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The Collective Security Treaty Organization: A Brief Overview

The Collective Security Treaty Organization (CSTO) was established on the basis of the Collective Security Treaty of 15 May 1992. Following consultations and agreements between the Parties to the Treaty, the heads of state adopted, on the tenth anniversary of the signing of the Treaty, a decision on establishing a new, fully fledged structure: the Collective Security Treaty Organization (CSTO). The Organization's Charter and the Agreement on its legal status were incorporated on 7 October 2002. Following ratification by all member states, the Charter of the CSTO came into force on 18 September 2003.

The goals of the Collective Security Treaty Organization are to strengthen peace and international and regional security and stability, and to defend on a collective basis the independence, territorial integrity, and sovereignty of member states. Priority in achieving these ends is given to political means.

The Collective Security Treaty Organization promotes the formation of a just and democratic world order based on generally recognized principles of international law.

The CSTO's principal areas of action are the multilateral development of political co-operation; the development and improvement of the military dimension; and combating international terrorism and extremism, arms and drug trafficking, and other threats.

Unlike the Treaty of 1992, the new Organization's charter documents provide for the formation not only of a system of collective defence against aggression, but also for the construction of a multifunctional structure for guaranteeing collective security across a broad range of areas, including counteracting new challenges and threats.

Alongside the strengthening of the military dimension, in the course of realizing these provisions in subsequent years, the Organization's relevant organs for combating terrorism, the drugs trade, and illegal migration were also formed and began to function. As the new and non-traditional security challenges faced by the CSTO member states were strengthening, the Organization developed additional areas of activity and corresponding programmes. Simultaneously, foreign-policy co-ordination between member states expanded, contacts were established with international organizations, and the CSTO's role in activity to strengthen international and regional security was broadened.

Translated from the Russian by Peter Morley.

As a result of this dynamic and goal-oriented transformation, today the CSTO has become a modern, multifunctional structure guaranteeing security in its areas of responsibility and a factor in the active promotion of regional and international security. Rather than being an amorphous formation replicating by inertia the mid-20th-century model of a military pact, a functionally well-structured collective security organization has arisen that meets the demands of its time, based on democratic foundations that correspond to the basic principles of collaboration as equals among the newly independent states.

During the evolution of the CSTO, three principal areas of activity have been defined for guaranteeing and strengthening national, regional, and international security.

First, joint action by member states to reinforce stability, build confidence, and alleviate tensions and conflicts that could lead to the escalation of a situation or unleash crisis mechanisms leading to armed conflict. This means political action of a preventive nature, and also crisis-response measures in the event of real conflicts.

Second, collective action and agreed measures by member states to combat non-traditional challenges and threats to security stemming from the erosion of stability, the systematic violation of state borders, increased cross-border migration by armed groups, and the nurturing of extremist and terrorist organizations within states. Some of these challenges – in particular terrorism and drug trafficking – can be contained only via the joint efforts of the affected countries, including through the deployment of security agencies. At present, these threats are the most dangerous for the member states of the CSTO.

Third, combating traditional threats to security. These include: an armed attack on a state or group of states; the likelihood of war with the use of conventional weapons; and interstate conflict with the deployment of weapons of mass destruction (WMD).

At the present time, seven states make up the CSTO: Armenia, Belarus, Kazakhstan, Kyrgyzstan, Russia, Tajikistan, and Uzbekistan.

Permanent Organs of the Organization

The *Council on Collective Security* (CCS) is the highest body of the Organization.

The Council considers principle questions concerning the activities of the Organization, and adopts decisions aimed at realizing the Organization's objectives and tasks. It also oversees the co-ordination and joint action of member states for the achievement of these aims.

The Council is composed of the heads of the member states.

Between sessions of the CCS, co-ordination of interaction between member states in the implementation of decisions adopted by organs of the Organization is undertaken by the Permanent Council, which comprises plenipotentiary representatives appointed by the member states.

The *Council of Ministers of Foreign Affairs* (CMFA) is the consultative and executive body of the Organization on issues of co-ordinating the joint activities of the member states in the field of foreign policy.

The *Council of Ministers of Defence* (CMD) is the consultative and executive body of the Organization on issues of co-ordinating the joint activities of member states in the field of military policy, military construction, and co-operation in military technology.

The *Committee of Secretaries of the Security Councils* (CSSC) is the consultative and executive body of the Organization on issues of co-ordinating the joint activities of member states in the field of guaranteeing their national security.

The *Secretary-General* of the Organization is the highest administrative official of the Organization, and is the head of the Organization's Secretariat. The Secretary-General is a citizen of a member state who is appointed by decision of the CCS, and reports to the CCS. At the present time, the Secretary-General of the CSTO is Nikolai Bordyuzha.

The *Secretariat* of the Organization is a permanent working body of the Organization that provides organizational, informational, analytical, and consultative support for the activities of the organs of the Organization.

The *Joint Staff* of the CSTO is a permanent working body of the Organization and the CMD of the CSTO, and is responsible for drafting proposals and implementing resolutions on the military dimension of the CSTO.

The CSTO and the United Nations: Dates and Facts

The Collective Security Treaty was registered at the Secretariat of the United Nations on 1 November 1995. On 2 December 2004, the General Assembly of the UN adopted a resolution conferring observer status at the General Assembly of the UN on the Collective Security Treaty Organization. On 2 March 2010, the General Assembly of the UN adopted the resolution on "Cooperation between the United Nations and the Collective Security Treaty Organization". On 18 March 2010 in Moscow, UN Secretary-General Ban Ki Moon and CSTO Secretary-General Nikolai Bordyuzha signed a joint declaration on co-operation between the Secretariat of the UN and the Secretariat of the CSTO.

Organizational and Practical Activities of the CSTO

Military Co-operation

Military co-operation is carried out in the following areas:

- Improvement of the legal basis for defining the strategic priorities of the activity of the CSTO in the sphere of guaranteeing collective security and governing the mechanisms for the functioning of the forces of collective security to repel armed attack (aggression) directed against one or several member states of the CSTO.
- Harmonization of the legislation of member states of the Organization on issues of guaranteeing individual and collective self-defence in accordance with Article 51 of the UN Charter.
- Provision by member states of the CSTO of mutual help in the development of armed forces and their equipping with modern forms of weapons and military technology.
- Formation and development of coalition and regional (joint) groupings of forces and the creation of collective forces of the CSTO. Development of combined military systems (air defence systems, intelligence, administration).
- Development of the CSTO's peacekeeping forces.
- Carrying out joint operational and military training exercises for armed forces and other troops.
- Improvement of overall support systems for the activity of the collective security system's forces and weapons.
- Co-operation on issues of training military personnel.
- Co-ordination of activity in the sphere of implementing military co-operation with other states and international organizations.

Operational and Military Preparation

Operational and military preparation of the collective security system's forces is conducted according to the plans of the ministries of defence of the member states and during joint measures. An important step is joint exercises and training.

The *Rubezh* joint combined-corps exercises have been held every year since 2004. During these exercises, procedures for collective decision-making are fine-tuned, along with issues connected to the preparation and execution of joint operations by the forces of the CSTO collective security system. In 2010, the *Rubezh-2010* exercises were held in April in Tajikistan.

In 2009, during the *Zapad-2009* and *Vzaimodeistvie-2009* exercises held in Belarus and Kazakhstan, respectively, previously adopted normative legal documents were approved, and military task forces and special forces units

assigned by the states to the Collective Rapid Reaction Forces (CRRF) were drilled in joint actions.

Peacekeeping Activities

On 6 October 2007, the Agreement on Peacekeeping Activities of the CSTO was signed. The Agreement came into force on 15 January 2009. It was registered at the Secretariat of the United Nations on 30 November 2009.

A decision to carry out peacekeeping activities on the territory of member states can be taken by the CCS based on an official request for such activity to be performed, or by a resolution of the UN Security Council. To form the Peacekeeping Forces, member states assign peacekeeping units on a permanent basis. For participation in a specific peacekeeping operation, Collective Peacekeeping Forces (CPF) are formed from the ranks of the Peacekeeping Forces. The ranks of the CPF can include military, police, and civilian personnel. Peacekeeping contingents are trained according to joint CSTO programmes, equipped with the same or compatible weapons and communications equipment, and take part in regular exercises and training sessions.

Military-Technical Co-operation

Military-technical co-operation is carried out in the following areas:

- Harmonization of the efforts of member states in the field of equipping the forces and weapons of the collective-security system with modern weapons and military technology.
- Establishing and improving, within the framework of the Organization, systems for procuring and delivering equipment of military designation on favourable conditions.
- Organizing modernization and maintenance of arms and weapons systems in the armed forces of member states.
- Establishment of reserves of *matériel* for supplying to the forces of the collective security system.
- Provision of military-technical assistance to member states of the Organization in the event of armed attack (aggression) against them, or the appearance of other external threats to their security, sovereignty, and territorial integrity.

Military-Economic Co-operation

Military-economic co-operation is undertaken with the aim of unifying the efforts of member states to further deepen and improve multilateral co-operation and to promote integration in the sphere of developing and producing equipment of military or dual-purpose designation.

Issues of military-economic co-operation are handled by the Interstate Commission on Military-Economic Co-operation, which was established by a decision of the CCS on 23 June 2005.

Combating Contemporary Challenges and Threats

The CSTO's areas of activity in this sphere are:

- Formation of mechanisms for co-ordinating joint activity to combat contemporary challenges and threats.
- Development of measures to improve the CSTO's capacity in the spheres of counter-terrorism, violent manifestations of extremism, drug trafficking, illegal migration, and cross-border organized crime; guaranteeing information security; and preventing and dealing with the consequences of emergency situations.
- Development of steps for participation in the implementation of international UN projects to strengthen the anti-narcotics "security belts" around Afghanistan, including as part of the Global Anti-Narcotics Partnership programme.
- Harmonization of national legislation and legal frameworks regulating efforts to combat terrorism, organized crime, illegal migration, the illicit trade in narcotic substances, and the legalization (laundering) of proceeds from such activity.
- Development of practical co-operation between the Secretariat of the CSTO in combating security challenges and threats with the relevant bodies of the UN, EU, OSCE, IOM, CIS, SCO, and EurAsEC.

The Fight against International Terrorism

Joint activity by member states in this sphere is undertaken with the direct involvement of the CSTO Secretariat's Department for Combating Challenges and Threats.

A decision of the CSSC dated 22 June 2005 established and regulates the Working Group of Experts on Questions Related to the Fight against International Terrorism and Extremism. Regular consultations are held at the level of heads of counter-terrorist agencies.

The legal basis for co-operation is developing. Agreements have been adopted on personnel training for units undertaking the fight against terrorist activities, and on providing them with specialized equipment and tools.

On 5 October 2008, the CCS adopted the Collective Action Plan of Member States of the Collective Security Treaty Organization on Implementation of the UN Global Counter-Terrorism Strategy for 2008-2012.

Work is being undertaken on information support for activities of the anti-terrorist agencies of member states. Specifically, an official list has been

drawn up of organizations recognized as terrorist or extremist in nature within CSTO member states.

Close working contacts are maintained with the UN Security Council's Counter-Terrorism Committee (CTC), the Action against Terrorism Unit (ATU) of the OSCE, and the UN Office on Drugs and Crime (UNODC). The capabilities of the regional international structures of the CIS, SCO, and EurAsEC are being consolidated.

The "Kanal" International Anti-Drug Operation

The *Kanal* international anti-drug operation is held regularly under the auspices of the CSTO. Units from the member states' drug-enforcement bodies, interior ministries (police), border police, customs, state (national) security, and financial intelligence take part.

The aim of the operation is to uncover and block drugs-trafficking routes from Afghanistan, to shut down supplies of synthetic drugs from European countries, to prevent precursor chemicals from leaking into illegal trade, and to undermine the economic foundations of the drugs trade.

Thirteen phases of the operation were held between 2003 and 2009. In addition to the relevant bodies from CSTO member states, law-enforcement agencies from Afghanistan, Azerbaijan, Bulgaria, China, Colombia, Estonia, Finland, Germany, Iran, Latvia, Lithuania, Mongolia, Pakistan, Poland, Romania, Spain, Syria, Turkey, Turkmenistan, Ukraine, the US, and Venezuela have taken part as observers, as have international institutions such as the OSCE, Interpol, and the Eurasian Group on Combating Money Laundering and Financing of Terrorism (EAG). More than 220 tonnes of drugs have been seized during the operation, including: 10.5 tonnes of heroin, four tonnes of cocaine, and 40 tonnes of hashish, as well as 7,688 firearms and about 250,000 rounds of ammunition.

In 2010, operations will continue as part of the permanent *Kanal* regional anti-drug operation.

Counteracting Illegal Migration and Trafficking in Human Beings

In recent years, the CSTO has significantly ramped up its efforts to combat illegal migration and trafficking in human beings.

Created in 2007, the Co-ordinating Council of heads of the relevant authorities of CSTO member states on issues of the fight against illegal migration has successfully carried out co-ordinated preventive measures and special operations to counteract illegal migration with the designations *Nelegal-2008* and *Nelegal-2009*. *Nelegal-2010* is in the process of preparation. The most recent operation alone saw 106,923 breaches of migration legislation uncovered by the migration services and law-enforcement agencies of member states.

On 14 June 2009, the CCS approved an Action Plan of member states of the Collective Security Treaty Organization on the formation of a collective system to combat the illegal migration of citizens of third countries to 2012. The plan aims in an integrated way to improve interaction and co-ordination of the activities of the relevant state authorities.

Under consideration is the issue of creating a system in member states for exchanging information in the sphere of combating illegal migration.

The Parliamentary Assembly of the CSTO is actively working on harmonizing legislation in the sphere of counteracting illegal migration and trafficking in human beings.

Ensuring Information Security

In combating modern-day threats, joint action to ensure information security has taken on great significance. Co-operation is realized in accordance with the Joint Action Plan on the formation of information-security systems of the member states of the CSTO, which was adopted by the CCS in September 2008.

The list of priority practical issues includes the formation of the organizational and legal foundations for co-operation. With this aim in mind, a draft decision has been prepared on co-operation in the sphere of CSTO member states' information security.

Interaction between special units of security agencies and interior ministries (police) is gathering pace with the aim of combating crime in the information-technology sphere as part of the annual "PROKSI" operation.

Implementation of agreements aimed at training personnel and equipping law-enforcement agencies and special services with hardware and special tools includes issues connected with the training of information-security specialists, the equipment of units with modern hardware, and raising standards of professionalism.

Co-operation in Responding to Emergency Situations

In accordance with the Declaration of member states of the Organization adopted at the June (2006) session of the CCS on the formation of mechanisms for co-operation in the sphere of response to emergency situations, both natural and man-made, an integrated co-ordination mechanism is being formed for co-operation among member states on issues of responding to disasters.

Also continuing to function is the Co-ordinating Committee for Emergency Situations of member states of the CSTO (CCES), which was created in 2007.

A decision of the CCS of 14 June 2009 approved the principal areas of action for member states of the Organization on forming a collective response

system to emergency situations in the period to 2012. That decision is being implemented on the basis of the Working Plan of the Organization's member states on the formation of the aforementioned system.

Relations between the CSTO and the OSCE

The CSTO considers the development of co-operation with the OSCE, the world's largest regional security organization, to be a priority.

Collaboration between the CSTO and the OSCE involves combining the efforts of the organizations to promote peace and stability across the whole of the OSCE's area in the Euro-Atlantic and Eurasian region.

First, of great importance to the CSTO and OSCE is the development of international dialogue on urgent matters of collective security in the Eurasian space, including issues of arms control, confidence- and security-building measures, as well as non-proliferation of weapons of mass destruction, delivery systems, and the technologies used to create them.

The CSTO attaches great significance to collaboration in advancing initiatives in the OSCE area to finalize a new legally binding Treaty on European Security, which would allow the creation of a common space of single and indivisible military-political security of states.

A broad field for co-operation is opening up in terms of joint work in the sphere of increasing the effectiveness of the OSCE, adapting the organization to contemporary challenges and threats to security, and optimizing the activity of its executive structures, including its field missions.

Of great significance continue to be issues of joint activity by the CSTO and OSCE targeted at the fight against international terrorism, the illicit trade in weapons and drugs, organized crime and combating illegal migration and trafficking in human beings, as well as laundering of money obtained by criminal means.

Realization of the idea of creating anti-drugs, anti-terrorism, and financial security belts around Afghanistan is continuing, while there are also plans to strengthen the security of borders between Central Asian states and that country, including as part of implementation of OSCE projects.

The exchange of experience between the CSTO and the OSCE remains a topical issue, with the aim of improving preventive diplomacy mechanisms, including for conflict early warning, prevention, and resolution.

The CSTO has proposed that representatives of law-enforcement agencies from OSCE participating States that are not part of the CSTO take part in the *Kanal* permanent regional anti-drug operation as full participants.

Also being examined is the possibility of implementing joint projects with the OSCE on training personnel for the law-enforcement agencies of member states of the CSTO and third countries on questions relating to com-

bating terrorism, drug trafficking, illegal migration, and so on, at the educational institutions of law-enforcement agencies of CSTO member states.

The issue of uniting the efforts of the OSCE and CSTO in the area of natural-disaster warning systems and averting man-made disasters, as well as dealing with their consequences, is under consideration.

Consultations in connection with the events of April 2010 in Kyrgyzstan provided new confirmation of the efficacy of the CSTO and OSCE joining forces. At their meeting in Bishkek, representatives of international and regional organizations (the UN, CSTO, OSCE, and EU) for the first time co-ordinated their efforts in providing comprehensive assistance to Kyrgyzstan to overcome its internal crisis and in normalizing the social and political situation in the country.

The regular exchange of information between the leadership of the CSTO and the OSCE has proved extremely useful. In this connection, the contacts between CSTO Secretary-General Nikolai Bordyuzha and OSCE Secretary General Marc Perrin de Brichambaut are particularly noteworthy, including mutual participation in meetings of the organizations' respective permanent bodies.

Contacts have been established with the OSCE's ATU and the OSCE Conflict Prevention Centre (CPC). An agreement has been reached on holding consultations between the Secretariat of the CSTO and the CPC; the most recent meeting took place on 14 April 2010 in Moscow, with CPC Director Herbert Salber present.

Upon the invitation of the OSCE leadership, the CSTO participates in meetings of the OSCE's Ministerial Council and Annual Security Review Conference, and is involved in the work of the Forum for Security Cooperation (FSC), anti-narcotics conferences, and seminars and conferences on various topics.

On 15 April 2010, CSTO Secretary-General Nikolai Bordyuzha attended and spoke at the joint meeting of the OSCE's Permanent Council and the FSC. In his speech, Bordyuzha dwelt on questions concerning the CSTO's activity to strengthen international stability, prospects for the development of co-operation with the OSCE in the context of strengthening the Eurasian security system, including on questions related to crisis monitoring, and welcomed regular exchange of information with the OSCE on the situation in Afghanistan.

Subsequently, these themes were discussed in more detail during conversations with OSCE Secretary General Marc Perrin de Brichambaut and CPC Director Herbert Salber, as well as at an informal meeting with the Permanent Representatives to the OSCE of the US, UK, France, Italy, Turkey, Greece, Ukraine, Afghanistan, and Lithuania.

Work is continuing on strengthening co-operation between the CSTO and OSCE in the sphere of combating cross-border organized crime. In July 2009, representatives of the CSTO participated in the regional meeting on

combating organized crime in the Central Asian region held in Astana under the auspices of the OSCE, and also in the OSCE's annual police experts meeting held in Vienna on 20-21 May 2010.

Contacts are developing quite fruitfully in the framework of the dialogue between the Parliamentary Assemblies of the CSTO and OSCE on a broad range of issues connected with the process of democratization, ensuring free and fair elections, and lawmaking. Leaders of the parliamentary delegations from member states of the CSTO prepare and distribute declarations on the most pressing international problems at the Parliamentary Assembly of the OSCE on a regular basis.

The CSTO intends in the future to work together with the OSCE in the matter of guaranteeing security and stability in the Eurasian space, and to use its experience in the sphere of monitoring and crisis management. It is also prepared to form the legal basis for co-operation and its institutionalization.

The CSTO and the Proposal of Russian President Dmitry Medvedev on Concluding a European Security Treaty

Russian President Dmitry Medvedev's initiative to conclude a European Security Treaty has received broad support from member states of the CSTO.

The CSTO recognizes the urgency of the task of adapting the architecture of Euro-Atlantic security to new conditions. It is important to note the approval by the foreign ministers of member states of the Organization of key provisions of a draft Treaty that has as its aim to strengthen in legally binding form the principle of single and indivisible security for all states of the Euro-Atlantic region, from Vancouver to Vladivostok.

Member states of the CSTO have stressed that implementation of the Treaty would facilitate the elimination of zones with differing levels of security, and have expressed their readiness to contribute to the further advancement of the draft Treaty at various international forums.

Support for the Russian proposal was expressed in the declaration of the Moscow (2008) session of the CCS, the declaration of heads of member states of 14 June 2009, the foreign ministers' declarations of 4 December 2008, 26 September 2009 and 25 March 2010, and in the declaration by heads of parliamentary delegations of member states of the CSTO at the Parliamentary Assembly of the OSCE of 19 February 2009. All of these documents note the necessity to support in every possible way the advancement of the initiative to conclude a European Security Treaty, which should lie at the foundation of the creation of a new Euro-Atlantic security architecture.

At the meeting of the OSCE Forum for Security Co-operation on 18 November 2009, the member states of the CSTO submitted a declaration noting that the adoption of a European Security Treaty would serve to

strengthen the basic parameters of arms control, confidence-building, restraint, and reasonable sufficiency in military structures.

During discussions at the CSTO of the initiative to conclude a European Security Treaty on 28 January 2010, consultations were held between experts from foreign ministries and other interested ministries and government bodies of member states with the aim of co-ordinating the activity of member states of the CSTO in concluding such a treaty.

Participants in the consultations approved the contents of the draft Treaty in general and presented concrete proposals on individual provisions. Readiness was expressed to start substantial discussions on the text of the document with the international organizations listed in the draft Treaty.

Member states of the CSTO have noted the importance of widening the circle of parties to the Treaty by including the OSCE, CSTO, NATO, EU, and CIS, all of which work in the sphere of ensuring security. In this connection, the CSTO supports the idea of meetings of high-level officials from these organizations; holding such meetings has been planned on the initiative of Kazakhstan, which currently holds the OSCE Chairmanship, on the sidelines of the informal meeting of the OSCE Ministerial Council in July 2010 in Almaty.

Given the multifunctional nature of the CSTO, the Organization could play a role in strengthening European security, since it has experience in co-ordinating foreign-policy activity, substantial military potential, and the ability to effectively combat security threats and challenges such as international terrorism, drugs trafficking, illegal migration, illicit trading in weapons, and organized cross-border crime.

The CSTO is prepared to work together with other international organizations such as the European Union and NATO.