

UN PREVENTIVE DIPLOMACY IN CENTRAL ASIA**Кенжегулова Асель Канатбековна***assken06@gmail.com*

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The concept of "preventive diplomacy" became widely accepted in the world after the publication of the report of the UN Secretary-General B. Boutros-Ghali, which he delivered at the 47th session of the UN General Assembly on July 17, 1992. The document was entitled "An Agenda for Peace" and provided a conceptual framework for preventive diplomacy and peacemaking. At the same time, the very concept of preventive peacekeeping operations does not belong to B. Boutros-Ghali. It was formulated in 1982 by the Independent Commission on Disarmament and Security Affairs, headed by Olof Palme [1], and in 1985 by the Independent Commission on Disarmament and Security. The well-known conflictologist Johan Galtung put forward a concept that provided for such strategies (approaches) to the preservation of international peace and security as peacemaking, peacekeeping and peacebuilding [2].

In his report, Boutros-Ghali gave a clear definition of the very concept of "preventive diplomacy" as an action aimed at preventing the emergence of disputes between the parties, preventing the escalation of existing disputes into conflicts and limiting the scope of conflicts after they arise". He drew attention to international operations and processes related to preventive diplomacy. It is, first, peacemaking — "an action aimed at persuading the warring parties to agreements, mainly through peaceful means provided for in Chapter VI of the Charter of the United Nations". Secondly, the maintenance of peace, interpreted as the need for a UN presence in the conflict area, which was previously carried out with the consent of all interested parties and, as a rule, was associated with the deployment of military, police, and often civilian UN personnel. Third — post-conflict peacebuilding; It is a "concept of action to identify and support structures that will tend to promote and consolidate peace in order to prevent a relapse into conflict" [3].

Thus, preventive diplomacy is a means of preventing disputes and resolving them before they develop into conflicts, as well as limiting conflicts that have already arisen through mediation, reconciliation and negotiation.

Peacemaking and peacekeeping play an important role in putting preventive diplomacy into practice, as noted earlier. So, in 1988, the peacekeeping actions of the UN Secretary-General Javier Perez de Cueller led to the end of the war between Iran and Iraq, as well as to the signing of an agreement on the withdrawal of Soviet troops from Afghanistan. The UN Secretaries-General have repeatedly made efforts to resolve conflict situations in the Middle East, Cambodia, Cyprus, Mozambique, Namibia, and Central America. Peacekeeping operations are an important means of promoting peace and security. Not surprisingly, they have gained international recognition. So, in 1988, the UN peacekeeping forces were awarded the Nobel Peace Prize, although the operations themselves were carried out since 1948 (then the UN Body was established to monitor the implementation of the terms of the truce in the Middle East). By the beginning of the XXI century, a total of 56 operations were performed, of which 43 were performed since 1988 [4].

An important point in the implementation of a policy of preventive diplomacy is, of course, the management of the conflict. William Zartman, a well-known American scholar and specialist in conflict studies and negotiation, defines the dynamics of such a policy as follows: "We speak about conflict management when the conflict has taken violent forms and diplomatic efforts are being made to return it to the political channel. In 1995, the example of managing the conflict in Bosnia was given by Richard Holbrooke, Assistant Secretary of State for European and Canadian Affairs, who brokered the Dayton Accords, which marked the end of the war and the transition of the conflict to a political channel. However, conflict management does not remove the conflict" [5]. Conflict resolution means

that a political solution has been found to the issues that led to it. Although this often happens at the level of a concept rather than reality. Thus, the very policy of preventive diplomacy is a rather thin matter, where it is important not to cross the line separating the actual preventive (preventive) actions from post-conflict actions. And this is recognized at the highest level. Thus, the UN Secretary-General Ban Ki-moon notes: "Taking into account the seriousness of many crisis situations around the world, it is necessary to recognize that preventive diplomacy is an urgent need, and not just a possible option for their prevention" [6].

In the post-Soviet space, the main region where the UN policy on preventive diplomacy was implemented and is being implemented is, of course, Central Asia (under this concept, this article combines the five former republics of the USSR - Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan).

Achieving stabilization and getting out of the armed confrontation is an extremely difficult process, involving numerous victims, so it is necessary to prevent the possibility of such clashes. International organizations, especially the UN, should play an important role in this. At the beginning of the XXI century, a whole complex of problems that need to be resolved was formed in Central Asia. The States of this region must face a number of conflict-forming threats: terrorism and extremism, drug trafficking and organized crime. In this context, the appeal to the "good offices" of the UN seems quite natural, given its extensive tools for responding to such threats and experience in resolving a wide variety of conflicts. It is for these purposes that a new international structure was created in Ashgabat — the UN Regional Center for Preventive Diplomacy (RCPD) for Central Asia.

Back in September 2004, Turkmenistan initiated the creation of the RCPD, which was supported by Kazakhstan. This was followed by a series of consultations between representatives of all five Central Asian states, as a result of which the idea was generally approved and an agreement was reached on the location of the Center in the Turkmen capital. On May 7, 2007, UN Secretary-General Ban Ki-moon said in a letter to the President of the UN Security Council: Khalilzadu said that in accordance with the UN Global Counter-Terrorism Strategy and the recommendations of the High-level Panel on Threats, Challenges and Change on the need to strengthen the UN's conflict prevention capacity, he intends to establish a RCPD in Ashgabat.

The RCPD's mandate states that its purpose is to assist the Governments of Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan in building the capacity for peaceful dispute resolution and conflict prevention through dialogue and attracting international support for the implementation of relevant projects [7]. During the preparation of the mandate for their new structure, the UN experts and specialists carefully analyzed various aspects of the current political situation in Central Asia and summarized their assessments as follows. There are not many regions in the world where countries are as closely interdependent as in Central Asia. Despite the presence of old and new security threats, the Central Asian states have managed to avoid open conflicts among themselves, which indicates the presence of political will for mutual dialogue and conflict prevention. At the same time, there are common threats and challenges that require joint response and cooperation in the interests of maintaining regional stability, so the focus of the RCPD should be on identifying existing and potential threats, expanding the partnership in countering them between the five Central Asian States and the regional and international organizations working there.

The analysis of the situation and subsequent consultations with the Governments of the Central Asian countries made it possible to identify three groups of priority areas in the activities of the RCPD.

The first group included cross-border threats — terrorism, drug trafficking and organized crime. At the same time, it was noted that the threats of armed actions by terrorists and extremists in Central Asia are largely provoked by instability in the wider region, cross-border activities of drug and arms dealers, as well as organized criminal structures. The second group consisted of problems related to the deterioration of the environmental situation and the joint use of water and energy resources. The third group included the continuing instability in Afghanistan, which remains a serious source of threat to the security of Central Asia.

The first major task for the RCPD was to hold a meeting of the Deputy Foreign Ministers of the Central Asian countries in Ashgabat on October 23, 2008. The agenda included three blocks of issues: the fight against terrorism and drug trafficking, the situation in Afghanistan, and the rational use of water resources. At the same time, attention was focused on the problems of water use, the very presence of which, according to UN experts, can negatively affect the state of interstate relations in the region. As you know, the essence of the Central Asian water problem is the differences between the countries that export water (Kyrgyzstan, Tajikistan) and its importers (Kazakhstan, Turkmenistan, Uzbekistan), or, in other words, the countries of the upper and lower reaches of the transboundary rivers — the Amu Darya and Syr Darya.

It was emphasized that the priority place in the Program of Action of the RCPD for 2009-2011 is given to the issues of establishing coordination of regional and multilateral efforts to effectively solve the problems facing the Central Asian states, primarily in the field of security. The Special Representative of the UN Secretary-General noted that the unstable situation in Afghanistan continues to negatively affect the situation in the region. In this regard, the importance of expanding cooperation in countering terrorist and drug threats emanating from the Afghan territory increases. Jenca also pointed out that the RCPD has contributed to the promotion of intraregional dialogue in order to resolve water and energy problems in Central Asia, which are an obstacle to ensuring "food security" and the development of cooperation in a number of other areas [8].

Today, the importance of the policy of preventive diplomacy in Central Asia cannot be overestimated. Among other factors, it contributed to the prevention of conflicts in the region, the escalation and spread of the civil war in Tajikistan in 1992-1997 throughout Central Asia. At the beginning of the 21st century, preventive diplomacy continues to influence the overall political situation in the region, as the role of the RCPD clearly demonstrates.

Today Central Asia remains a region with a huge number of internal and external problems, so the policy of preventive diplomacy may be the pivot around which all the positive forces that seek to resolve the complex knot of contradictions in the region will unite.

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