodox Church; Member of the Delegation for Relations with the Countries of Southeast Asia and the Association of Southeast Asian Nations (ASEAN); Substitute member of the Delegation to EU-Russia of the Parliamentary Cooperation Committee; Substitute member of Committee on Environment, Health, and Consumer Protection; Co-chair of the informal all-party forum "MEPs Against Cancer" in the European Parliament; Member of the board of the Schuman Foundation. Mr. Peterle's previous functions at the European level were as Head of the Slovenian National Delegation in the EPP-ED (2004-2006); Vice-President of the Union of European Federalists (2004-2006); Personal Representative of the Chairman-in-Office of the OSCE for Central Asia (2004-2005); Observer to the European Parliament (2003); Member of the Presidium of the Convention for the Future of Europe, on behalf of

the candidate countries (April 2002-2003); Chairman of the European State Legislative Leaders Foundation (since 2000 - board member since 1999); Vice-President of the European Union of Christian Democrats (1996-1999).

Pietrusiewicz, Jaroslaw

Mr. Pietrusiewicz is currently the Acting Deputy Director of the OSCE Conflict Prevention Centre (CPC) and Head of the Operations Service. Prior to this, he headed the Caucasus Desk in the Mission Programme Section of the CPC. Before joining the OSCE, Mr. Pietrusiewicz served in the Mission of Poland to the OSCE. He was active in this capacity as a Member of the team of the OSCE Chairman-in-Office in Vienna. He served as Chairman of Working Group B of the Security Model Committee of the OSCE, and Chairman of the Informal Financial Committee of the OSCE [predecessor of the Advisory Committee on Management and Finance]. In 1995, Mr. Pietrusiewicz worked as an OSCE Mission Member in Georgia, where he was actively involved in the Mission's efforts towards settlement of the Georgian-Ossetian and Georgian-Abkhaz conflicts. Prior to this, he served in the Mission of Poland to the United Nations and other International Organizations in Vienna. Over the years, he has also worked in the Polish Ministry of Foreign Affairs in the Security Policy Department, the Department of European Institutions, and in the Central Europe Section of the European Department.

Ramcharan, Bertrand

Prof. Dr. Ramcharan is a Professor of International Human Rights at the Graduate Institute of International Studies, Geneva. Previously he held the posts of Acting High Commissioner for Human Rights, Deputy High Commissioner, Director of the Africa Division in the Department of Political Affairs, Director of the International Conference on the former Yugoslavia, and as Head of the speech-writing service of the Secretary-General. During the International Conference on the former Yugoslavia, he participated in the peace negotiations relating to Bosnia, Croatia, Serbia and Montenegro, and the FYR Macedonia for three and a half years. He has also served as Director in the office of the SRSG in charge of the United Nations Protection Force (UNPROFOR) for 1 year. He has written on the Yugoslav peace negotiations and has just completed a book on the intellectual history of preventive diplomacy at the United Nations.

Reeve, Roy

Before assuming his duties on 1 August 2003, as the Head of the OSCE Mission to Georgia, Ambassador Reeve headed the OSCE Office in Yerevan (from September 1999 to July 2003). He was made a Companion of the Order of St. Michael and St. George in 1998. Other postings included: Head of Political Affairs in Northern Ireland (1983-1985); Deputy Consul General, Johannesburg (1985-1988); Head of the Commercial Management Department, Foreign and Commonwealth Office (FCO) (1988-1991) and Consul General, Sydney (1991-1995). Until his early retirement from the Diplomatic Service in May 1999, Mr. Reeve was Ambassador to Ukraine. During his career with the Foreign and Commonwealth Office, he had two tours of duty in the British Embassy in Moscow (1968-1971 and 1978-1981). He was a member of the United Kingdom Delegation to the Conference on Security and Co-operation in Europe (CSCE, now OSCE) Preparatory Talks in Dippoli and participated throughout the Geneva negotiations, which culminated in the signature of the CSCE Final Act in 1975. Mr. Reeve also participated in the CSCE Review Conferences in Belgrade and Madrid.

Ruch, Jean-Daniel

Mr. Ruch has been the political adviser of the International Criminal Tribunal for the former Yugoslavia (ICTY) Prosecutor since 2003. He also worked as a counsellor at the Swiss Embassy in Belgrade (2000-2003). Between 1994 and 2000, he held various positions with the OSCE, both in Vienna (1994-1997) and at the ODIHR in Warsaw (1998-2000). He joined the Swiss Foreign Service in 1992, after three years at the Ministry of Defence.

Salber, Herbert

Ambassador Salber has been the Director of the OSCE Conflict Prevention Centre since November 2006. Prior to his appointment, he was head of the department for economic and scientific relations at the German Embassy in Moscow. Previous positions include: Federal Foreign Office, Berlin, Head of Division (EU relations with CIS, Western Balkans, Turkey, Asia, Africa, Latin America) (January 2003-July 2004); Special Advisor to the Portuguese OSCE Chairmanship on Central Asia in Vienna (February 2002-January 2003); Head of division (EU-Relations with South Eastern Europe / Eastern Europe / Caucasus / Central Asia) at the Federal Foreign Office in Berlin (September 2001-February 2002); Head of the

OSCE Centre in Almaty, Kazakhstan, Ambassador (August 2000-August 2001); Deputy Head of Mission (June 1997-August 2000) at the permanent Mission of the Federal Republic of Germany to the OSCE, Vienna. From August 1993 to May 1996, Amb. Salber was Deputy Head of division in the Arms Control Department at the Federal Foreign Office, Bonn; Head of the German Delegation to the Ad Hoc-Group of the States Parties to the Biological Weapons Convention, and Representative of Germany to the UN Special Commission (UNSCOM October 1995 to May 1996).

Skuratowicz, Jerzy

Dr. Skuratowicz is Country Director of the United Nations Development Programme (UNDP) in Sudan, which works in the areas of governance and capacity building, recovery and rule of law; conflict prevention and environment in both Northern and Southern Sudan. Prior to his appointment in Sudan, he was UN Resident Coordinator and UNDP Resident Representative in the Kyrgyz Republic (2002-2006), responsible for coordination of the UN System in Kyrgyzstan, which was represented by 11 UN Funds and Programmes dealing with operational activities for development as well as leading the UN in Kyrgyzstan during the revolutionary events and challenging times for this Central Asian country in 2005. As the Coordinator of the UNDP Regional Resource Facility for Europe and CIS based in the Slovak Republic (1999-2002) he was directly involved in policy advice on EC accession, institutional and economic reforms, TCDC, Stability Pact for South Eastern Europe and broadly in issues related to human development. As Chief Economist in UNDP Sudan (1994-1999), he developed and led peace-building events as a unique space for structured dialogue for the main warring parties in Sudan (leading ultimately for Peace Agreement in 2005). This involved the international community, as well as leading politicians, intellectuals and civil society representatives from the Government of Sudan and the Sudan People's Liberation Movement.

Sotirov, Vladimir

Dr. Sotirov was appointed Representative of the UN Secretary-General and Head of the Tajikistan Peace-Building Support Office (UNTOP) on October 1, 2002. He is a career diplomat. Before assuming his current duties he served as Head of the International Organizations Department in the Bulgarian Ministry for Foreign Affairs. He was Deputy Permanent Representative and Head of the Permanent Mission of Bulgaria to the UN in New York (1997-2001). Dr. Sotirov was Head of the Bulgarian delegation

to the UN Commission on Human Rights (1993-1997), and also served as an expert on the Right to Development of the UN Commission on Human Rights during the same period (1993-1997). He was Vice-President of the UN Economic and Social Council in charge of Humanitarian Cooperation (2000). He also participated in the activities of various bodies of the Council of Europe and OSCE and took part in the World Conference on Human Rights (Vienna 1993), the World Social Summit (Copenhagen 1994), and the Fourth World Conference on Women (Beijing 1995). Dr. Sotirov was posted to the Bulgarian Embassy in Finland from 1985-1988. In 1990 he completed his studies with a PhD in International Law at the Moscow Diplomatic Academy.

Tagliavini, Heidi

Ambassador Tagliavini has been the Deputy State Secretary of the Political Directorate since October 2006. From 2002 to 2006 she was the Special Representative of the UN Secretary-General for Georgia. Previous positions include Deputy Head of the United Nations Observer Mission in Georgia (1998-1999), and Personal Representative of the OSCE Chairperson-in-Office for the Caucasus (2000-2001). Amb. Tagliavini was a member of the first OSCE Assistance Group to Chechnya (1995). Earlier in her career, she served in the Directorate of Political Affairs of the Swiss Department of Foreign Affairs and in the Swiss Embassies in Moscow and The Hague. Ms. Tagliavini was Minister and Deputy Head of Mission of the Swiss Embassy in Moscow (1996), Head of Human Rights and Humanitarian Policy in the Department of Foreign Affairs (1999) and the Swiss Ambassador to Bosnia and Herzegovina (2001-2002). She joined the Swiss diplomatic service in 1982.

Tanner, Friedrich

Ambassador Tanner has been the Director of the Geneva Centre for Security Policy (GCSP) since October 2006. Prior to this appointment, Amb. Tanner was Deputy Director of the GCSP, in charge of Academic Affairs and Training. At the same time, he was a Visiting Professor for Swiss Security and Foreign Policy at the Graduate Institute for International Studies (GIIS/HEI) of the University of Geneva and was responsible for the University's Programme for Diplomatic Studies. From 1994 until 1997, on secondment from the Swiss Agency for Development and Cooperation (SDC), he was Director of the Mediterranean Academy of Diplomatic Studies (MEDAC) in Malta. In the course of his distinguished academic career, Amb. Tanner

has held teaching and research positions at such universities as Harvard (CFIA), the Johns Hopkins University (SAIS), and Princeton (CIS). He holds a Ph.D. and Master Degrees from the Fletcher School of Law and Diplomacy (Tufts University), and a Bachelor's Degree from the University of Geneva. Amb. Tanner is the author of numerous publications, including *The Iraq Crisis and World Order* (United Nations University Press, 2006, co-author); a "Chaillot Paper" (with H. Haenggi) *Promoting security sector governance in the EU's neighbourhood*, July 2005; *From Versailles to Baghdad* (United Nations, 1993); *The EU as a Security Actor in the Mediterranean* (ETH Zurich, 2001); *Refugee Manipulation* (co-editor, with S. Stedman, Brookings, 2002). He also published numerous articles in journals such as the *Journal for Peace Research*, *International Peacekeeping*, *Mediterranean Politics*, *Civil War*, and the *International Spectator*.

Vaccari, Laura

Ms. Vaccari has been the Deputy Director, at the Americas and Europe Division of the UN Department of Political Affairs (DPA) in New York since August 2006. Previous positions include Senior Political Affairs Officer, AED/Europe, DPA: Team Leader for Cyprus, Turkey and Eastern Mediterranean, EU and NATO (2003-2006); Senior Political Officer, Office of the Special Adviser to the Secretary-General on Cyprus, New York, Geneva and Nicosia (1999-2003); Senior Adviser to the Director General, UNOG-Geneva in 2001; Senior Political Officer: Europe Division, DPA, New York: Team Leader for the Balkans, Western Europe and Eastern Mediterranean (1995-1999); Political Affairs Officer: Desk officer for the former Yugoslavia and subsequently Team Leader for the Balkans, Europe Division, DPA (1992-1995); Secretary of the Working Group on Bosnia and Herzegovina, the International Conference on the former Yugoslavia (ICFY), Geneva (1992-1993); Political Officer, Central American Peace process: El Salvador and Guatemala peace talks, Office of the Secretary-General (ORCI) (1990-1992); Political Adviser to the Chief of Mission, UN Electoral Observation Mission (ONUVE), Managua, Nicaragua and Tegucigalpa, Honduras (CIAV) (1989-1990); Political Officer, Americas and Europe, Office of the Secretary-General (ORCI): responsible for Eastern Europe and subsequently the Central American peace process (1988-1990)

Vogeli, Katharina

Ms. Vogeli was appointed Deputy Director of the GCSP in January 2007. During her most recent position as the Executive Director of the Swiss

Foundation for World Affairs, based at the Johns Hopkins University Paul H. Nitze School of Advanced International Studies (SAIS) in Washington, D.C., she was a regular guest at the GCSP, and a partner in several joint projects. Under her leadership, the Swiss Foundation for World Affairs became a highly respected institution promoting dialogue on a wide variety of issues of critical political interest, such as peace and security policy, human rights and humanitarian law, migration, and development. By providing a politically neutral forum for high quality and non-partisan dialogue, she succeeded in creating a large network of policy makers and experts from a variety of backgrounds from which both official Switzerland and the GCSP benefit. In her career, Ms. Vogeli has held numerous positions - governmental and non-governmental, as well as within the United Nations - that reflect a commitment to the issues that frame the mission of the Geneva Centre for Security Policy. Her main focus, both in her professional and academic responsibilities, has primarily been on the resolution of conflicts, ethnic conflict, and peace building, with a regional focus on Africa.

Wennmann, Axel

Mr. Wennmann is currently serving as a Political Affairs Officer in the Policy Planning and Mediation Support Unit of the Department of Political Affairs (DPA) of the United Nations Secretariat in New York. In this capacity, he works on cross-cutting issues, such as conflict prevention, peacebuilding and mediation support. Before assuming these functions in December 2006, Mr. Wennmann worked as a Political Affairs Officer in the Asia and Pacific Division of the Department of Political Affairs. As a member of the DPA Iraq Team, Mr. Wennmann contributed to UN efforts on Iraq, particularly with regard to supporting the political and constitutional support role of the UN Assistance Mission for Iraq (UNAMI) which was established pursuant to Security Council resolution 1546 (2004). From January 2002 to May 2004, Mr. Wennmann served as Deputy Secretary of the Counter-Terrorism Committee of the UN Security Council. He joined the United Nations in May 2000 in the Policy Planning Unit of the Department of Political Affairs.

Wolkewitz, Dieter

Dr. Wolkewitz has a Ph.D. in International Public Law from the University of Frankfurt and a Ph.D. in Political Science from the University of Jena. He worked for the OSCE specializing on Central Asia and the Balkans

and lectures on conflict resolution in the Balkans. From 1997 to 2004 Dr. Wolkewitz worked for the Office of the International Mediator in Bosnia and Herzegovina as Executive Representative. He was Co-Director at the CSSP since 2005. In January 2006 he was seconded as a Political Adviser to the High Representative/EU Special Representative for Bosnia and Herzegovina. For the duration of this position he is not actively involved in CSSP.

Zannier, Lamberto

Ambassador Zannier has been the CFSP/ESDP Coordinator and European Correspondent at the Ministry of Foreign Affairs in Roma since September 2006. He was the Director of the Conflict Prevention Centre of the OSCE from 2002 to 2006. He was the Permanent Representative of Italy in the Executive Council of the Organization for the Prohibition of Chemical Weapons and DCM at the Italian Embassy to the Netherlands. Amb. Zannier was Deputy Chief of Mission at the Italian Mission to the OSCE from 1997 to 2000, where he chaired the Negotiations on the Adaptation of the Treaty of Conventional Armed Forces in Europe from the end of 1998 until their conclusion. Other previous positions include: secondment to NATO as Head, Disarmament, Arms Control and Cooperative Security Section, Political Affairs Division (1991-1997); Ministry of Foreign Affairs in Rome (1987-1991); First Secretary for multilateral affairs at the Italian Embassy in Vienna (1982-1987) as well as Second Secretary at the Italian Embassy in Abu Dhabi (1979-1982). Amb. Zannier is the author of various publications on arms control, non-proliferation, peacekeeping and security co-operation. He is also the co-author of FAO study on international regimes of international river basins. He is a Member of the Board of Trustees of the OSCE Academy in Bishkek; and a member of the Advisory Board of the Geneva Centre for the Democratic Control of Armed Forces (DCAF).

Annex 5.4 The Mediation Support Unit

The Mediation Support Unit (MSU) in the United Nations Department of Political Affairs was established in 2006 due growing demand for professional, cross-cutting support to 'good offices' activities, including preventive diplomacy and the formal mediation of disputes. This demand came from many quarters, including Special Representatives and Special Envoys, as well as from the General Assembly, notably at the 2005 World Summit. Currently comprised of 3 core and 4 extra-budgetary staff, the Unit hopes to grow slightly in 2008. Jan Egeland, the part-time Special Advisor of the Secretary-General on matters relating to the prevention and resolution of conflict, works closely with the MSU.

The MSU is designed to be a centre of expertise, best practice and knowledge management on mediation-related activities worldwide, serving the UN as a whole, as well as regional organizations and other peacemaking bodies. It works through existing chains of command, so that its primary clients are the regional divisions of DPA and DPKO and, through them, UN senior officials in the field and partners such as the AU. The Unit draws on the experience of the UN and its partners to provide both institutional and operational support to mediators and their teams. To that end, it develops guidelines, operational tools and training opportunities and manages an online databank of peace agreements and peacemaking experience (www.un.org/peacemaker). Above all, in close cooperation primarily with DPA regional divisions and DPKO, it supports ongoing mediation efforts in two main ways, namely: 1) country/region-specific operational support and 2) institutional and capacity-building support.

1. Country/Region-Specific Operational Support

MSU spends an increasing amount of time lending direct support to Regional Divisions, Special Representatives/Envoys and other partners who ask for it. Current cases in which MSU is engaged include the protracted conflicts in the Black Sea area; Central African Republic; Darfur; Equatorial Guinea/Gabon; Iraq; Kenya; Myanmar; Northern Uganda; the Sahel region; Somalia; the Maldives; and Western Sahara. The support takes a variety of forms, including but not limited to:

researching and advising on substantive and technical issues, eg) border demarcation, structuring cessation of hostilities agreements, civil society participation, amnesty provisions, minority rights, confidence-building measures, natural resource sharing, implementation and many other matters;

- participating in peace talks in an advisory capacity, eg) on Western Sahara;
- deploying staff to assist with key meetings or processes, eg) on Darfur;
- organizing dialogue, workshops and training for conflict parties, eg) 4-6 Feb workshop on negotiation skills and dialogue for the members of the Preparatory Committee of the Inclusive Political Dialogue in Central African Republic;
- funding and participating in fact-finding and mediation missions, eg) FYROM, Maldives, Kenya;
- identifying, deploying and funding external experts, eg) for Somalia, Kenya;
- mobilizing extra-budgetary resources for specific initiatives.

On 5 March 2008, the MSU launched a full-time Standby Team of mediation experts. The team will be administered on MSU's behalf by the Norwegian Refugee Council (NRC) and will report substantively to MSU. The experts are available individually or as a team on short notice to assist UN (and UN-supported) good offices and mediation initiatives worldwide. Standby Team members are Ms. Joyce Neu (USA) as team leader and experts as follows: 1) Transitional Justice: Patrick Joseph Gavigan (Ireland/USA); 2) Security Arrangements: Jeffrey Mapendere

(Zimbabwe); 3) Constitution-making: Andrew Ladley (New Zealand); 4) Power-sharing: John McGarry (Canada). An expert on wealth-sharing/economic arrangements is still under recruitment.

2. Institutional and Capacity-Building Support

MSU is also putting in place a variety of mechanisms that will build up the UN's knowledge, capacity and network of expertise on mediation over the medium- to long-term. These fall into four main categories: channelling expertise; guidance, best practices and lessons learned; building regional capacity; and training.

i) Channelling expertise: One of the most common requests fielded by MSU is to identify and assist with deploying experts, or making arrangements for experts to provide long-distance advice to mediators and UN missions in the field. To that end, a series of mechanisms is being put in place. This includes the full-time Standby Team. It will also include a roster of pre-screened experts who will be called upon regularly. Finally, the Unit is putting in place a larger database of experts who may be called upon, partly through in-house mechanisms and partly in partnership with external entities that already possess such databases. The MSU is also creating a network of former mediators who agree to provide advice on an ad hoc basis, often simply via a telephone call with the client. Finally, through two systems of mediation focal points within the UN, one within DPA and one with UN partners, the MSU ensures ready access to expertise that exists across the system.

ii) Guidance, Best Practices and Lessons Learned: The lack of applicable institutional memory on peacemaking and mediation was one of the primary lacunae identified by the High-Level Panel on Threats, Challenges and Change, whose recommendation for a mediation support capacity in DPA led to the eventual establishment of MSU. This problem is well on the way to being resolved, first and foremost through UN Peacemaker (www.un.org/peacemaker), an online databank of peace agreements and mediation experience, which was launched in October 2006 and continues to grow. MSU is also putting in place a system to debrief senior mediators and capture their experience, including through a 'debriefing and lessons learned assignment', whereby mediators spend time in MSU (two are currently on board) and a specially-designed template for end-of-mission reports. Discussions are underway with the DPKO Best

Practices team on how best to coordinate these efforts with their existing debriefing procedures. The Unit is also working with partners to develop operational guidance on key mediation-specific issues and on a series of handbooks for mediators (these are all posted on UN Peacemaker). Finally, the Unit is beginning to undertake lessons learned studies of key mediation processes, as well as an evaluation of peace agreements in general. A study of the Cameroon-Nigeria Mixed Commission is underway and is already being used as a basis for assisting colleagues in other regions with lessons concerning mechanisms for border demarcation.

iii) Building regional capacity: MSU support is available to partners in Regional Organizations, eg) the Unit is currently recruiting an expert to help set up a Secretariat for the African Union's Panel of the Wise. It is also preparing to facilitate mediation training for staff of the AU and African sub-regional organizations. To deepen the partnership with regional and sub-regional organizations and better identify and respond to their needs, MSU is holding consultations in each region. Three have already taken place (Africa, Latin America and the Caribbean, Europe/Central Asia) and two are planned for 2008 (Middle East/North Africa and Asia).

iv) Training: MSU has mobilized donors and created partnerships with training institutions to deliver training on general mediation techniques, as well as more specialised aspects of mediation. All the training courses are open to the UN system and to partners in regional and sub-regional organizations.

Annex 5.5 OSCE Factsheet: The OSCE Conflict Prevention Centre

The Conflict Prevention Centre supports the Organization and its 56 participating states in the fields of early warning, conflict prevention, crisis management and postconflict rehabilitation.

The Conflict Prevention Centre (CPC) does this by supporting political dialogue between the OSCE participating states, by implementing confidence and security building measures, and by planning field operations and supporting their daily work. The CPC also addresses specific threats to security, such as those posed by surplus stocks of small arms, light weapons and conventional ammunition, as well as security challenges related to border security and management.

Building confidence

The CPC facilitates political dialogue among the participating states, particularly on regional political issues and on measures to build confidence and trust between respective parties to ensure security in the OSCE region. One way to achieve this goal is to increase the transparency of the military activities of the Organization's 56 participating states. To this end, each year the Centre organizes, collects, archives, and reports on 16 exchanges of information among the countries on politico-military activities, including holdings of major military equipment, transfers of conventional arms as well as defence budgets and expenditures. In case of disputes between two countries, there are a number of mechanisms for their peaceful settlement.

Support to field operations

The conflicts in the Western Balkans and the former Soviet Union in the early 1990s shifted the Organization's focus from preventing conflicts between countries to preventing conflicts within countries. The CPC occupied a central role in organizing the OSCE response to these new challenges to European security.

The OSCE has operations in a large number of participating states, and this strong field presence distinguishes the OSCE from other international organizations. The first field operations were deployed in Kosovo, Sandjak and Vojvodina in September 1992 and in Skopje (former Yugoslav Republic of Macedonia) later that year. Over the next five years, the number of field operations increased from 3 to 16. Today, over 2,800 staff members work in the 19 OSCE field operations, which are located in 17 different states in the Eurasian region. About 70 percent of the Organization's budgetary resources is allocated to these field operations.

The field operations assist their host country on a range of security-related issues and with building up their own capacity to implement reforms and make progress in areas such as the rule of law and conflict prevention and resolution.

The CPC supports the work of all field operations. The CPC is responsible for the initial build-up of future field operations, as well as for possible enhancements, downsizings and closures. Once field operations are established, the CPC actively monitors their progress in accomplishing their mandates and stated objectives.

The CPC acts as the field operations' primary link with the other OSCE bodies, including OSCE decision-making bodies in Vienna, in order to guarantee that the Organization's political decisions are duly implemented.

The CPC constantly monitors the political developments in the OSCE region. It is responsible for the timely publication of field operation reports to all OSCE participating states, and it warns them in case of crisis in a given country. As regional experts, the CPC Officers play a key role in providing advice to field operations on programmatic, policy and management issues. They also assist OSCE senior officials in the preparations of their visits to the field.

The CPC supports the field operations to develop the quality of their operational activities. It provides guidance and support in the planning, implementation and evaluation of programmes and projects conducted by the field operations and co-ordinates the assessment of all project proposals funded through voluntary financial contributions. An important aspect of the CPC's work is to document successful projects and practices that could be replicated in other field operations.

Politico-military activities

The CPC addresses contemporary challenges and threats to our societies. The OSCE Foreign Ministers agreed in 2003 to an 'OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century', and the CPC has since accumulated the expertise necessary to help participating States address challenges related in particular to the proliferation of small arms, light weapons and conventional ammunition, as well as to border security.

■ Situation Room

The Situation/Communication Room provides 24-hour support to the Organization by constantly monitoring events in the OSCE field operations and other areas of interest for the OSCE. It identifies and prioritizes issues for monitoring and research according to the three dimensions of the OSCE – politico-military, economic and environmental and the human – with a particular focus on any emerging crisis situation in the OSCE field operation areas. During times of crisis, the Situation Room acts as a vital link in the security chain between the Secretariat and the Field Operations, which is especially important outside of working hours. Furthermore, the Situation/Communication Room supports the medical evacuation process when necessary.

Tackling threats from small arms and ammunition

The illicit spread and presence of Small Arms and Light Weapons (SALW) poses real problems for conflict prevention and peace-building, and is also linked to terrorism and violent crime. Focused action by the

OSCE is all the more important as the Organization includes the world's major producers and exporters. Several OSCE countries have surplus stocks of small arms and ammunition from the Cold War period. Some participating states are also in proximity to areas with unresolved conflicts and regions in the process of post-conflict rehabilitation, where such weapons pose real risks.

From 2001 to 2006 OSCE participating states destroyed over 6 million small arms, of which over 5 million were deemed surplus and roughly 1 million seized from illegal possession and trafficking. The CPC has developed expertise to help OSCE participating states fulfil their commitments in this area. It assisted them in developing and publishing a Handbook of Best Practices, which has been published in the six official OSCE languages as well as in Arabic.

Similar work is also underway on the risk posed by outdated stockpiles of ammunition. The CPC also keeps records of information exchanged by states on national policies, export/import data and small arms destruction, in order to build confidence between States and enhance their capacity to jointly address risks.

■ OSCE Communications Network

The Communications Network is a system that allows Ministries of Foreign Affairs and Defence of the 56 OSCE participating states to securely share and exchange military information amongst themselves. The CPC manages the network, which is accessible and operational through a secure environment around the clock, seven days a week. The CPC also chairs the OSCE Communications Group, through which experts from OSCE delegations exercise technical oversight.

In addition, the OSCE has created a mechanism through which a state can request assistance from other States according to its specific needs. Since 2003, Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Moldova, Montenegro, Tajikistan, Ukraine, and Uzbekistan have requested such assistance. The CPC has organized and participated in assessment visits to these States to develop project plans for the destruction of surpluses and to enhance safe stockpile management of small arms and

ammunition. Upon request, the CPC also provides training to participating States on the OSCE commitments and practical aspects of securing or disposing of small arms and conventional ammunition.

Border security and management

Borders and their management can have a serious impact in all dimensions of security. Their efficient management leads to a range of positive influences on matters as diverse as the fight against terrorism and organized crime, economic development and human interaction. In its activities, the CPC aims to realize the positive cross-dimensional effects of sound border security and management.

Whereas in the past the CPC was active in promoting cross border co-operation in South Eastern Europe in the framework of the Ohrid Border Process, the focus has shifted since 2007 to the Central Asia region. Responding to government requests, the CPC organized trips to Tajikistan and Kyrgyzstan to conduct comprehensive assessments of their border security and management and to identify areas in which the OSCE might provide assistance. The CPC will help these states implement projects to promote open and secure borders.



Kosovar refugees fleeing their homeland. [Blace area, The former Yugoslav Republic of Macedonia]

Photo Credit: UN Photo/R LeMoyné

The CPC's main current activities

■ The Organization for Security and Co-operation in Europe works for stability, prosperity and democracy in 56 participating states through political dialogue about shared values and through practical work that makes a lasting difference.

- Arms Control
- Border security and management
- Confidence- and Security-Building measures
- Early warning on security concerns in the field
- Evaluation of OSCE programmatic activities in the field
- Facilitating regional initiatives
- Gender-mainstreaming of OSCE activities
- Lessons learned as guidance for field activities
- Management of the OSCE Communications Network
- Mechanisms for the peaceful settlement of disputes
- Planning operations
- Policy and analysis in support of the Chairmanship
- Project management
- Projects related to the destruction of small arms and light weapons and conventional ammunition
- Support to field operations

■ The Director of the CPC is Ambassador Herbert Salber of Germany. The CPC has 50 international staff members.

GCSP
avenue de la Paix 7bis
P.O. Box 1295
CH- 1211 Geneva 1
T +41 22 906 16 00
F +41 22 906 16 49
info@gcsp.ch
www.gcsp.ch



Geneva Centre for Security Policy
Centre de Politique de Sécurité, Genève
Genfer Zentrum für Sicherheitspolitik