



Organization for Security and Co-operation in Europe

**Report by the
OSCE Secretary General,
Ambassador Marc Perrin de Brichambaut,
at the 15 OSCE Ministerial Council Meeting**

Madrid, 29 November 2007

Mr. Chairman, in your inaugural intervention before the Permanent Council in January, you called for sobriety in understanding the challenges faced by the participating States and ambition in determining the role the OSCE may play in response.

You hit the mark on both accounts.

Excellencies,

Ladies and Gentlemen,

The challenges facing the participating States are becoming more complex, more critical. In times of tension and uncertainty, it is worth recalling the need for *consistency* by all the participating States engaged in the OSCE:

- Consistency in terms of keeping in mind the standards and commitments adopted by all of them while seeking answers to these challenges;
- Consistency in seeking to implement those standards and commitments in their entirety across all three of the Helsinki dimensions, as well as in the other domains that they have jointly identified;
- Consistency in keeping the mandates they have entrusted to the Organization sufficiently resourced to translate them into realities.

Ministerial Councils are a moment that allows the participating States to focus again on the ambitious approach to security they have adopted together and rekindle this necessary consistency of purpose and action. The inspiration that brought the participating States together remains as valid as ever. The further projects they adopt together are no less important in view of current circumstances.

First, it is worth re-affirming that the OSCE approach to security, conceived and expressed in 1975, remains sharply relevant for today's new and complex challenges.

At the heart of the OSCE approach to security is the principle, enunciated in the Helsinki Final Act, that security starts with the “inherent dignity of the human person.”

For the OSCE, security means connecting States among themselves, connecting the human dimension with the economic and the political–military dimensions, and connecting the many different actors, including participating States, Partners for Co-operation, partner international organizations, civil society, NGOs, with the media, youth and the business world, whose interaction determines the overall environment in which we live.

This connected security concept is not unique to the OSCE, but it continues to be our signature strength. It requires continuous attention and support in an Organization as inclusive as the OSCE.

Sharing this approach in all of its facets is one of the objectives of the OSCE's vital relations with the Partner States. The view that security can only be comprehensive is also shared with other international and regional organizations, with many of which the OSCE has significantly broadened dialogue and enhanced co-operation in recent years.

Too often, in recent years, the temptation has been indulged to consider trade-offs between liberty and security, as if they were interchangeable goods. Our predecessors in Helsinki understood that the protection of human rights and fundamental freedoms, healthy economic and environmental governance and political-military co-operation between States are essential, mutually reinforcing pillars of a single, comprehensive concept of security.

Today, the OSCE continues to need this holistic and cross-dimensional approach to security. Many threats to the security of our States and the societies they represent are complex, dynamic and trans-national. Tackling challenges such as environmental security, terrorism and trafficking in human beings requires approaches that cut across the OSCE's three dimensions and make the most of the synergy between them.

Cross-dimensionality has not resulted from a single agreement, but from the accumulated decisions that the participating States have taken in Paris, Budapest, Istanbul, Maastricht, Vienna and elsewhere to address "security as an integral whole."

This approach to security is put into practice every day by the OSCE Institutions. The High Commissioner on National Minorities remains as vitally relevant today as when the office was established in 1992. The Office for Democratic Institutions and Human Rights has become a model for setting standards of good practice in building democratic institutions and election observation, adapting them continually to changing circumstances and helping participating States to implement them effectively. The OSCE Representative on Freedom of the Media works patiently to provide participating States with early warning on violations of freedom of expression.

The OSCE's nineteen Field Operations work every day to help States implement their commitments across the three dimensions. In Georgia, for example, the

Economic Rehabilitation Programme in the zone of the Georgian-Ossetian Conflict embodies the imperative of connected security – economic rehabilitation helps to address real human needs and to build confidence between communities, which over time can create the conditions for conflict settlement and lay the ground for post-settlement reconciliation.

As decided by the participating States, the Secretariat also has a key function in acting across dimensions – this, through coordinating with the Field Operations and the Institutions and also through the practical work of the thematic units inside the Secretariat, on police training, enhancing border security, supporting the fight against terrorism and the struggle against the trafficking in human beings.

Of course, making cross-dimensional security work in practice requires effective coordinating tools to link multiple projects and activities into an integral whole that advances the mandates given to the Organization by the participating States. Chiefly, it requires continuous attention and support of the participating States. It is in this way that we can best help States to help themselves.

Excellencies,

Ladies and Gentlemen,

Mon deuxième point est une question: comment les États participants peuvent-ils faire en sorte que l'Organisation réponde aux aspirations qu'ils nourrissent pour elle ? Comment pouvons-nous renforcer le lien entre les mandats et les moyens disponibles pour les mettre en œuvre?

Les décisions des Conseils ministériels prennent appui sur les mandats définis lors de Conseils et de Sommets précédents pour donner des orientations pour le travail quotidien de l'Organisation. Cette méthode s'est avérée efficace pour élaborer un acquis évolutif de l'OSCE. Le Secrétariat et les Institutions ont pour tâches d'aider à la mise en œuvre de cet ensemble toujours plus vaste

d'engagements pris par les États participants. De son côté, le Président en exercice s'emploie elle-aussi à encourager les États participants à agir efficacement pour mettre en œuvre les nombreuses composantes de cet ensemble d'engagements, qui forment un tout complémentaire.

Comme c'est leur droit, les États participants demandent à l'Organisation de travailler avec des ressources limitées. Ils rappellent que le travail de l'Organisation ne se fait pas en vase clos, et que des priorités différentes dans la région de l'OSCE et au-delà se traduisent par de restrictions budgétaires pour l'Organisation.

Améliorer l'efficacité dans un cadre budgétaire restreint exige une transparence accrue, une forte coordination interne et, chaque fois que possible, une planification à long terme.

C'est pourquoi, à la suite de processus de réforme engagé à Maastricht, un ensemble d'outils est désormais en place pour contribuer à assurer la cohérence entre mandats et mise en œuvre des programmes.

Aujourd'hui, les États participants reçoivent le budget de l'Organisation dans un nouveau format plus pragmatique, liant clairement mandats, programmes et les ressources nécessaires pour les mettre en œuvre. De nouvelles méthodes de travail augmentent la transparence des activités de l'Organisation. Par ces mesures, nous avons jeté tous ensemble les bases d'une OSCE plus efficace.

Toutefois, l'optimisation des dépenses à elle seule peut ne pas suffire pour combler l'écart entre les tâches ambitieuses que les États participants ont défini pour l'OSCE et les ressources fixes ou en baisse qui lui sont allouées pour leur exécution. Les États participants devront, à terme, hiérarchiser les mandats qu'ils ont adoptés jusqu'à présent. Ne pas procéder de la sorte risquerait de rendre l'Organisation moins efficace, alors qu'il lui est demandé de mener à bien un éventail toujours plus vaste de tâches.

Pour effectuer cette hiérarchisation des tâches, les États participants devraient se mettre en mesure d'évaluer l'efficacité des programmes actuels et de lier performances et objectifs. À cet égard, j'attire votre attention sur l'importance de poursuivre le travail déjà accompli en matière de budgétisation par programme fondée sur les performances.

J'encourage tous les États participants à se servir de cette approche lorsqu'ils opèrent des choix concernant la façon de gérer les ressources, les domaines dans lesquels consentir de nouveaux efforts, ceux dans lesquels des économies s'imposent, et ceux dans lesquels l'Organisation dans son ensemble apporte une valeur ajoutée.

Dans le même temps, il est vital, tandis que nous avançons dans le cadre de ce processus d'hiérarchisation, que nous conservions l'approche trans-dimensionnelle de l'Organisation, qui fait son originalité.

Nous devrions aussi agir avec respect pour le principe selon lequel un engagement, une fois qu'il a été pris, doit être tenu. Si nous recherchons les priorités, il est clair qu'il y aura, parmi les 56 États participants, des perspectives différentes. Ce qui a été décidé par consensus et adopté en tant qu'obligation politiquement contraignante ne peut être modifié que par consensus. Dans l'allocation de ressources de plus en plus limitées, il serait donc bon de pouvoir s'appuyer sur un processus décisionnel cohérent plutôt que de prendre des décisions uniquement sur la base de la nécessité de réduire les dépenses.

Excellencies,

Ladies and Gentlemen,

In 56 states across three continents, the OSCE is expected to work for stability, prosperity and democracy through political dialogue and through practical work that makes a lasting difference.

Participating States can take pride in their past achievements, and in the fact that the OSCE is unique among international organizations in its scope and inclusiveness. Where else do such a wide variety of actors share and do so much together?

However, common security through co-operation requires consistency of purpose, sustained political efforts and effective allocation of resources. Should circumstances in greater Europe become more difficult, with old issues re-appearing and difficult new challenges to the Helsinki agenda testing the unity of the OSCE community, these inputs will be particularly in need. As such, today's Ministerial meeting is perhaps more critical than other such meetings in the past. Ministers will direct the Organization in terms of what they expect from it as a forum and as a tool-kit to address serious regional and cross-dimensional challenges.

I look forward to the fresh political impetus that will result from your deliberations over the next two days, under the leadership of the Chairman-in-Office, Miguel Angel Moratinos.

Thank you for your continued support.