Report by the OSCE Secretary General on Police-Related Activities of the OSCE Executive Structures up to the End of 2009

Submitted in accordance with Permanent Council Decision 914/09, Athens, 2 December 2009

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Organization for Security and Co-operation in Europe

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**Office of the Secretary General
Strategic Police Matters Unit**

OSCE — Organization for Security and Co-operation in Europe

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Contents

Abbreviations and Acronyms

ADAM	Automatic Donor Assistance Mechanism
AEPC	Association of European Police Colleges
AoI	Agreement of Implementation
ATU	Action against Terrorism Unit
AQAS	Agency for Quality Assurance through the Accreditation of Study Programme
BMO	Border Monitoring Operation
CARICC	Central Asian Regional Information Co-ordination Centre
CBP	Capacity Building Programme
CEPOL	European Police College
CICA	Conference on Interaction and Confidence Building Measures in Asia
CiB	OSCE Centre in Bishkek
CIS	Commonwealth of Independent States Executive Committee
CoE	Council of Europe
COP	Conference of Parties
CPC	Conflict Prevention Centre
CORE	Centre for OSCE Research
CSTO	Collective Security Treaty Organization
DACI	Directorate for Anti-Corruption Initiative
DCAF	Democratic Control of Armed Forces
DEA	Drug Enforcement Administration
DSPS	Department for Security and Public Safety
DPS	Department for Public Safety
EC	European Commission
EMCDDA	European Monitoring Centre for Drugs and Drug Addiction
ENFSI	European Network of Forensic Science Institutes
EU BOMCA	Border Management Programme in Central Asia
EU CADAP	Drug Action Programme in Central Asia
EUMM	European Union Monitoring Mission
EUROPOL	European Law Enforcement Agency
EUROJUST	European Union Judicial Cooperation Unit
FATF	Financial Action Task Force
FIN	Financial Integrity Network
FIU	Financial Intelligence Unit
FOSIM	Foundation Open Society Institute – Macedonia
GBP	Georgian Border Police
HCNM	High Commissioner on National Minorities
IBM	Integrated Border Management
ICAO	International Civil Aviation Organization
ICITAP	International Criminal Investigative Training Assistance Program

ICMEC	International Centre for Missing & Exploited Children
ICMPD	International Centre for Migration Policy Development
ICTY	International Criminal Tribunal for the former Yugoslavia
IDFTC	International Drug Fighting Training Centre of the All-Russian Advanced Police Academy in Moscow (Domodedovo)
ILEA	International Law Enforcement Academy
ILO	International Labour Organization
IMF	International Monetary Fund
INCB	International Narcotics Control Board
INPROL	International Network to Promote the Rule of Law
INTERPOL	International Criminal Police Organization
IOM	International Organization for Migration
IRMA	Image Retrieval in Medical Applications
IPAP	Interim Police Assistance Programme
LED	Law Enforcement Department
MEPE	Multi-Ethnic Police Element
MoI	Ministry of Interior
MoU	Memorandum of Understanding
NATO	North Atlantic Treaty Organization
NGO	Non-Governmental Organization
KCPSED	Kosovo Centre for Public Safety Education and Development
KPS	Kosovo Police Service
KPSS	Kosovo Police Service School
OCEEA	Co-ordinator on Economic and Environmental Affairs
OECD-DAC	Organization for Economic Cooperation and Development-Development Assistance Committee
ODIHR	Office for Democratic Institutions and Human Rights
OMIK	OSCE Mission in Kosovo
OSR	Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings
PAP	Police Assistance Programme
PAU	Police Affairs Unit
PBPB	Performance-Based Programme Budgeting
PCU	Project Co-ordinator in Ukraine
PCUz	Project Co-ordinator in Uzbekistan
PDD	Police Development Department
POLIS	Policing OnLine Information System
PMG	Police Monitoring Group
PRP	Police Reform Programme
RCC	Regional Cooperation Council
SCO	Shanghai Cooperation Organization
SECI	Southeast European Cooperative Initiative
SELEC	Southeast European Law Enforcement Centre (formerly SECI)

SEPCA	Southeast Europe Police Chief Association
SIDA	Swedish International Development Agency
SLTD	Stolen and Lost Travel Documents
SOCA	Serious Organised Crime Agency – UK
SPOC	Stability Pact for South Eastern Europe – Security Initiative to Fight Organized Crime
SSR	Security Sector Reform
TADOC	Turkish International Academy against Drugs and Organized Crime
TAP	Training Assistance Programme
THB	Trafficking of Human Beings
TIKA	Turkish International Cooperation and Development Administration
TISP	Transitional Institutional Support Programme
UN	United Nations
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNDPKO	United Nations Department of Peacekeeping Operations
UNMIK	United Nations Interim Administration Mission in Kosovo
UNODC	United Nations Office on Drugs and Crime
UNODCCP	United Nations Office for Drug Control and Crime Prevention
UNPSG	United Nations Police Support Group
UN-INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
UNTOC	United Nations Convention against Transnational Organized Crime
WCO	World Customs Organization

Preface by the OSCE Secretary General

The Athens Ministerial Council has been associated with many important decisions. OSCE foreign ministers charted the way forward for a broad, OSCE-anchored debate on the future of European security, recalling the Organization's important role in promoting stability, prosperity, and democracy throughout the OSCE area. In the margins and the sprit of the Athens Ministerial Council, the participating States adopted PC Decision 914/09 on further enhancing OSCE police-related activities.

The decision tasked the Secretary General to prepare a report on police-related activities of the OSCE executive structures up to the end of 2009. It set out the concrete elements the report should include, namely an assessment of OSCE's police-related activities, a forward-looking perspective, and long-term strategic recommendations.

Pursuant to this decision, I tasked the Strategic Police Matters Unit (SPMU) to co-ordinate the preparation of this report. In the course of preparing the report, the SPMU developed and used a three-week online discussion forum in POLIS, in which representatives of the OSCE executive structures provided inputs and engaged in lively and productive discussions from hundreds of miles away.

There have been a number of success stories achieved by the dedicated and professional staff members of the OSCE in implementing the challenging mandates and tasks given by the participating States. The Organization has accumulated vast experience and learned important lessons from its past experiences. It is necessary to take stock of what has been done so far and initiate a thorough dialogue on how to further enhance and strengthen the Organization's police-related activities.

I would like to express my appreciation to the High Commissioner on National Minorities, the Office for Democratic Institutions and Human Rights, the field operations and relevant international and regional organizations, as well as to thematic units of the Secretariat, for their valuable contributions to the report.

I would also like to thank the Senior Police Adviser and his dedicated staff members for co-ordinating the work done in the preparation of this report.

I trust that this report will provide a sound basis for deliberations on the development of future OSCE police-related activities.

Secretary General
Marc Perrin de Brichambaut

I.   Introduction

I.1   The Importance of the Rule of Law and Democratic Policing

The OSCE operates on the premise that respect for human rights and fundamental freedoms, democracy and the rule of law, as well as an effective and accountable criminal justice system are fundamental to a well functioning modern democracy. Democratic policing, which serves the people rather than just the State and respects human rights, fundamental freedoms and the rule of law, is central to protecting life and property, detecting crime, preserving public order as well as preserving social stability during crises and emergencies, and supporting post-conflict reconstruction and rehabilitation.

The potential for intra- or inter-State conflicts in weak or transition States is inversely correlated to the success of poverty reduction strategies. Economic growth leads to internal stability and political maturity, which prevails on power groups in their claims on control of the State and opens the way to democratic governance. In the absence of rule of law, economic growth is not sustainable, creating the risk of a continuing decline and a weakening of state mechanisms that inevitably have a detrimental effect on human rights and basic freedoms of the population. This also creates a breeding ground for threats to security and stability, including the proliferation of organized crime.

Strong democratic institutions and the rule of law play an important role in preventing the emergence of threats to security and stability. Weak governance and a failure by the States to secure adequate and functioning democratic institutions that can promote stability, may in themselves constitute a fertile environment for a range of threats.[1] An effective rule of law is paramount, and policing is vital to maintain it and to provide a safe and secure environment.

In recognition of the importance of the rule of law and democratic policing, police-related activities have become a key component of the OSCE's post-conflict rehabilitation operations and have gained increasing relevance in the organization's democratization and rule of law activities in states of transition as well as in the promotion of international co-operation in the fight against terrorism and organized crime. By the end of 2009, 15 out of 18 OSCE field operations undertook police-related activities.[2]

The police-related activities of the OSCE executive structures are based on a steadily growing list of mandates and tasks, which have been provided by various Ministerial Council and Permanent Council decisions since 1998.[3] In the last 11 years, the concerns that most dominated the OSCE policing agenda for post-conflict States and States in transition — e.g. terrorism, transnational crime, the negative effect of corruption on sustainable economic growth and brutal violations of human rights — led chiefly to calls for improvements in law

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[1]   See OSCE, *OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century*, OSCE Ministerial Council, MC.DOC/1/03, Maastricht, 2 December 2003.

[2]   Since not all field operations have a distinguished police component, police-related activities of these field operations have been undertaken by other thematic components such as democratization, human rights, or rule of law units.

[3]   For a comprehensive overview of the Decisions, see Appendices 3 and 4.

enforcement investigative techniques, and a shift from a culture of force to a culture of service.

Due to OSCE's comprehensive and cross-dimensional approach to the three dimensions of security, which assists participating States in understanding the connection between rule of law, economic development and stability, police-related activities have been increasingly attracting attention by the OSCE's executive structures. In addition to the field operations and the Strategic Police Matters Unit (SPMU), headed by the Senior Police Adviser to the Secretary General, the Institutions of the OSCE High Commissioner on National Minorities (HCNM) and the Office for Democratic Institutions and Human Rights (ODIHR), as well as several thematic units within the OSCE Secretariat have included certain aspects of policing in their respective programmes. The thematic units include: the Action against Terrorism Unit (ATU); the Borders Unit (Operations Service / Borders Team in the Conflict Prevention Centre); the Gender Section; the Office of the Co-ordinator of Economic and Environmental Activities (OCEEA); the Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings (OSR).

I.2 Permanent Council Decision 914/09

"Acknowledging the diverse and multifaceted OSCE work, experience and lessons learned in the policing field, in particular the work of the SPMU and the field operations within their respective mandates",[4] the Permanent Council, in its Decision 914/09, adopted in Athens, expressed its conviction that the time had come to take stock of what had been done so far in policing and to "[…] initiate a thorough dialogue on how to further enhance police-related activities within the OSCE."[5] The Permanent Council tasked the Secretary General, "[…] within existing resources and in consultation with relevant OSCE executive structures, to prepare a report on police-related activities of the OSCE executive structures up to the end of 2009".[6] The report was to be based partly on the annual reports on police-related activities, reflecting existing mandates and OSCE commitments, and was "[…] to include an assessment of those activities and a forward looking perspective, offering long-term strategic recommendations."[7]

Moreover, the Permanent Council decided that this report would be further discussed during the next Annual Police Experts Meeting in May 2010 as well as at the 2010 Annual Security Review Conference.

I.3 Structure of the Report and Drafting Methodology

This report has been prepared by the SPMU, in consultation and co-operation with OSCE field operations and other executive structures. In a first step, the SPMU has taken stock of the police-related activities that OSCE field operations, Institutions and thematic units have undertaken since 1998.

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[4]   OSCE, Permanent Council, *Decision No. 914. Further Enhancing OSCE Police-Related Activities*, PC.DEC7914, 2 December 2009, PC Journal No. 784, Agenda item 2, p.1.

[5]   Ibid, p. 2.

[6]   Ibid.

[7]   Ibid.

Following an introductory chapter that provides a brief overview of the evolution of OSCE's police-related activities during the last decade, Chapter III provides a stock-taking of these activities, focusing on three thematic areas of policing: Police Development and Reform, Community Policing, and the Fight against Organized Crime.

The stock-taking exercise was based on the analysis of information gathered by the SPMU from:

- police-related OSCE Summit decisions and Ministerial Council and Permanent Council decisions;
- field operation mandates and Memorandums of Understanding (MoUs) on police assistance;
- the Secretary General's annual reports on police-related activities;
- the reports on OSCE activities in the fight against organized crime;
- programme-related data in IRMA and Doc.In;
- the 2008 SPMU lessons learned report on the "Implementation of Police-Related Programmes in South-Eastern Europe";
- the 2010 Horizontal Evaluation of Police Training Activities report by the Office of Internal Oversight; and
- any other relevant documentation.

The stock-taking chapter was shared with the OSCE executive structures for their verification and update of the content with respect to their area of operation. Detailed statistical data on various police-related activities and the available human and financial resources, on which a number of stock-taking graphics are based, are provided in the Appendices.

Chapter IV provides an assessment of police-related activities in the three thematic areas of policing. The information in the chapter was gathered during a three-week online forum, held between 1–19 February 2010, to which all executive structures had been invited to participate. Using the Policing OnLine Information System (POLIS) platform, the SPMU prepared and moderated this forum in which 62 OSCE staff members from various OSCE field operations and thematic units registered. The HCNM and the ODIHR presented their input to the assessment and their forward-looking perspectives in the form of written contributions. These contributions are included in the Appendices 1 and 2 of this report.

In summarizing the stock-taking chapter and the assessment chapter, Chapter V provides an overview of the assessment, the value added of the OSCE and the Organization's lessons learned in implementing police-related activities.

Drawing some cogent conclusions from the assessment overview, Chapter VI provides forward-looking perspectives and a number of strategic recommendations with respect to OSCE's police-related activities in the future.

II.   The Evolution of OSCE Policing

The foundations for OSCE's police-related activities can be traced back to 1998 when the participating States adopted the first mandate on police-related activities. Based on PC.DEC/239 of 25 June 1998, the OSCE deployed 120 police monitors to the Danube region in Croatia, tasked to take over from the United Nations Police Support Group in monitoring the performance of the Croatian police with regard to the return of displaced persons.[8] Less than a year later, the OSCE also deployed a police component to Kosovo/UNMIK, tasked with establishing and training a new multi-ethnic and democratic Kosovo Police Service.

In view of the successful police engagement in Croatia and in recognition of the OSCE's supporting role of the United Nations, in 1999, the participating States declared in the Istanbul Charter for European Security to enhance the OSCE's role in civilian police-related activities as an integral part of the Organization's efforts in conflict prevention, crisis management and post-conflict rehabilitation.[9]

The general mandate for police-related activities was further refined in 2001 with the Bucharest Ministerial Council Decision No. 9 on policing, in which the OSCE participating States declared to "increase and promote co-operation among participating States in countering new security challenges, including by […] improving operational and tactical policing capacities; enhancing key policing skills, including respect for human rights and fundamental freedoms, and, as appropriate, dealing with the criminal aspects of illegal migration; and increasing community policing, anti-drug, anti-corruption and anti-terrorist capacities[10] [and by] "providing advice or arranging for the provision of expert advice on requirements for effective policing (needs assessments) and how to meet them."[11] Furthermore, the participating States encouraged the exchange of information among and between participating States regarding lessons learned and best policing practices in countering these new security challenges.[12]

In the following years, the Law Enforcement Departments (LEDs) of the field operations in South-Eastern Europe widened the scope of police reform activities by also focusing on subjects such as police accountability, human resource management, the fight against organized crime, border policing and regional police co-operation.[13] The responsibility of the OSCE to create – in close-co-operation with the United Nations – an entire criminal justice system/police agency in Kosovo/UNMIK from nothing was reflected in the large dimensions of the Law Enforcement Component of the OSCE Mission in Kosovo (OMIK), consisting of some 267 international and 290 local staff members at its peak in 2002 (see also Appendix 6).

The general expansion of the scope of activities in South-Eastern Europe was also due to a number of new decisions by the participating States, which assigned the OSCE's executive

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[8]   Cf. OSCE Permanent Council 1998, Decision No. 239, PC.DEC/239, 25 June 1998, p. 1.

[9]   OSCE, *Istanbul Document 1999*, Istanbul, 1999, p. 18, at:
       http://www.osce.org/documents/mcs/1999/11/4050_en.pdf (30 March 2009).

[10]   OSCE, Decision No. 9. Police-Related Activities, in *Bucharest Ministerial Council, MC. Dec 9/01,*
       Bucharest, 2001, p. 34.

[11]   Ibid, p. 35.

[12]   Ibid.

[13]   For a comprehensive overview of the OSCE's police-related activities, see the Annual Reports of the
       Secretary General on Police-Related Activities, which can be downloaded from the OSCE's POLIS
       digital library at: http://polis.osce.org/library.

structures over the years to focus on trafficking in human beings,[14] the improvement of the situation of Roma and Sinti,[15] the promotion of gender equality,[16] the fight against transnational organized crime,[17] and in particular, illicit drugs and precursors;[18] the prevention of and combat against violence against women,[19] and the fight against the sexual exploitation of children.[20] (An overview of all police-related decisions is given in Appendix 3.)

A number of participating States in South-Eastern Europe, which had been isolated as a result of conflict for over a decade, have required long-term assistance in the above-mentioned areas of policing to rebuild their police agencies and bring them to the same level as those of their international counterparts.

Whereas OSCE's police-related activities initially focused on South-Eastern Europe only, from 2002 onwards, the Organization has provided police-related assistance to participating States in other regions of the OSCE. The countries of Central Asia and the Southern Caucasus have all been confronted, to a lesser or greater degree, by the threats of drugs, transnational crime and extremist violence, both political and religious. As a result, their police agencies needed to be provided with updated means of addressing each threat, to be linked to the police agencies of other countries and to be free from corruption.

Since the mid-1990s, the OSCE was engaged in Central Asia with small field operations in order to help settle the civil war and foster post-conflict reconstruction in Tajikistan, as well as to support the democratization process, develop the rule of law and maintain stability in the Central Asian states in general, as requested by the participating States at the Lisbon Summit in 1996.[21] Initially, the work of the field operations focused primarily on monitoring human rights developments and supporting civil society. However, over time, the Central Asian states decided to benefit from OSCE's time-proven experience and the organizational tool box for police development, and police-related activities appeared on the agenda in 2002. Activities started in Kyrgyzstan, whose President declared that he would make police reform a priority.

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[14]   See Ministerial Council Declaration No. 1/.02 on *Trafficking in Human Beings* (Porto 2002)*; Ministerial Council Decision No. 2/03 on *Combating Trafficking in Human Beings* (Maastricht 2003); *OSCE Action Plan to Combat Trafficking in Human Beings* (Maastricht 2003); and Ministerial Council Decision No. 5/08 on *Enhancing Criminal Justice Responses to Trafficking in Human Beings* (Helsinki 2008).*

[15]   See Ministerial Council Decision No. 3/03 on *OSCE Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area* (Maastricht 2003)*.

[16]   See *OSCE Action Plan for the Promotion of Gender Equality* (Sofia 2004); and Ministerial Council Decision No. 7/09 on *Women's Participation in Political and Public Life* (Athens 2009).

[17]   See Ministerial Council Decision No. 3/05 on *Combating Transnational Organized Crime* (Ljubljana 2005); the follow-up Ministerial Council Decision No. 5/06 on *Organized Crime* (Brussels 2006)*; Permanent Council Decision No. 758 on *Enhancing International Anti-Drug Co-operation* (2006); and Permanent Council Decision No. 810 (2007) on the *Implementation of the United Nations Convention Against Transnational Organized Crime.*

[18]   See Permanent Council Decisions No. 758 (2006) on *Enhancement International anti-drug cooperation* and 813 (2007) on *Combating the Threat of Illicit Drugs and Precursors;* and Ministerial Council Decision No. 4/07 on *OSCE Engagement with Afghanistan* (Madrid 2007).

[19]   See Ministerial Council Decision No. 15/05 on Preventing and Combating Violence against Women (Ljubljana 2005).

[20]   See Ministerial Council Decision No. 15/06 on *Combating Sexual Exploitation of Children* (Brussels 2006).

[21]   OSCE, "Lisbon Summit Declaration", in *Lisbon Document 1996*, Lisbon 1996, p. 8.

The OSCE's active involvement in police-related activities was also boosted by the "Programme of Action", adopted by some 60 states at the "Bishkek International Conference on Enhancing Security and Stability in Central Asia: Strengthening Comprehensive Efforts to Counter Terrorism", which was organized in December 2001 by the OSCE and the United Nations Office for Drug Control and Crime Prevention (UNODCCP). The "Programme of Action" aimed to, *inter alia*, "prevent and to combat terrorism by increasing co-operation in the fields of human rights and fundamental freedoms and by strengthening the rule of law and the building of democratic institutions, based in part, on the funding of relevant programmes of the United Nations as well as the OSCE". [22]

In the framework of the Programme of Action, the OSCE's newly established Strategic Police Matters Unit (SPMU) conducted a thorough needs assessment in Kyrgyzstan, and in August 2003, the first police assistance programme started in a Central Asian country. The programme focused on: strengthening the Police Academy of the Ministry of the Interior, introducing community policing methods at pilot sites; setting up a modern and efficient police emergency call-response centre; and building capacity crime analysis, investigations, drug fighting and the prevention and management of public conflict and disorder.

In the following years, similar police assistance programmes were developed by the SPMU for Armenia, Azerbaijan and Georgia, focusing on the enhancement of basic police training capacities, the improvement of public order management and crime fighting skills, and the introduction of community policing. The activities in Georgia also aimed at confidence-building in the Georgian-South Ossetian zone of conflict.

Different types of missions/modus operandi

In most of the field operations in South-Eastern Europe, there have been large Law Enforcement Departments with large numbers of approved staff for police-related activities, which have implemented a great variety of post-conflict rehabilitation and police reform activities, depending on the specific mandates assigned to them.

In contrast, there have been significantly smaller field operations in other regions of the OSCE, with only a handful of international and national staff, tasked with implementing Police Assistance Programmes (PAPs) or undertaking small-scale police-related activities. In a number of the smaller field operations, staffing tables have not even dedicated specific staff to police-related activities, so these activities have been undertaken by staff members from, *inter alia*, rule of law or democratization departments.

Since the field operations in Central Asia and the Southern Caucasus have not had the capacities for planning and implementing comprehensive police assistance programmes on their own, having only one to five international and national staff members focusing on police-related activities (Appendix 6), the SPMU has taken responsibility for initiating, planning and partially implementing PAPs. A thorough baseline assessment of the state of policing in the respective countries, including consultations with a variety of stakeholders such as local authorities, civil society and international actors, has been followed by in-depth consultations with local governments and the joint development of project strategies and action plans. In a number of cases, these plans have resulted in the development of

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[22]   UNODCCP/OSCE, 'Action Programme', in: *Summary Report. Bishkek International Conference on Enhancing Security and Stability in Central Asia: Strengthening Comprehensive Efforts to Counter Terrorism*, Vienna/Bishkek 2002, p. 19, at: http://www.osce.org/documents//2001/12/4130_en.pdf (5 March 2009).

sound police reform strategies. All these initial planning activities have been undertaken by SPMU staff or by external police experts contracted by the SPMU for a short time.

Corresponding to the vast differences in size and tasks of the various field operations, Unified Budget allocations have also shown significant differences (Appendix 5). Furthermore, while most of the police-related activities in South-Eastern Europe have been financed through the annual unified mission budgets, the police-related activities in Central Asia and the Southern Caucasus were exclusively financed through extra budgetary contributions until 2007.

An overview of the different police-related mandates of the various executive structures is provided in Appendix 3.

The development of police assistance programmes in Kyrgyzstan became an example of good practice and a model for other neighbouring countries, which pursued similar developments, albeit at a slower pace. In this process, the SPMU played a pivotal role in exploring potential fields of police assistance in 2004, which would not only include the provision of technical assistance for the fight against drug trafficking and terrorism, but would also focus on issues such as human rights and police ethics. By 2009, police assistance activities had been initiated in Kazakhstan, Uzbekistan, and, particularly, in Tajikistan, where a comprehensive Police Assistance Programme was launched in 2008.

Police-related activities have also increased in Eastern Europe where, since 2006, the field operations and the SPMU have started a number of initiatives in Belarus, Moldova and Ukraine to raise awareness and develop law enforcement capacities on various aspects of democratic policing (e.g. the use of force and firearms, communication skills, police-public partnership, domestic violence) and the fight against trafficking in human beings.

OSCE Madrid Ministerial Council Decision on *Engagement with Afghanistan* opened a new chapter in the history of OSCE's police-related assistance. The Organization, in close co-operation with participating States, Afghan authorities and the international community, has developed a number of projects and training programmes in response to the Decision. Overall objectives of the projects aim at enhancing skills and knowledge of Afghan law enforcement officers, including border guards and customs officers, in combating transnational organized crime. Central Asian participating States have played an important role in providing this important support to the security of the region in general and towards a stable Afghanistan in particular.

The following map provides an overview of OSCE field operations that undertook police-related activities as at the end of 2009.
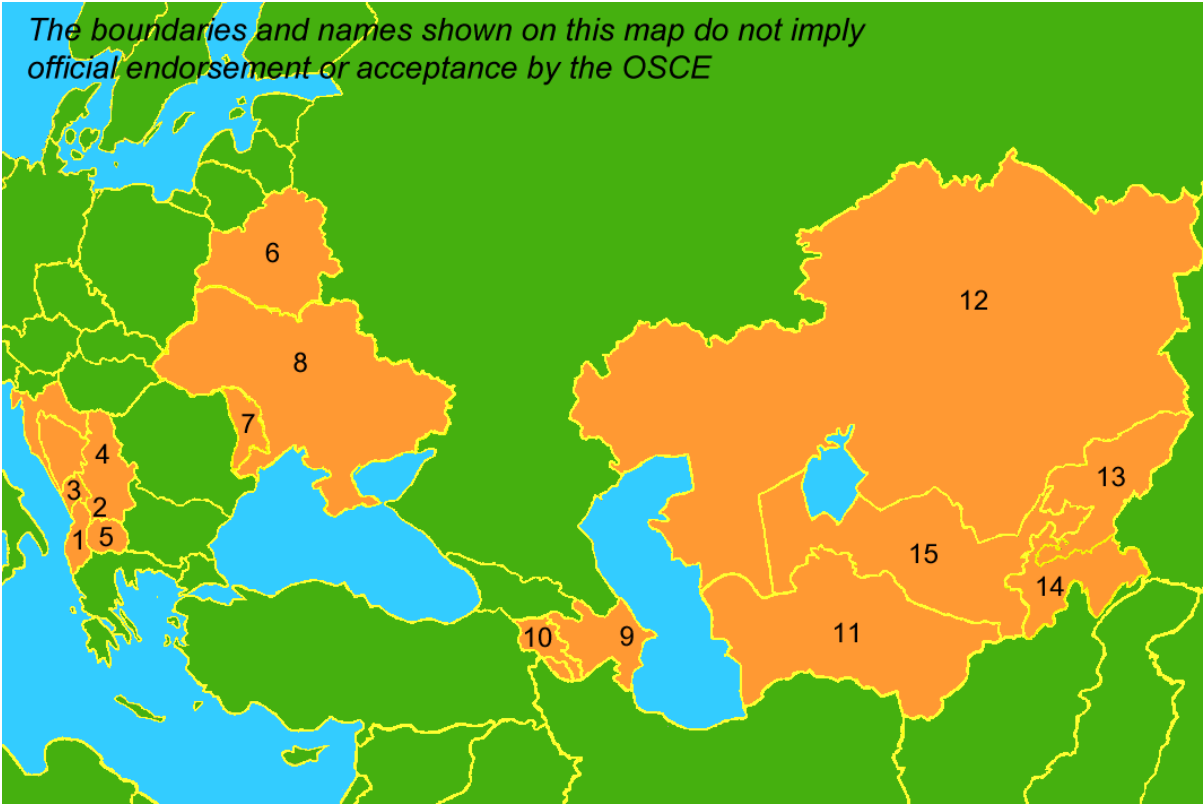
Legend:

South-Eastern Europe:
1) Presence in Albania
2) Mission in Kosovo
3) Mission to Montenegro
4) Mission to Serbia
5) Spillover Monitor Mission to Skopje

Eastern Europe:
6) Office in Minsk
7) Mission to Moldova
8) Project Co-ordinator in Ukraine

Southern Caucasus:
9) Office in Baku
10) Office in Yerevan

Central Asia:
11) Centre in Ashgabad
12) Centre in Astana
13) Centre in Bishkek
14) Office in Tajikistan
15) Project Co-ordinator in Uzbekistan

III. Taking Stock of Police-Related Activities

The aim of this chapter is to provide an overview of the variety of police-related activities that have been undertaken by the various OSCE executive structures since 1999. Since a detailed list of all police-related activities would go beyond the scope of this report,[23] this chapter will provide a general description of the most common activities undertaken by the OSCE executive structures.

As the main purpose of the general report is to assess the different types of police-related activities in general, and not the performance of specific executive structures, the stock-taking will be structured in accordance with thematic areas and fields of policing. It does not, therefore, elaborate on the specific activities of individual field operations, Institutions and thematic units.

For the purposes of the stock-taking exercise, the police-related activities have been grouped into the following three thematic areas:

- Police Development and Reform
- Community Policing
- Organized Crime.

The three thematic areas have been further broken down in the most common fields of police-related assistance.

In the thematic area *Police Development and Reform*, the stock-taking elaborates on activities in the fields of:

- Police Monitoring, as part of crisis management and post-conflict rehabilitation
- Human Resource Management
- Strategic Planning
- Police Accountability
- Education and Professional Development.

In the thematic area of *Community Policing*, the report provides an overview of the various activities undertaken in this complex aspect of democratic policing.

In the thematic area of *Organized Crime*, the report elaborates on major police-assistance activities in the fight against organized crime, addressing, for example:

- Organized Crime in general
- Cybercrime/Sexual Exploitation of Children on the Internet
- Financial Crimes/Corruption/Money Laundering/Asset Forfeiture
- Criminal Analysis
- Investigations/Witness Protection
- Crime Scene Management/Forensics

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[23] A detailed description of police-related activities is provided in the annual reports of the Secretary General on Police-Related Activities, which have been published since 2002, at: http://polis.osce.org/library/results?action=start_search&text=annual+reports+on+police-related+activities.

- Fighting Drugs
- Trafficking in Human Beings
- Regional Co-operation in the Fight against Organized Crime.

All these fields of police assistance are elaborated by providing the rationale of the activities, the legal foundation/relevant mandates, and by describing the various forms of assistance, such as:

- legal/strategic support;
- training and capacity building;
- facilitation of study tours and participation of national stakeholders in conferences abroad.

Appendix 7 provides an overview of the numerous fields of police-related activities undertaken by the various OSCE executive structures in the three thematic areas of policing. The tables also distinguish between the different forms of activities explained above.

Furthermore, the general description of police-related activities is complemented by a statistical overview of the various activities. Different figures provide information about the developments and trends in OSCE's police-related assistance in the different regions of the OSCE.

All the information given in this chapter is based on the comprehensive analysis of police-related documentation, such as: the General Secretary's Annual Reports on Police-Related Activities; the reports on OSCE Activities in the Fight Against Organized Crime; programme-related data in IRMA and Docin; the 2008 lessons learned report on the *Implementation of Police-Related Programmes*; the 2010 evaluation report on police training in the OSCE; and a number of other relevant documentation. In addition, this information has been verified and updated by the executive structures during a three-week online forum from 1 February to 19 February 2010.

The tables that include the statistical data for the figures provided in this chapter are attached in the Appendices 5, 6 and 8.

III.1 General Overview of Activities in the Three Thematic Areas

This section provides a collective summary of the police-related activities and resources used over the past ten years.[24]

Figure 1 shows the total number of police-related activities and the amount of Unified Budget (UB) earmarked for, and the total number of staff assigned to, police-related activities per year.[25] The first of the three bars, which represents police-related activities also shows the changes in the three thematic areas over the period under consideration.

Figure 1: Numbers of different types of short- and medium-term police-related activities, earmarked Unified Budget (in millions) and assigned staff (multiple of tens)*
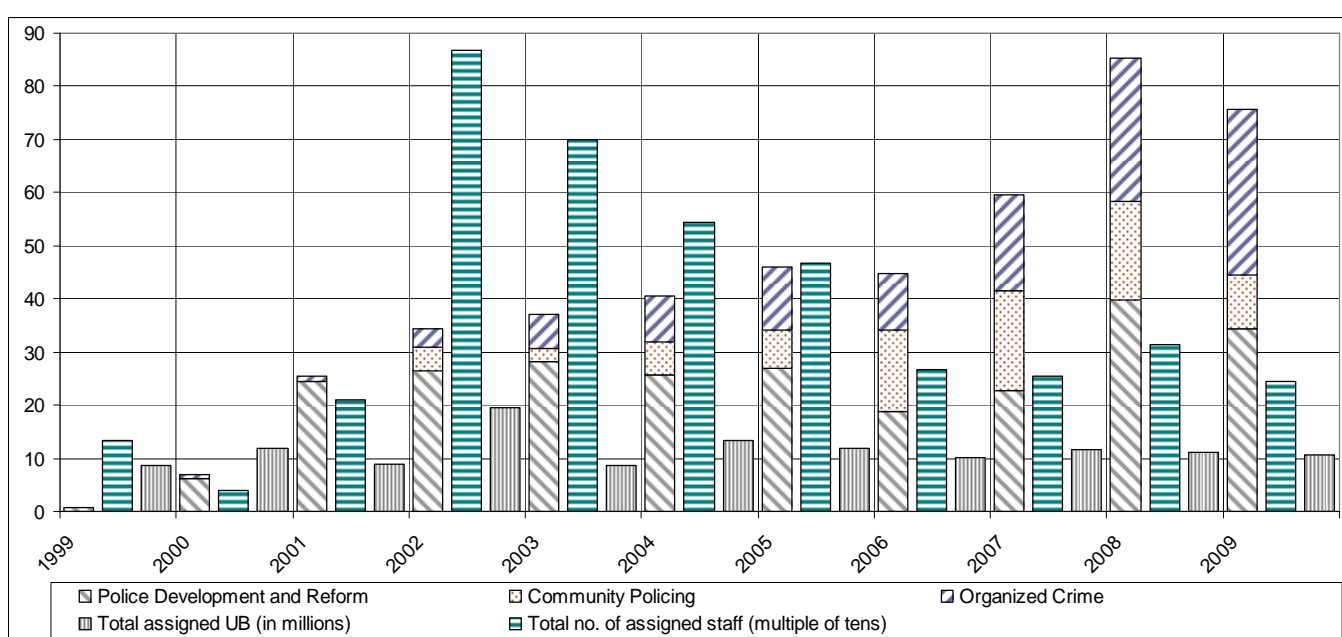
* see Appendices 5, 6 and 8

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[24] Explanatory note: The vast majority of OSCE's police-related activities have been implemented with a short- or medium-term time horizon. These are activities with durations of between one day and four months.

In the thematic area of police development and reform, however, there have been a number of instances in South-Eastern Europe where OSCE LEDs have undertaken certain long-term activities in the field of basic police training that lasted for several months and were rather ongoing activities, in contrast to the specialized and advanced training activities with a short- or medium-term timescale.

Similarly, a number of basic curriculum development activities as well as the refurbishment of training facilities can also be considered long-term activities, since they typically lasted more than four months. The same is true for the monitoring of police forces in the aftermath of conflicts, which has been a specific task for the missions in Croatia and the former Yugoslav Republic of Macedonia: these were also ongoing daily activities, taking place for several months/years.

It would give a biased picture if the long-term activities were given the same weight as the short- and medium-term activities in the counting process. It was therefore decided that, for the purpose of this report, the long-term activities would be counted separately and not be integrated in the statistical overview of the short- and medium-term activities.

Thus, the reader should keep in mind that the share of police development activities was significantly higher between 1999 and 2005 than indicated by the tables on short- and medium-term activities, due to the long-term police-development activities in a number of field operations in South-Eastern Europe.

[25] For 1998 and 1999, the OSCE Annual Budget did not include any figures for police-related activities in Croatia and Kosovo, since the annual budgets had been approved prior to the adoption of the police-related mandates.

There are several trends apparent in the data: Community Policing and Organized Crime have been given more emphasis over the years, while Police Development has maintained a dominant role (see also Figures 2 and 3).

While the budget figures remain relatively steady between 2004 and 2008 (see also Figure 5), there is a downward trend in the number of staff (see also Figure 4) and, at the same time, an upward trend in the number of police-related activities. The reduction in the number of staff, particularly between 2002 and 2003, can be attributed to a transfer of responsibilities to national authorities as well as a change in role from being directly involved to assuming a mentoring and advisory role.

The change in the number of activities in the three thematic areas can also be attributed to a transfer of responsibilities.

Figure 2: Distribution of short- and medium-term police-related activities, 1999–2009*
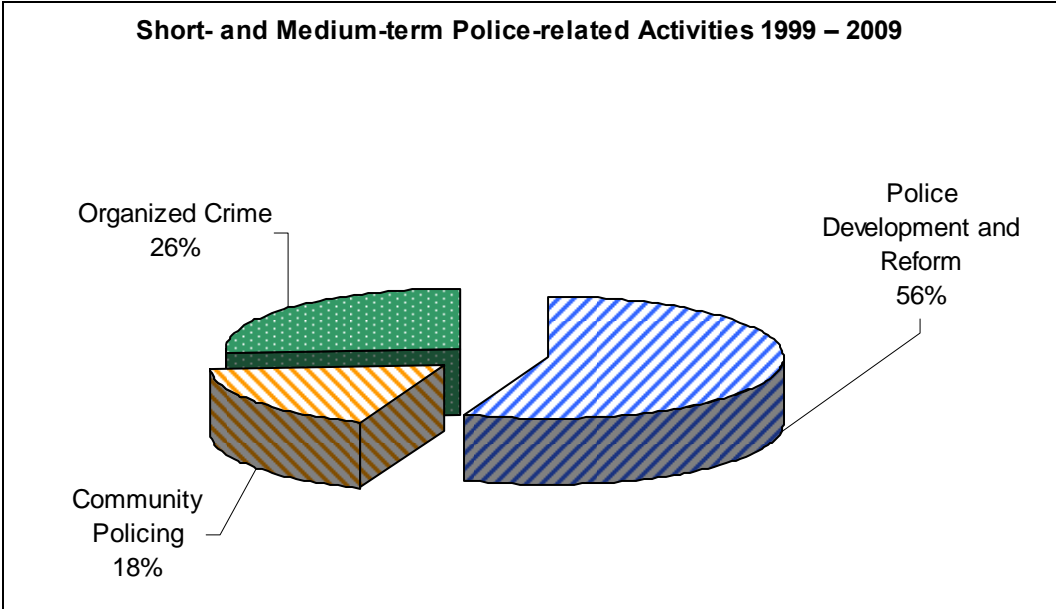
* see Appendix 8

As shown in Figure 2, the majority of short- and medium-term police-related activities from 1999 to 2009 focused on Police Development and Reform (56 percent), while 26 percent focused on assistance in Anti-Organized Crime activities, and 18 percent on the introduction and promotion of Community Policing.

Figure 3: Number of short- and medium-term police-related activities in the three thematic areas, 1999–2009*
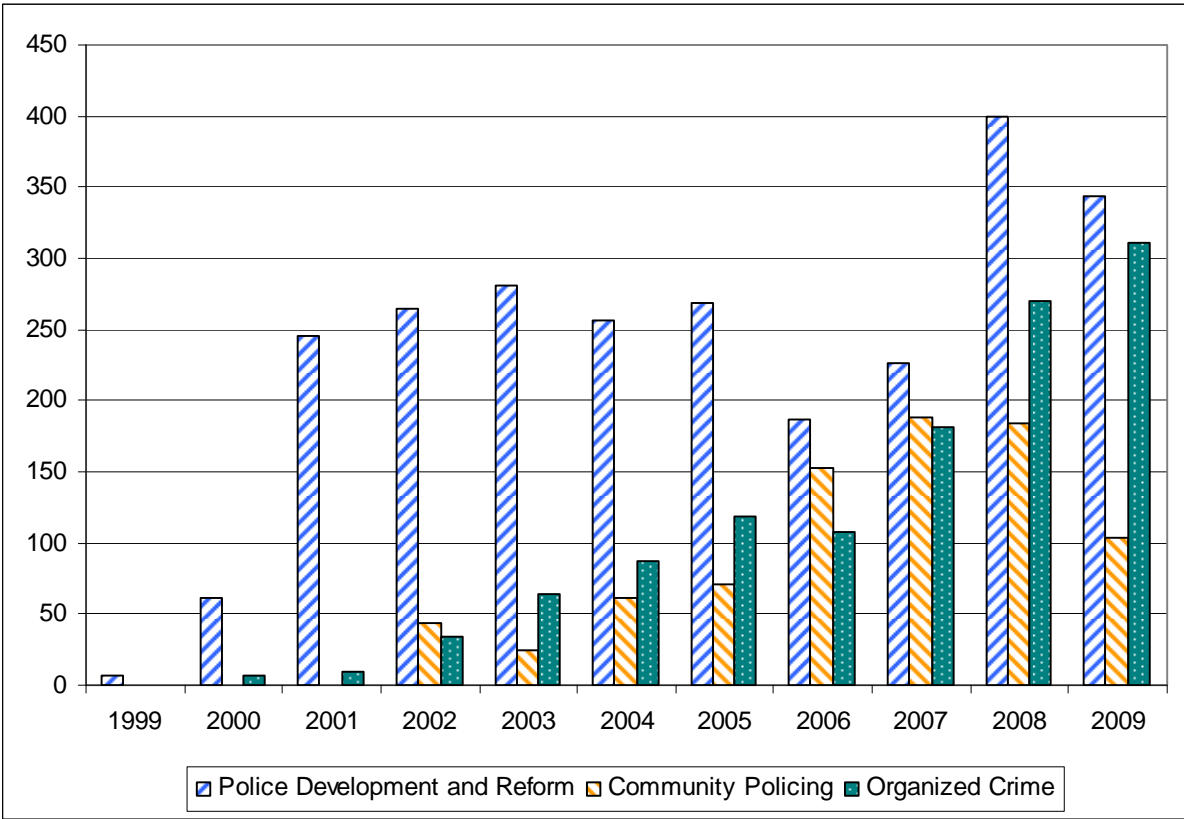
* see Appendix 8

Figure 3 shows the different trends in the three thematic areas of policing. While the overall number of activities in Police Development and Reform, and in Community Policing throughout the OSCE area show a decrease for 2008 and 2009, activities in the fight against Organized Crime have steadily increased throughout the years and currently make up for the majority of police-related activities.

Figure 3 also shows a significant drop in police development activities by 2006. The main reason for this has been the transfer of responsibility for police training from the OSCE Police Development Units to the national stakeholders, in particular in Kosovo/UNMIK. The subsequent, interim rise of police development activities can be explained by the increase of such activities in other regions of the OSCE, as well as by the increase of specialized training activities and a stronger focus on specific areas of police development, such as police accountability or the development of modern, human resource management systems.

Figure 4: Number of staff dealing with police-related activities according to the Unified Budget, 1999–2009*
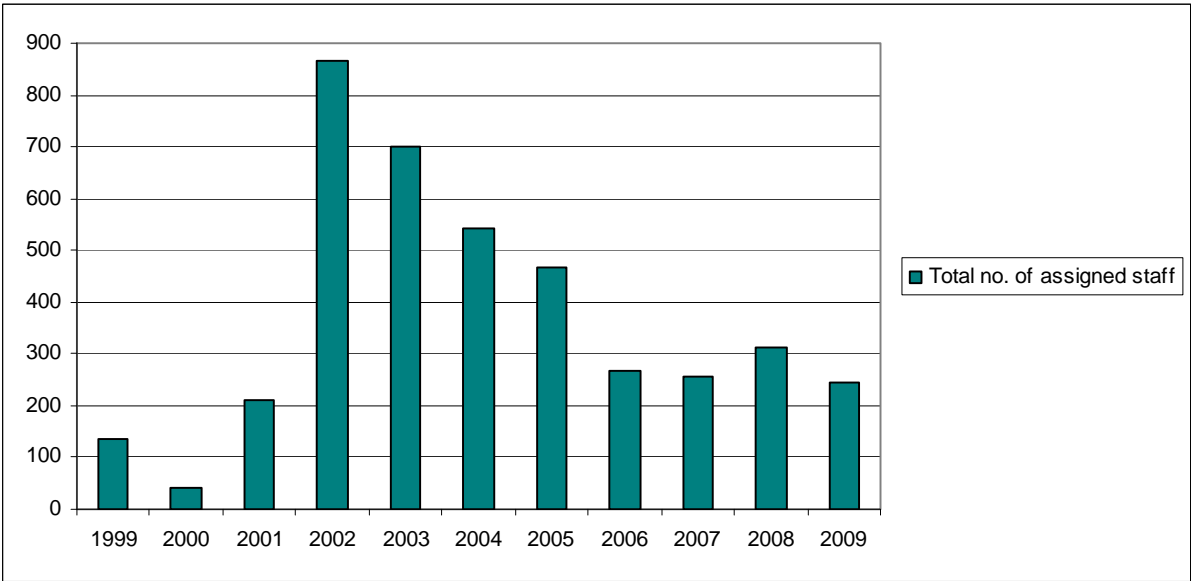
* see Appendix 6.

Figure 5: Unified Budget approved for police-related activities, 1999–2009*
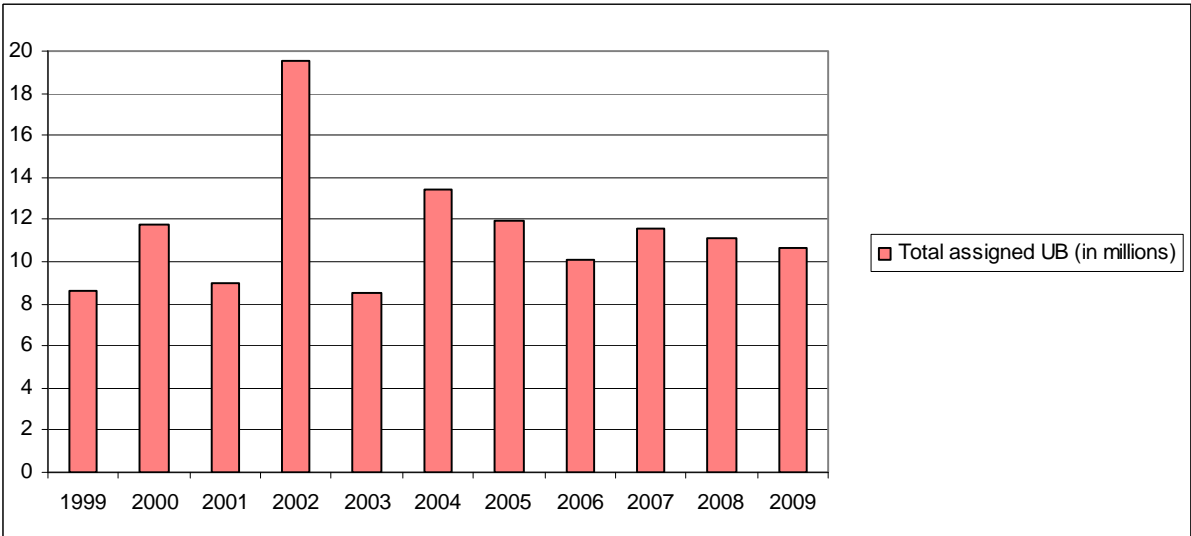
* see Appendix 5.

The following table (Figure 6) shows the percentage of the various types of activities within the three thematic areas of policing.

Figure 6: Forms of short- and medium-term Assistance, 1999–2009*

Facilitation of Conferences / Study Tours 7%

Legislative Assistance / Strategic Support 11%

Training and Capacity Building 82%
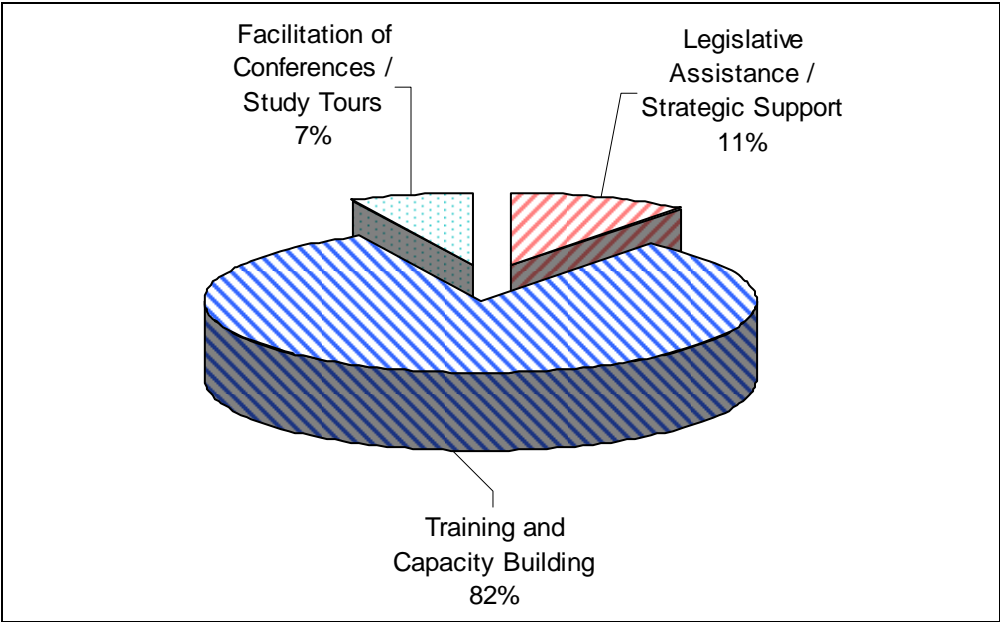
* see Appendix 8

The vast majority (82 percent) of activities among the three thematic areas of policing consisted of Training and Capacity-Building projects, while 11 percent focused on the provision of Legislative Assistance and Strategic Support in the various fields of policing and 7 percent related to the Facilitation of Study Tours for national stakeholders and/or the Facilitation of their participation in Conferences and Workshops abroad.

Following this general overview of police-related activities in the OSCE area, the next sections will elaborate on the different types of activities in the three thematic areas.

III.2 Police Development and Reform

The overall aim of OSCE's police development and reform activities is to create police agencies throughout the entire OSCE region that are effective and efficient in:

- maintaining public tranquillity, law and order;
- protecting individual fundamental rights and freedoms, particularly the right to life;
- preventing and detecting crime;
- reducing fear; and
- providing assistance and services to the public.

III.2.1 Police Monitoring as Part of Post-Conflict Rehabilitation

In a number of the post-conflict mission environments in South-Eastern Europe, a major initial task of the OSCE's police components was to closely monitor the performance of national police officers in their interaction with the population, and in particular, the ethnic minority groups. This was carried out by OSCE police monitors who were co-located in local police stations and/or who accompanied the local police on their patrols and operations. The OSCE's monitors not only monitored and reported the performance of the local police, but also provided advice, and when necessary, mediated in conflicts between the police and the population. In some cases, the OSCE police component facilitated the re-deployment of national police units into the former crisis areas.

These were crucial steps towards building or rebuilding the confidence of the population, particularly of the minority communities in the national police, de-escalating tensions and stabilizing the situation in (former) crisis regions. Moreover, these confidence-building activities paved the way for establishing multi-ethnic police units.

III.2.2 Human Resource Management

The effectiveness and efficiency of police agencies are built on transparency, fairness and accountability. Naturally, these values must be anchored in human resource management, which is at the core of the whole police organization.

OSCE's activities in enhancing human resource management capacities of participating States have primarily focused on the development of depoliticized, transparent, clear and efficient human resource management structures in multi-ethnic societies, addressing the areas of human resource planning, recruitment, retention, education, and professional development and promotion.[26] The High Commissioner on National Minorities (HCNM), as well as the SPMU, the Gender Section in the Secretariat and the Office for Democratic Institutions and Human Rights (ODIHR) have developed a number of key guideline documents in this regard, which have been disseminated to the participating States and the OSCE executive structures.

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[26] As Chapter III.1.5 will focus on education and professional development, this chapter will address the issues of recruitment retention and promotion.

Recruitment

In a world of growing ethnic and cultural diversity within States and rising tensions between different groups, the role of the police is crucial in maintaining the very fabric of societies. In order to enjoy the confidence of the entire population, the police must be representative of the community as a whole. The OSCE executive structures have therefore been continuously promoting the proportionate representation of women as well as ethnic and national minorities in the police.

Some of the field operations' mandates particularly mention the task of ensuring the proportionate representation of minority communities in the police, particularly in the case of the post-conflict rehabilitation activities in South-Eastern Europe. The creation of professional multi-ethnic police services was the first major objective of OSCE's police-related activities. Subsequently, the OSCE Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area specifically promoted a better integration of Roma and Sinti in the police.

In order to ensure proper recruitment of police officers, the OSCE executive structures have assisted their host governments in assessing the composition of the police structures, developing job descriptions, and encouraging women as well as minority communities to join the police. They have helped develop and review recruitment procedures, selection processes (including selection criteria), entry-tests and interviews, as well as train national staff in fair selection. Furthermore, they have either conducted the recruitment on their own or assisted and monitored the selection process conducted by the national authorities.

Retention

After recruitment, officers should be encouraged to stay in the police. Important issues affecting their decision to stay will be the working environment, their appointments and their future career opportunities. The OSCE executive structures have therefore promoted the creation of culturally neutral working environments that ensure the fair and equal treatment of all police officers. Furthermore, the Organization has promoted the creation of effective complaints and oversight mechanisms within the police, which has helped to set up and maintain such environments.

Moreover, the OSCE has promoted the integration of minorities and women by ensuring that they have not been appointed to isolated duty stations, but rather have remained within the common structure of the police, enjoying regular professional development.

Promotion

The OSCE executive structures have assisted their host governments in creating transparent and merit-based evaluation, certification and promotion mechanisms, providing qualified women and members of minority communities with the same opportunities to be promoted equally to other qualified applicants.

Management of Human Resource Systems

In recent years, the OSCE executive structures have begun to enhance the capacities of national authorities to efficiently develop and operate modern human resource management systems. Closely linked with the general context of police reform, they have provided assistance in reviewing and modifying police staff structures in view of reaching an adequate number of staff according to the size of population and the country, the tasks of the police, and in reasonable proportion to the available budgets.

Furthermore, the OSCE has provided legal advice on developing required changes in the legislation and organizational support in restructuring the police. The OSCE executive structures have also delivered training on the computerized administration of personal tables and records to national authorities.

III.2.3 Strategic Planning

Strategic planning lays the groundwork for comprehensive police development. Based on the sound assessment of the state of policing, police reform strategies define the objectives as well as specific long-term programmes and short-term projects for implementing legal, administrative, technical and operational reform, all of which are required in a holistic approach to strengthen the capacities of law enforcement agencies to fulfil the duties of democratic police agencies.

Strategic planning also requires setting benchmarks and defining criteria for evaluating the success to be achieved within a realistic timeframe. This allows at a later stage to periodically evaluate the success and/or impact of the implementation of police reform programmes and to review the police development strategy, if necessary.

OSCE executive structures, and in particular, the field operations and the SPMU have been very active in providing substantial support to host governments in conducting all stages of strategic planning. They have conducted the comprehensive baseline assessment, and based on the findings of the assessment, developed strategic plans defining objectives, priorities and specific activities. Furthermore, they have repeatedly evaluated the success and impact of these activities by, *inter alia*, conducting surveys. They have also published in-depth evaluation reports including recommendations for further reform, and provided advice and support in reviewing and modifying the national strategies and activities, if required.

Furthermore, the executive structures have assisted the host governments in developing and enhancing their capacities to professionally and efficiently develop tools and mechanisms for strategic planning and management. This approach has contributed to the Ministries' of the Interior overall efforts to implement their police tasks in a more accountable, efficient, effective and transparent manner, in line with democratic norms and values. In addition, it has empowered national stakeholders to better co-ordinate international police development assistance aiming at a coherent and complementary international approach. Furthermore, enhancing national stakeholders' strategic planning and managing capacities has also fostered local ownership and the sustainability of police development.

As part of the continuing provision of assistance and advice to the national counterparts, in a number of cases, OSCE police advisers have even been co-located with them to assist in daily strategic development. In addition, the assistance of policy-makers and police managers has

included: the provision of specialized training (e.g. in the fields of designing reform and making efficient decisions); the provision of access to databases containing relevant data on international legal standards and good administrative and operational practice (such as Legislationline developed by the ODIHR, and POLIS developed by the SPMU); the facilitation of study tours; and the organization of national and international conferences where key stakeholders in strategic police development from different participating States have had the opportunity to exchange experiences and good practices.

In all these activities, the strong involvement of other governmental agencies and of civil society has always been a major objective of the OSCE.

In an effort to promote democratic police policy development, the SPMU, in close co-operation with police experts from the OSCE participating States, Institutions, field operations and partner organizations, has compiled good policing practices and guidelines on democratic policing. These guidelines have been translated into six different languages, disseminated to the participating States, and promoted and operationalized through OSCE's daily police development activities at the national level and through discussions at regional workshops.

Strategic planning of police development and other programme activities within the OSCE itself has been significantly increased with the introduction of the Performance Based Programme Budgeting' (PBPB) process in 2007, which requires the definition of objectives and expected outcomes and outputs of activities, and thereby facilitates the development of detailed and clearly structured action plans.

III.2.4 Police Accountability

While citizens voluntarily give the police their consent to apply the monopoly of force in order to maintain social control and enforce their civil, political and economic freedoms, the police have the obligation to have their powers checked and controlled by the public through accountability processes. In Copenhagen in 1990, the OSCE participating States solemnly declared that the police must be under the supervision of, and accountable to, civil authorities.

Police accountability means that police activity – ranging from the behaviour of single police officers to the strategies for police operations, appointment procedures or budget management – is open to observation by a variety of police internal and external oversight institutions.

In addition to internal police inspectorates, police oversight institutions may include the executive (policy control, financial control and horizontal oversight by government agencies), the legislature (members of parliament, parliamentary commissions of enquiry), the judiciary, as well as human rights commissions, civilian complaint review boards or independent ombudspersons. Furthermore, the media can play an important role in providing the public with information on police activities.

In order to fulfil their oversight mandate effectively, internal and external oversight institutions need sufficient resources, legal powers and independence from executive influence.

The majority of OSCE's accountability programmes have focused on institution and capacity building of internal and external police oversight institutions, the fight against corruption within the police, as well as external detention monitoring mechanisms of civil society.

Internal and External Police Oversight

In a number of host States, field operations have provided assistance in creating internal and external oversight institutions, and enhancing their capacities to evaluate the performance of the police and to investigate allegations of crime, corruption and unprofessional conduct by police.

Institution-building has included: continued review and drafting of national legislation, administrative instructions and standard operation procedures on internal and external investigations; assistance in developing organizational charts and defining duties and responsibilities; the provision of equipment (such as basic office, IT, interviewing, and surveillance equipment and cars); assistance in the selection and recruitment of staff; and the training of investigators on the applicable law, interviewing and surveillance, proper handling, storing and safekeeping of confidential files and records, as well as report writing and case file preparation.

In addition to training, the OSCE executive structures facilitated study tours for national staff to other participating States and organized national and international workshops, including regional workshops on accountability for the participating States of Central Asia, the Southern Caucasus and Eastern Europe.

Furthermore, field operations have provided assistance in conducting investigations and publishing oversight reports. They have also provided assistance in developing complaint mechanisms and in raising public awareness about their use.

The Fight against Corruption

The framework of their accountability programmes, a number of executive structures have also addressed the issue of police corruption. They have promoted the establishment of corruption investigations units within the internal oversight structures and provided the staff with training on anti-corruption mechanisms or raised awareness among the traffic police and citizens on measures to reduce corruption in the traffic police.

Monitoring of Detention Facilities

The public, in particular civil society groups have also been the main beneficiary group of OSCE assistance in developing civil society capacity for monitoring police and pre-trial detention facilities in a number of participating States.

In this context, the OSCE executive structures have provided training and facilitated study tours for civil monitoring groups, assessed detention systems and organized national and regional workshops. These workshops, comprising representatives of relevant government agencies and civil society, have aimed to raise awareness of international legal conventions of the rights of detainees and good practices of the proper handling of detainees, and to enhance co-operation between detention authorities and civil monitoring groups.

III.2.5 Education and Professional Development

Police education and professional development, including basic, advanced and specialized training, as well as continuing in-service training and mentoring have been cornerstones of the OSCE's police development activities.

Beyond enhancing technical policing skills, the OSCE's police education and development approach emphasizes expanding the police officers' knowledge and awareness of, and adherence to, basic requirements for democratic policing in multi-ethnic societies, such as the application of the law, police ethics (including those related to corruption), codes of conduct and human rights standards.

The OSCE Ministerial Decision in Bucharest underlined the role of police training in creating police services that can enjoy the confidence of the entire population, and decided to reinforce the OSCE's police-related activities with a particular focus on police training with a view to improving operational and tactical policing capacities.

Since 1999, the OSCE has been actively involved in comprehensive police education and development activities, ranging from direct training of national police staff to the building of national and regional training capacities.

While most of the training courses have been based on strategic joint planning and development with national stakeholders, a number of training courses, such as election training in advance of upcoming elections, have been planned and delivered on an ad hoc basis at short-notice upon request from the national stakeholders.

Refurbishment of Training Facilities

In a number of field operations, a first major step of the education and development activities focused on creating training facilities that would meet basic standards and provide an environment where police cadets could be accommodated and trained in decent conditions. In several cases, this required the complete refurbishment of classrooms and dormitories, heating and electricity systems, and the provision of furniture, office and communication equipment, and other training material. Naturally, this has been a time-consuming and costly exercise.

Development of Training Curricula

A second major step of OSCE's assistance included the development of training curricula for basic, advanced and specialized training, because international policing standards, codes, experiences and practices were often not well reflected in the curricula. Curricula have been developed and tailored according to national needs and legislations. Due to various changes in national legislations in the course of police reforms, the new curricula have frequently been revised to adapt new training topics to new legislations.

Basic Police Training

The level of involvement in the development and, in particular, provision of training has always been closely related to the availability of national and international resources. Initially, the police development departments of the Missions in Kosovo/UNMIK and Skopje assumed the entire responsibility for developing and conducting basic police training, while other field operations concentrated on supporting national training staff in developing and delivering training. A third approach consisted in facilitating twinning partnerships of national training institutions with training institutions of other participating States, which took the leadership in capacity building.

Basic police training focused on enhancing general policing skills, including operational policing skills, and the provision of knowledge and awareness on human rights, gender issues, police ethics and codes of conducts.

According to the availability of national trainers, a team teaching approach has been pursued in a number of field operations where both international and national trainers have jointly delivered training. This approach has combined both international expertise and local knowledge, thereby developing capacity and enhancing sustainability.

The Building of National Capacity in Police Education and Development

Another important element of building national training capacity, pursued by all field operations, has been the training of national trainers. National trainers have been trained to deliver basic training as well as various specialized and advanced training courses on their own. National trainers have also been trained to deliver new cascade training subjects throughout the entire police agency and ensure sustainability of new training objectives and contents as well as new modern training methodologies.

The OSCE executive structures have also facilitated the participation of national trainers on study tours and conferences abroad, where they have had the opportunity to exchange views and experiences with other training experts and expand their own teaching knowledge and skills.

Based on the comprehensive analysis of basic police training models in the OSCE participating States, the SPMU, in close co-operation with police experts from the OSCE participating States, Institutions, field operations and partner organizations, has developed a guideline document on *Good Practices in Basic Police Training – Curricula Aspects*. The book covers relevant curricula aspects, such as general ethical values, as well as the theoretical knowledge and understanding of, and practical skills in, policing. It is intended to provide guidance to participating States in reforming their basic police training curricula.

Additional general capacity-building activities in police education and development have focused on providing assistance to national counterparts in drafting legislation on police education and training systems, including: the institutional transformation of police training schools and academies; training needs analysis; the development and evaluation of curricula; the certification process of trainees; and the provision of equipment for training courses. The donation of equipment was often necessary because the lack of relevant equipment would have undermined the sustainability of training outcomes.

Specialized and Advanced Training

The OSCE executive structures have also focused on providing advanced and specialized training in a number of policing fields. The most common areas of specialized policing addressed by various field operations, Institutions and thematic units have included, among others:

- Supervision and Management: focusing on, *inter alia*, general organizational concepts, human behaviour and interaction, managerial functions, police-media relations, equal opportunities and discrimination, and debriefing techniques in order to ensure the development of an effective and efficient human resource capability;

- Community Policing (see Chapter III.3);

- Border and Customs Issues: focusing on providing assistance in capacity building to border security management agencies and enhancing their skills in, *inter alia*, conducting integrated border management, identifying stolen vehicles and passports, false documents, and fighting cross-border trafficking of drugs and weapons, etc., and trafficking in human beings. In support of Ministerial Council Decision 4/07 on Engagement with Afghanistan, joint training projects have been implemented for Turkmen/Afghan Customs Officers and Turkmen/Afghan Border Guards. The OS/Borders Team has also initiated and supported the OSCE National Focal Point Network for Border Security and Management, including an internet platform, which aims at enhancing capabilities for informal communication on a multilateral level among OSCE border practitioners;

- Anti-Terrorism: focusing on, *inter alia*: the development and implementation of effective counter-terrorism strategies and actions while respecting key human rights; the fight against terrorist financing; and improvement of travel document security. With regard to the latter, OSCE has provided support to and facilitated access for a number of participating States to Interpol's Stolen and Lost Travel Documents (SLTD) database in Lyon, which allows the border security and management agencies to verify travel documents in real time. Based on the Ministerial Council Decision No. 4/05 on enhancing legal co-operation in criminal matters to counter terrorism, OSCE's Action against Terrorism Unit and the ODIHR, in close co-operation with the Terrorism Prevention Branch of the UNODC, have organized various sub-regional and national workshops in different regions of the OSCE. These workshops have focused on promoting better understanding of and reliance on the international legal framework for co-operation in criminal matters related to terrorism among the participating States, as well as available mechanisms and tools used for extradition and mutual legal assistance, including associated human rights aspects;

- Public Order Management: focusing on safeguarding the right of peaceful public assemblies and preventing public disorder though unbiased action and the use of a minimum and proportional amount of force;

- Gender Issues/Domestic Violence: focusing on, *inter alia*, integrating a gender perspective in police-related activities (in response to the 2004 *OSCE Action Plan for the Promotion of Gender Equality*), particularly in community policing projects, and developing sound legal frameworks and necessary law enforcement capacity to prevent and combat domestic violence (in response to MC.DEC No. 15/05 on

Preventing and Combating Violence against Women). On the latter, the Gender Section of the OSCE Secretariat published a guideline document "Bringing Security Home: Combating Violence against Women in the OSCE Region – A compilation of Good Practices". Another guideline document is the factsheet *Integrating a Gender Approach into Police Public Partnerships,* developed in 2008 by the Gender Section with SPMU participation. The ODIHR, together with Democratic Control of Armed Forces (DCAF) and the United Nations International Research and Training Institute for the Advancement of Women (UN-INSTRAW), developed a *Gender and Security Sector Reform Toolkit* as a response to the need for information and analysis on gender and security sector reform (SSR). It aims at policy-makers, practitioners and researchers, national governments, security sector institutions, international and regional organizations, and civil society organizations;

- Hate Crimes: focusing on effectively fighting and preventing hate crimes. Since 2005, the ODIHR Tolerance and Non-Discrimination Department has carried out the *Law Enforcement Officer Programme on Combating Hate Crimes*, consisting of, *inter alia*: training for police officers on all aspects of hate crime such as response, investigation, intelligence gathering, information sharing and collaboration with prosecutors; the development of strategies to combat hate crime, which are based on proactive police leadership and community-based partnerships; the development of an effective process for collecting and disseminating data on hate crime; and training for prosecutors on how to use evidence to establish that a crime has been committed.

- Organized Crime (see Chapter II.4);

- more mission-specific training activities on, *inter alia*, Traffic Policing, Basic Driver Training, Rifle Training, Public Safety Structures Training (targeting corrections staff, fire fighters and ambulance staff, etc.), Hostage Negotiations, and War Crimes Investigation.

While the duration of basic police training courses facilitated and/or implemented by the OSCE field operations was usually several months, that of the advanced and specialized training courses was usually between one day and several weeks; the former are considered long-term activities, while the latter are considered short- or medium-term activities for the purpose of statistical analysis in this report (see also footnote 24).

Regional Training Initiatives

The OSCE executive structures have not only focused on providing training at the national level, but have recently increased their activities in promoting, facilitating and providing specialized training at the regional level, with a primary focus on enhancing cross-border co-operation of law enforcement agencies from different participating States in the fight against terrorism, drug trafficking and trafficking in human beings.

In these initiatives, the OSCE executive structures have closely co-operated with other international and regional organizations, such as the UNODC, Southeast European Law Enforcement Centre (SELEC, formerly SECI), Europol and Interpol (for more details, see Chapter III.3).

Co-operation and Co-ordination of Training with other International and National Actors

The OSCE executive structures have not only co-operated with other international actors in regional training courses, but also at the national level. Although the vast majority of training courses have been provided by the field operation's police development units without the involvement of other international actors, the field operations have nevertheless consulted other actors in the planning process in order to avoid duplications and ensure a comprehensive and complementary approach to police development by the international community (see Chapter III.2.6).

III.2.6 Co-ordination of International Police Development Assistance

Close consultation of the OSCE executive structures with other international stakeholders involved in police assistance in the OSCE participating States is crucial in order to develop coherent, holistic and complementary reform goals and strategies, and deliver coherent and joint statements of goals and expectations to the national counterparts.

Close co-operation and co-ordination also helps to avoid contradictory project philosophies and implementation methodologies that can lead to considerable confusion and frustration among the programme beneficiaries – state agencies as well as civil society.

In view of scarce financial and personnel resources, co-operation can help build synergies, delegate and divide tasks, and avoid duplications and incompatible equipment donations.

OSCE field operations have therefore been very active in co-ordinating international police assistance activities. Activities have been co-ordinated at the bilateral as well as multilateral level, engaging international organizations, research institutions and donor countries. While all OSCE field operations have actively supported international co-ordination efforts, a number of them have been explicitly entrusted by their host governments with chairing these co-ordination forums.

Multilateral meetings at the strategic and operational level have been held on an informal ad hoc basis as well as in the framework of regular official meetings or conferences.

The OSCE executive structures have further facilitated the exchange of information and the co-ordination of activities by developing and maintaining databases and matrixes on police reform projects in their host countries and by actively supporting international technical police assistance databases such as the Automatic Donor Assistance Mechanism (ADAM) database developed by the UNODC.

The OSCE executive structures have also supported police assistance co-ordination mechanisms at the regional and international levels, such as the Regional Co-ordination Forum in Sarajevo.

Moreover, the OSCE executive structures have facilitated the co-ordination of police assistance by co-operating and co-ordinating their police development within the OSCE, for instance, in the framework of regional meetings or the annual meetings of the Heads of OSCE Police Development Departments, Police Advisers and Programme Managers hosted by the SPMU.

In addition, the Senior Police Adviser has regularly met senior police leaders of other international organizations such as the United Nations, the European Union and the Council of Europe, as well as high representatives of the Ministries of the Interior and Police Agencies of the participating States in order to co-ordinate international police assistance.

III.2.7 Trends in Police Development and Reform

Figure 7 shows the significant decrease in the number of short- and medium-term activities in Police Development in 2006 due to the transfer of training responsibility from the OSCE to the national stakeholders in Kosovo/UNMIK, as well as the most recent decrease in activities in 2009.

Figure 7: Number of different forms of short- and medium-term assistance in Police Development and Reform, 1999–2009*
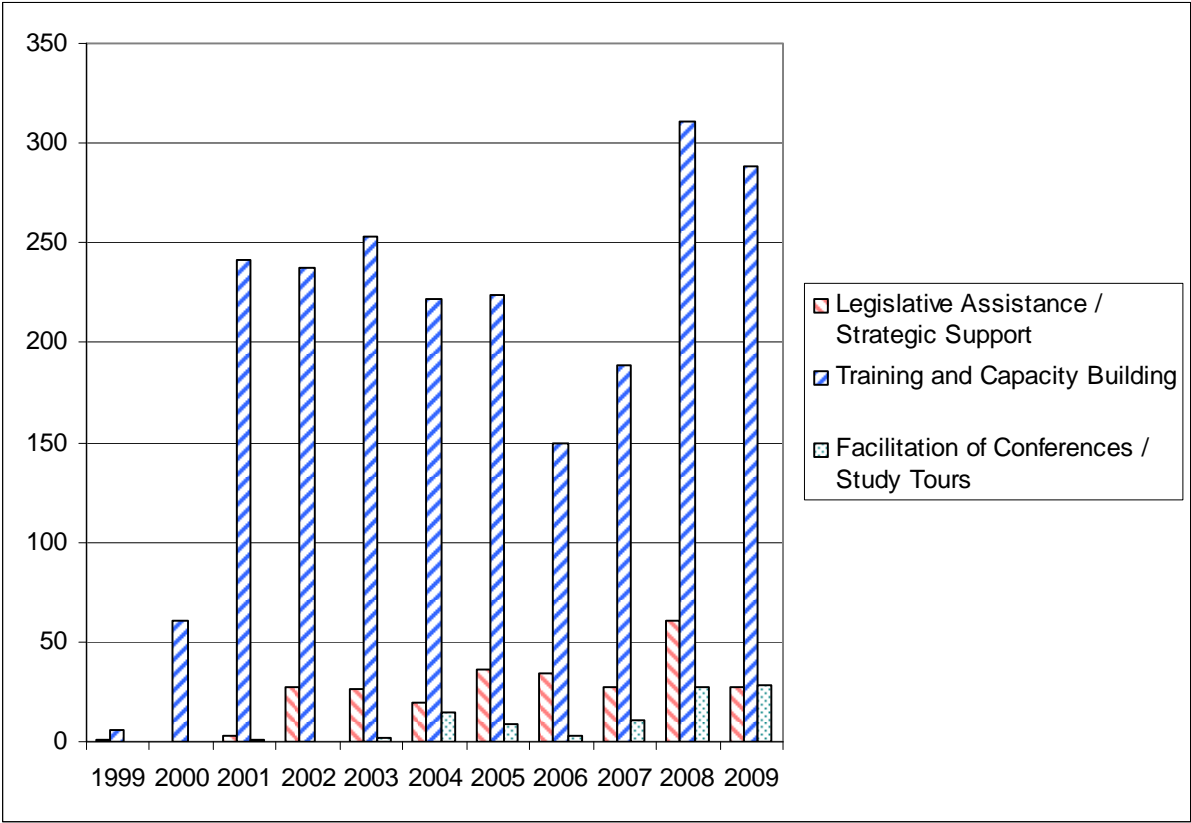
* see Appendix 8

Figure 8 shows that the vast majority (86 per cent) of the short- and medium-term activities in Police Development consisted of Training and Capacity-Building projects, while 10 per cent focused on Legislative Assistance and Strategic Support in Police Development. Only 4 per cent of activities were concerned with the Facilitation of Study Tours for national stakeholders and/or the Facilitation of their participation in Conferences and Workshops abroad.

Figure 8: Forms of short- and medium-term Police Development and Reform activities,1999–2009*

Facilitation of Conferences / Study Tours 4%

Legislative Assistance / Strategic Support 10%

Training and Capacity Building 86%
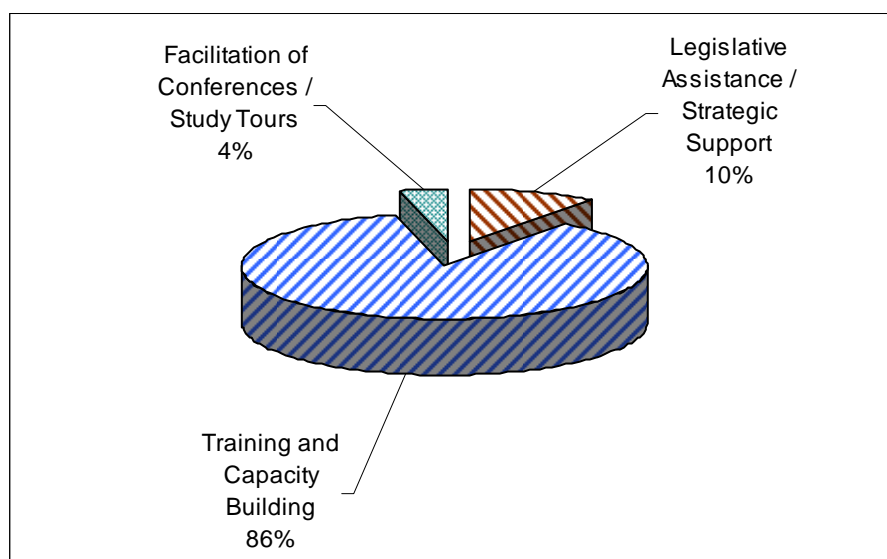
* see Appendix 8

III.3 Community Policing/Police-Public Partnerships[27]

The police have the responsibility to prevent and detect crime. Successful crime prevention greatly contributes to the reduction of the fear of crime and thus can significantly improve the quality of life in a community. Successful crime prevention is founded on a partnership-based, collaborative effort between the police and the public, which enables them to more effectively and efficiently identify, prevent and solve the problems of crime, the fear of crime, physical and social disorder, and neighbourhood decay in order to improve the quality of life for everyone.

Moreover, the rational for building police-public partnerships is also to build trust between the police and public they serve. Ministerial Decision 9/2001 adopted in Bucharest on police-related activities referred to police services "that can enjoy the confidence of the entire population" and mandated to increase "community policing". Building police-public partnerships is a key strategy for building trust and reconciliation in post-conflict societies, in particular, and for building stability and maintaining the social fabric of multi-ethnic societies, in general.

The community policing approach has shown to be useful in enhancing effectiveness in many aspects of police daily work and has been acknowledged by various OSCE decisions: Permanent Council Dec. 566/2003 on Roma and Sinti mandated the development of community policing programmes to improve relations between Roma and Sinti and the police and The OSCE Action Plan to Combat Trafficking in Human Beings (PC Dec. 557/2002) also

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[27] The term "Community Policing", which is well established in OSCE, European Union or United Nations documents and in the police reform programmes of the OSCE field operations, is difficult to translate into a number of languages in the OSCE Area. It is suggested, therefore, that the term "Police-Public Partnerships" may be used as a synonym for the term "Community Policing".

recognized community policing as an effective tool to prevent and combat trafficking in human beings.

The introduction of a police-public partnership approach has had significant impact on the organizational and operational characteristics of policing – in short, "police culture" – and should therefore be at the core of police reform.

Organizational changes required for implementing the community policing philosophy and strategies primarily involve management issues, internal structures of the police organization, and the structures of the community and other government agencies.

The main changes in structures and management styles within the police generally need to focus on:

- the devolution and decentralization of decision-making and resource management from mid-level management to front-line officers;
- transformation of responsibilities of all police officers, with subordinate ranks becoming more self-directing, and supervisors and senior ranks assuming a co-ordinating, guiding and supporting role in encouraging front-line officers;
- the shift of communication within the police, from a predominantly top-down approach to more emphasis on a bottom-up approach;
- the training and mentoring of officers, going beyond the traditional technical skills and basic requirements for democratic policing and including an even broader range of specific community policing skills; and
- the focus in performance evaluation on the officers' ability to effectively address community problems and to involve the community in this effort.

The main changes in structures and management styles outside the police apparatus generally need to focus on:
- empowerment of communities, with the police facilitating the organization of community meetings and forums, and educating community members on how they can be actively involved in the problem-solving process; and
- education of the other government agencies about their role in the problem-solving approach and the establishment of formal structures for smooth co-operation in the interest of avoiding duplication, division of labour, mutual assistance and the development of synergies in the use of public resources.

Due to its positive impact on trust-building and crime prevention, the introduction of community policing methods has been a core element of the OSCE strategy since the beginning of its involvement in police development. Large projects have been or are being implemented by the OSCE in Kosovo/United Nations Interim Administration Mission in Kosovo (UNMIK), Serbia, Montenegro, the former Yugoslav Republic of Macedonia, Croatia and Kyrgyzstan. Community policing projects have also been initiated in Georgia, Armenia, and Azerbaijan, and proposed in Kazakhstan, Moldova and Tajikistan.

In order to provide the executive structures and participating States with a common understanding of, and a consistent approach to, the implementation of community policing, in 2008, the SPMU, in close co-operation with police experts from the OSCE executive structures, international partner organizations and participating States, compiled the basic principles and characteristics of community policing, and elaborated on good practices of implementing the concept. These good practices, which acknowledge the regional diversities

in the OSCE area and the multi-ethnic character of most of its participating States, and which are flexible enough to be applied under a variety of national, regional, political and cultural conditions, have been widely distributed throughout the OSCE.[28]

In response to the Roma and Sinti Action Plan, the SPMU, in close co-operation with the ODIHR Contact Point for Roma and Sinti Issues, and experts from various police agencies and civil societies from a number of participating States, developed guidelines with respect to enhancing the relations between Roma and Sinti communities and the police. These guidelines further build on SPMU's good practices document on building Police-Public Partnerships.

The spectrum of OSCE's activities and tasks in implementing Community Policing programmes has been very wide, but there have been a number of relatively common programme elements in almost all of the host countries. In general, the OSCE executive structures have:

- conducted needs assessments and provided advice to the host governments in developing community policing strategies and programmes;
- organized national and international conferences and workshops, and have facilitated study tours for policy-makers and police leaders to other participating States in order to make them familiar with foreign concepts of community policing;
- assisted in identifying pilot sites for introducing community policing;
- developed training curricula and provided training to future community policing officers on issues such as: communicating; building trust; mediating in conflicts; developing creative approaches to addressing community concerns; conducting problem-solving and gathering information; translating general mandates into appropriate action; and conveying the concerns of the community to the police leadership and other stakeholders;
- provided office equipment to reception areas in police stations of pilot sites;
- provided transportation equipment to community policing officers in order to enhance their ability to approach the public;
- supported the host States in outreach activities to the public in order to introduce community policing, including: police open days, media campaigns, inter-active communication forums in the media and visits at schools;
- supported the creation and management of police-public forums at the local, municipality, regional and national levels, where representatives of the police, other government agencies, civil society and the private sector have had the opportunity to jointly identify and solve problems. The most common issues of concern have been, for instance, traffic safety, drug abuse at schools, environmental issues, petty crimes, domestic violence, as well as the improvement of the relations between different ethnic/national communities in general;
- supported these forums by training community members to improve their skills in actively contributing to problem-solving; and
- regularly evaluated community policing projects by, *inter alia*, undertaking public perception surveys.

In recognizing that numerous international actors have been engaged in community policing projects, the OSCE has always sought co-ordination and co-operation with other partners, such as the EU, the International Criminal Investigative Training Assistance Program

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[28]   See OSCE, Good Practices in Building Police-Public Partnerships. (http://polis.osce.org/library)

(ICITAP), the Foundation Open Society Institute – Macedonia (FOSIM), Safer World, and the Swiss Development Agency, among other national, international and non-government organizations.

Although a number of pilot projects on community policing were completed successfully in various host countries, one has to be pragmatic and accept that people who have had reasons to distrust the police for decades will not develop trust overnight, nor will the police immediately embrace the notion of the public as an equal partner in the fight against crime. Therefore, it must be acknowledged that the building of police-public partnerships is a complex and long-term process.

III.3.1 Trends in Community Policing

Figure 9 provides an overview of the number of community policing activities of the OSCE executive structures throughout the last decade. Similar to the trend in police development activities, it has decreased in 2009. Again, this can be explained by a number of cases in South-Eastern Europe, where the introduction of Community Policing and the implementation of community policing pilot projects have come to an end, and the responsibility for maintaining and expanding community policing programmes has been transferred to national stakeholders.

Figure 9: Numbers of different forms of short- and medium-term Assistance in Community Policing,1999–2009*
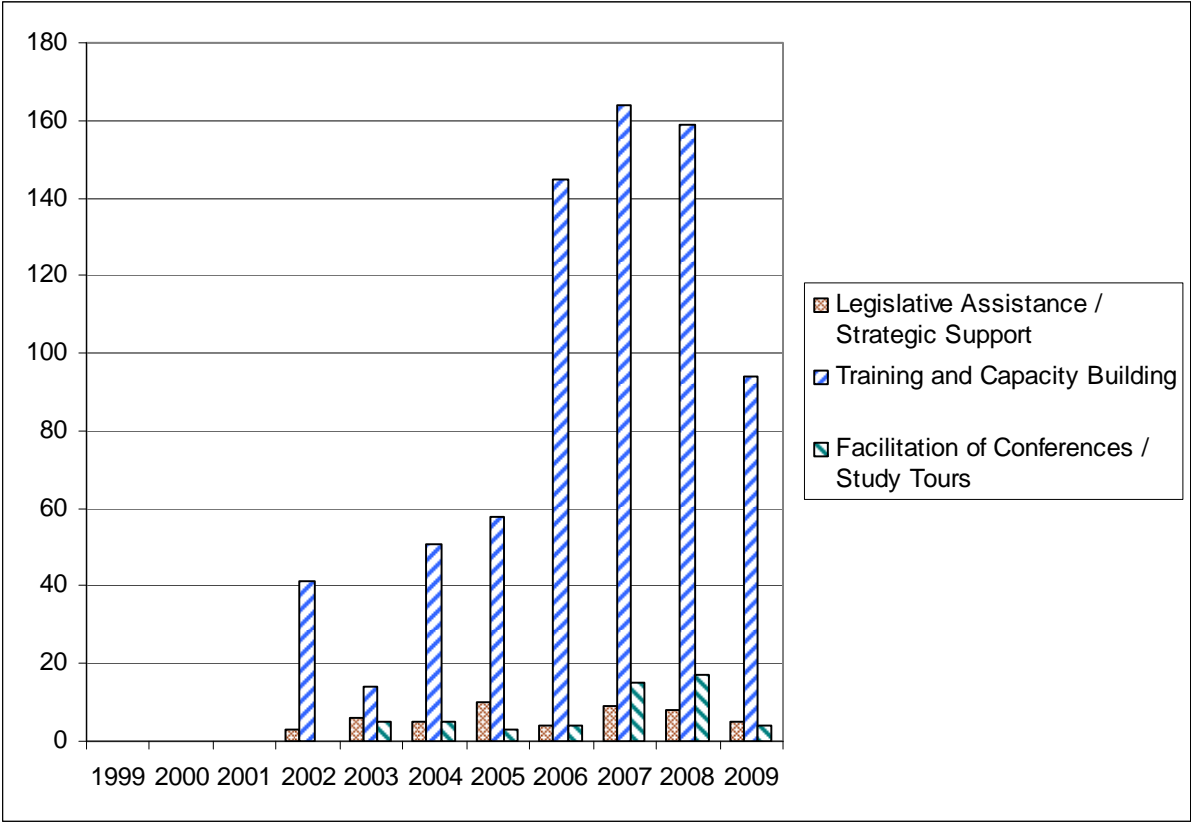
* see Appendix 8

Figure 10 shows that in Community Policing, as much as 88 per cent of the activities addressed Capacity Building and Training activities, while only 6 per cent of activities focused on legislative assistance/strategic support and 6 per cent on the Facilitation of Study Tours for national stakeholders and/or the Facilitation of their participation in Conferences and Workshops abroad.

Figure 10: Community Policing activities,1999–2009*
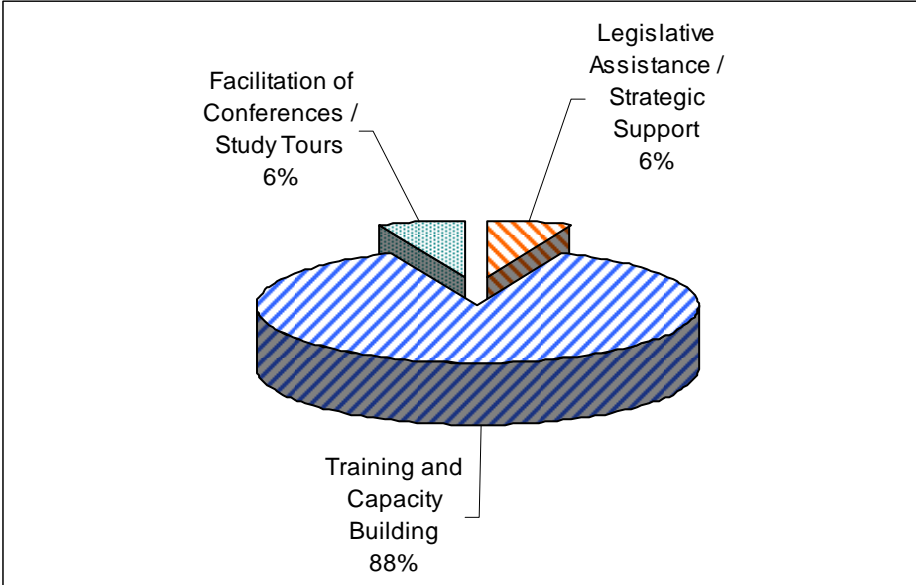
* see Appendix 8

III.4 The Fight Against Organized Crime

Organized crime poses a security threat for all of the OSCE participating States. It has profound social, economic and political consequences and compromises the normal function of economic, government and social institutions. Organized crime can undermine democratic processes and corrode trust in public institutions. Because of its negative economic and social implications, there is an urgent need to build capacity and strengthen cooperation to prevent and combat it more effectively at the national, regional and international levels.

The OSCE has recognized this threat and has addressed it through a number of Ministerial Decisions and Permanent Council Decisions. These Decisions essentially call for the OSCE to promote the implementation of the United Nations Convention against Transnational Organized Crime (UNTOC). In particular, MC Decision No. 3/05 tasked the Secretary General with providing the requesting participating States with support for the mobilization of technical assistance, including the necessary expertise and resources, from relevant competent international organizations for the implementation of UNTOC and its Protocols in support of and in close consultation with the Conference of Parties and the UNODC.

Since the OSCE has neither a mandate nor the operational capacities to actively fight organized crime, the added value that the organization's executive structures can bring to the fight against organized crime is based on supporting specialized organizations and assisting the participating States in enhancing their capacities to do so. The OSCE's value added is the

sum total of OSCE networking, information sharing, capacity-building and promotion through its work and its unique membership. OSCE's comprehensive approach to security further ensures that, through its cross-dimensional activities, all three dimensions of security are taken into consideration in the fight against organized crime.

The following sections provide an overview of the cross-dimensional, anti-organized crime activities that have been the major focus of OSCE's executive to date.

III.4.1 General Activities in the Fight against Organized Crime

In 2006, MC Decision No. 5/06 tasked the Secretary General and the relevant OSCE executive structures, including ODIHR, to write a comprehensive report that would recapitulate past OSCE anti-organized crime activities. In order to complete the report, the OSCE Secretary General created a Task Force on Organized Crime in January 2007. The Task Force was composed of representatives of the Office of the Secretary General, the Action against Terrorism Unit (ATU), the Conflict Prevention Centre (CPC) OS/Borders Team, the Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings (OSR), the Office of the Co-ordinator of OSCE Economic and Environmental Activities (OCEEA) and the SPMU. The Task Force was chaired by the Secretary General and met on six occasions during 2007. A lessons learned exercise on organized crime was held in April 2007 in Vienna, which included all members of the Task Force and representatives of OSCE field operations. The final report was circulated in July 2007.

In this report, the SPMU was designated as the OSCE's "Central Contact Point on Organized Crime". The SPMU thus embarked on establishing a co-ordination and reporting system on OSCE's anti-organized crime activities, which aims to distribute and share knowledge, and avoid duplication of activities in order to optimize the use of the available, limited human and financial resources in the OSCE. Since 2008, the Unit has organized a number of organized crime cluster meetings, convening the organized crime focal points of the various executive structures to share information on anti-organized crime activities. To this end, the SPMU has published annual reports on OSCE's anti-organized crime activities for 2008 and 2009.

Information sharing on organized crime issues is further promoted by the SPMU with the utilization of the Police OnLine Information System (POLIS), which includes a special organized crime portal, and by the CPC OS/Borders Team through its National Focal Point (NFP) Network Web Platform.

Even before the 2005 and 2006 Ministerial decisions on organized crime, OSCE executive structures had been instrumental in developing and supporting training and capacity-building projects to enhance the effectiveness of law enforcement and the criminal justice system in fighting organized crime. A number of these activities are described below.

Legal Assistance and Capacity Building

The OSCE has been working closely with the UNODC in promoting the ratification and implementation of various United Nations legal conventions. The OSCE executive structures have been very active in working with the UNODC in connection with the UNTOC, which provides the necessary legal framework for a country to effectively combat transnational organized crime. Consequently, the SPMU, with support of a number of field missions,

facilitated a series of OSCE-wide, regional and national training and workshops to support the implementation of the UNTOC. This legal training was conducted in close co-operation with UNODC legal experts and targeted law enforcement, prosecutors, judges and central legal authorities responsible for international legal assistance. Particular attention was paid to Article 27 of the UNTOC, which concerns transnational law enforcement co-operation.

ATU has also done a great deal of work in promoting United Nations conventions on terrorism. ATU and UNODC have organized a series of sub-regional and national workshops on harmonizing national legislation with international legal instruments related to terrorism. ATU also facilitated workshops on criminal law aspects of countering nuclear, chemical and biological terrorism in connection with the relevant legal conventions.

Furthermore, ATU with UNODC have held a number of sub-regional workshops on co-operation against terrorism and organized crime, which promoted co-operation in criminal matters and the UNODC assistance tools, which include the Mutual Legal Assistance Request Writer Tool software. The workshops aimed to improve co-operation between forensic laboratories, in particular, in criminal cases involving breaches of nuclear/radioactive security and safety.

A number of field operations also provided assistance to their host States in drafting and reviewing, *inter alia*, organized crime laws, national strategies against organized crime, criminal procedure codes and criminal investigation manuals. The aim has been to bring these laws and procedures in line with relevant international standards of the United Nations, the Council of Europe and/or the European Union.

III.4.2 Cybercrime – Sexual Exploitation of Children on the Internet

In many instances, legal training in the criminal justice sector was followed up with technical training at the practitioner level. Particular attention was devoted to cybercrime investigations and criminal asset confiscations. These topics are specifically mentioned in the UNTOC as Articles 12, 13, and 29. They were selected by the OSCE for special attention because they frequently involve cross-border activity and are often too broad in scope to be dealt with by individual participating States. Local and regional training activities were carried out in collaboration with OSCE executive structures and international partners such as the UNODC, the International Center for Missing and Exploited Children, World Bank, the Basel Institute of Governance, Europol, Eurojust and Interpol. The SPMU has also been successful in obtaining co-operation from the commercial sector, namely, Microsoft and McAffe.

Utilizing POLIS, SPMU organized an OSCE online workshop on "Countering the Sexual Exploitation of Children on the Internet" in 2008, bringing together over 70 experts from 24 countries and several organizations, and aiming at enhancing the capacities of participating States in countering the sexual exploitation of children on the Internet. Furthermore, a specific portal on countering sexual exploitation of children on the Internet was launched by POLIS in 2009, providing direct access to reports, international and model legislation, events, projects and links to international and national stakeholders as well as helplines related to combating child abuse online.

III.4.3 Financial Crimes – Corruption – Money Laundering – Asset Forfeiture

The confiscation of proceeds of crime has been a long established strategy in combating organized crime. The SPMU partnered with the OCEEA in securing funding and finding expert trainers to facilitate training for law enforcement and prosecutors in the identification and confiscation of criminal assets. A number of regional training courses were undertaken in Central Asia and South-Eastern Europe by thematic units and field operations.

The ultimate objective of these OSCE's criminal asset forfeiture training activities is to assist participating States in establishing specialized units in their countries to deal with these aspects of organized crime. Once the specialized units are created, the goal is to have them join asset confiscation and cybercrime law enforcement networks.

OSCE's support to participating States has also included the provision of legal commentary on national legislation with respect to asset seizure, anti-money laundering and/or corruption. One field operation assisted its host government in developing and implementing a Strategy and Action Plan for the fight against Organized Crime and Corruption, while another worked with several NGOs in compliance with the international commitments made by the host government to implement the Organisation for Economic Co-operation and Development (OECD) recommendations against corruption, and supported the government in approaching the issue of financial disclosure for public servants. The Office of the Co-ordinator of OSCE Economic and Environmental Activities (OCEEA) has worked very closely with the UNODC in implementing the United Nations Convention against Corruption. This has primarily involved a series of regional training workshops on money laundering. OCEEA has collaborated with other international partners such as the World Bank and the Basel Institute on Governance in providing the training sessions (see also Chapter III.4.2).

III.4.4 Criminal Analysis

Criminal analysis is a process that law enforcement uses to identify the perpetrators of crimes, as well as how, when, where and why crimes were committed. Many criminal analysis units provide recommendations on how to stop or curb the offences. These specialized units often produce profiles of crime problems and individual subjects, as well as both strategic (overall, long-term) and tactical (specific, short-term) assessments. These assessments and profiles are used to both monitor and predict crime, aimed at changing their police approach from being reactive to pro-active.

This important aspect of policing has not gone unnoticed by a number of field operations in South-Eastern Europe, the Southern Caucasus and Central Asia, who implemented projects related to criminal intelligence analysis. The activities ranged from arranging study visits and supporting the development of national criminal intelligence systems, to developing national strategies and providing equipment and related training.

III.4.5 Investigations – Witness Protection

Many of the field operations have devoted attention to basic policing skills such as interviewing/interrogation and crime scene response (forensics). While these projects have been primarily directed at improving general policing operations, adequate skills are also needed to conduct organized crime investigations.

The ability to protect witnesses is often a key element in successfully prosecuting organized crime and trafficking in human beings offences. Several OSCE field missions have addressed this issue through various projects.

The OSCE executive structures have been providing legal support to participating States by, *inter alia*, commenting on witness protection laws and regulations.

Furthermore, the OSCE field operations have been organizing a number of seminars and workshops designed to help strengthen the capacity of the national police agencies in conducting professional interviews with witnesses, victims and suspects as well as enhancing the capacity of host States to protect witnesses.

III.4.6 Crime Scene Management – Forensics

The OSCE has been very active in assisting participating States in improving their crime scene management and forensic capacities. Field operations have engaged in a wide range of activities, including training in crime scene response, fingerprinting, trace evidence collection and document authentication. Some field operations have even facilitated major renovations of crime laboratories and the purchase of automated fingerprint identification systems and identikit digital databases.

The SPMU has worked closely with the UNODC's Laboratory and Scientific Section in developing a manual for non-law enforcement personnel who are first responders to crime scenes.

III.4.7 The Fight against Drugs

Illicit drug trafficking remains one of the most common forms of organized crime in the OSCE region. It delivers the highest profits and has one of the most negative impacts on individuals and society. The global trade in illegal drugs is a vast enterprise, estimated at more than USD 300 billion a year. To a large extent, criminals are organized and operate at the international level beyond the national borders.

Effective law enforcement is essential in combating drug trafficking and transnational organized crime. Drug supply reduction activities by the police need to focus on: disrupting the production and supply of illicit drugs; enhancing efforts to control the inappropriate supply and diversion of pharmaceutical drugs and precursor chemicals; dismantling organized crime groups; and examining mechanisms to ensure that all relevant stakeholders participate in implementing law enforcement strategies in all jurisdictions.

Specialists in the fight against drugs need to be well trained and equipped, and should apply harmonized/complementary working methods, particularly when it comes to cross-border police operations. The OSCE, with its various field operations in different OSCE regions, is particularly prepared to promote regional and international cross-border co-operation in the fight against drugs. Due to a lack of an operational mandate and capacities, the OSCE's role in combating drugs can be described as supporting the UNODC and assisting participating States and specialized regional organizations in their fight against drugs. The OSCE's activities therefore focus on promoting regional co-operation in the fight against drugs,

providing legislative and technical assistance and training, as well as raising awareness of the drug problem within society and introducing drug abuse prevention initiatives.

Permanent Council Decision No. 813 (2007) on *Combating the Threat of Illicit Drugs and Precursors* called upon the Secretary General to further develop co-operation in the field of anti-drug matters with the UNODC, the Paris Pact Initiative and other relevant international structures. One of the responses to this Decision was a collaboration with the Paris Pact Initiative, which facilitated the translation into Russian of a French police handbook used in the identification of chemical precursors. The handbook was distributed to law enforcement agencies in Central Asia that are involved in interdicting the smuggling of precursors into Afghanistan.

Legislative Assistance

In addition to assisting participating States in bringing national legislations in line with international conventions on transnational co-operation in fighting drugs, a number of field operations have also assisted their host governments in developing national drug fighting strategies.

Technical Assistance

In the field of technical assistance, OSCE executive structures have provided specialized equipment for detecting and identifying chemical precursors used for drug production and for conducting backtracking investigations to trace the sources of chemicals diverted from the legal market. Donations included, for instance, test kits for precursors and precursor identification manuals.

Training

The provision of equipment has always been accompanied by training on its effective use.

The OSCE executive structures, in close co-operation with the UNODC, designed and conducted various inter-regional, regional and national training courses and workshops on the fight against drugs for police officers, lawyers, prosecutors and judges. Furthermore, participating States were supported in developing self-sufficient narcotics investigation training programmes.

A number of OSCE training courses aimed at increasing police officers' operational skills to detect and identify chemical precursors used for drug production and conduct backtracking investigations to trace the sources of chemicals diverted from the legal market. The courses were integrated in the UNODC "Rainbow Strategy" for Central Asia.

In response to Permanent Council Decision No. 813 (2007) on *Combating the Threat of Illicit Drugs and Precursors*, and Ministerial Council Decision No. 4/07 on *OSCE Engagement with Afghanistan* (Madrid 2007), the OSCE executive structures have focused in particular on providing training for Afghan police officers in the fields of border security and combating drug trafficking. Since 2007, several training courses have been prepared for Afghan officers

in specialized training institutions in the Russian Federation, Tajikistan and Turkey, focusing on the planning and practical conduct of drug searches.

Awareness Raising

In co-operation with national stakeholders from criminal justice systems, health and education authorities and civil society, OSCE executive structures have also supported drug prevention awareness-raising events in various participating States.

III.4.8 Trafficking in Human Beings

Trafficking in human beings is a serious crime against an individual that entails violations of the whole spectrum of human rights and fundamental freedoms, undermines human dignity and integrity, and poses a real threat to human security. The OSCE, which is well known for its concept of common and comprehensive security, pursues a coherent, victim-centred and human rights-based approach to the fight against human trafficking. Many trafficking of human beings (THB) and human smuggling operations are conducted by organized criminal groups, thus making it an aspect of organized crime.

Police and their various units are among the front-line actors when it comes to stopping the crime as such, identifying its victims and immediately protecting them on the spot; such a mission, if duly accomplished, is crucial to the successful prosecution of each THB case and to the rescue and restoration of the rights of trafficked persons. It is impossible to overestimate the police's role, often as the first State authority to meet severely traumatized victims.

Legal assistance

The *OSCE Action Plan to Combat Trafficking in Human Beings* (2003), as well as relevant anti-trafficking Ministerial Decisions, starting from 2000, call on the OSCE participating States to sign and ratify the *United Nations Convention against Transnational Organized Crime* and the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*, supplementing the UNTOC as the main legally binding international instrument. The OSCE supports the efforts of the participating States to consider the basic adaptation of the national legislation in accordance with the *Trafficking in Persons Protocol* and to commence the examination of criminalization legislation and difficulties encountered in the implementation of Article 5 of this Protocol and enhance international co-operation and develop technical assistance to overcome these difficulties, and other provisions. The OSR continuously calls on the participating States that have not yet done so to sign and ratify this leading international instrument.

The OSR, through a series of sub-regional and national workshops organized jointly with the SPMU, OCEEA and UNODC, has promoted the harmonization of national legislations with international legal instruments.

Training and Capacity-Building

Specialized training courses and workshops at the national and regional level have focused on, *inter alia*, the identification of THB victims in connection with the identification of counterfeit travel documents, the interviewing, identification, referral and protection of victims of trafficking, and financial investigation techniques to disrupt trafficking networks.

III.4.9 Regional Co-operation

In order to fight the above-mentioned different areas of transnational organized crime, regional co-operation is an absolute necessity. Therefore, OSCE executive structures, in close co-operation with participating States, have organized regional meetings for high-level officials from the criminal justice sector in various OSCE regions to discuss how to improve the co-operation of law enforcement agencies in the regions. Experts from the Collective Security Treaty Organization, Europol, Eurojust, Frontex, Interpol and the UNODC participated in these events.

The OSCE has also supported the work of the Southeast European Police Chiefs Association, the Southeast European Regional Co-operation Council, SELEC (formerly SECI) and the South Eastern European Prosecutors Advisory Group (SEEPAG). The SPMU has also worked closely with OSCE participating States and the Geneva Centre for the Democratic Control of Armed Forces (DCAF) in promoting the implementation of the *Police Co-operation Convention for Southeast Europe*.

In response to Permanent Council Decision No. 758 on *Enhancing International Anti-Drug Co-operation* (*2006*), Permanent Council Decision No. 813 (2007) on *Combating the Threat of Illicit Drugs and Precursors*, which emphasizes the continuing spread of illicit trafficking of opiates from Afghanistan and chemical precursors throughout the OSCE area, the SPMU, in close co-operation with the UNODC and OSCE participating States and executive structures, have organized a number of regional and sub-regional workshops in South-Eastern Europe and Central Asia. Here, experts have focused their discussions on international legal instruments, standards, national legislations and practical challenges related to improving professional competencies and practical skills among practitioners in order to effectively investigate, prosecute and adjudicate crimes related to drugs and to strengthen international cooperation between judges, prosecutors and the police in extradition, mutual legal assistance and asset forfeiture casework

In addition to the UNODC, other regional organizations such as the Collective Security Treaty Organization (CSTO) and SELEC actively participated in the workshops, and as result of close co-operation with the SELEC Centre, the SPMU developed the *Controlled Delivery Manual for South-East European Countries*, which aims at facilitating co-operation between the law enforcement agencies in South-Eastern Europe by providing contact details of relevant counterparts and legislative information.

The promotion of co-operation between law enforcement agencies and other relevant actors at the national and international level has been an explicit demand of the 2008 Helsinki Ministerial Council Decision No. 5/08 on *Enhancing Criminal Justice Response to Trafficking in Human Beings Through a Comprehensive Approach*. Therefore, various OSCE executive structures, in close co-ordination with the Office of the Special Representative on THB, have undertaken a variety of awareness-raising and capacity-building activities in a

number of participating States to promote the fight against trafficking, including trans-national co-operation between relevant actors of the criminal justice sector.

III.4.10 Trends in Anti-Organized Crime Activities

Figure 11 shows that, in contrast to the activities in Police Development and Community Policing, OSCE's engagement in Anti-Organized Crime activities has continuously increased throughout all geographical regions.

Figure 11: Numbers of different forms of short- and medium-term Assistance in the fight against Organized Crime, 1999–2009*
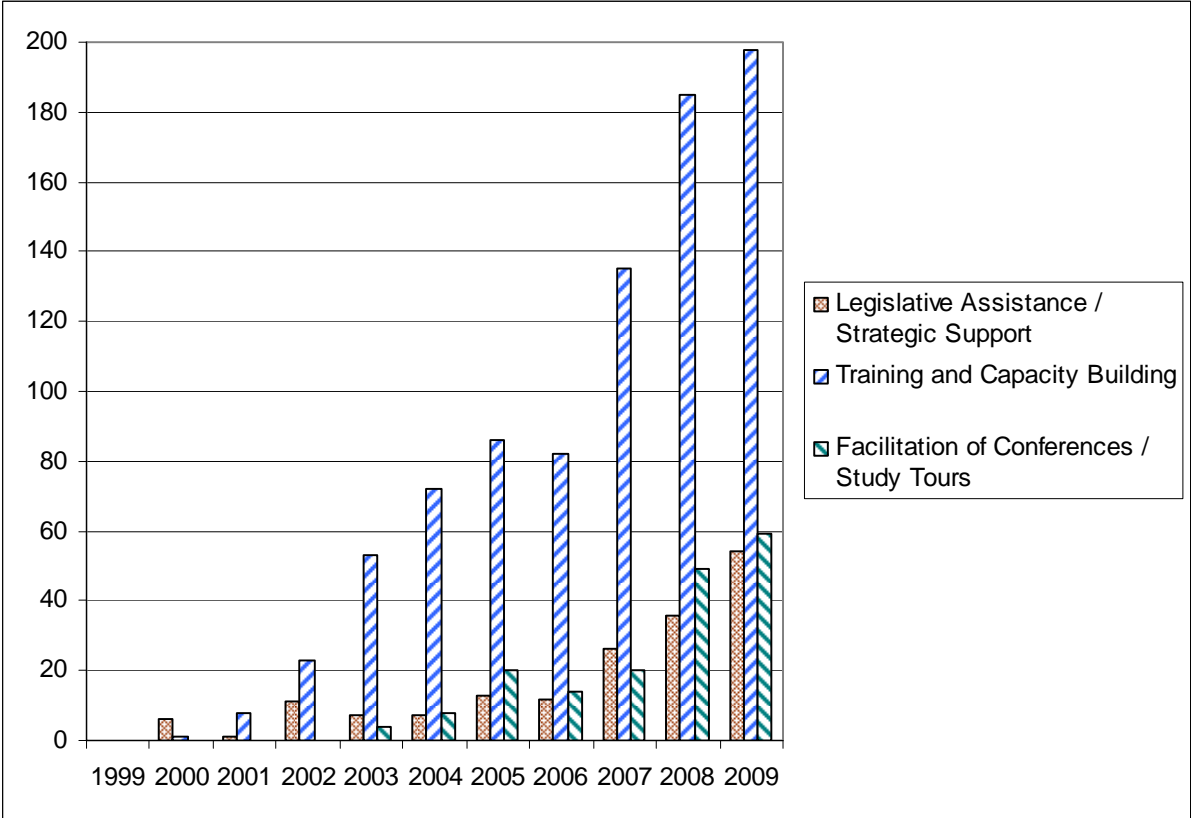
* see Appendix 8

Also, in contrast to both other thematic areas of policing, the share of Legislative Assistance/Strategic Support activities and Facilitation of Study Tours for national stakeholders and/or the Facilitation of their participation in Conferences and Workshops abroad is significantly higher in the area of the fight against organized crime. Consequently, the share of Training and Capacity Building activities is smaller among the anti-organized crime activities.

Figure 12: Anti-Organized Crime Activities, 1999–2009*
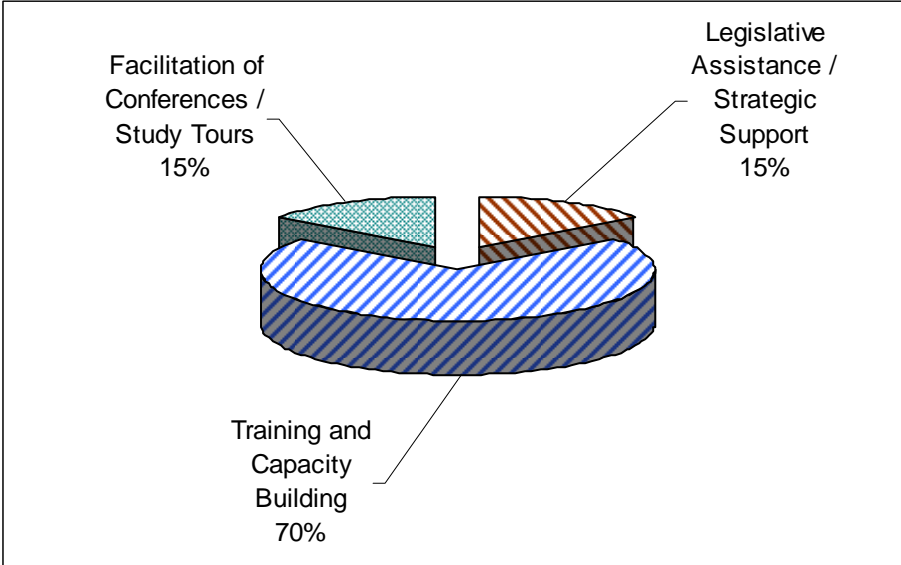
* see Appendix 8

IV. Assessment of Police-Related Activities

Following the general description of various police-related activities of the OSCE executive structures in Chapter III, this chapter provides a basic assessment of the methodology and results of these activities in the three thematic areas — Police Development and Reform, Community Policing, and Organized Crime.

Naturally, this assessment is not exhaustive due to the limited timeframe available and the scope of this report, which do not allow for the detailed assessment of the thousands of different activities in the three thematic fields of policing. Rather, the chapter aims at providing a general overview of challenges of programme and project implementation in the three thematic areas as well as the general results and outcome of these programmes and projects.

Consequently, this overview leads to the elaboration of forward-looking perspectives for OSCE policing as well as the strategic recommendations for further enhancing OSCE police-related activities in Chapter VI.

IV.1 Methodology of the Assessment

The information is primarily based on the assessments, provided in the course of the three-week online forum by the representatives of various executive structures, who had been nominated for this purpose by their mission leadership. Participants have been requested to provide a consolidated view of their respective field operations.

The information collected in the online forum has been complemented with information collected from SPMU's 2008 lessons learned report on "Implementation of Police-Related Programmes in South-Eastern Europe", and from the 2010 "Horizontal Evaluation of Police Training Activities" report by the OSCE's Office of Internal Oversight.

In accordance to relevant assessment criteria, used by the Organization for Economic Cooperation and Development-Development Assistance Committee (OECD-DAC), the European Commission (EC) and the OSCE, participants were requested to assess their activities with respect to the aspects of Relevance, Effectiveness, Efficiency, Impact, Sustainability, Coherence and Value Added.

Relevance: Under this category, activities and entire programme strategies were assessed to gauge how well they addressed the needs of the national beneficiaries. The assessment included the quality of preparation and design together with the feasibility and the coherence of the project strategy. A further issue for assessment was whether projects reflected a gender-sensitive approach aimed at improving gender equality.

Effectiveness: Under this category, participants elaborated on whether projects had delivered the expected outputs.

Efficiency: Under this category, programme activities were reviewed to establish if project outputs had been achieved at a reasonable cost and optimal use of resources in terms of effort, time, money and skills.

Impact: This category focused on the outcome of the projects and assessed whether they had brought real change to the beneficiaries and contributed to the achievement of the overall objectives of programmes.

Sustainability: This category assessed if the programmes and projects had brought lasting political, institutional, managerial and technical change beyond OSCE's intervention.

Coherence: The issues of coherence addressed the conformity and complementarity of OSCE programmes and projects with traditional diplomatic work, other projects and initiatives of other international and regional organizations, NGOs, OSCE field operations, Institutions and thematic units in the Secretariat.

Value Added: The assessment of the value added aimed at establishing whether OSCE's programmes and projects made a positive difference, which could not have occurred otherwise.

IV.2 Analysis Based on Seven Assessment Criteria

Since the findings of the assessments in the three thematic areas – Police Development and Reform, Community Policing, and Organized Crime – were similar to the majority of assessment criteria, the report will provide a consolidated assessment of the activities in all three thematic areas of policing.

IV.2.1 Relevance

In all three thematic areas of policing, programmes and projects have reflected OSCE principles, commitments and mandates, focusing in particular on human rights issues and other principles of democratic policing, generally following a cross-dimensional approach. The focus on gender mainstreaming has become an integral part of all projects.

By developing all programmes and projects in close co-operation with national stakeholders, the executive structures strived to ensure that the activities were tailored to the needs of the national stakeholders. The views of civil society have been taken into consideration, particularly in the fields of police development and reform, community policing, and anti-organized crime activities that had immediate impacts on society.

The relevance of the activities was further ensured by conducting thorough needs assessments prior to the development of strategies, programmes and action plans.

IV.2.2 Effectiveness

In the field of police training and professional development, the OSCE executive structures have been particularly successful in creating basic preconditions for police training, including, *inter alia*, the refurbishment of training facilities, the development of training curricula and lesson plans, the introduction of modern training techniques in adult learning, the training of national trainers, and the provision of relevant training equipment, bringing national training capacities in line with international standards that are promoted by the OSCE. Since its

release in 2008, OSCE's guidance document on "Good Practices in Basic Police Training – Curricula Aspects" has been extensively used by field operations in the development of basic police training capacities.

Several field operations have carried out regular evaluations of the training courses, which have shown that the beneficiaries of these courses have been highly satisfied with the courses.

Since the national capacities for providing basic police training have been significantly enhanced in most of the field operations' host States, the executive structure have, upon request from their host States, directed their focus on other training areas. These areas include advanced in-service and specialized training, where they have also provided assistance in curriculum development, the delivery of training courses, and the enhancement of training skills of national trainers.

Furthermore, the OSCE executive structures have been successful in several host States in changing the structures of training institutions, making them more effective and efficient in providing modern training to a wider scope of representatives from the criminal justice sector.

The introduction of training-of-trainer programmes has been considered a highly effective and efficient instrument of cascade training for a great number of police officers as well as for enhancing local training skills and ownership. Most field operations also considered the facilitation of study tours a valuable tool for providing national stakeholders with experiences and good training practices from other participating state, provided that the participants selected for the study tours had the appropriate professional background and were committed to draw lessons from these good practices.

In the field of police reform, a number of programmes initiated recently have been focusing on, *inter alia*, enhancing the strategic planning capacities of the Ministries of the Interior and the police directorates, and the development of effective, efficient and transparent human resource management systems. In a number of cases, national legislations have been appropriately modified; however, the implementation of the new concepts has only begun.

During the last five to six years, a number of field operations have also put a great deal of effort, with mixed results, in developing internal and external police oversight structures in their host States. In many cases, the legal framework for democratic accountability structures has been established, and the OSCE has provided extensive training for future oversight staff members, as well as office and transportation equipment. Furthermore civil society has been empowered in a number of participating States to take on an oversight role, for instance, in monitoring detention facilities. Challenges in the development of internal and external oversight structures remain in a number of host States, however, with respect to their lack of manpower and the continuing political influence on investigations, recommendations and execution of sanctions.

Regional roundtables and workshops on democratic policing have led to discussions of principles of democratic policing among high-level representatives from various OSCE regions, particularly focusing on the use of force by the police in the context of public assembly management, arrest and detention, as well as the issues of effective internal and external police oversight.

In the field of community policing, two main objectives have been accomplished in general: the creation of stable police-public partnership structures and raised awareness among the

police on the compliance of policing practices with human rights and diversity, including gender and minority issues. Awareness of gender mainstreaming has increasingly become an element of the community policing projects.

Examples of newly created police-public partnership structures are formal and informal interactive forums for communication, such as community advisory boards, joint police-community workshops, public meetings and police open days. In order to elicit a broad range of views and to reach as many community members as possible, these public forums have been open to all segments of society. Field operation have invested a particularly large amount of effort in institutionalizing formal police-public forums, where representatives from the police and from other government agencies, the private sector, including the media, civil society and from a variety of communities come together to exchange views on an equal footing and jointly follow a problem-solving and crime prevention approach. Some of these forums have particularly focused on more strongly integrating and empowering ethnic minorities in order to improve their living conditions. The forums have different names in different countries,[29] but all have similar structures, which are promoted by the OSCE and have been established at the municipality, regional and national levels in a number of host States (see also Chapter III.3).

Also noteworthy among the achievements is the OSCE's advice on structural changes and on the drafting of strategic documents and legal instruments related to community policing, which have been adopted by the host authorities. Another aspect to be emphasized is the high number of trainees (police, local authorities and civil society representatives) in community policing and problem-solving at the managerial, intermediate and basic level. The OSCE has conducted training and assisted in putting the new skills into practice.

A challenge to the effectiveness of project implementation has arisen due to different concepts and practical approaches to the implementation of community policing programmes by the various international experts hired by the OSCE from a variety of participating States. With the distribution of SPMU's "Good Practices in Building Police and Public Partnerships" in 2008, the foundation has been laid for a common community policing approach. Unfortunately, this guideline document has not been used by some executive structures to the expected extent, resulting in community policing projects whose conceptual and practical implementation approaches have continued to reflect the personal experiences of OSCE programme managers rather than the OSCE vision of community policing.

As a result of community policing programmes, the community policing methodology has been included in the police training curricula and has been practically applied. In addition, public confidence in the police has been developed and the police have understood that sound police-public partnerships are a requirement for effective and democratic policing.

Only a few of the planned activities had to be cancelled in order to avoid duplication with the activities of other international stakeholders.

Factors that have negatively influenced the achievement of objectives in community policing were the difficulties in changing the police culture at the top level and above all at the mid-level of the police management, as well as the public's deeply rooted negative images of the police.

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[29] Some of these names are: Community or Citizen Advisory Boards, Community Safety Action Teams, Local Public Safety Committees, Local Prevention Councils.

The capacity-building activities in the fight against organized crime have also been rated as highly effective by the OSCE staff. Similar to other training activities in general police development, course evaluations indicated that local police were very satisfied with the outcome of anti-organized crime projects since they had met their needs and expectations. Those who had received training informed field operations that the methods used were appropriate for meeting course objectives. The feedback also suggested that activities and objectives were consistent with their needs and current abilities. Evaluation questionnaires also noted that the students felt that most of the learning could be taken out of the classroom and applied at the street level. Some field operations also used written tests to compare the level of knowledge prior to training and afterwards. They claimed that there was a considerable increase in the knowledge of participants after training.

Regional conferences and workshop have led to improved regional and cross-border co-operation between participating States in the fields of transnational crime and terrorism, particularly in the fight against drug trafficking and THB, and the financing of terrorism. In this context, co-operation has also been improved in the field of mutual legal assistance in crime investigations between criminal justice agencies from different participating States.

SPMU, in collaboration with SELEC Center and a number of field missions, also produced a manual on controlled deliveries after close consultation with the appropriate experts. The publication assists drug investigators in setting up controlled drug deliveries across national borders.

In the field of general border police-related activities, the OSCE executive structures have been successful in promoting and facilitating the OSCE South Eastern Europe Cross-Border Co-operation Programme (OSCCP), which emerged from the OSCE's political involvement in the Ohrid Border Process. Within the programme, border practitioners and officials from South-East Europe and neighbouring countries as well as representatives from several expert organizations met on 11 occasions to enhance co-operation on border security and management.

The effectiveness of police-related activities in the three thematic areas of policing has been dependent to a large extent on political stability and developments in the host country. It has been the host governments who have ultimately determined how successful the police-related activities would be. A decrease in political support from the local counterparts, caused by changing political environments, resulted in delays or even cancellations of formerly agreed reform programmes and projects. In some rare cases, the Ministers of the Interior and the police leaderships showed no or little enthusiasm to continue with reform implementation in politically sensitive areas, such as accountability or even community policing (due to the implications of these concepts for decentralization). On the contrary, they blocked the implementation process, provided no relevant information, such as strategy papers, and minimized the level of communication by setting up long bureaucratic procedures for requesting meetings or by simply not attending meetings. Following political power changes, the situation improved significantly, however.

In general, the implementation of non-politically sensitive and technical projects, such as anti-organized crime training courses, met with significantly fewer challenges.

IV.2.3 Efficiency

Efficiency of programme and project implementation has been ensured in the majority of police-related activities in all three thematic areas as a result of the development of sound work plans, including clear activity plans, timeframes, important assumptions, and appropriate budget estimates, which were based on previous needs assessments.
According to some field operations, the close co-operation in the planning and implementation of programmes and projects with the national stakeholders also allowed for the adoption of administrative procedures to be implemented in the host country (e.g. identification of participants, involvement of other stakeholders, VAT exemptions of donations), which clearly facilitated efficiency. One thematic unit pointed out, however, that host countries' contributions were varied to some extent in terms of efficiency. In most host countries, the OSCE still had to pay the VAT, rent for offices, venue expenses for events, staff and translators, thus increasing the costs of implementing a project.

In general, efficiency of programmes has been increased throughout the executive structures with the introduction of the Performance Based Programme Budgeting (PBPB) system in 2007, since the system requires programme managers to clearly define the objectives, and the expected outcomes and outputs of activities. The system thus facilitates the provision of transparent information on budget spending.

Transparent information on budget spending also allowed for the quick reallocation of available funding to other projects, when, for various reasons, some funds had not been used.

Although the PBPB has facilitated the efficiency of programme planning by introducing a strategic and transparent programme management approach, there is a general consensus among the executive structures that programme implementation is often still hampered by the annual Unified Budget cycles. Since most police development and reform programmes as well as community policing are long-term endeavours, the annual approval of the budget has sometimes created obstacles to programme planning and implementation. Due to the annual Unified Budget approval process, funds were usually not available between December and February, which often caused delays in project implementation. A number of programme managers were of the opinion that programme planning would be notably easier if non-spent annual budgets from one year could automatically be used in the following year.

A strategy used by some field operations to cope with scarce financial resources was to reallocate Unified Budget funding earmarked for positions standing vacant to operational costs.

In general, most of the police-related projects were financed from the Unified Budget. Most of the field operations rated the amount of their budgets as sufficient.

According to some community policing programme managers, the efficiency of community policing programmes is inherent in the programmes themselves, since their implementation is usually achievable at relatively low costs. In simple terms, the community policing approach calls on the police to re-evaluate available resources and the police's response towards crime detection and prevention. The community policing concept requires that the re-allocation of resources be based on a modern policing approach. Furthermore, community policing projects have even provided recipients with skills to raise funds locally to achieve its objectives.

In a number of anti-organized crime activities, when mission core budgets proved inadequate, it was not unusual to create extra-budgetary projects and solicit funds from participating States or other international organizations.

Similarly, the costly refurbishment of training facilities in a number of host States would not have been possible without extra-budgetary contributions and donations. Participating States were willing to provide a sufficient amount of funding and donations. However, the allocation process of extra-budgetary funds at times delayed the refurbishment.

Some other obstacles to the efficient implementation of projects, identified by a number of executive structures, have been the bureaucratic and time-consuming procurement procedures or administrative regulations for procurement. An example given was that certain equipment could only be purchased in Vienna because of window contracts with these suppliers. These types of procedures led to delays in purchasing and therefore in project implementation.

Although projects have usually been implemented on time, there have also been a number of cases where projects had to be postponed or timeframes altered due to a lack of implementing personnel as a result of staff rotations and occasionally long recruitment procedures, or due to external reasons such as changes of priorities among the host stakeholders.

In recent years, the increasing lack of qualified staff has posed a particular challenge to the efficient and effective implementation of projects and entire programmes. While initially the field operations did not face any challenges in receiving police monitors and instructors for basic police training, it became challenging to recruit training experts for specialized and advanced training, or experts for specific areas of policing such as community policing, border policing or anti-organized crime activities. It also turned out to be challenging to hire specialists in other fields of police reform, where managerial experience rather than operational experience was required in order to advise local counterparts, for instance, in areas such as human resource management and change management.

There were a number of reasons for this: first, the "market" for such specialists is rather small, particularly in managerial issues, such as change management or human resources management. A specialist can ask for much higher salaries in the private sector than in a field operation.

Another reason was that participating States over the years have become increasingly reluctant to second personnel, including police staff to field operations. At times, it has also proven difficult to recruit personnel for projects over two months and less than two years. Together with the decreasing number of nominations in total, the number of nominations per job offer has also fallen. While Law Enforcement Departments (LEDs) had easily up to 20 nominations for a vacant position in the early years, these numbers have dropped to significantly less than ten, and with regard to managerial positions, to only one or two.

This shortage of applications and staff resulted in further challenges connected with the quality of the staff. The LEDs often could no longer demand the highest requirements from the nominees and were forced to assign less qualified people. At times, despite an excellent curriculum vitae and good telephone interviews, an appointee's skills gap became obvious only upon arrival at the field operation.

The shortage of qualified personnel dramatically increased the workload of the remaining LED staff, in turn causing sub-optimal project results, delays in project implementation, or a freezing or cancelling of entire projects.

In order to become less dependent on international secondments, some field operations noted the importance of developing local expert trainers. Once the host country reached a high level of competency in an area related to organized crime, future training programmes were much easier to implement. Important factors identified in enhancing efficiency were the use of local trainers and the host State's capability of developing curriculum and translating new training material.

Establishing effective partnerships with law enforcement experts from other participating States was also identified as a means of improving efficiency. Once a field mission had established a good working relationship with a partner, the costs and time required to implement projects were significantly reduced. Partnerships were not only a source of traditional training, but also facilitated study trips and established professional networking in the area of organized crime investigation.

IV.2.4 Impact

As a result of the police-related activities of the OSCE executive structures, the legal foundations as well as the administrative, operational and technical capacities of the police have been improved in all of the host States in all three thematic areas of policing.

Nevertheless, from a methodological point of view, it has been extremely difficult for all executive structures to clearly assess the impact of their activities on the safety and security situation of their host States and to identify the degree to which their activities have contributed to the changes in their host countries, in view of a plethora of factors that have influenced developments in the criminal justice sector, which are not under the control of the OSCE. Exact correlations between the contributions of the OSCE and the outcome of activities are therefore difficult to determine. In addition to the general methodological challenges, many programme managers have stated that they simply had neither the funds for such additional evaluation activities within their programme budgets, nor the time to conduct comprehensive evaluations.

Most assessments have therefore been based on public perception surveys of the police, conducted or facilitated by the OSCE or national stakeholders, and on police statistics, police reports, reports by the media and civil society, as well as perceptions and reports based on the monitoring of police performance by the OSCE staff.

Public surveys in a number of host States have indicated a significant improvement in the public's image of the police. Police performance has usually been rated better in all of the three thematic areas than in previous years, and the public has developed more trust in the police.

This increased trust has also been linked to the significantly increased representation of women and members of minority communities in the new multi-ethnic police agencies of some host States. It is also closely related to the level of police accountability in a society. In this respect, one field operation pointed to a measurable positive impact of its capacity-building activities in police accountability. This consisted of a notable increase in

investigations against police misconduct, which was interpreted as an indicator for improved effectiveness of the police oversight mechanism.

Other positive impacts of the capacity-building activities in police accountability, according to one field operation, have been the sound analyses of shortcomings in the police and the development of useful recommendations for overcoming them, undertaken by the newly created accountability structures.

A particularly sensitive topic with regard to police accountability and the use of force has been the proper managing of public assemblies. Since a number of capacity-building activities have been implemented by several executive structures in a number of host States, also in close consultation with civil society, the performance of public order units has significantly improved. This improvement has been particularly notable with regard to the use of force since the police are now much better prepared to handle public demonstrations without resorting to an inappropriate level of physical force, which in the past even included deadly force.

A generally positive impact on police development and reform has been the significant increase in the number of police reform strategy documents developed by the national counterparts, often with the advice from the OSCE executive structures. Nevertheless, the field operations still see the need for further capacity-building activities in this field of police reform.

In the field of community policing, the positive impact of activities has been clearly visible in a number of host States. As a result of the community policing programmes, direct contact between the police and the population has considerably increased and improved. The introduction of community policing officers[30] from different ethnic communities, the establishment of new non-threatening patrolling styles by multi-ethnic units, and the creation of community contact points/reception areas in police stations have significantly enhanced the public's accessibility to the police and demonstrated the new *service* philosophy of the police.

Relations between communities and the police have been greatly improved with the establishment of police-public forums, where the police can exchange views with the community on issues of mutual concern. Furthermore, living conditions in general, and safety and security situations in particular, have significantly improved for previously marginalized and segregated ethnic minority communities in a number of host States. These improvements were based on: jointly developed problem-solving and confidence-building initiatives, including campaigns for raising awareness of the problems among all sections of the municipalities; infrastructural measures, such as the improved provision and maintenance of roads, street lighting, water and electricity supply; and joint crime-prevention activities against, *inter alia*, drug abuse at schools, domestic violence, thefts and illegal woodcutting.

Another example of a positive collateral impact has been, in some cases, the reduction of traffic victims and the improvement of the quality of the environment in local communities. These successes have also increased the job satisfaction of police officers.

A further positive impact of the new level of police-public partnerships in a number of host States is the increasing amount of operational information received by the police, which has

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[30]   Other terms used are, for example, Neighbourhood Officers or Coordinators or Contact Officers.

contributed in some cases to the reduction of crime and thus to the enhancement of community safety.

Despite the above-mentioned positive impacts of the activities in police development, reform and community policing, there is a general common understanding among the executive structures that it is difficult to change an organizational culture from the outside. This task can be all the more difficult when there is a lack of resources and expert staff. Because of these obstacles, some field operations have been more inclined to become involved in short-term programmes, which the OSCE has the means to fully implement. While short-term programmes are usually successful, they may have minimal impact on significantly changing the police culture or addressing human rights aspects of police work. In order to achieve meaningful results in these areas, there needs to be a long-term commitment to provide the necessary resources. It has been suggested that if the OSCE cannot manage the necessary level of support, the Organization may partner with other organizations in order to share the burden.

With regard to the fight against organized crime, a number of field presences referred to many police operations whose success resulted from the training activities and provision of equipment. Field operations evaluated the impact of their programmes in terms of, for example, increase in the seizure of drugs and number of successful international joint operations. Field operations also looked at how often host countries had applied evidence-based investigation and modern investigative interviewing techniques.

One example of a positive impact from training programmes is a training project on the controlled delivery of illegal drugs, which entailed study visits to another OSCE participating State. After the study visits, both countries conducted successful joint operations involving controlled deliveries to drug trafficking organizations. Two of the operations involved very large seizures of heroin. The host State that was the beneficiary of the training has seized enough drugs to rank it second in Europe for drug seizures.

The provision of training and relevant equipment in the field of forensics by some field operations has significantly improved the capacities of the host State to investigate crimes, which also helped solve many "cold cases" that involved the identification of latent fingerprints found at crime scenes in years past. The use of forensic evidence is seen as a tool to reduce the reliance on confession-based criminal convictions.

With regard to the promotion of regional co-operation in the fight against organized crime and terrorism, the OSCE has been very successful in co-operating with the UNODC in promoting among its participating States the ratification and implementation of relevant international conventions, such as UNTOC and its Protocols. To date, 49 participating States have ratified the UNTOC and six have signed the legal convention. In 2006, when the OSCE began collaborating with the UNODC on this issue, only 38 had ratified the treaty.

Regional co-operation in the fight against transnational crime was boosted in 2009 by a high-level meeting in Astana, organized by the OSCE, where the Deputy Ministers of the Interior of several Central Asian states, Afghanistan and Mongolia agreed on enhancing law enforcement co-operation to better combat transnational organized crime and improve security. This would be achieved by, *inter alia*: establishing reliable national legislation and optimizing the normative legal base for combating organized crime; accelerating the UNTOC accession and ratification process; creating a working group, consisting of the heads of the criminal investigative bodies from the law enforcement agencies in Central Asia, tasked to

oversee the elaboration or recommendations on combating organized crime at the legislative, organizational and practical level; regularly exchanging intelligence and investigative information on transnational organized crime among the law enforcement agencies of the region; assisting the development of the Central Asian Regional Information Co-ordination Centre (CARICC); and organizing regular law enforcement workshops and seminars to exchange good practices in combating organized crime.

IV.2.5 Sustainability

The degree of sustainability of the achievements in the three thematic fields of police assistance has been rated differently by the various executive structures.

With regard to police training and professional development, the sustainability of achievements in basic police training is, for the most part, considered ensured due to the well-developed training structures, curricula and teaching capacities. The picture, however, is rather different with respect to advanced, in-service and specialized training.

Obstacles to sustainability in these training fields are, *inter alia*:

- the lack of personal training records in the human resource management system, which are needed for selecting the appropriate persons for advanced and specialized training, and the lack of curriculum developers capable of developing highly specialized training courses;
- the lack of practical experience of national police instructors, which is needed for delivering sound specialized training;
- the lack of continuing trainer development due to a lack of career development plans for instructors in the host States;
- the transfer of trainers to non-training positions in the police;
- the lack of financial incentives for qualified trainers to stay in the police;
- the lack of sufficient equipment and funding for the repair and maintenance of equipment;
- the improper storage of training material by national training staff and curriculum developers, which leads to the disappearance of the material.

Furthermore, some host States, according to the field operations, do not see the need for ongoing in-service training or do not have any police education strategies.

In addition, communication and co-operation in the training and professional development field have frequently been poor between training institutions and relevant criminal justice agencies.

In other areas of police development and reform, obstacles to the sustainability of programme achievements have been primarily based on:

- the lack of capacity of national stakeholders to effectively implement legislation;
- the ongoing centralization, which hampers decision-making and is counter-productive to the implementation of democratic police reform; and
- the ongoing politicization of the police, which has a negative influence on police accountability as well as operational and administrative issues, including the rotation

In addition, a number of representatives from different field operations raised the point that, due to a lack of proper programme exit strategies with clearly defined benchmarks of success, the sole responsibility for police training and development had been transferred at a premature stage from the OSCE to national institutions. National institutions did not therefore have the required capacity and competence to ensure sustainability and the further improvement of achievements.

The prospects for sustainability, however, have recently notably improved in a number of host States, as strategic planning among host stakeholders has increased in all areas of police development and reform, and new legislation has been adopted, which will improve human resource management, including transparent and clear career paths for police officers and instructors. Furthermore, a number of host States have reasserted their commitment to police reform by signing relevant strategic documents and establishing high-level working groups tasked to facilitate police reform.

In the field of community policing, sustainability of achievements is difficult to assess since the complete adoption of the community policing philosophy and methodology is a long-term process. In addition, some pilot projects have only recently been successfully completed (in South-Eastern Europe), while others are ongoing (in Central Asia and the Southern Caucasus) or are still in the initial phase (in Central Asia and Eastern Europe). Even where pilot phases have successfully been completed, the dissemination of the programme to other regions of the host States is still at an early stage in most of the field operations.

In order to make community policing achievements sustainable, the OSCE has generally focused on:

- *Taking a flexible, culturally sensitive approach to adapting the community policing philosophy to the local circumstances*: With this method, it has been easier to obtain local ownership and to motivate the political and managerial layers of police to make community policing sustainable. To this end, the OSCE has engaged the local authorities in building community policing strategies, resulting in commitments by the decision-makers to adopt the community policing philosophies. This endeavour has not always been free of obstacles, mainly due to the lack of understanding among key local stakeholders (in both the police and the communities), the fear of change, and the high turnover of both local personnel and international advisers.
- *Addressing the legal framework of community policing*: The OSCE community policing advisers have recommended the development – and in several cases, obtained the approval of – national community policing strategies and action plans, laws on police, and administrative instructions and operational handbooks containing many elements of the community policing values. The challenges in some cases consisted in the real implementation of these legal norms and plans.
- *Creating stable community policing structures*: The OSCE has been investing many efforts in introducing structural changes within the police (organizational changes, including, for example, job descriptions of community policing officers) and outside the police (diverse public forums for co-operation with civil society). The level of sustainability of these new structures depends to a large extent on the degree of formal recognition and approval by laws and regulations.

- *Adding community policing elements to the police training system and adopting a train-the-trainers format*: This approach has had a significant impact on the level of local ownership and the self-sustainability of new training structures. However, a major obstacle to success has been the redeployment of trained community policing instructors to positions other than those of community policing officers and instructors.

Experience has shown, however, that a political shift can lead to a blockade of further community policing developments, even if the police and the municipalities at the local level are in favour of the concept.

In a number of cases, where community policing programmes have been ongoing for more than eight years and where there has also been a strong commitment from all stakeholders, police-public partnership structures have reached such a solid level of institutionalization and sustainability that they no longer require constant advice or guidance from the OSCE.

In most of the host States, however, there is still a lack of solid institutionalization of the community policing concept, which necessitates the continuing promotion, advice, monitoring, mentoring and logistical support of community policing projects by the OSCE.

With respect to capacity-building in the fight against crime, the OSCE executive structures have promoted the sustainability of training projects by assisting in the development of national anti-organized crime strategies, relevant legislation and training curricula, and by providing specialized training on various subjects of criminal policing. The training of national trainers in these specialized fields of policing has been considered a main tool to ensure a high quality training.

However, as with the other fields of police development, qualified trainers have often not remained in their trainer positions, but have been moved to other posts or have left the police altogether.

Nonetheless, capacity-building programmes in the anti-organized crime field have usually been very well received by the Ministries of Interior (MoIs). MoIs closely co-ordinated the implementation of activities with the executive structures, which has also demonstrated a strong professional commitment by the MoIs to enhance the crime-fighting capacities of the police. This fostered a climate for providing improved services and has therefore produced a benefit beyond the scale of project implementation.

IV.2.6 Coherence

In the host States where the OSCE has not been the only international actor providing assistance in police development and reform, community policing or the fight against organized crime, the executive structures have promoted and facilitated the co-ordination of international activities through informal and formal, regular and ad hoc meetings at the strategic and operational, multilateral and bilateral levels.

The OSCE executive structures have further facilitated the exchange of information and the co-ordination of activities by developing and maintaining databases and matrixes on police reform projects in their host countries.

In a number of cases, the OSCE field operations have been entrusted specifically by their host State to chair these co-ordination forums. (For more details on this issue, see Chapter III.3.6.)

According to the field operations, this approach has largely prevented a duplication of work and contradictory approaches to police reform by the various actors. An additional positive outcome of this approach has been the building of synergies, the division of labour and the sharing of costs on several occasions.
In co-ordination with specialized agencies, a number of capacity-building programmes have been outsourced to external partners, and twinning partnerships have been arranged between the national authorities and international organizations.

In addition to the many success stories, however, there have also been a number of cases where other international actors have not been interested in a co-ordinated and a holistic approach to police reform. In these cases, other international actors have been interested in receiving information from the OSCE but have not been willing to share their own information with the Organization and other actors. Examples of particularly poor co-operation were the implementation of anti-organized crime projects by five different actors in one country at the same time and the initial implementation of community policing projects by four different actors in another country. This resulted in the implementation of different concepts and methodologies and the provision of incompatible equipment.

Some field operations also noted a lack of shared activity calendars among the international bodies. A number of field operations felt it would be very helpful to have an events calendar, which would include the activities of other international organizations acting in the mission region. All of the field operations recognized the need to identify organizations working with the organized crime issues and to establish a network of contact points.

A further obstacle to the sound co-ordination of international activities has been the limited leadership capacity or commitment by the national stakeholders and their lack of a strategic approach to police development, which would have been needed to facilitate the strategic division of activities. A number of field operations pointed out that the MoIs occasionally lacked understanding of their primary needs as concerned addressing organized crime. The field operations cautioned that if this issue were not managed properly, it could create a climate for ad hoc projects with short-term results.

Coherence of activities has also been pursued by the executive structures among and within the executive structures. Community policing programmes usually have cross-dimensional implications and often address issues such as the fight against trafficking in human beings or organized crime, human rights, democratization, and the rule of law in general. Community policing projects of the field operation's LEDs were therefore often complementary to projects of other departments of the field operations as well as activities of other thematic units, Institutions or field operations.

With the exception of some of the smaller field operations, all field operations have institutionalized formal meetings on a weekly basis, where the Heads of Missions convene with all Heads of Departments focusing on operational and political objectives. However, these meetings were rarely used for co-ordinating activities, but rather for a general exchange of information. Furthermore, staff members often felt that even this general information was not transmitted sufficiently and transparently enough within the LEDs.

Concrete project co-ordination usually took place only at an informal level between project managers and was therefore dependent on interpersonal relationships. In an attempt to formalize co-operation and make it more transparent, in 2007, one field operation institutionalized a co-operation structure responsible for approving and assessing cross-departmental projects, comprising the Heads of Departments, Senior Project Officers, Chief of Personnel, senior representatives from Administration and Finance, General Services, Communication Departments and Legal Advisers.

IV.2.7 Value added

In general, a value added of the OSCE has been the fact that, in numerous cases, the Organization has been the first, or at least among the first, actors involved in various aspects of police assistance in participating States.

Because of their long-term presence, which has allowed the accumulation of extensive knowledge of the host countries and their needs, and the establishment of solid and trusting relationships with national counterparts, the national stakeholders have built a great deal of trust and confidence in the field operations and consider the OSCE a reliable and competent partner.

Furthermore, the OSCE executive structures have shown adaptability with respect to ad hoc requests from national stakeholders in all three thematic areas of policing, provided that these requests have been in line with the mandates and available resources of the executive structures. The use of extra-budgetary funding has increased the Organization's flexibility in responding to immediate requests.

The OSCE's vast experience in co-ordinating international activities in close co-operation with host governments has also been a value added.

There is also no other regional organization with as strong a field presence in the OSCE area as the OSCE with its 18 field operations. The Organization therefore has greater capacities than many others to implement police-related projects in a large number of participating States.

In addition to these structural values added, there are also a number of values added related to the themes of the activities.

The OSCE specific characteristic of cross-dimensional activities allows for holistic approaches to police reform, addressing the security dimension as well as the human and economic dimension.

Furthermore, in recent years, the OSCE executive structures have increasingly promoted gender mainstreaming in their police-related activities. They have, among other things, constantly encouraged their host counterparts to ensure the appropriate representation of women as well as minority groups in all leadership levels of the police. The percentage of female police officers has become particularly high in certain countries of South Eastern Europe in comparison with other countries in the OSCE region, including Western Europe.

Moreover, numerous police-related projects have focused on gender-sensitive issues such as domestic violence, sexual exploitation and trafficking in human beings.

In the field of crime fighting, OSCE participating States have benefited from the field operations' and thematic units' extensive network of experts from both the public and private sector. Cyber security and cybercrime were mentioned in particular with the view that no other international or regional entity is in a position to offer the same quality of expertise and experiences with regard to comprehensively enhancing cyber security.

Finally, over the last 11 years, the OSCE has accumulated invaluable experience and knowledge in implementing programmes in all three thematic areas of policing in post-conflict societies and societies of transition, which since 2006, the Organization has collected and preserved as its institutional memory within POLIS.[31]

The OSCE is therefore well placed to maintain a key role in international police reform assistance.

Overall, the OSCE's competence and institutional knowledge in police-related activities as well as its capacity to promote regional co-operation among its participating States are well acknowledged and used even by other international organizations, in particular, in the fight against transnational organized crime and terrorism.

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[31] POLIS can be accessed at: www.polis.osce.org.

V. Assessment Overview, OSCE's Value Added and Lessons Learned

The preamble to PC.DEC/914 recognizes and amplifies the consensus view of the participating States that effective policing is essential to uphold the rule of law and to defend democratic institutions. It also recalls the various commitments made since the Istanbul Summit of 1999 and charts the progressive development of OSCE police-related activities in the intervening period. This chapter was prepared on the assumption that the participating States will maintain the commitments already given and will continue to recognize the importance of policing, as articulated in the preamble, while remaining ready to address new challenges to security.

The stock-taking and assessment chapters of this report have summarized the various activities undertaken by the OSCE field operations, Institutions and thematic units of the Secretariat to operationalize the vision of policing, as set down in the political acquis of the Organization. In order to identify a forward-looking perspective, it is necessary to reflect on the assessment of the past activities and draw some cogent conclusions that will assist in determining a forward focus that will provide the basis for long-term strategic recommendations.

A key element of the stock-taking activity was the analytical review of the various types of activities implemented and the identification of trends and preferences that will help to develop thinking about potential ways forward. The study concludes that OSCE police-related activities between 1998 and 2009 can be divided into three broad thematic areas:

- Police Development and Reform
- Community Policing/Development of Police-Public Partnerships
- The Fight against Organized Crime.

The assessment of the police-related activities was primarily based on the views provided by representatives of the OSCE executive structures during a three-week online forum in February 2010. It was complemented with information collected from SPMU's 2008 lessons learned report on the "Implementation of Police-Related Programmes in South-Eastern Europe", and from the 2009 "Horizontal Evaluation of Police Training Activities" report by the OSCE's Office of Internal Oversight.

In summarizing the findings of the stock-taking and assessment chapters, it can be justifiably claimed that during the last 11 years, police-related activities have indeed become an integral and essential element of the OSCE efforts in conflict prevention, crisis management and post-conflict rehabilitation. One of the OSCE's initial – and at that time one of its most important – police-related activities was the monitoring of the performance of national police forces by OSCE police staff in the aftermath of civil conflict in a number of host States in South-Eastern Europe, including joint patrols of national police staff and their OSCE monitors. These primarily confidence-building measures provided the foundation for improving the relations between the police and communities, particularly of ethnic minorities. They were essential for subsequent OSCE initiatives in police development (e.g. the creation of multi-ethnic police units) and in community policing.

Furthermore, the various OSCE executive structures have achieved significant success in:

-   improving operational and tactical policing capacities, and enhancing key policing skills, including respect for human rights and fundamental freedoms;
-   strengthening capacities in community policing and anti-drug, anti-corruption and anti-terrorist activities;
-   providing advice or arranging for the provision of expert advice on requirements for effective policing (needs assessments) and how to meet them;
-   increasing and promoting co-operation among participating States in countering new security challenges; and
-   facilitating the exchange of information among and between participating States regarding lessons learned in police-related activities.

All of these activities promote the OSCE vision of democratic policing, which is effective in protecting the lives and property of all individuals, detecting crime, and preserving order and social stability, and is based on police-public partnerships and a joint problem-solving approach that strengthens the rule of law and promotes human rights.

The OSCE's executive structures have implemented the activities in line with the Organization's cross-dimensional and holistic approach to police assistance, addressing the security dimension as well as the human and economic dimension. In recent years, gender mainstreaming has become an integral part of this approach.

The Role of the SPMU

Since its creation in 2002, the SPMU has been a central reference point with respect to police matters, providing support to the participating States, the OSCE chairmanships and the Secretary General. The Unit assumes a co-ordinating role on police-related matters within the Secretariat and the Institutions, and serves as a central contact point in policing and organized crime for other OSCE executive structures and regional and international organizations, such as the UNODC, Europol and Interpol, in their collaboration with the OSCE.

Specific police-related support to the participating States and OSCE executive structures has included: expert advice and on-site assistance in conducting needs assessments; advice and technical assistance in the drafting and implementation of projects; and assistance in identifying and selecting police experts, establishing partnerships with police academies and institutions, and seeking and/or lobbying for funds for programmes and projects.

The regular contacts with field operations have allowed the Organization to have an informal functional network in policing. One of the most visible outputs of this network was the comprehensive lessons learned study on the implementation of police assistance programmes, which was conducted by the SPMU in 2008 in close co-operation with the field operations and other thematic units.

In general, the sharing of information between different executive structures has been facilitated by regular annual meetings of Heads of Law Enforcement Departments in Vienna, regular annual meetings of the Senior Police Adviser with the senior leaderships of the HCNM and ODIHR, and numerous meetings of the organized crime focal points in the executive structures, which are organized by the SPMU.

In 2006, SPMU launched POLIS, which has become an integral part in the preservation and dissemination of OSCE's institutional memory in policing. POLIS has been successfully used for internal and external co-operation and co-ordination, including online forums.

V.1   Overview of Achievements

Police Development and Reform

With regard to Police Development and Reform, particular success has been achieved by various field operations in: creating the basic preconditions for police training, including, *inter alia*, refurbishing or even creating training facilities; developing training curricula and lesson plans; introducing modern techniques in adult training; training national trainers and providing relevant training equipment, thus bringing national training capacities in line with international standards promoted by the OSCE.

Success has also been achieved to varying degrees in the different host States in a number of specialized training fields, such as: border policing and other border and customs-related work; traffic policing; public order management; supervision and management; the fight against terrorist financing; the improvement of travel document security; the fight against domestic violence; and the fight against hate crimes.

A number of police reform initiatives that started only in the last few years need to be strengthened in order to achieve sustainable police development and reform. Some of these initiatives include: the development of strategic planning capacities in the Ministries of Interior and Police Directorates; the creation of transparent, effective and efficient human resources management systems; and the development of police accountability structures, such as internal and external police oversight mechanisms. However, it is important to remember that police reform and development activities will not attain their full potential unless they are accompanied and complemented by measures for achieving good governance and eliminating corruption. The executive structures have observed a significant increase in commitment by their national counterparts in a number of participating States to thoroughly implement these police reform activities. The Ministries of the Interior, the police agencies and civil society representatives from various participating States have indicated – either through verbal requests or formal Memorandums of Understanding – that they would highly appreciate continued OSCE assistance in specific areas of police reform. These areas include: the development of national capacity for strategic reform planning; transparent, effective and efficient human resource management systems; and effective police accountability structures.

Since 2006, the SPMU, in close co-operation with the other thematic units, Institutions and field operations, has developed a number of guideline documents that elaborate on the principles of good practices and provide examples in the following areas:

- democratic policing;
- the establishment of police-public partnerships;
- the improvement of relations between the police and Roma and Sinti (to be released in April 2010); and
- basic police training.

In addition, in 2006, the HCNM issued his guideline document on policing in multi-ethnic societies.

All of these publications were widely distributed within the OSCE executive structures and among the participating States. Some of them were also translated into as many as six different languages.

Regional workshops on democratic policing, organized by the SPMU in co-operation with field operations, Institutions and host States, have prioritized the topic of police accountability with a focus on the use of force during arrests and detentions, public order management and the creation of effective police oversight mechanisms.

Community Policing/Development of Police-Public Partnerships

Police-public partnerships have proven an effective approach for: building mutual trust and confidence between the police and the public, and between different sections of society; enhancing community participation in improving the communities' own safety and social order; and preventing crime.

Success has been particularly evident in the introduction of community policing officers and the creation of police-public forums where the police and representatives from other government agencies, the private sector, civil society and different communities come together to jointly undertake problem-solving and crime-preventing initiatives. In a number of host States, the creation of police-public partnerships focused in particular on enhancing the relationship between the police and ethnic minority communities, and contributed to improving the safety and security situation of some ethnic minority communities. The specific focus on improving police-minority relations, which has been successfully pursued by the field operations in South-Eastern Europe, should also be replicated in other OSCE regions. This is particularly important since societies in the OSCE area are becoming increasingly multicultural and diverse.

Problems such as hate crimes and domestic violence, which are particularly important safety and security issues, have been addressed successfully by the field operations in the context of community policing and by the HCNM and ODIHR in their respective mandates.

In many host States, the community policing initiatives have passed the pilot phase and have been widely established throughout the country.

Being an integral part of the democratic vision of policing, the development of police-public partnerships through community policing will remain a priority for the OSCE.

With the dissemination in 2008 of the "Good Practices in Building Police and Public Partnerships", which was developed by the SPMU in close co-operation with police experts from the participating States, OSCE field operations and Institutions, the OSCE laid the foundation for a common and consistent community policing approach by the OSCE executive structures. Unfortunately, this guideline document has not been used by some executive structures to the expected extent, resulting in community policing projects whose conceptual and practical implementation approaches have reflected the personal experiences of OSCE programme managers rather than the OSCE vision of community policing.

The Fight against Organized Crime

Since the OSCE does not have the operational capacity or mandate in relation to executive response to criminality, including gathering, storing and analysing intelligence, the Organization's most valuable role in the fight against organized crime has been to provide support to the participating States and international organizations such as CARICC, Europol, Interpol, SELEC (formerly SECI) and the UNODC, in organizing or facilitating specialized police training and in promoting regional law enforcement co-operation in the fight against organized transnational crime and terrorism.

In line with the vision of democratic policing – that an intelligence-led approach based on mutual trust between the police and the public is needed for the police to prevent and investigate crime effectively – the OSCE offers capacity-building to national counterparts in fighting organized crime, provided that these activities are complemented by training activities to enhance the rule of law and the promotion of human rights.

The training and capacity-building activities of the OSCE executive structures have strengthened crime-fighting capacities in a number of participating States in crime investigations and in the fight against illicit drugs and trafficking in human beings. The OSCE participating States have thereby benefited from the field operations' and thematic units' extensive network of high-level experts from both the public and private sector in enhancing their capacities to fight the many facets of organized crime.

The OSCE has been very successful in co-operating with the UNODC in promoting, among the participating States, the ratification and implementation of relevant international conventions, such as the UNTOC and its Protocols. The OSCE executive structures have also encouraged participating States to join financial investigation networks, provide support in developing anti-corruption strategies and instruments, and train the police in investigating corruption within and outside the police. Moreover, the Organization has been able to promote regional co-operation in the fight against organized transnational crime among participating States in different regions of the OSCE. The OSCE has been supporting the Police Cooperation Convention for Southeast Europe, the South-Eastern Europe Cross-Border Co-operation Programme, as well as a 2009 initiative by high-level representatives from a number of Ministries of the Interior for regional law enforcement co-operation in Central Asia.

Engagement with Afghanistan

OSCE Madrid Ministerial Council Decision No. 4/07 on "Engagement with Afghanistan" opened a new chapter in the history of the OSCE's police-related assistance. Pursuant to this Decision, the Secretary General initiated a Programme of Action consisting of 16 extra-budgetary projects, with a focus on strengthening borders between Central Asian states and Afghanistan, fostering cross-border and law-enforcement co-operation, and providing capacity-building and training in border security and management, police, anti-narcotics and customs. The OSCE executive structures, in close co-operation with Central Asian participating States, the OSCE field operations and Afghan Ministries, have implemented a number of successful extra-budgetary projects that have contributed to ongoing capacity-building efforts aimed at improving the skills and knowledge of Afghan law enforcement officers. Training academies of participating States have provided a training platform for Afghanistan. In carrying out these activities, the field operations and thematic units have co-operated closely among themselves and with the European Union, the United Nations, the

North Atlantic Treaty Organization (NATO), the Collective Security Treaty Organization (CSTO), and other international and regional organizations.

A number of police-related projects have already been successfully implemented. Projects were administered in close co-operation with the field operations, host States and the Afghan Ministry of Interior. Two counter-narcotic training projects were particularly successful because they were conducted in the Tajik language. This eliminated the language barrier and facilitated a smooth exchange of views. Sharing a similar cultural background was another advantage of organizing training courses in Tajikistan.

Co-ordination of International Police-related Assistance

The OSCE executive structures fully appreciate and ensure co-ordination with relevant international and regional organizations and other actors in such a way as to avoid duplication and facilitate the division of labour and cost-sharing. Field operations have therefore frequently assumed the role of co-coordinator of international assistance, often upon specific request from the host governments. In a number of cases, they have also invested a great deal of effort in creating databases and matrixes of police assistance activities of the international actors in their host States.

While OSCE acknowledges the role of other regional and international organizations as well as that of bilateral actors and NGOs, the OSCE's competence and institutional knowledge in police-related activities have also been well recognized and utilized by other international organizations, as demonstrated by the various requests for co-operation.

Despite various examples of good co-operation and co-ordination among international actors, there have also been a number of cases where other international actors have not been interested in a co-ordinated and holistic approach to police reform. Examples of particularly poor co-operation include the implementation of similar anti-organized crime or community policing projects by different actors in the same countries at the same time, which resulted in implementing different concepts and methodologies, and providing incompatible equipment.

Another obstacle to the sound co-ordination of international activities has been, in a number of cases, limited leadership capacity or commitment by the national stakeholders and their lack of a strategic approach to police development, which would have been needed to facilitate the strategic division of activities among the international actors. A number of field operations pointed out that the Ministries of Interior occasionally lacked understanding of their primary needs concerning addressing organized crime. The field operations cautioned that if this issue were not managed properly, it could create a climate for ad hoc projects with short-term results.

Police reform is closely linked with the reform of other sectors of the public administration, including the criminal justice system. Thus, co-ordination with other stakeholders who are active in the area of socio-economic development is crucial in ensuring that cross-dimensional programmes are complementary and sustainable. This comprehensive activity should be developed in close co-operation with the host States and bilateral and multilateral stakeholders.

V.2 OSCE's Value Added in Implementing Police-related Programmes and Projects

Policing is a tool for conflict prevention and rehabilitation as well as an early warning mechanism. In particular, the OSCE's successful community policing programmes facilitate police-public partnerships and address inter-ethnic tensions.

The OSCE's distinct value added is that it takes into consideration the views of civil society in developing and evaluating its police-related programmes. It recognizes that civil society are the beneficiaries of policing services, who need to be consulted and to play their role in the development of their policing. This recognition also fosters relationships between the police and public, and contributes to increasing possibilities of gathering information to assist the police in addressing organized crime and other issues.

In the context of international police assistance, the OSCE is the leading organization that addresses the core values of policing such as democratic policing, accountability and human rights in a holistic approach, and recognizes diversity within society.

The long-term presence of the OSCE field operations has facilitated the accumulation of extensive knowledge of the host countries and their needs, and the establishment of solid and trusting relationships with national counterparts. The executive structures have responded to ad hoc requests from national stakeholders provided that they were in line with the mandates and available resources of the executive structures.

The OSCE executive structures have also given great emphasis to jointly developing and implementing tailored programmes and projects in consultation with all relevant stakeholders in the host States. This has facilitated local ownership and commitment, and endorsed the OSCE's long-term commitment to police development and reform. In this way, the OSCE is able to provide experts at short notice to address patterns of organized crime, such as trafficking in human beings and drug trafficking, and to develop baseline policing capacities that require urgent attention.

Building on its experience from the South-Eastern Europe, the OSCE has pioneered effective police assistance programmes in Central Asia and the Southern Caucasus. There are already positive indications of the acceptance among national stakeholders of the need for changing the philosophy of policing and introducing more democratic values and practices in policing development.

V.3   The OSCE's Lessons Learned in Programme and Project Implementation

The following lessons learned, which have been identified in previous OSCE lessons learned exercises and the three-week online assessment forum in February 2010, are generally common in the context of programme and project implementation in all three thematic areas of policing.

Programmatic Priorities and Coherence in Implementation

Lessons learned from the last 11 years show that the Organization's programmatic activity preferences have been determined by the request from the host States. The Organization has responded to these requests by applying flexible and ad hoc operational responses, which lack overall coherence and consistency.

Different priorities in programme and project developments may also be based on the influence of extra-budgetary projects that complement the OSCE's unified budget programmes and activities. Extra-budgetary contributions have been significantly high, particularly in the beginning of most of the field operations police-related activities. Clearly, programmatic areas addressed by extra-budgetary projects are influenced to a large extent by the interests of the donors.

In view of the increasing spectrum of police-related tasks mandated by the participating States, on the one hand, and the availability of scarce resources, on the other, there is the need for a clear strategy for police engagement for the Organization that would streamline and prioritize activities and provide clear guidance for the coming years.

Improvement is also needed for coherence in the programmatic approach to project implementation. It has frequently been the case in the past that police experts seconded from different participating States have used different conceptual and methodological approaches in implementing their projects, based on their different experiences and traditions at home. At times, this has led to inconsistencies of project implementation within and among field operations. Since this has been identified as a challenge by the executive structures, in 2008, the SPMU, in close co-operation with police experts from the field operations, participating States and international partner organizations, published two guideline documents on basic police training and the development of police-public partnerships, which laid the foundation for a coherent programmatic approach in these fields of police assistance. Field operations indicated the need for similar guideline documents in other fields of police assistance, such as human resources management and change management.

Strategic Planning

While the introduction of the Performance Based Programme Budgeting (PBPB) has led to notable improvements in the annual programme and project planning in the OSCE, there are still no strategic and methodological guidance documents available to ensure consistency and coherence in the baseline needs assessment and programme planning activities of the various executive structures. Moreover, most of the field operations have not developed clear benchmarks for measuring success nor exit strategies that would be closely related to the extent that benchmarks are achieved. Clear exit strategies are needed to avoid the premature closing or the unnecessary extension of projects or programmes.

Annual Budget Cycle

Since most police development, reform and community policing programmes are long-term endeavours, the annual approval of the budget has at times created obstacles to programme planning and implementation. Due to the annual Unified Budget approval process, funds are usually not available between December and February, which often causes delays in project implementation.

Availability of Qualified and Specialized Staff

Efficiency and effectiveness of OSCE's police-related programme and project implementation are contingent on qualified and experienced staff seconded by the participating States. The need for qualified staff is particularly evident in a number of specialized training fields, such as forensics, criminal analysis, financial investigations, cyber security, border and customs issues, and community policing. It is also apparent in the specific fields of police reform, where managerial experience, rather than operational skills, are required, for instance, in the fields of human resource management and change management.

Co-operation within the OSCE

The SPMU, under the guidance of the Secretary General, strives to co-ordinate the Organization's police-related activities with the thematic units, the Institutions and field operations, as described earlier in the report. The Unit gives significant emphasis to ensure regional consistency in the OSCE's police-related programmes and encourage co-operation among field operations and regional organizations. Unfortunately, however, the co-ordination efforts face challenges due to the lack of a structural policy on the OSCE's police assistance.

VI. Forward-Looking Perspectives and Strategic Recommendations

The objective of this chapter is to summarize the conclusions drawn from the preceding chapters into a number of forward-looking perspectives and strategic recommendations designed to address the tasks given in PC.DEC/914. For clarity, the recommendations are classified into three main categories, as follows:

- lessons learned from current and past activities, and in particular, the key areas where the OSCE offers the most value added;
- how to better respond to new threats and challenges; and
- how to build future activities with relevant international and regional organizations and other actors in a coordinated and complementary manner in order to avoid duplication.

It is anticipated that the recommendations and related issues will be discussed by participating States and that they will be reflected in the Agenda for the 2010 Annual Police Experts Meeting in May 2010 and the 2010 Annual Security Review Conference.

VI.1 Lessons Learned from Current and Past Activities, and OSCE's Value Added

In view of the lessons learned from current and past activities, and in particular, the key areas where OSCE offers the most value added, the following is recommended:

1. Under the guidance of participating States, the OSCE should continue to enforce and enhance its commitments to policing as articulated in the *political acquis* of the Organization.
2. There is a steady increase in demands by participating States for additional activities to address transnational threats. The addition of new responsibilities is not accompanied by a reduction in the existing responsibilities. There has been a tendency to rely on a policy of "within existing resources" when adopting new, unfunded mandates. This does not serve the Organization well and militates against its effectiveness in achieving long-term success in the implementation of the diverse activities. A choice must be made at the political level between allocating additional resources proportionate to each new tasking, or "filtering" tasks of lower priority.
3. To assist the participating States in providing guidance on prioritizing activities, current information-sharing arrangements from the field operations with participating States needs to be enhanced. This can be achieved by requiring field operations and institutions to inform the SPMU in a timely manner on the progress of their respective police-related activities. This information could then be included in the regular reports to the Security Committee.
4. The OSCE *acquis* on policing provides broad parameters on the focus of the OSCE police-related assistance. In practice, a high percentage of the overall programmes implemented are chosen by field operations following requests by and in consultation with the host States. In addition, some elements of policing that can be regarded as core competencies are addressed by different thematic units of the Secretariat and the

executive structures. This decentralized structure leads to an overall lack of organizational coherence of priorities and policies in policing. While hierarchical structure is not recommended, the Organization might benefit from programmatic re-arrangement, which could ensure closer co-ordination of all police-related activities provided by the thematic units, Institutions and field operations.

5. At present, only the extra-budgetary projects on police-related issues are developed in consultation with the thematic units. It is recommended that this practice be extended to all policing programmes to achieve overall coherence in the Organization.

6. To contribute to the organizational coherence on its police-related programmes, the various guideline documents on democratic policing developed by the SPMU and the HCNM might not simply be considered technical documents, but as OSCE policy guidelines. The documents should be complemented by further policy guidelines on different facets of policing development, which should be taken into consideration by the executive structures in developing policing programmes.

7. The OSCE should pay more attention to further involving civil society — who are the beneficiaries of policing services — at all stages of project planning, implementation and evaluation. This should be guiding principle since important aspects of democratic policing are closely linked to this relationship, such as police oversight and accountability, transparency, human rights, diversity, minorities, gender, crime prevention and human intelligence.

VI.2   Addressing New Challenges

The participating States have expressed serious concern over the new challenges posed by the threat of organized crime, including drug trafficking, trafficking in human beings, and the evolution of terrorism and extremism.

Over the years, the participating States have tasked the executive structures to assist the participating States in capacity building to address these threats and challenges. To achieve this, the Secretary General has mobilized the resources of the Organization and provided a cross-dimensional approach to capacity building, which entails promoting law enforcement co-operation and providing assistance to the development of domestic legislations in order to harmonize them with the international conventions.

Given the nature of transnational threats to the security and safety of the participating States, the Organization cannot restrict its attention to the geographic frontiers of the OSCE area. Effective outreach and co-operation with the Partners for Co-operation, in particular with Afghanistan, where many of the threats merge, will be essential to OSCE's success.

In the course of a few years, the Organization has gradually and concretely developed a platform with continuous inputs from the participating States. The platform provides capacity-building assistance to the participating States, in particular in Central Asia, and Partners for Co-operation. The Organization has therefore demonstrated its capacity to effectively respond to new tasks in this domain by working in niche activities, developing networks and promoting law enforcement co-operation and good practices. This is a good starting point for future development of the OSCE approach to transnational threats.

In view of the above, the following points are recommended:

1. The Organization has responded effectively to non-traditional threats as they arise by moving from ad hoc arrangements to more structured and systematic approaches. This approach can be enhanced by developing tools to provide participating States with early warning of emerging threats and challenges.

2. The Organization should develop analytical capabilities in its structure tasked to provide the participating States with analysis and forecast of trends of organized crime activities and their potential link to financing terrorism. Relevant non-classified information would be gathered from field operations, thematic units, Institutions, other international and regional organizations, as well as from other open source information to facilitate the analysis. The process could be facilitated and underpinned by the technological infrastructure provided by POLIS.

3. The support of the analytical capability of the Organization would provide an early warning system for the participating States and help them in defining resource priorities, develop domestic strategies and legislation, respond to threats and encourage transnational co-operation.

4. In responding to organized crime issues, more emphasis should be placed on crime prevention measures, which should be enhanced in the framework of the community policing programmes. The OSCE's unique cross-dimensional approach, which could still be enhanced, its widespread field presence, especially in regions experiencing problems with types of organized crime such as drug trafficking, and its broad acceptance by the civil societies place the Organization in a strong position to mobilize an inter-agency response to address these issues.

5. Illicit drug trafficking and trafficking in human beings, among other areas of organized crime, will continue to be a security problem for all participating States, especially due to its link with financing terrorism. The Organization, in close co-ordination with the UNODC and CSTO, should therefore continue to identify new ways to further enhance regional co-operation and build capacity in law enforcement agencies in order to enable them to respond more effectively to drug trafficking and trafficking in human beings.

6. The OSCE has already implemented a number of successful training courses for the Afghan Law Enforcement Officials in the Russian Federation and Tajikistan. Training courses were received very positively by the Afghan authorities. There was a particular added value in the training delivered in Tajikistan, because trainers and trainees communicated in their common mother tongue, which eliminated the language barrier and thus facilitated and ensured more effective delivery of the training. The continuation of this type of training would make a significant contribution to the new threats emanating from Afghanistan. The importance of international co-ordination to achieve maximum benefit from the training is explained in the following recommendations in the next section.

VI.3 Building Future Activities with Relevant International and Regional Organizations and Other Actors in a Co-ordinated and Complementary Way

Since policing is an essential element of Criminal Justice Systems, it is important that police-related assistance be accompanied by similar developments at other levels, such as the judiciary, the prosecutor's office and the penitentiary, in order to ensure an overall holistic approach. With respect to the different legal systems in force in the OSCE area, particular attention should be given to the relationships between the police and the prosecutor or investigative judge. The need for a co-ordinated approach in the Criminal Justice System is therefore crucial for successfully addressing the fight against crime. Police-related activities must complement the rule of law and contribute to good governance activities in a holistic approach.

1. The OSCE's most valuable contribution to international co-operation would be to focus on supporting the regional co-ordination mechanisms. Co-ordination and co-operation are essential because resources are meagre; furthermore, they are also needed to ensure coherent approaches. This implies the division of labour, sharing costs and avoiding duplications among international players and bilateral donors. Reinforcing the established patterns of co-operation and further creating re-invigorated innovative approaches for co-ordination are therefore needed.
2. Co-operation and information exchange at the regional level between and among the offices of international organizations and local regional mechanisms can be furthered improved. Experience has shown that recently, these exchanges have not been as effective as expected.
3. The Regional Coordination Council in South-Eastern Europe is a good example of local ownership of the co-ordination role. The OSCE should support the local co-ordination mechanisms, and in particular, encourage its field operations to engage in information sharing and consultations for programme development.
4. The example from South-Eastern Europe can be replicated in other regions of the OSCE such as in Central Asia, where CSTO and CARICC play an important role.
5. Multilateral organizations such as the United Nations, the European Union and North Atlantic Treaty Organization (NATO) as well as bilateral initiatives have been providing programmatic support in various areas that impact on the OSCE's police-related assistance. This support is particularly important in the Organization's efforts to increase its capacity-building assistance to Afghanistan. The OSCE's train-the-trainer model for law enforcement training has been successful. Obtaining the maximum benefit will heavily depend on the development of co-ordination mechanisms with the international community to monitor the progress of the trainees and to ensure that it is complementary to overall international efforts.
6. There are political and technical co-ordination mechanisms in some of the host States that receive bilateral and multilateral police-related assistance. These mechanisms need to be reinforced and provide clear priorities in programme development in consultation with the host State. One of the objectives of the co-ordination mechanism should be to agree on division of tasks and resources among stakeholders.
7. There are well established co-ordination mechanisms between the OSCE and the UNODC with respect to promoting the implementation of international conventions such as UNTOC and implementing anti-organized crime strategies such as the "Rainbow Strategy". This type of systematic co-operation should be reinforced and

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Final statement

The OSCE-wide promotion of the vision of democratic policing has been acknowledged by the participating States and will be continued to be operationalized in the participating States upon their request.

It is important that the OSCE maintains and enhances its visibility and effectiveness in the field of policing and that the Organization continue to facilitate a clear and visible policing structure to ensure that this is achieved.

A prioritization of activities and resources could be developed through an OSCE Policing Strategy by the participating States.

The findings of this report are based on the significant and valuable contributions made by the various OSCE field operations, Institutions and thematic units. The strong support of the executive structures to the drafting of this report has been highly appreciated. It is hoped that this report will provide a sound basis for future deliberations on the development of this official OSCE Policing Strategy.

VII. Appendices

Appendix 1: Written Contribution by the High Commissioner on National Minorities

OSCE

Organization for Security and Co-operation in Europe
High Commissioner on National Minorities

The Hague, 4 March 2010

His Excellency Marc Perrin de Brichambaut,
Secretary General of the OSCE
VIENNA

Dear Secretary General, *Dear Marc,*

I am writing to you to share my thoughts about how the OSCE can enhance its work in the field of policing. I have been asked to contribute my views through the SPMU-organized online forum which is supposed to assist you in the implementation of the Permanent Council's Decision No. 914 "On Further Enhancing OSCE Police-Related Activities."

As you are no doubt aware, the 1999 Charter for European Security put a particular emphasis on enhancing the OSCE's role in civilian police-related activities as an integral part of the Organization's efforts in conflict prevention. In addition to this general pledge, the Charter specifically singled out such activities as police monitoring with the aim of preventing police from carrying out activities that mean discrimination based on religious and ethnic identity, and aiming at creating a police service with a multi-ethnic and/or multi-religious composition that can enjoy the confidence of the entire population.

It is not a coincidence that multi-ethnic policing was underlined by the Heads of State or Government in 1999. Bad policing by a monoethnic police force is one of the main catalysts for inter-ethnic conflict. This correlation has been recognized in the OSCE's subsequent documents. Our Organization's innovative ideas on policing in multiethnic settings have recently been taken on board in the UN framework in the work on the UN Guidance and Good Practice on Diversity in Policing lead by the Office of the UN High Commissioner for Human Rights.

The OSCE is a standard setter in this field. As a frequent traveller across the OSCE region, I can attest to the OSCE's success in a number of contexts. In the Balkans, the OSCE has helped set up multiethnic police services, enhance police-minority communication and train the police in diversity management. I have met with many minority activists who have expressed their genuine gratitude to the OSCE for its work on the police reform there.
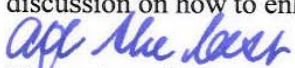
Unfortunately, the OSCE's success in the Balkans has not been replicated elsewhere. While the OSCE police-related assistance in the Balkans has taken on a comprehensive and holistic approach, our Organization's police related activities in other regions often focus exclusively on the procurement of equipment for the host state or technical components only. I believe this approach is ineffective from the Organization that takes pride in its comprehensive approach to security. An OSCE police assistance programme needs to pay equal attention to capacity building in, for example, forensics or criminal investigations and in human, including minority rights.
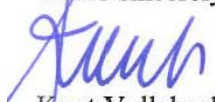
Consistency in the OSCE's police-related work would greatly enhance our Organization's credibility amongst grass roots recipients of police services, including minority communities. Otherwise, it might be difficult to explain to civil society and minority communities in, say, Central Asia, why the OSCE advocates police-minority partnership in the Balkans while it fails to do so in Central Asia.

This consistency can, in my view, be achieved through a greater supervisory role of the Strategic Police Matters Unit in the OSCE Secretariat. The Unit needs to have a vetting power on all OSCE police-related assistance in the field. If the OSCE field operations send one-sided proposals for police-related activities, the SPMU has to have the authority to intervene and to address potential misbalances. All OSCE police assistance programmes have to be based on the letter and spirit of the Guidebook on Democratic Policing by the OSCE Secretary General's Senior Police Adviser as well as the Recommendations on Policing in Multi-ethnic Societies developed under the HCNM aegis in 2006.

OSCE police advisers in the field also need to undergo an in-depth, police-specific induction programme before being deployed to the field. For many years, the ODIHR has been running a specific training course for human dimension officers from the OSCE field missions. The HCNM contributes with a session on minorities to this highly successful course. It would merit introducing a similar induction course for new police personnel of the OSCE. Such tailor-made training would also need to feature a session on minorities so that important issues of diversity in policing be understood and embraced by the OSCE's new police staff.

I believe the Permanent Council's Decision No. 914 offers a window of opportunity to recalibrate the OSCE police-related activities and to maintain OSCE's leadership in delivering comprehensive police assistance. I remain at your disposal for any further discussion on how to enhance this most important component of the OSCE mandate.

all the best

Yours sincerely,

Knut Vollebaek
OSCE High Commissioner on National Minorities

Appendix 2: ODIHR Report on Police-Related Activities

ODIHR Report on Police-Related Activities

(Submitted as appendix to the Report of the Secretary General on OSCE
Police-Related
Activities, in accordance with Decision no. 914, para. 1, of the
Permanent Council, 2 December 2009)

Overview and Overall Assessment of Past Activities

The Office for Democratic Institutions and Human Rights (ODIHR) has long provided and continues to provide police-related assistance to governments and civil society of participating States, consistent with its own mandate and co-operating closely with other OSCE structures and international organizations. Over the course of the last ten years, ODIHR's most significant police-related activities have been and continues to be carried out in the thematic areas, which are catalogued and assessed in more detail below:

- *Human Rights, Women and Security*
- *Combating Trafficking in Human Beings*
- *Human Rights and Anti-Terrorism*
- *Rule of Law*
- *Tolerance and Non-Discrimination*
- *Police and Roma.*

Specific police-related activities conducted by ODIHR have had significant impacts, as detailed below, in raising awareness among various governmental and civil society actors of the international human rights standards and other OSCE human dimension commitments that are relevant to modern, effective policing in democratic societies. ODIHR activities have also enhanced the ability of partner organizations, including Ministries of Interior and police services as well as OSCE field operations and others involved in training and capacity building, to ensure that human dimension commitments are effectively incorporated in police development and implementation of modern policing activities. ODIHR believes that its experience in police-related activities as well as the work of other OSCE structures, including field operations, demonstrate the importance of carrying out police development work in the context of a comprehensive security concept, which includes respect for human rights and the dignity of the individual as an essential element of the overall security framework.

Forward-Looking Perspective and Long-Term Recommendations

ODIHR regards the present stock-taking exercise as an opportune moment to reaffirm the continuing relevance of the OSCE's comprehensive concept of security for policing and police development activities in particular. ODIHR particularly regards it as essential that the promotion of respect for OSCE human dimension commitments continues to be integrated systematically into activities designed to assist participating States with increasing the capacity of their police to carry out the essential objectives of combating crime and maintaining public order. ODIHR recommends that it continue to be consulted as appropriate in the development and implementation of police-related activities by other OSCE structures, and that the Secretariat as well as field operations ensure appropriate attention to human dimension issues in their own police training, development and capacity-building work. ODIHR also recommends and requests that it continue to be provided with adequate human and financial resources to undertake discrete programmatic activities in areas where it has expertise and a comparative advantage, including the areas detailed below, to ensure that human rights and other human dimension commitments are effectively integrated into training and development for effective modern democratic policing.

The following are the specific thematic areas in which ODIHR has carried out police-related activities over the past ten years:

Human Rights, Women and Security

The ODIHR Human Rights, Women and Security (HRWS) programme works to strengthen the capacity of participating States to integrate women's rights and a gender perspective in their national laws, policies and programmes aimed at providing security for men and women.

Based on specific OSCE commitments,[32] the HRWS programme focuses on integrating a gender perspective: a) in security sector reform (SSR); and b) in conflict early warning systems and conflict prevention. The overall goal of the Programme is to support participating States to meet their commitments by promoting women's rights and a gender perspective on human security issues such as conflict prevention, conflict early warning, and SSR. For example, by promoting the integration of a gender perspective throughout the security sector (including police), the HRWS programme aims to demonstrate the concrete actions that can be taken to implement United Nations Security Council Resolution 1325.

As part of the HRWS programme, ODIHR undertook a number of activities throughout the OSCE region in 2007–2009. In 2007, in partnership with the Geneva Centre for the Democratic Control of the Armed Forces (DCAF) and the UN International Research and Training Institute for the Advancement of Women (UN-INSRAW), the project 'Gender and Security Sector Reform: Creating Knowledge and Building Capacities' was implemented. As a result, in 2008 ODIHR, together with UN-INSRAW and DCAF, published the "Toolkit on Gender and Security Sector Reform". The Toolkit contains theory and practical recommendations for integrating gender in the security sector, with 12 tools directed at specific institutions (including police). Some parts of the Toolkit, including the chapter on "Police Reform and Gender" were translated into Russian, French, Georgian, Macedonian and Albanian,[33] and disseminated among the OSCE field operations, as well as during various awareness-raising events. Focus has been put on demonstrating how integrating a gender perspective addresses the different security needs and priorities of men and women, promotes equal participation in decision making, ensures improved security sector oversight, increases local ownership and creates institutions that are representative of the society at large.

The HRWS programme also supported the establishment of the Southeast Europe Women's Police Officer Network (WPON) by organizing three expert meetings in 2009. The network aims to ensure that: women in policing in South-Eastern Europe support and learn from each other in order to be able to play an equal, competent and integral role at their workplace; enjoy better conditions and opportunities for career development; and are able to achieve their full potential to contribute to the improvement of the police service. HRWS provided expertise at these meetings, facilitated discussions to develop a mission statement, drafted a strategic plan and brainstormed on the network's founding documents. A research project illustrating challenges that women police officers face as well as opportunities for addressing them was launched. The expert meetings served as a platform for developing related activities in the region and developed the possibility for additional cooperation between ODIHR and the Southeast Europe Police Chiefs Association (SEPCA).

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[32]   The programme primarily builds on the political commitments that reaffirm the OSCE's support of United Nations Security Council Resolution 1325 on women and peace and security, including the OSCE Action Plan for the Promotion of Gender Equality (2004) and the OSCE Ministerial Council Decision No. 14/05 on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation, Ministerial Council Decision No. No. 7/09 on Women's Participation in Political and Public Life. These documents underscore the OSCE's belief that ensuring security and stability throughout the OSCE region requires the contributions and involvement of both men and women.

[33]   Available at www.osce.org/odihr

In 2009 ODIHR organized two seminars in the former Yugoslav Republic of Macedonia and in Georgia to discuss the integration of a gender perspective in national security policy. Interlocutors included representatives of the Ministries of Interior and police services. In Georgia, a research review was compiled, evaluating the situation of women in the national security structures. The HRWS programme continued to closely collaborate with OSCE field operations by providing them with support and expertise through presentations and brainstorming sessions on activities that could be implemented in order to mainstream gender and to promote women within the police service.

Given continued under-representation of women in the OSCE area in police services, the HRWS programme, in line with the OSCE commitments, promotes gender balance by introducing a gender perspective in policing that makes it more accountable, transparent and responsive while ensuring that different needs and priorities of men and women are duly addressed.

Anti-Trafficking Programme

The ODIHR has been active in preventing and combating trafficking in human beings in the OSCE region since 1999. Since then, it has focused on the promotion of international human rights standards in responses to trafficking, through a variety of activities with state and non-state actors. The 'human rights approach' of ODIHR's Anti-Trafficking Programme is reflected in the OSCE commitments and the OSCE Action Plan to Combat Trafficking in Human Beings, which requires that the protection of victims is at the centre of all anti-trafficking efforts.

In practice, however, governmental agendas on trafficking are often dominated by concerns with immigration control and organized crime whilst protection and assistance to trafficked persons is often of secondary importance. In particular, the commitment to establish National Referral Mechanisms (NRM), involving civil society and governments as partners in the development and implementation of anti-trafficking responses at the policy and operational level, is still not broadly implemented. Persons trafficked for labour exploitation and particularly marginalized groups, such as undocumented migrants or Roma and Sinti, often remain outside identification and assistance efforts. As a result, many trafficked persons do not seek or are unable to access justice for their grievances because they are not made aware of their rights, nor enabled to remain in the country to claim them. States also rarely compensate trafficked persons (although some have confiscated the assets of traffickers) and they frequently return trafficked persons to their countries of origin without due regard for their safety.

Law enforcement officers are often the first point of contact for trafficked persons, and are key stakeholders in ensuring identification and referral of presumed trafficked persons, the protection of their rights as well as a comprehensive investigation of the crime (including financial) and the damages suffered by victims. Their understanding of human rights and victims rights, and respect for these principles in practice, is therefore essential for rights based and comprehensive anti-trafficking strategies and action.

The ODIHR Anti-Trafficking Programme has worked and will continue to work with law enforcement across the OSCE region, including through training seminars, workshops, as interview partners in research as well as in support of addressing individual cases of human trafficking. Amongst others, in 2008 ODIHR published a study on Compensation for

Trafficked and Exploited Persons in the OSCE Region, which included challenges, good practices and specific recommendations for actions in relation to law enforcement. The study is available in English and Russian and has been made available to over 1000 practitioners and officials, including law enforcement. Since 2007, ODIHR has organized over ten training seminars on victims' rights and the right to compensation for law enforcement and judicial actors in Albania, Uzbekistan and Azerbaijan. It also conducted or supported assessments, workshops, trainings and conferences on National Referral Mechanisms in a number of countries, including Armenia, France, Georgia, Kazakhstan, Turkey, the Russian Federation, and the United Kingdom.

Human Rights and Anti-Terrorism Programme

In keeping with ODIHR's mandate to assist participating States in respecting their human dimension commitments when countering terrorism[34], the Human Rights and Anti-Terrorism (HRAT) programme provides technical assistance and capacity building to a range of relevant stakeholders, including law enforcement officers. Respect for human rights and achieving sustainable security are mutually reinforcing goals. By contrast, counter-terrorism approaches, which violate human rights have proven to be counter-productive. Police in particular are on the frontline of efforts to address terrorism, from prevention to disruption to investigation, and are key stakeholders in the process of achieving comprehensive security. Their understanding of human rights, and respect for these principles in practice, is therefore essential to successful counter-terrorism strategies.

Among other things, ODIHR organizes regional forums for the exchange of lessons learned and sharing of experiences between practitioners on specific issues of concern. HRAT events, such as the ODIHR/OHCHR Workshop on Human Rights and International Cooperation in Counter-terrorism (Liechtenstein, 15-17 November 2006)[35] and ODIHR's Expert Meeting on Security, Radicalization and the Prevention of Terrorism (Istanbul, 27-28 July 2008)[36], where appropriate have always included representatives from Ministries of Interior and police in order to facilitate a meaningful and practical discussion of human rights. More recently, ODIHR and the OSCE Office in Tajikistan co-organized a Roundtable on Understanding Violent Extremism and Radicalization leading to Terrorism in Tajikistan (Dushanbe, 27-28 April 2009)[37]. The event focused on the understanding of senior law enforcement officers in order to identify main challenges from their perspective. International law enforcement experts and local NGOs shared their experiences and engaged in a stimulating discussion, which set the stage for further activities and work on these issues.

Since 2005, together with other senior officials and practitioners, representatives from Ministries of Interior and police have taken part in ODIHR's training module on countering terrorism while protecting human rights. The training, which has been delivered in ten different participating States, is intended to strengthen participants' understanding of the

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[34]   Key commitments are included in, *inter* alia, the Bucharest 2001 Ministerial Decision on Combating Terrorism and Annex 1: The Bucharest Plan of Action for Combating Terrorism; Porto 2002, Decision No. 1 on Combating Terrorism; Porto 2002 OSCE Charter on Preventing and Combating Terrorism; Sofia 2004 Ministerial Council Statement on Preventing and Combating Terrorism; Madrid 2007 Ministerial Statement on Supporting the United Nations Global Counter-terrorism Strategy; Helsinki 2008 Ministerial Council Decision Further Promoting the OSCE's Action in Countering Terrorism.

[35]   The Final Report is available online at: http://www.osce.org/documents/odihr/2007/02/23424_en.pdf

[36]   The Final Report is available online at: http://www.osce.org/documents/odihr/2007/02/23424_en.pdf

[37]   The Final Report is available online at: http://www.osce.org/documents/odihr/2009/10/40464_en.pdf (English); and http://www.osce.org/documents/odihr/2009/10/40464_ru.pdf (Russian)

crucial role of human rights in achieving sustainable security. The HRAT programme is now working on adapting its existing training for integration into local police academies, starting with Tajikistan. In December 2009, this initiative was launched by training instructors of Tajikistan's Ministry of Interior Academy and Higher School of the State Committee for National Security. Strong partnership between ODIHR, the OSCE Office in Tajikistan and the Tajik authorities makes this project possible. In addition, the OSCE Office in Tajikistan's programme of police reform provides a relevant framework, greatly increasing the local ownership of the project, the multiplier effect and sustainability of efforts to strengthen capacity of the authorities to respect human rights. At the same time, ODIHR makes available to all practitioners, officials and interested persons its comprehensive reference manual on "Countering Terrorism, Protecting Human Rights"[38].

HRAT's continued activities with law enforcement officers are vital to ensuring respect for human rights and more effective counter-terrorism measures. The programme itself remains highly relevant and unique as a programme in a regional security organization that combines counter-terrorism and human rights expertise.

Rule of Law

In the last decade, ODIHR's Rule of Law Programme carried out various activities to support penitentiary and criminal-justice reforms in the OSCE area. As part of these efforts, ODIHR has been promoting greater public oversight over places of detention. ODIHR supported specific projects to introduce and/or strengthen such oversight in Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, and Kyrgyzstan.

To date, not all participating States allow access by independent oversight and monitoring bodies to the places of police detention. Independent public oversight and regular monitoring of the places of police detention helps prevent ill-treatment in police custody, strengthens public confidence in the police forces, and improves their accountability. These efforts have been most successful in the participating States, which publicly acknowledge the problems of ill-treatment and torture in custody, and take steps to address them.

ODIHR has also done much work to promote the right to a fair trial in the OSCE area. These activities have aimed at building capacity of the key actors in the justice system – judges, lawyers, and prosecutors. ODIHR has also carried out and supported trial monitoring programmes to systematically identify the main challenges and develop targeted assistance to address them.

One of the challenges identified through the Rule of Law Programme activities relates to the systems of evaluating the performance of criminal police. When these systems are based exclusively on the statistics of reported versus "solved" crimes, the need to produce good figures creates adverse incentives for the police investigators to use all available means to "solve" cases. This leads to the quiet acceptance of illegal practices that result in ill-treatment and, in the worst cases, torture of the detained. The OSCE should assist the participating States in the development of more sophisticated and balanced police performance evaluation systems that do not reward such practices but explicitly discourage them.

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[38] The manual is available in hard copy, CD format and online in both Russian and English: http://www.osce.org/odihr/item_11_28294.html

Tolerance and Non-Discrimination

ODIHR police-related activities in the area of tolerance and non discrimination are based upon the Sofia Ministerial Council Decision on Tolerance and Non Discrimination (MC.DEC/12/04).[39] Participating States committed themselves to consider establishing training programmes for law enforcement and judicial officials on legislation and enforcement of legislation relating to hate crimes and encourage the development of informal exchanges among experts on appropriate best practices and experiences in law enforcement and education. In order to assist participating States in implementing their commitments, the Law Enforcement Officer Programme on Combating Hate Crime was initiated by ODIHR at the end of 2004.

The programme was piloted in Hungary (15 participants) and Spain (22 participants) in May 2005. Participants included representatives of the national police training centres, investigators, officers working in counter-terrorism and anti-extremism departments and community liaison officers.

Recommendations identified during the pilot programme informed the development of the next phase, which entailed implementation of the programme in three OSCE participating States as well as four awareness-raising seminars.

In May 2006, Croatia became the first OSCE participating State to adapt and deliver the programme using its own experts and resources, consisting of a team of police experts, educators and senior decision-makers from the Croatia Ministry of the Interior and the Police Academy in Zagreb. As a result of the commitment of the Croatian government to implement the programme nation-wide, prevention and response to hate crime is now included in the standard training curricula for the Croatian police, every Police District in Croatia has a police officer-trainer dealing with hate crimes and the training was successfully cascaded to some 270 uniformed police officers at the street level. The implementation of the ODIHR hate crime training also contributed to broader policy changes with regard to addressing hate crimes in Croatia, since a provision on hate crime, based on a working hate crime definition developed by ODIHR, was included in the Criminal Code in 2006. An independent external evaluation conducted in February 2008 confirmed the impact of the programme and its relevance.

In March 2009 a training of 22 trainers was conducted in Bosnia and Herzegovina. As in Croatia, ODIHR's intervention with regard to hate crime training may have played a catalytic role in triggering legislative change. Hate crime amendments to Criminal Codes of all Bosnia and Herzegovina entities were recently finalised and await approval by the respective legislative bodies. In November 2009, a group of 20 police officers from eight regions of Poland participated in a training of trainers organised jointly by ODIHR and the Polish Ministry of Interior. The Polish Ministry of Interior is currently devising a programme aimed at ensuring that the teachings of the programme will be cascaded down to street level officers.

Given the interest in the programme on the part of several other OSCE participating States, ODIHR organized two international awareness raising seminars in Paris and London in 2006 and 2007. The seminars provided an in-depth overview of the programme for police officers and prosecutors and were attended respectively by 26 and 27 experts from 18 OSCE participating States.

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[39] Permanent Council decision no. 621 on Tolerance and the Fight against Racism, Xenophobia and Discrimination (PC.DEC/621), endorsed by the MC. DEC/12/04

In co-operation with the Kiev National University of Internal Affairs, ODIHR organized a seminar on hate crimes in 2007, attended by 30 participants. In a follow-up to the participation of the representatives from the Ministry of Interior of the Russian Federation at the Paris seminar, ODIHR conducted a seminar on hate crimes at the Moscow University of Internal Affairs in December 2007.

The overall performance and impact of the Law Enforcement Officer Programme on combating hate crimes was evaluated by two external evaluations, most recently in October 2009. These assessments confirmed the relevance of the programme and highlighted its unique character in the OSCE region.

The main output of the programme was the establishment of a curriculum that is applicable across the OSCE region and a pool of experts who can intervene in the various settings across the region. As a result, over 90 law enforcement officers from nine participating States are equipped to deliver hate crime training and over 300 uniformed officers in three participating States have received cascaded hate crime training. Additionally, elements of the training have been institutionalized and included in basic police training in some participating States. Although it is difficult to measure the impact of the programme, the evaluation showed that the programme may have been catalytic in inducing change at a policy level in at least two participating States.

At the same time, the independent evaluation reports also pointed out several challenges and suggested some changes to the programme structure and methodology in order to increase its overall effectiveness and impact. Consequently, ODIHR initiated a thorough review of the programme, which included:

- In-depth analysis of the programme methodology, which was originally premised on the "cascade" principle (where officers trained were expected to cascade the knowledge down to street-level police officers). Currently, ODIHR staff are contemplating the method of "transferability" (where the training programme will be incorporated into respective national police training facilities and academies).

- An assessment and substantive revision of the training manual. All material related to the training is encapsulated in the manual, which is the main, significantly tangible output of the training programme. The revision of this manual has involved assessment of material and modules currently used in the manual and the training, evaluation of alternative material to determine their viability and usefulness for the programme, contemporary issues and themes that are useful for the training (policing methods, diversity practices within police services, challenges for police services, etc).

- Consolidation of target-groups who form part of the prevention of and responses to hate crimes and incidents. In the future, groups of beneficiaries of the training will comprise police, prosecutors and civil society.

- Assessment of the current cadre of external experts and trainers in order to determine their proper 'utility' and roles within the programme. In addition to this, ODIHR staff are being capacitated in order to act as focal points in the training programme.

Police and Roma

ODIHR police-related activities in the area of policing and Roma are based upon the Action Plan on Improving the Situation of Roma and Sinti Within the OSCE Area (Maastricht MC Decision 3/03), in particular its chapter III on combating racism and discrimination with regard to police, which specifically recommends action by participating States and by OSCE institutions and structures. ODIHR is particularly tasked: together with the OSCE Strategic Police Matters Unit (SPMU), to assist participating States in developing programmes and confidence-building measures - such as community policing - to improve the relations between Roma and Sinti people and the police, particularly at the local level; together with the SPMU, to produce a compilation of police "best practices" in the OSCE region with respect to policing and Roma and Sinti communities; and, together with SPMU and the OSCE High Commissioner on National Minorities (HCNM), to assist participating States in developing codes of conduct to prevent racial profiling and improve interethnic relations.

In 2004, ODIHR's Contact Point on Roma and Sinti Issues (CPRSI) initiated a project entitled "Police and Roma: Toward Safety for Multi-Ethnic Communities." A series of activities unfolded within the framework of this project from 2004 to 2006 in Romania, Poland, the Russian Federation and the United Kingdom. Main tasks of this project included: documenting good practices in building relations between Roma communities and police; educating police in effective policing within minority communities; enabling Roma NGOs to identify concerns related to police conduct; and assisting police authorities to conduct an assessment of how current police practice meets OSCE Action Plan for Roma and Sinti recommendations.

A Memorandum of Co-operation was signed in 2005 between ODIHR, the Romanian Ministry of Administration and Interior, and Roma NGOs, with the purpose to assist the ministry to further develop the implementation of the chapter "Justice and Public Order" of the Governmental Strategy for Improving the Situation of Roma, and to develop a good practice model for implementing the recommendations on policing in the OSCE Action Plan, for dissemination across the OSCE Area. The Memorandum was prolonged to the end of 2006.

ODIHR organized a number of workshops that brought police representatives, Roma representatives and international experts together to discuss the relationship between police and Roma, the existing problems and challenges, and ways to improve dialogue and co-operation between police and Roma communities.

In Wroclaw, Poland, a two day national workshop entitled "Against Discrimination, Roma – Administration – Police: the experience of mutual cooperation" was organized in 2005 in partnership with the Lower Silesian Governor's Office, focusing on examples of good practice of cooperation between Roma and Police from the region of Lower Silesia and Malopolska. The workshop facilitated also identification of the main obstacles and problems concerning the further development of police and Roma relations at national level.

Under the Police and Roma: Toward Safety for Multi-Ethnic Communities project, a workshop was organized in 2004 in Busteni, Romania, to bring together representatives of the Ministry of Interior, police officials and Roma organizations to discuss the purpose, activities and share of responsibilities of the signatory parties of a Memorandum of Co-operation. One particular task of the police within this memorandum was to develop a methodology for a systematic assessment of the policing policy and practice in Romania against the policing

recommendations of the OSCE Action Plan and international human rights standards. A self assessment exercise was undertaken by the Romanian Police with regard to its policies and practices towards Roma communities.

A workshop was organized in Moscow, Russian Federation in 2005 in partnership with a local Roma NGO. This workshop was considered of particular importance due to the fact that it represented a very rare occasion in which Roma and police representatives engaged in dialogue at the same table and discussed in an open and constructive manner the existing challenges and problems, and the potential ways to overcome these.

A transnational Western European regional workshop was organized in Derbyshire, UK in 2006, focusing on Gypsy/Traveller communities and their relationship to policing. The workshop facilitated identification of existing good practices regarding police and Roma, Gypsy/Traveller communities throughout Europe. Recommendations were formulated for future actions to promote the implementation of the policing chapter of the OSCE Action Plan.

Another activity supported by the ODIHR's CPRSI in 2007 was an information campaign about places allocated for Roma individuals to Police Academy and Police Schools in Romania. The campaign aimed to reach out and sensitize the Roma communities, in particular youth, regarding the importance of having Roma individuals as mainstream officers within the law enforcement institutions.

The CPRSI also conducted a field assessment visit to Romania, with participation of the SPMU, HCNM and ODIHR's Law Enforcement Officer Programme, in response to the reported instances of police abuse and violence against Roma in several localities. The visit included meetings with Ministry of Interior officials, General Police Inspectorate, Roma organizations and Roma individuals in the concerned localities, and a concluding roundtable in Bucharest.

Following up on an Action Plan tasking (chapter III, policing), the SPMU and the ODIHR CPRSI worked jointly in 2009 to produce a manual on building trust and mutual understanding between Police and Roma. The manual, which contains recommendations, is to be published in the spring 2010.

Among additional ODIHR recommendations related to Roma and policing that participating States and their police services may consider, where appropriate, are the following:

- Establish independent review mechanisms for investigations regarding police matters;
- In areas with large Roma communities, ensure that officers have better knowledge and understanding of Roma specificities and challenges they face;
- Recruit Roma into the police and ensure proper development of their careers;
- Consider alternative ways to enforce law and fulfil police responsibilities with a minimum of force and of firearms;
- Facilitate sharing of know-how to design and introduce interventions in the Roma community without using excessive force (maximum impact – minimum violence);
- Bring national legislation, regulations and norms regarding policing and use of firearms in line with relevant international standards;

- Undertake more prevention work in cooperation with Roma organizations and representatives;

- Enforce existing anti-discrimination law in order to ensure equal treatment of Roma and Sinti in all areas outlined by the law.

Appendix 3: Police-Related Mandates of OSCE Executive Structures

This document provides an overview of the police-related mandates adopted at various Ministerial and Permanent Councils meetings as well as other relevant documents such as Memorandums of Understanding that have been signed by OSCE executive structures and their host governments.

Since the first police-related mandates were given to field operations in South-Eastern Europe, this overview starts with a description of field operation specific mandates. Subsequently, the specific police-related mandates for the thematic units in the OSCE Secretariat as well as for the OSCE Institutions will be briefly described.

Police-related Mandates of Field Operations

OSCE Mission to Croatia

On 18 April 1996, the OSCE Permanent Council established the OSCE Mission to Croatia (PC.DEC/112). The Mission's task was to "provide assistance and expertise to the Croatian authorities at all levels, as well as to interested individuals, groups and organizations, in the field of the protection of human rights and of the rights of persons belonging to national minorities", thereby promoting "reconciliation, the rule of law and conformity with the highest internationally recognized standards".[40] The Mandate, however, did not refer to a police component.

It was only two years later that police-related tasks were specifically included in the Mission's Mandate. Based on PC.DEC/239 of 25 June 1998, the OSCE enlarged the Mission by deploying 120 police monitors to the Danube region. Their task was to succeed the monitoring work of the United Nations Police Support Group (UNPSG) that was expected to leave Croatia on 15 October 1998.[41] The monitoring task focused particularly on the performance of the Croatian police in connection with the return of displaced persons.

On 21 September 2000, the Permanent Council (PC.DEC/373) decided that the OSCE Police Monitoring Group (PMG) in Croatia would "cease operations as a distinct unit within the OSCE Mission to Croatia by 31 October 2000". The Mission in Croatia was authorized to integrate a number of officers from the PMG into the "regular" Mission structure. These officers would continue their "monitoring and advisory role in the Danube region, as well as in other parts of Croatia".[42] Subsequently, police personnel of the "Police Affairs Unit" (PAU) was reduced to seven, and further decreased in the following years.

Based on a "Road Map for Developing a Modern Police Service in Croatia", which the PAU together with the MoI developed in 2004, complementing the MoI's own police reform programme "Action Strategy – Community Policing", the PAU broadened its focus of activities to three strategic areas:

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[40]   OSCE Permanent Council 1996, Decision No. 112, PC.DEC/112, 18 April 1996, p. 1.
[41]   Cf. OSCE Permanent Council 1998, Decision No. 239, PC.DEC/239, 25 June 1998, p. 1.
[42]   OSCE Permanent Council 2000, Decision No. 373, PC.DEC/373, 21 September 2000, p. 1.

(1)	Police reform, including the development of a modern human resources system in the MoI and the decentralization of the MoI; increasing the number of women and members of minorities; and restructuring the Border Police;

(2)	Regional and international police co-operation, by chairing the International Donors Co-ordinating Group on Police Assistance in Croatia;

(3)	Community policing; including training and preparation of Contact Officers, development of crime prevention and community partnerships, investigation of domestic violence and promoting reconciliation between different communities.

Taking into consideration improvements in the overall security situation in Croatia and in police performance, the PAU was downsized to one international and six national staff members in 2006, and finally closed at the end of that year.

OSCE Mission in Kosovo

According to United Nations Security Council resolution 1244 (1999), of 10 June 1999, the mandate of the United Nations Interim Administration Mission in Kosovo (UNMIK) focused *inter alia* on "establishing local police forces".[43] OSCE PC.DEC/305, of 1 July 1999 further laid out that the OSCE would "establish and operate" a "Kosovo Police School" to train "a new Kosovo Police Service" (KPS).[44] Initially, a total of 3,000 KPS officers were expected to receive training over the next year. The OSCE announced the deployment of 150 international police instructors, seconded by OSCE participating States.[45] In the following years, UNMIK expanded the size of the future KPS several times, from the original 3,100 to 7,500, a number to be achieved by December 2005.

The composition was to be multi-ethnic, with at least nine per cent Serbian officers and seven per cent of officers belonging to other minorities. Twenty per cent of the officers were to be women.[46] Police cadets were supposed to undergo six weeks of basic training at the police academy in Vushtrii/Vucitrn, followed by 19 weeks of field training with UNMIK police officers, and an additional 80 hours of advanced classroom training provided by the Mission's Department of Police Education and Development (DPED) at the new Kosovo Police Service School (KPSS), before they were eligible for certification and independent assignment. Following selection by UNMIK, the first class of recruits was due to begin their basic police training on 30 August 1999.[47]

Later on, academy training was extended, first from six to nine weeks in the year 2000, and then to twelve weeks in 2001. By the end of 2002, the Emergency Phase was clearly finished and the Transition Phase had begun. At this time, over twenty-two generations had graduated resulting in 5,213 KPS Officers. Already during 2000/2001, the Centre began (though informally) to transform itself from a police school to a Public Safety organization by hosting the training for Border and Boundary Police, Customs and Corrections.

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[43]	United Nations Security Council 1999, UN Security Council resolution 1244 (1999), On the situation relating Kosovo, at: www.un.org/Docs/scres/1999/99sc1244.htm (15 June 1999).

[44]	OSCE Permanent Council 1999, Decision No. 305, PC.DEC/305, 1 July 1999, p. 1.

[45]	Cf. OSCE Mission in Kosovo 1999, Background Information, at www.osce.org/kosovo/kos.bckgrnd.htm (26 August 1999).

[46]	Cf. UNMIK 2003, Pillar 1, Police and Justice, Presentation paper, p. 9, at: www.unmikonline.org/justice/documents/PillarI_Report_Jul03.pdf (11 March 2004).

[47]	Cf. UNMIK 2000: Kosovo Police Service, 2f., at: www.civpol.org/unmik/kps.htm (21 December 2000); and OSCE Mission in Kosovo 1999 (op.cit. note 44).

Another revision of the training curriculum in 2003 finally led to the extension of academy training to 20 weeks, starting in January 2004. By 2004, the transition phase was underway. The composition of the Centre's staff consisted of 70 International Mission Members, 231 local staff and 90 KPS officers.

After a significant number of KPS cadets had finished their basic training in 2000, supervisory and specialist-training courses were introduced in anticipation of the hand-over from UNMIK police to the KPS.

On 01 January 2006, the KPSS was placed under the umbrella of the newly created Kosovo Centre for Public Safety Education and Development (KCPSED), which is operating under the Kosovo Consolidated Budget. The KCPSED is legally based on the two UNMIK Regulations 2008/17 and 2008/18 and on the UNMIK Administrative Direction 2008/3, which the Special Representative of the Secretary General of the United Nations promulgated in March 2008. These regulations establish the KCPSED as an integral part of the Kosovo/UNMIK Ministry of Internal Affairs. The KCPSED provides technical, administrative and educational support to all public safety agencies of Kosovo/UNMIK such as: Kosovo Police, Correctional Service, Customs Service and Department for Emergency Management, including 35 Fire and Rescue Services.

In order to better reflect the broader context of its programmes with justice, safety and security sector development, the Mission's DPED itself became the Department for Security and Public Safety (DSPS) in 2006. The DSPS experienced an acute reduction in its personnel figures, dropping from 30 international mission members and 57 local staff in January 2007 to 19 international and 36 local staff in December 2007. At the same time the KCPSED was fully staffed by Kosovo/UNMIK civil servants and the transfer of the KCPSED to Kosovo's/UNMIK provisional authorities was completed. After having been renamed in Department for Public Safety (DPS) in 2008, the name has been changed again in 2009 to DSPS.

The DSPS has focused on eight general fields of activities:

(1)   Basic, Advanced and Specialized Training at the KCPSED
(2)   Further development of the KCPSED with regard to the accreditation and certification process
(3)   Community Policing and Community Safety
(4)   Police Inspectorate/Police Accountability
(5)   Public Safety Awareness
(6)   Emergency Management Development (to be phased out by the end of 2009)
(7)   Advising and delivering training in the area of Combating Organized Crime, mainly Counter Terrorism, Cross-Border Crimes, Drug Trafficking, Criminal Intelligence, Financial Investigations and Trafficking in Human Beings
(8)   Management and Leadership Development.

OSCE Mission to Serbia

PC.DEC/401 of 11 January 2001, established the OSCE Mission to the Federal Republic of Yugoslavia with the aim of providing "assistance and expertise to the Yugoslav authorities at all levels, as well as to interested individuals, groups and organizations in the fields of democratization and the protection of human rights, including the rights of persons belonging to national minorities. In this context, the Mission would "assist in the restructuring and training of law enforcement agencies and the judiciary".[48]

"Recognizing the need for developing a multi-ethnic police element in Presevo, Bujanovac, and Medvedja (Federal Republic of Yugoslavia) as a key confidence building measure and as an important means of enhancing the stability in the area", the Permanent Council decided on 7 June 2001, to "authorize the implementation of a two-phase policing programme in Presevo, Bujanovac and Medvedja (Federal Republic of Yugoslavia) in accordance with the proposal circulated by the Secretary General on 1 June 2001 (PC.IFC/42/01/Rev.1)",[49] The Permanent Council enlarged the mandate of the Mission in order to support the implementation of the so called "Covic Plan", which aimed at bringing an end to the fighting between Serbian security forces and Albanian rebels in South Serbia. The "Covic Plan" laid out four objectives for the solution to the crisis:

(1) "The elimination of all kinds of threats […] to state sovereignty and the territorial integrity of the Republic of Serbia";
(2) "The establishment of […] security […], freedom of movement […], ensured by the complete disbanding and disarmament of terrorists, by the demilitarization of the region and by allowing the return of all the refugees to their homes";
(3) "The development of a multi-ethnic and multi-confessional society, based on democratic principles and the respect of all human, political and minority rights";
(4) "Prosperous and rapid economic and social development […]".[50]

Objective no. 3 was to be implemented with a view to the "harmonization of the ethnic structures of the employees in the civil services, […] with the ethnic structure of the population", meaning that Albanian police officers were to be integrated into the existing Serbian police in the three municipalities of Medvedja, Bujanovac, and Presevo. Ethnically mixed patrols were to be introduced, "when the indispensable conditions for that [were] fulfilled".[51]

The ethnically mixed units were to be composed of a number of experienced Serbian and former Albanian police officers and 400 new police officers, of which more than half would be of Albanian ethnicity. Those 400 new officers were to be trained at the police training centre in Mitrovo Polje in three phases by May 2002. The tentative start for the first training phase was 21 May 2001. With PC/DEC/436/Corr.1 of 19 July 2001, the Permanent Council approved a supplementary budget in the amount of EUR 1300,900 to enable the Mission to implement the new part (the first two phases) of the mandate.[52] The Permanent Council decided to provide 32 seconded police trainers for the training of the new Multi-Ethnic Police Element (MEPE).

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[48]   OSCE Permanent Council 2001, Decision No. 401, PC.DEC/401, 11 January 2001, p. 1.
[49]   OSCE Permanent Council 2001, Decision 415, PC.DEC/415, 7 June 2001, p. 1.
[50]   Covic, Nebojsa 2001, Program and Plan for the Solution of the Crisis in Presevo, Bujanovac and Medvedja Municipalities, in: Nebojsa Covic, Serbia after Milosevic. Program for the Solution of the Crisis in the Pcinja District, Belgrade, p. 70.
[51]   Cf. ibid., p. 79.
[52]   Cf. OSCE Permanent Council 2001, PC/DEC/436/Corr.1, 19 July 2001, p. 2.

In December 2001, the Serbian and Montenegrin MoIs defined six priority areas of police reform:

(1) Police Education and Development
(2) Accountability and Internal Control
(3) Organized Crime
(4) Forensics
(5) Border Policing
(6) Community Policing.

The OSCE offered its assistance in the implementation of these priority areas.

In November 2004, a MOU was signed by the MoI and the OSCE outlining eight priority areas of co-operation and assistance:

(1) Police Accountability
(2) Organized Crime: encouraging the MoI in the process to develop a National Strategy for the Fight against Organized Crime
(3) Border Policing/Border Security and Management
(4) Community Policing
(5) Police Training, Education and Development
(6) Crime Scene Management/Forensics
(7) War Crimes
(8) Strategic Planning and Development.

Furthermore, the MOU officially designated the Mission as the co-ordinator of international assistance to police reform.[53]

In September 2009, a revised MOU was signed by the MoI and the OSCE outlining seven priority areas of co-operation and assistance:

(1) Police Accountability
(2) Organized Crime
(3) Community Policing
(4) Police Training and Development
(5) Strategic Planning and Development
(6) Border Policing
(5) Public Relations and Communication.

The MOU specifically emphasized the strategic partnership between the OSCE Mission and the MoI, which required special communication and co-ordination structures. The MOU thus requested from both parties to make their staff available for meetings at regular intervals without undue administrative hindrance. Furthermore, the MoI was requested to appoint one or more focal point(s) under each priority area.[54]

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[53] Cf. Ministry of Interior of the Republic of Serbia/OSCE Mission to Serbia and Montenegro 2004, Memorandum of Understanding, Belgrade, 17 November 2004, pp. 1f.

[54] Cf. Ministry of Interior of the Republic of Serbia/OSCE Mission to Serbia 2009, Memorandum of Understanding. Belgrade 7 September 2009.

OSCE Mission to Montenegro

Before the separation of Montenegro and Serbia, the OSCE's activities in Montenegro were undertaken under the umbrella of PC.DEC/401 of 11 January 2001, establishing the OSCE Mission to the Federal Republic of Yugoslavia with the aim of providing "assistance and expertise to the Yugoslav authorities at all levels, as well as to interested individuals, groups and organizations in the fields of democratization and the protection of human rights, including the rights of persons belonging to national minorities. In this context, the Mission would "assist in the restructuring and training of law enforcement agencies and the judiciary".[55]

In general, the office in Podgorica focused on the same areas of police reform assistance as the LED headquarters in Belgrade, which had been defined by the MoIs of Serbia and Montenegro in December 2001:

(1)   Police Education and Development
(2)   Accountability and Internal Control
(3)   Organized Crime
(4)   Forensics
(5)   Border Policing
(6)   Community Policing.

The Mission's office in Podgorica, however, had a much smaller staff than the headquarters in Belgrade (2 internationals compared to 14 internationals and 18 nationals in Belgrade). Therefore, its primary function was to liaise with the Montenegrin MoI and assist the LED in implementing projects in Montenegro.

Assistance focused primarily on developing a Police Accountability Strategy and providing training for patrol, border and CID officers at the Danilovgrad Police Academy.

After the separation of Serbia and Montenegro on 3 June 2006, the Mission's office in Podgorica became the Headquarters of the new OSCE Mission to Montenegro, which was officially established by PC/DEC 732 on 29 June 2006. The Permanent Council provided the Mission with a new Mandate, tasking it in general terms to "assist and promote the implementation of OSCE principles and commitments as well as the co-operation of the Republic of Montenegro with the OSCE, in all three of its dimensions including the politico-military, economic and environmental, and human aspects of security and stability".[56]
The police component of the Mission to Montenegro was enlarged to 5 international and five national staff members.

In 2007, the Mission supported the Montenegrin Police in drafting a *Strategy for the Development of the Montenegrin Police for the period from 2008 to 2013*.

A MOU of 8 July 2008 between the Mission and the Ministry of Interior and Public Administration said the Mission should "co-ordinate and be kept abreast on international assistance and support the Ministry in directing the said assistance" to the following areas:

(1)   Community Policing
(2)   Police Accountability

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[55]   OSCE Permanent Council 2001, Decision No. 401, PC.DEC/401, 11 January 2001, p. 1.
[56]   OSCE Permanent Council 2006, Decision No. 732, PC.DEC/732, 29 June 2006, pp. 1f.

(3)　Enhancing Criminal Investigation Capacity/Organized Crime/Anti-Terrorism
(4)　Border Policing
(5)　Strategic Planning
(6)　Police Education and Development.[57]

OSCE Spillover Monitor Mission to Skopje

The Mission received its first Mandate on 12 August 1992, when the then "Committee of Senior Officials of the CSCE" agreed to establish a Monitoring Mission in Skopje in order to extend the efforts of the European Monitoring Mission to neighbouring countries of the Federal Republic of Yugoslavia to help avoid the spread of tensions to their territories. The original mandate called on the Mission "to monitor developments along the borders with Serbia and in other areas which may suffer from spillover of the conflict in the Federal Republic of Yugoslavia, in order to promote respect for territorial integrity and the maintenance of peace, stability and security; and to help prevent possible conflict in the region."[58]

Following a seven-month violent conflict between Albanian fighters of the so-called "National Liberation Army" and the security forces of the Former Yugoslav Republic of Macedonia, the Ohrid Framework Agreement was signed on 13 August 2001. It outlined steps to be taken to ensure the functioning of democratic structures, the advancement towards Euro-Atlantic institutions and the development of a civil society respecting ethnic identity. According to the provisions in Annex C of the Framework Agreement, and based upon PC/DEC/439 of 28 September 2001, the OSCE Mission was called upon to assist in a number of specific areas, which were added to its initial Mandate.

These areas of assistance included *inter alia*:

- facilitating the redeployment of police to the former crisis areas;
- assisting and supporting in police reform and training, including training of new police officers from non-majority ethnic communities; [59]
- assisting the Government in ensuring equitable representation of non-majority communities in police, judiciary, public administration, military and public enterprises;
- strengthening of the institutions of local self-government.

In order to facilitate the redeployment of the national police, the PC decided to increase the size of the Mission by 72 international confidence-building monitors and 60 police advisers who would be deployed together to the sensitive areas.[60]

By July 2002, 500 new police officers from minority communities were to be trained at the Police Academy in Idrizovo. One year later, about 1,000 Albanian officers were to be

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[57]　Republic of Montenegro, Ministry of Interior and Public Administration/OSCE Mission to Montenegro 2008, Memorandum of Understanding, Podgorica, 8 July 2008, pp. 1-4.

[58]　CSCE Committee of Senior Officials 1992, Mandate. Articles of Understanding Concerning CSCE Spillover Monitor Mission to Skopje, 12 August 1992, p. 1.

[59]　Cf. Council of Europe 2001, Ohrid Framework Agreement, Annex C, Article 5.2. and 5.3, at: http://www.coe.int/t/e/legal_affairs/legal_co-operation/police_and_internal_security/OHRID%20Agreement%2013august2001.asp

[60]　Cf. OSCE Permanent Council 2001, Decision No. 439, PC.DEC/439, 28 September 2001, pp. 1-3.

integrated into the national police. By 2004, the national police force was to generally reflect the ethnic composition and distribution of the country's population.[61]

In December 2001, a MOU between the host government and the OSCE clearly defined as objectives the recruitment, training and deployment of new officers and laid out a police training concept and a community policing approach.[62] By July 2003, more then 1,500 new police officers from minority communities were to be trained at the Police Academy in Idrizovo. By 2004, the national police force was to generally reflect the ethnic composition and distribution of the country's population.[63]

In 2003, the Government adopted a "Police Reform Strategy" under its Stabilization and Association Agreement with the European Union and in February 2004, the Government adopted an "Action Plan for the Implementation of the Police Reform Process". The Mission's Police Development Unit (PDU), which was renamed the Police Development Department (PDD) in 2004, developed its police assistance around this strategy and supported the Ministry of Internal Affairs (MoIA) in the implementation.

In addition to fulfilling the above mentioned tasks, activities focused on:

(1) Basic and Advanced Police Training
(2) Border Policing, including the support of the national counterparts in implementing the National Integrated Border Management Strategy, which that provides for the handover of responsibility for the security of state borders from the military to the police
(3) Organized Crime
(4) Community Policing
(5) Co-operation and Co-ordination with Partner Organizations.

In response to the OSCE Action Plan on improving the situation of Roma and Sinti within the OSCE Area, the Mission, in 2006, targeted extra resources to support the MoIA in addressing policing in Roma communities.

PDD continued working on outstanding issues mainly related to Ohrid Framework Agreement Annex C, Paragraph 5.3. These included the assistance in establishing a professional training system and technical assistance to police reform related to the implementation of the Law on Internal Affairs adopted in 2009 and more specifically the decentralization process envisaged by the Law. The new Law goes some way towards correcting observed deficiencies in the past and introduces the core principles of democratic policing such as transparency, consistency, accountability and professionalism.

A new MOU signed between the Mission and the MoIA in August 2009[64] has laid the ground for further PDD involvement in the field of community policing and training at a decentralized level. Through providing specific framework of cooperation, the MOU complements ongoing technical assistance to the MoIA and foresees deployment of OSCE's detached police advisors (co-locators) to regional organizational units to work with police inspectors of prevention and training coordinators. The document opens broad perspectives

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[61]   Cf. Council of Europe 2001, (op. cit. note 58).
[62]   Cf. Macedonian Government/OSCE 2001, Memorandum of Understanding, Skopje, 12 December 2001, pp. 1-3.
[63]   Cf. Council of Europe 2001, (op. cit. note 58).
[64]   Ministry of Internal Affairs/OSCE Spillover Monitor Mission to Skopje, Memorandum of Understanding between the OSCE Mission to Skopje and the Ministry of Internal Affairs, Skopje 26 August 2009.

for continuous co-operation between the OSCE and the MoIA and serves as a platform for a wide range of mutual activities.

OSCE Presence in Albania

The OSCE Presence in Albania was established in 1997 following (PC.DEC/160) of 27 March 1997 in order to provide advice and assistance, in particular in the fields of "democratization; the media and human rights; election preparation and monitoring"; and to "explore other possibilities, including monitoring the collection of weapons".[65] On 18 December 2003, a police-related component was added to the mandate, tasking the Presence's Department for Security Co-operation to focus on "Police assistance, in particular training for border police, within a co-ordinated framework with other international actors in the field".[66]

To implement its police-related activities, the Department for Security Co-operation had a staff of three international and three national members in 2008.

OSCE Office in Minsk

On 30 December 2002, the OSCE Permanent Council (PC.DEC/526) decided to open the OSCE Office in Minsk, *inter alia*, "to assist the Belarusian Government in further promoting institution building, consolidating the Rule of Law and in developing relations with civil society, in accordance with OSCE principles and commitments".[67] The Office became operational on 1 January 2003 after the signing of a Memorandum of Understanding between the OSCE and the Government of the Republic of Belarus.

In 2006, within the framework of its mandate (institution building and rule of law) the Office launched a programme aimed at raising Belarusian police awareness on behavioural skills, involving the Ministry of Interior and its Police Academy. An agreement was reached that the training of trainers will be organized not only for the Police Academy, but also for the Police Training Centre in Minsk and the Police College in Moguilev.

OSCE Mission to Moldova

The Mission to Moldova was established on 4 February 1993 with an initial goal of facilitating the "achievement of a lasting, comprehensive political settlement of the conflict [Transdniestrian] in all its aspects".[68]

The PC.DEC/329 expanded the mandate "in terms of ensuring transparency of the removal and destruction of Russian ammunition and armaments and co-ordination of financial and technical assistance offered to facilitate withdrawal and destruction".[69]

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[65]   OSCE Permanent Council 1997, Decision No. 160, PC.DEC/160, 27 March 1997, p. 1.
[66]   OSCE Permanent Council 2003, Decision No. 588, PC.DEC/588, 18 December 2003, p. 2.
[67]   OSCE Permanent Council 2002, Decision No. 526, PC.DEC/526, 30 December 2002, p. 1.
[68]   CSCE Committee of Senior Officials, 19-CSO/Journal No. 3, Annex 3, 4 February 1993, p. 1.
[69]   OSCE Permanent Council 1999, Decision No. 329, PC.DEC/329, 9 December 1999, p. 1.

The Mission's involvement with the Moldovan Police Service is limited to facilitating certain activities and encouraging participation in outside events where these are relevant. The Mission has no Unified or Extra Budgetary allocations for policing projects; therefore, any support was given in the context of the Mission's mandate related to the settlement of the Transdniestrian conflict and including the following activities: "... providing advice and expertise, as well as a framework for other contributions, on human and minority rights, democratic transformation, repatriation of refugees, and the definition of a special status of the Transdniestrian region ..."

OSCE Project Co-ordinator in Ukraine

The OSCE Project Co-ordinator is the second OSCE field operation to have been established in Ukraine. It was preceded by the OSCE Mission to Ukraine, which began its work on 24 November 1994.[70]

The OSCE Project Co-ordinator in Ukraine (PCU) was established following PC.DEC/295 of 1 June 1999, and the signing of a Memorandum of Understanding (MoU) on 13 July 1999 between the Government of Ukraine and the OSCE, ratified by Verkhovna Rada (Parliament) of Ukraine on 10 February 2000.

According to the MoU, the PCU's activities are based on the planning, implementation and monitoring of projects between the OSCE and its institutions, and the relevant Ukrainian authorities. Such projects may cover all aspects of OSCE activities and may involve governmental as well as non-governmental bodies of Ukraine.[71] Under the MOU, all projects are approved by the Ministry of Foreign Affairs on behalf of Ukrainian Government.

The OSCE PCU's police-related activities are implemented through its Rule of Law and Human Rights and Politico-Military and Economic-Environmental Programmes' projects in the field of, *inter alia*, detention facilities, combating trafficking in human beings, anti-domestic violence, as well as increasing the efficiency of the State Border Guard Service of Ukraine.

OSCE Office in Baku

Permanent Council Decision No. 318 of 16 November 1999 established the OSCE Office in Baku, which became operational on 17 July 2000, based on its mandate and the Memorandum of Understanding signed between the Government of the Republic of Azerbaijan and the OSCE. The main task of the Office was to "promote the implementation of OSCE principles and commitments as well as the co-operation of the Republic of Azerbaijan within the OSCE framework, in all OSCE dimensions, including the human, political, economic and environmental aspects of security and stability".[72]

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[70]   CSCE Committee of Senior Officials, 27-CSO/Journal. No. 3, Annex 2, 15 June 1994, p. 1.
[71]   OSCE Permanent Council 1999, Decision No. 295, PC.DEC/295, 1 June 1999, p. 1.
[72]   OSCE Permanent Council 1999, Decision No. 318, PC.DEC/318, 16 November 1999, p. 1; Government of the Republic of Azerbaijan/OSCE 2000, Memorandum of Understanding, Vienna, 19 June 2000, p. 1.

The OSCE Police Assistance Programme (PAP) elaborated in 2004–2005 was in line with some of the objectives of the "*State Programme for Improvement of Police Work in the Republic of Azerbaijan*", issued by Presidential Decree No. 291 on 30 June 2004.[73] The PAP was the result of a comprehensive needs assessment conducted by the Strategic Police Matters Unit in April 2003 and its implementation was agreed in a MoU between the OSCE and the Government of Azerbaijan. The Programme included three projects:

- Strengthening of the Centre for Induction Training
- Development of a Community Policing Model and its Pilot Implementation in Mingechevir Police Department
- Traffic Police Project.

Since that time the project work has been further refined and now the main components of the PAP include:

- Continued implementation of community policing with expansion to further regions
- Public assembly management training
- Continued monitoring and mentoring of basic induction training
- Development of support for other police training, including assistance to the Police Academy.

Support of the implementation of the PAP is one of the major priorities of the Office in Baku. Since the initial introduction of the Police Assistance Programme, further activities, programmes and projects have been implemented, and the Office has increased the resources devoted to police assistance. In 2009, police-related activities of the Office were implemented by four international and three national mission members.

OSCE Mission to Georgia

Following the cease-fire signed between the parties of the Georgian-Ossetian conflict, the OSCE Mission to Georgia was established on 6 November 1992 at the 17th Meeting of the Committee of Senior Officials. According to the original mandate, the Personal Representative was responsible for reaching a peaceful political settlement to the conflict through negotiations involving all parties.[74]

Based on the recommendations of the Personal Representative, the objectives of the Mission mandate were expanded on 29 March 1994 and included, *inter alia*, the need to "promote respect of human rights and fundamental freedoms and assist in the development of legal and democratic institutions and processes, including providing advice on the elaboration of a new constitution, the implementation of a legislation on citizenship and the establishment of an independent judiciary as well as monitoring elections".[75]

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[73]   State Programme for Improvement of Police Work in the Republic of Azerbaijan (2004-2008), Presidential Decree No. 291, 30 June 2004.

[74]   Committee of Senior Officials, 17-CSO/Journal No. 2, Annex 2, 6 November 1992, p. 1.

[75]   Permanent Committee, Journal No. 14, Annex 1, 29 March 1994, p. 1.

On 15 December 1999, a Border Monitoring Operation (BMO) was added to the mandate (PC.DEC/334).[76] The BMO's area of operation initially covered only the border between Georgia and the Chechen Republic of the Russian Federation, but was extended in subsequent years also to the Ingush (from December 2001) and Dagestan (from December 2002) segments of the Georgian-Russian border.

In addition, on 14 April 2005, the OSCE Permanent Council (PC.DEC/668) tasked the OSCE Mission to Georgia to implement the Training Assistance Programme (TAP) "in order to support the Georgian border guards in strengthening their border-management capacities and capabilities".[77]

Also, on 29 June 2006, the OSCE Permanent Council tasked the OSCE Mission to Georgia to implement the Capacity Building Programme (CBP) (PC.DEC/731) in order to support the Georgian Border Police in the strengthening of their border management capabilities.[78]

In May 2008, the Mission launched the implementation of the Transitional Institutional Support Programme (TISP) to help improve border management in the South Caucasus. According to the Memorandum of Understanding signed between the OSCE and the Border Police of the Ministry of Internal Affairs of Georgia, the Programme aimed at the "facilitation of the co-operation of border security and management agencies at the Border through sharing of best practices and information and confidence building focusing on inter-agency co-ordination and international co-operation" and the "enhancement of law enforcement capabilities of the GBP through specialized training (including multi-agency training)".[79]

The Mission has worked closely with the SPMU to assist Georgia with its police reform agenda. Following a needs assessment, a short-term police assistance project for the Georgian police was implemented from September 2005 to March 2006, funded through extra-budgetary contributions from Belgium and Norway. The success of the project led to the launch of the Police Assistance Programme in 2007. The main areas of assistance as identified in the PAP were:

- Institution and capacity building for community policing
- Basic improvements to human resources management system of Georgian Police
- Improvement of the training process at the Police Academy.

An Agreement for Implementation of the PAP was signed between the Government of the Republic of Georgia and the OSCE.

The Mission to Georgia's mandate expired as of 31 December 2008 after the OSCE Permanent Council failed to reach consensus on its renewal.

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[76]   OSCE Permanent Council 1999, Decision No. 334, PC.DEC/334, 15 December 1999, p. 1.
[77]   OSCE Permanent Council 2005, Decision No. 668, PC.DEC/668, 14 April 2005, p. 1.
[78]   OSCE Permanent Council 2006, Decision No. 731, PC.DEC/731, 29 June 2006, p. 1.
[79]   OSCE/Border Police of the Ministry of Internal Affairs of Georgia, *Memorandum of Understanding*.

OSCE Office in Yerevan

The OSCE Office in Yerevan was established by the Permanent Council Decision No. 314 of 22 July 1999. The Office started its operation on 9 February 2000 following the ratification by the Armenian National Assembly of the Memorandum of Understanding between the OSCE and the Armenian Ministry of Foreign Affairs on the status and activities of the Office. The Office was tasked to "promote the implementation of OSCE principles and commitments as well as the co-operation of the Republic of Armenia within the OSCE framework, in all OSCE dimensions, including the human, political, economic and environmental aspects of security and stability".[80]

In 2003, a MoU signed between the Armenian Police Service and the Office in Yerevan launched a major OSCE Police Assistance Programme (PAP) in Armenia. Following an initial needs assessment conducted by the Office and the Strategic Police Matters Unit, the PAP was drawn up in 2004 and its implementation started in 2005. The PAP focused on the following main areas:

- Renovation of the Centre for Induction Training
- Strengthening of the Centre for Induction Training
- Development of a Community Policing Model based on International Best Practices and its Pilot Implementation in Arabkir District Police Department
- Implementation of a Modern Command and Control System in Yerevan City Police Department.

On 15 March 2005, an Agreement of Implementation (AoI) was signed between the Police and the OSCE Office foreseeing the refurbishment of the Training Centre. This was followed by the introduction of modern basic police training curricula. The introduction of community policing in Armenia started with an opening seminar on 30 October 2006. In March 2007, the AoI on the introduction of community policing in Arabkir district was signed signalling the official start of the project. In a separate development, it was decided to temporarily withdraw the project aimed at creating a modern police emergency response system in Yerevan.

On 27 November 2008, a MoU was signed between the Armenian Police and the Office. The following areas have been identified as a priority for long-term support to the Armenian Police:

- further strengthening of trust and co-operation between the Police and population aimed at preventing and solving crime through community-based policing and devise a model most suitable to Armenia;

- the development of a police educational system in line with the needs of the Police and Public of Armenia and in accordance with international standards, based on the need to build trust and co-operation between the police and the population;

- capacity building of public order management units;

- improvement of partnership between Police and other democratic institutions.

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[80]   OSCE Permanent Council 1999, Decision No. 314, PC.DEC/314, 22 July 1999, p. 1.

OSCE Centre in Ashgabad

The Decision No. 244 of 23 July 1998 of the Permanent Council, recalling the Decision No. 231 of 11 June 1998, and welcoming the willingness of the Government of Turkmenistan to intensify OSCE activities in that country, established the OSCE Centre in Ashgabat and decided that it will perform, *inter alia*, the following tasks: "promote the implementation of OSCE principles and commitments as well as the co-operation of Turkmenistan within the OSCE framework, with special emphasis on the regional context, in all OSCE dimensions, including the economic, environmental, human and political aspects of security and stability". The Centre's mandate is open-ended and its implementation is annually reviewed by the Permanent Council.[81]

The police-related activities are carried out within the existing mandate, for example, in the field of drug trafficking and travel document security.

OSCE Centre in Astana

Welcoming the willingness of the Government of the Republic of Kazakhstan to intensify OSCE activities in the country, the OSCE Permanent Council passed the Decision No. 243 as of 23 July 1998 on the establishment of an OSCE Centre in Almaty. The initial mandate covered all three dimensions, with a special emphasis on regional co-operation.[82]

In light of the increased activities in the Kazakhstan's capital and the need to maintain and develop closer contacts with the central authorities and other partners, on 21 June 2007, the OSCE Permanent Council adopted a new mandate (PC.DEC/797) and renamed the Centre to the OSCE Centre in Astana. The Centre is fully operational in Astana, being also represented in Almaty through a Liaison Office.[83]

According to the revised mandate, the Centre in Astana was tasked to:

- promote the implementation of OSCE principles and commitments as well as co-operation of Kazakhstan in all three OSCE dimensions within the OSCE framework approach to co-operative security and in the regional context;

- facilitate contacts and promote information exchange between the authorities of Kazakhstan and the Chairman in Office and OSCE executive structures and institutions, as well as co-operation with international organizations;

- establish and maintain contacts with central and local authorities, universities and research institutes of the host country, as well as representatives of civil society and NGOs;

- assist in arranging OSCE regional events, inter alia, regional seminars and visits to the area by OSCE delegations, as well as other events with OSCE participation;

[81]   OSCE Permanent Council 1998, Decision No. 244, PC.DEC/244, 23 July 1998, p. 1.
[82]   OSCE Permanent Council 1998, Decision No. 243, PC.DEC/243, 23 July 1998, p. 1.
[83]   OSCE Permanent Council 2007, Decision No. 797, PC.DEC/797, 21 June 2007, p. 1.

- provide assistance to the Government of Kazakhstan, such as raising awareness on OSCE activities, training of designated Kazakh officials, and providing advice on the OSCE to relevant official structures, facilitate information exchange between OSCE institutions and relevant state agencies on OSCE activities.

Recognizing that a modern democratic system of policing is an important element contributing to the general security situation in the country, and in response to a request from the Ministry of Internal Affairs of Kazakhstan, the Centre began the implementation of the Police Development Cooperation Activities Programme in 2005. The main focus of the Programme was further democratization of police, development of community policing, as well as the inclusion of civil society into public oversight of police activities.

OSCE Centre in Bishkek

The OSCE Centre in Bishkek (CiB) was established by the OSCE Permanent Council of 23 July 1998 (PC.DEC/245) to encourage Kyrgyzstan's further integration into the OSCE community.[84] The Centre started working in Bishkek in January 1999. In April 2000, the field office in Osh started its operation upon the Permanent Council Decision No. 339.[85]

The Centre's mandate was initially open-ended. In 2003, the Permanent Council decided to change it into a yearly renewable mandate. According to the Mandate the Centre was aimed at the fulfilment of, *inter alia*, the following tasks: "promote the implementation of OSCE principles and commitments as well as the co-operation of the Kyrgyz Republic within the OSCE framework, with special emphasis on the regional context, in all OSCE dimensions, including the economic, environmental, human and political aspects of security and stability".[86]

At the request of both the Kyrgyz authorities and civil society, and upon a detailed needs assessment conducted in 2002, the Police Assistance Programme (PAP) for Kyrgyzstan was launched on 7 August 2003 with a signed Memorandum of Understanding between the OSCE and the Kyrgyz Government. This was the first OSCE Police Assistance Programme in Central Asia.

The PAP's projects aimed at:

- improving the quality of police investigations;
- improving police capacity for drug interdiction;
- setting up a modern and efficient police emergency call-response centre;
- establishing a national criminal information analysis system;
- providing a radio-communication system for police crime investigators;
- improving the police's capacity to prevent conflict and manage public disorder;
- introducing of community policing methods at a pilot site; and
- strengthening the Police Academy.

The activities implemented under the PAP have improved the operational efficiency of the Kyrgyz Police in the selected fields, built a strong basis for further co-operation between the

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[84]   OSCE Permanent Council 1998, Decision No. 245, PC.DEC/245, 23 July 1998, p. 1.
[85]   OSCE Permanent Council 2000, Decision No. 339, PC.DEC/339, 10 February 2000, p. 1.
[86]   OSCE Permanent Council 1998, Decision No. 245, PC.DEC/245, 23 July 1998, p. 1.

OSCE and the Ministry of the Interior, and created a basis for continued police assistance through the Interim Police Assistance Programme (IPAP), which constituted the second phase of PAP and began on June 2005. The main goals of the IPAP were to address the immediate public security needs and to continue developing the legal and institutional framework for substantive police reform. It was, therefore, a transition programme to a Police Reform Programme.

A Concept Document for police reform was elaborated by the Ministry of Internal Affairs of the Kyrgyz Republic in 2005, outlining the main principles of strategic reform for the internal affairs bodies of Kyrgyzstan. Since January 2007, the Police Reform Programme (PRP) has been operating as a separate dimension of the CiB integrated in the United Budget.

In co-ordination with other donors (UNODC, USAID, the Soros–Kyrgyzstan Foundation), the Centre provides support for the PRP with regard to two main programme elements: police assistance and community policing. Police assistance includes: providing advisory and technical support in criminal investigation, analysis-based policing, ethnic sensitivity and human rights awareness; promoting human rights approach in public order management; and ensuring the Police Academy curriculum reflects up-to-date methods. Community policing comprises advisory and technical support based on community-policing principles, with a strong training emphasis on addressing juvenile and domestic violence.

The Ministry of Internal Affairs of the Kyrgyz Republic, with assistance from the OSCE has developed a Police Reform Programme (2010–2012) that includes the following priority directions:

- Strengthening social partnership with society (introducing community policing principles)
- Improving the system of professional training
- Improving the management system
- Improving the quality of investigation
- Strengthening the public safety service
- Strengthening the legal and social security rights and technical support of the police
- Improving interaction with other law enforcement and judicial bodies.

OSCE Office in Tajikistan

The OSCE first established a presence in Tajikistan in early 1994 when it opened the Mission to Tajikistan.[87] In October 2002, the PC.DEC/500/Corr.1 renamed the Mission to Tajikistan to Centre in Dushanbe and broadened its tasks.[88]

In June 2008, following Decision No. 852 by the OSCE Permanent Council, the Centre in Dushanbe was transformed into an Office in Tajikistan. The revised mandate included, *inter alia*, the task to "assist the Republic of Tajikistan in the development of common approaches to problems and threats to security, taking into account the commitments of the Republic of Tajikistan to contribute to stability and security, to prevent conflicts and take measures for

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[87]   Decision of the 4th CSCE Rome Council Meeting, Journal No. 2, 1 December 1993, p. 2.
[88]   OSCE Permanent Council 2002, Decision No. 500, PC.DEC/500/Corr. 1, 31 October 2002, p. 1.

crisis management, as well as in the areas of, *inter alia*, police-related activities, border management and security and anti-trafficking".[89]

In the past, the OSCE Centre in Dushanbe did not have a formal police assistance programme. The main focus was on enhancing the border guard development and supporting public dialogue and discussion on political issues such as violent extremism.

Upon two official requests by the Tajik Government in 2007 a "Police Needs Assessment" was carried out by the Strategic Police Matters Unit in co-operation with the Office in spring 2008. Based on the assessment, the OSCE proposed assistance to the Republic of Tajikistan by undertaking a broad programme on legal, administrative, technical and operational reform in order to modernize and strengthen law enforcement capacity and institutions. The assistance will be provided in close co-operation with other international donors and focus on:

- Developing police training and structural reform
- Introducing modern community policing methods
- Enhancing the fight against Trafficking in Human Beings
- Structural and operational improvement.

The Counter Terrorism and Police Adviser Unit became operational in September 2008 and engaged immediately in the implementation of law enforcement skills development to foster police reform based on democratic principles.

OSCE Project Co-ordinator in Uzbekistan

The OSCE Project Co-ordinator in Uzbekistan (PCUz) was established by Permanent Council Decision No. 734 of 30 June 2006 as a new form of co-operation between the OSCE and the Republic of Uzbekistan aimed at further development and consolidation of project activities of the OSCE in Uzbekistan.[90] Moreover, a new Memorandum of Understanding was subsequently agreed on between the Secretary General of the OSCE and Uzbekistan.

The OSCE Project Co-ordinator in Uzbekistan was assigned the following tasks:

- To assist the Government of Uzbekistan in its efforts to ensure security and stability, including fighting against terrorism, violent extremism, illegal drug trafficking and other transnational threats and challenges.

- To support the efforts of the Government of Uzbekistan with regard to further socio-economic development and the protection of the environment in the Republic of Uzbekistan.

- To assist the Government of Uzbekistan in the implementation of OSCE principles and of its commitments taken within the OSCE framework, including those related to the development of civil society, as well as in the development of co-operation between the Republic of Uzbekistan and the OSCE.

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[89] OSCE Permanent Council 2008, Decision No. 852, PC.DEC/852, 19 June 2008, p. 1.
[90] OSCE Permanent Council 2006, Decision No. 734, PC.DEC/734, 30 June 2006, p. 1.

On 16 May 2007, the signing of a Memorandum of Understanding between the PCUz and the Police Academy under the Ministry of Interior of Uzbekistan marked the official launch of a two-year Assistance Programme to the Police Academy. The MoU opened broad perspectives for continuous co-operation between the OSCE and the Police Academy and served as a platform for a wide range of mutual activities:

- co-operation on improving training and exchanging experience in training, retraining and professional development of specialists for enhancing public security and crime fighting – in particular transnational crime, such as terrorism, extremism, drug trafficking, human trafficking, etc.;

- provision of support for introducing training processes of high-end information and pedagogical technologies, advanced international experience of training of law enforcement officers, and strengthening and improving material and technical facilities of the Academy;

- assistance in examining the experience of agencies of internal affairs of OSCE participating States in developing and publishing textbooks, training aids and other training and instructional literature; and

- assurance of the Academy's participation in international conferences and OSCE-sponsored seminars on issues of enforcement of security and stability.

Police-related Mandates of Thematic Units and Institutions

Strategic Police Matters Unit (SPMU)

The SPMU was created in 2002 to support the work of the Senior Police Adviser to the Secretary General, whose position had been established by the Permanent Council in December 2001 through PC.DEC/448.[91]

In accordance with Bucharest MC.DEC/9/2001 and Maastricht MC.DEC,[92] the general role of the SPA/SPMU is to:

- provide support to the Secretary General, the Chair in Office and the field operations in policing matters; specific support to field operations includes; *inter alia*, support to developing and implementing police-related programmes and projects, extracting and sharing lessons learned on police-related activities, and assisting in the search and selection of new personnel;
- respond to requests from participating States for needs assessments, expert advice and on-site assistance;

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[91]   Cf. OSCE, Permanent Council, Decision No. 448, *Establishment of the Seconded Post of Senior Police Adviser in the OSCE Secretariat,* PC.DEC/448, 4 December 2001.

[92]   Cf. OSCE, Eleventh Meeting of the Ministerial Council 1 and 2 December 2003. OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century, MC.DOC/1/03, 2 December 2003. ENGLISH, Maastricht, Para. 32.

- encourage the exchange of information among participating States regarding lessons learned and best policing practices;
- increase the capacity of participating States to address threats posed by criminal activity and assist them in upholding the rule of law; and
- promote co-operation among participating States in countering new security challenges.

The Unit's activities reflect the priorities designated by the OSCE Chairmanships as well as by the participating States, reflected in OSCE decisions at the Summit, Ministerial Council and Permanent Council levels. Over the years, the decisions have covered a wide field of activities, ranging from combating terrorism and the fight against trafficking in human beings, to the improvement of the situation of Roma and Sinti, the promotion of gender equality, the fight against transnational organized crime, and in particular, illicit drugs and precursors and to the fight against the sexual exploitation of children. A comprehensive overview of these decisions is given in Appendix 4 of this report.

Responding to these decisions, and in accordance with the portfolios and expertise of the SPMU's Police Affairs Officers, the Unit provides support and advice in the fields of:

- Organized Crime
- Trafficking in Illicit Drugs
- Trafficking in Human Beings
- Community Policing
- Police Training.

Within their specific field of expertise, the Unit's Police Affairs Officers facilitate and conduct training, create networks, collect and share information, organize conferences, and promote international and regional co-operation among relevant structures of the criminal justice system.

The collecting and sharing of information has been further facilitated by the SPMU with the development of the Policing OnLine Information System (POLIS) in 2006. This was carried out in response to the Bucharest Decision No. 9, which emphasizes the need to exchange information among and between participating States regarding lessons learned and best policing practices. POLIS is a multilingual, web-based information management system that gives access to various databases, including a digital document library, country and expert profiles, and an event calendar. POLIS has developed into an on-line resource centre for police and law enforcement officers, policy analysts, policy-makers, evaluation experts and donors in the field of policing and rule of law.

The SPMU's long-term goals aim to provide a democratic vision of policing for the whole OSCE region and put that vision to work by assisting OSCE participating States in police capacity and institution-building, and improving police performance within the broader objective of strengthening national criminal justice systems. The vision will thus guide capacity-building aimed at creating competence to tackle new threats to security, including those emanating from organized crime and terrorism.

Other thematic units and Institutions

Due to OSCE's comprehensive and cross-dimensional approach to the three dimensions of security, police-related activities have been attracting attention by a growing number of thematic units and departments in the Secretariat and the OSCE Institutions, which will be briefly described below in view of relevant mandates.

Action against Terrorism Unit (ATU)

OSCE principles regarding terrorism prevention are framed by several founding documents. One of the more important among these is the '*Plan of Action for Combating Terrorism*', which was adopted at the OSCE Ministerial Council meeting in Bucharest in 2001[3] and marked the Organization's initial entry into the area of counter-terrorism. The Bucharest Plan of Action established a framework for comprehensive OSCE measures by participating States and the Organization, as a way to effectively address the terrorist threat.

Another key policy document is the '*OSCE Charter on Preventing and Combating Terrorism*', which was adopted at the Porto Ministerial Council meeting in 2002.[4] This document further strengthened the Organization's anti-terrorism regime, calling on all OSCE participating States, bodies and institutions to continue, on an urgent basis, the implementation of the Bucharest commitments, while at the same time, fully respecting international law, including international human rights law, refugee law and humanitarian law.

The OSCE Action against Terrorism Unit (ATU), established in the OSCE Secretariat in 2002, serves as the focal point for anti-terrorism co-ordination and liaison within the OSCE. In this role, and which MC.DEC/6/03[5] of the 2003 Maastricht Ministerial Council, the ATU is mandated to co-ordinate and facilitate OSCE counter-terrorism activities, including capacity-building assistance programmes, training, and contingency-preparedness workshops, with attention to effectively using resources and averting duplication.

Recognizing that terrorism is a form of criminal activity and taking into account the important role that police can and should play in the fight against terrorism, the ATU contributes to the programme activities of the SPMU insofar as they are associated with law enforcement aspects of countering terrorism.

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[3]   Cf. OSCE, Ninth Meeting of the Ministerial Council 3 and 4 December 2001, *Combating Terrorism*. MC.DOC/2/01, 4 December 2001. Bucharest.

[4]   Cf. OSCE, Ministerial Council, *Decisions of the Porto Ministerial Council Meeting*. Ministerial Declaration, OSCE Charter on Preventing and Combating Terrorism, Declaration on Trafficking in Human Beings. MC.DOC/1/02, 7 December 2002, Porto.

[5]   Cf. OSCE, Tenth Meeting of the Ministerial Council, on implementing the OSCE commitments and activities on combating terrorism, decides to establish the OSCE Counter-Terrorism Network (CTN) in accordance with the terms of reference for the Network contained in the annex to this decision. MC.DEC/6/03, 7 December 2002. ENGLISH, Maastricht.

Operations Service / Borders Team in the Conflict Prevention Centre

The CPC OS/Borders Team works within the framework of the OSCE Border Security and Management Concept (BSMC) adopted by the Ministerial Council in December 2005.[6] The BSMC clearly recognizes the important role of open and secure borders and addresses the threat and challenge of transnational organized crime.

The CPC OS/Borders Team is the primary point of contact in the Secretariat for all border security and management related issues. The CPC OS/Borders Team is responsible for co-ordinating the OSCE's response to requests from participating States on this subject and maintaining the OSCE Border Security and Management National Focal Point network.

Gender Section

The Gender Section in the Office of the Secretary General acts within the framework provided by MC.DEC 14/04[7], the *OSCE Action Plan for the Promotion of Gender Equality*, MC.DEC 14/05[8] on *Women in Conflict Prevention, Crisis Management and Post Conflict Rehabilitation* and MC.DEC 15/05[9] on *Preventing and Combating Violence against Women*. During the Athens's Summit in December 2009, this framework was complemented with the adoption of the MC.DEC 07/09[10] on Women's Participation in Political and Public Life.

The integration of a comprehensive perspective, recognizing the different needs, experiences and concerns of women and men, is critical to police work, which aims to ensure security for all. Therefore, the Gender Section is committed to support all OSCE staff working in this field by providing adequate tools and technical assistance and by building capacity to mainstream gender into policing. The Section also encourages disseminating best practices and monitoring gender-related issues in policing.

Office of the Co-ordinator of Economic and Environmental Activities (OCEEA)

OCEEA began to assist OSCE participating States in strengthening their ability to suppress terrorist financing and money laundering in 2002, following the Bucharest Ministerial Council Decision No. 1 on Combating Terrorism and the Programme of Action endorsed at the Bishkek International Conference in December 2001.[93]

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[6]   Cf. OSCE, Ministerial Council, Draft Border Security and Management Concept. *"Framework for Co-operation by the OSCE Participating States"*.   MC.DD/20/05/Rev.2, 5 December 2005. ENGLISH, Ljubljana.

[7]   Cf. OSCE, Ministerial Council, Decision No. 14/0, 2004. *OSCE Action Plan for the Promotion of Gender Equality*, 2nd day of the Twelfth Meeting, Agenda item 8, MC.DEC/14/04, Sofia.

[8]   Cf. OSCE, Ministerial Council, Women in Conflict Prevention. *Crisis Management and Post-Conflict Rehabilitation*. MC.DEC/14/05, 6 December 2005. ENGLISH, Ljubljana.

[9]   Cf. OSCE, Ministerial Council, Decision No. 15/05. Preventing and Combating Violence Against Women, MC.DEC/15/05, 6 December 2005, Ljubljana.

[10]   Cf. OSCE, Ministerial Council, Decision No. 7/09. Women's Participation in Political and Public Life. MC.DEC/7/09, 2 December 2009. Athens.

[93]   Cf. OSCE, Ministerial Council. Decision No. 1/01, Bucharest Plan of Action for Combating Terrorism (Annex to MC(9).DEC/1), ¾ December 2001, Bucharest; and

Working closely with the Global Programme against Money Laundering of the UNODC, the World Bank, the International Monetary Fund (IMF), the European Bank for Reconstruction and Development and other partners, the OCEEA has developed a range of activities to help combat money laundering and the financing of terrorism. At the request of OSCE participating States, these activities aim to assess national legislation, advise on improving the legal framework and build national capacity. For example, the OCEEA is helping to create and strengthen national institutions, such as Financial Intelligence Units (FIUs).

Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings (OSR)

The Office of the Special Representative and Co-ordinator for Combating THB (OSR) pays considerable attention to facilitating awareness raising of the police, promoting a human rights-based approach, calling for better co-operation between law enforcement and civil society institutions, especially NGOs, the main service providers for the THB victims. The Ministerial Mandate calls upon the Special Representative (SR) to "raise public and political profile of the combat against trafficking in human beings".[12] This is achieved through a wide range of initiatives, including high-level events aimed at promoting the implementation of the OSCE commitments, sustained and continued dialogue with the participating States through bilateral meetings with delegations and senior officials in the participating States and in the Human Dimension Committee; contributions to national and regional conferences and experts' meetings; and the constant promotion of the OSCE anti-trafficking work.

The High Commissioner on National Minorities (HCNM)

Policing has always been an important topic in the country engagements of the HCNM. During his field visits and talks with government officials, legislators and civil society, the HCNM investigated the impact of policing on inter-ethnic relations and suggested practical recommendations to a number of participating States.

The *Recommendations on Policing in Multi-Ethnic Societies*,[13] developed under the HCNM aegis and launched in 2006, were promoted in specific countries and in international forums as a practical tool for fostering partnerships and communication between police and national minority communities

In a number of contexts, HCNM supported small-scale projects that aimed at assisting police and minorities to build mutual trust and confidence.

UNODCCP/OSCE, 'Action Programme', in: *Summary Report. Bishkek International Conference on Enhancing Security and Stability in Central Asia: Strengthening Comprehensive Efforts to Counter Terrorism*, Vienna/Bishkek 2002.

[12]   Cf. OSCE, Ministerial Council. Decision No. 5/08, *Enhancing Criminal Justice Responses to Trafficking in Human Beings Through a Comprehensive Approach*. MC.DEC/5/08, 5 December 2008, Helsinki

[13]   Cf. OSCE, "Recommendations on Policing in Multi-Ethnic Societies". HCNM.GAL/1/06, 8 February 2006. The Hague

Office for Democratic Institutions and Human Rights (ODIHR)

ODIHR provides police-related assistance to governments and civil society of participating States, consistent with its own mandate and co-operating closely with other OSCE structures and international organizations. ODIHR's most significant police-related activities have focused on:

- Human Rights, Women and Security
- Combating Trafficking in Human Beings
- Human Rights and Anti-Terrorism
- Rule of Law
- Tolerance and Non-Discrimination
- Police and Roma.

For more detailed information on the ODIHR's mandate see Appendix 2.

Appendix 4: OSCE Ministerial Council and Permanent Council Decisions and Action Plans with a Focus on Police-Related Activities

Taskings on police-related issues are contained in OSCE Summit Decisions as well as in the growing list of Decisions of the Ministerial Council and the Permanent Council, including a number of OSCE Action Plans.

The *Charter for European Security* adopted by the Istanbul Summit Meeting (1999) represents the platform for the OSCE involvement in policing. It contains the commitment of the OSCE participating States to enhance the OSCE's role in civilian police-related activities as an integral part of the Organization's efforts in conflict prevention, crisis management and post-conflict rehabilitation. Such activities may comprise: (1) police monitoring, including to prevent police from discriminating due to religious and ethnic identity; (2) police training, which could, *inter alia,* aim to improve the operational and tactical capabilities of local police services and reform paramilitary forces, provide new and modern policing skills, such as community policing, and anti-drug, anti-corruption and anti-terrorist capacities, create a police service with a multi-ethnic and/or multi-religious composition that can enjoy the confidence of the entire population; and (3) promoting respect for human rights and fundamental freedoms in general.

The Ninth Ministerial Council in Bucharest (2001) declared the OSCE's decision to increase and promote co-operation among participating States in countering new security challenges, including by providing advice or arranging for the provision of expert advice on requirements for effective policing (needs assessments) and how to meet them, and encouraging where appropriate the exchange of information among and between participating States regarding lessons learned and best policing practices in countering these new security challenges.

The *Bucharest Plan of Action for Combating Terrorism* (2001), adopted on the same occasion as the above *Decision on police-related activities,* recognized the need to assist participating States, on their request, through measures to combat trafficking in human beings, drugs and small arms and light weapons, in accordance with relevant Permanent Council decisions. This assistance could also include: provision of advice and assistance on restructuring and/or reconstruction of police services; monitoring and training of existing police services, including human rights training; and capacity building, including support for integrated or multi-ethnic police services. To this end, the plan of action acknowledged the requirement for reinforcing existing police-related activities in conflict prevention, crisis management and post-conflict rehabilitation.

In its Decision No. 448 (2001), the Permanent Council decided to establish the seconded post of *Senior Police Adviser in the OSCE Secretariat.*

In the *Declaration on Trafficking in Human Beings* adopted by the Tenth Ministerial Council of the OSCE (Porto 2002), its members called on participating States to enhance international co-operation in combating criminal acts such as trafficking in drugs and arms, as well as smuggling of migrants. They emphasized the need to include in this co-operation international law enforcement bodies such as Europol and Interpol, as well as the Southeast European Co-operative Initiative (SECI), with a view to investigating and prosecuting those responsible for trafficking in human beings in accordance with domestic law and, where applicable,

international obligations. In this regard, they also asked the Senior Police Adviser to devote increased attention to the fight against trafficking in human beings.

This tasking was further detailed in the *OSCE Action Plan to Combat Trafficking in Human Beings*, which requested the SPMU to further promote the concept of community policing and facilitate the exchange of information between participating States on best practices to be used by relevant investigating units to check the possibly criminal and trafficking-related origin of suspicious assets. The SPMU was also tasked to continue developing training materials for law enforcement on trafficking and sex crimes investigation, identify law enforcement trainers to conduct training, and facilitate the funding of training sessions for law enforcement authorities in OSCE participating States.

One of the aspects of policing of ethnic minorities was addressed by the *OSCE Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area* (2003). The SPMU was tasked to assist participating States in developing programmes and confidence-building measures, such as community policing, to improve the relations between Roma and Sinti people and the police, particularly at the local level, and to produce a compilation of police "best practices" in the OSCE region with respect to policing and Roma and Sinti communities. Another established task was to assist the participating States in developing codes of conduct to prevent racial profiling and improve interethnic relations.

The *2004 OSCE Action Plan for the Promotion of Gender Equality*, adopted by the 12th Ministerial Council of the OSCE (Sofia 2004), urged the participating States, the Secretariat, Institutions and field operations to ensure that a gender perspective is integrated into OSCE activities, programmes and projects. The aim shall be to promote the practice of gender equality in the OSCE area, which is essential to comprehensive security. In this context, the SPMU was specifically tasked to enhance its project development to assist participating States in reacting to sexual violence offences and in including elements such as special investigation techniques, and interview skills designated for use with victims of sexual assault including children, and information on referral mechanisms for victim assistance, in the police training curriculum.

The fight against organized crime came to the forefront of OSCE priorities during 2005 and was recognized in a Decision on *Combating Transnational Organized Crime* adopted by the 13th Ministerial Council of the OSCE (Ljubljana 2005). It tasked the OSCE Secretary General with providing the requesting participating States with support for the mobilization of technical assistance, including the necessary expertise and resources, from relevant competent international organizations for the implementation of the United Nations Convention Against Transnational Organized Crime (UNODC) and its Protocols. The Decision also tasked the OSCE Permanent Council to work on designing, with the support of the Secretary General and the relevant OSCE institutions, possible measures and forms of assistance that could be available to requesting participating States with a view to improving and promoting the functioning of criminal justice systems.

Ljubljana Ministerial Decision No. 15/05 on *Preventing and Combating Violence against Women* urged participating States, with support and assistance of the OSCE, to take all necessary legislative, policy and programmatic monitoring and evaluation measures to promote and protect full enjoyment of the human rights of women, and to prevent and combat all forms of gender-based violence against them. The decision also tasked the Permanent Council to encourage the development by relevant OSCE institutions and structures of

programmes, projects and policies to assist participating States, at their request, in combating violence against women and girls and providing assistance to victims.

The Ljubljana Ministerial Council also adopted the *OSCE Border Security and Management Concept*, which first and foremost provides participating Sates with a political framework for their co-operation on border-related issues. It provides objectives and principles for this co-operation and finally defines modalities for OSCE activities in this area. The OSCE "acts upon the request of participating States" to ensure dialogue on border-related issues through, *inter alia*, "exchange of information, experience and best practices", the establishment of a National Focal Points Network, holding of workshops and conferences.

Permanent Council Decision No. 758 *Enhancing International Anti-Drug Co-operation* (2006) tasked the Secretary General and relevant OSCE institutions with providing participating States, upon their request and in close consultation and co-ordination with the UNODC, with assistance/advice on anti-drug issues, *inter alia,* through awareness-raising activities, the organization of regional workshops and facilitation of training.

The Decision on *Combating Sexual Exploitation of Children* adopted by the 14th Ministerial Council of the OSCE (Brussels 2006) encouraged relevant OSCE executive structures, within their existing mandates, to devote attention to the area of sexual exploitation of children, including links to trafficking in persons, and emphasized the need for them and the participating States to co-operate with other international organizations, NGOs and civil society in combating the sexual exploitation of children.

The 14th Ministerial Council of the OSCE (Brussels 2006) adopted the follow-up Decision on *Organized Crime,* reaffirming the importance that the OSCE was giving to this subject. The Decision's tasking to the OSCE Secretary General and the relevant OSCE executive structures, within their respective mandates, included giving enhanced attention to the key role of criminal justice systems in institution-building and in the promotion of the rule of law, as well as co-operating and co-ordinating more closely in order to take better into account the interaction between the components of those systems. A further major task was to build on and consolidate the knowledge and experience on criminal justice and organized crime, and to continue co-operating with the UNODC in matters including combating organized crime and illicit drugs.

Recalling the Ministerial Council Decisions Nos. 3/05 (Ljubljana) on combating transnational organized crime, and 5/06 (Brussels) on organized crime, Permanent Council Decision No. 810 (2007) on *Implementation of the United Nations Convention Against Transnational Organized Crime* tasked the Secretary General to support the implementation of the UNTOC convention in co-operation with the UNODC, and to organize a workshop in co-operation and co-ordination with the Secretariat of the Conference of the Parties to the UNTOC.

Permanent Council Decision No. 813 (2007) on *Combating the Threat of Illicit Drugs and Precursors* emphasized the continuing spread of illicit trafficking of opiates from Afghanistan and chemical precursors throughout the OSCE area. The Permanent Council called on the Secretary General to further develop co-operation in the field of anti-drug matters with UNODC, the Paris Pact and other relevant international structures and organizations by, *inter alia*, organizing joint regional and sub-regional workshops and other activities. Furthermore, the Secretary General was tasked with continuing training activities on drug-related matters.

The need for continuing training of Afghan police officers in addition to providing assistance to Afghanistan in the fields of border security and combating drug trafficking was also a core topic of the Ministerial Decision No. 4/07 on *OSCE Engagement with Afghanistan* (Madrid). Participating States tasked the Secretary General to provide support for intensifying the involvement of Afghan counterparts in OSCE activities related to the fields of border security and management, policing and the fight against drug trafficking, and those in the training facilities in Central Asia and in the rest of the OSCE area. While tasked to avoid unnecessary duplication of existing efforts of other international actors, the Secretary General was also mandated to explore all possible co-operation options, in co-ordination with the United Nations and other relevant regional and international organizations and other actors.

At the Helsinki Ministerial Council in December 2008, the participating States turned their attention once again to the issue of Trafficking in Human Beings. Decision No. 5/08 on *Enhancing Criminal Justice Responses to Trafficking in Human Beings Through a Comprehensive Approach* emphasized the need for training on combating trafficking in human beings for law enforcement personnel and urged the participating States *inter alia* to ensure co-operation between law enforcement agencies and other relevant actors at the national and international level, and "to intensify measures to disrupt trafficking networks, including by means of financial investigations, investigations of money laundering connected to human trafficking and the freezing and confiscation of the assets of human traffickers".

Reaffirming the participating States' commitment to proactively implement the OSCE Action Plan for the Promotion of Gender Equality and recalling Ljubljana Ministerial Council Decisions on Women in Conflict Prevention, Crisis Management and Post-Conflict Rehabilitation, and on Preventing and Combating Violence against Women, the 17th Ministerial Council of the OSCE (Athens 2009), in its *Decision on Women's Participation in Political and Public Life*, called on the participating States to consider providing for specific measure to achieve the goal of gender balance in all legislative, judicial and executives bodies, including police services.

Acknowledging the "[…] diverse and multifaceted OSCE work, experience and lessons learned in the policing field, in particular the work of the SPMU and the field operations within their respective mandates", the Permanent Council, in its Decision 914/09, adopted in Athens, expressed its conviction that the time had come to take stock of what had been done so far in policing and to "[…] initiate a through dialogue on how to further enhance police-related activities within the OSCE." The Permanent Council tasked the Secretary General, "[…] within existing resources and in consultation with relevant OSCE executive structures, to prepare a report on police-related activities of the OSCE executive structures up to the end of 2009". The report was to be based partly on the annual reports on police-related activities, reflecting existing mandates and OSCE commitments, and was "[…] to include an assessment of those activities and a forward looking perspective, offering long-term strategic recommendations". Moreover, the Permanent Council decided that this report would be further discussed during the next Annual Police Experts Meeting in May 2010 as well as at the 2010 Annual Security Review Conference.

*Appendix 5: Original Approved Unified Budget for Police-Related Activities, 1999–2009**

Region / Fund / Programme	1998 Original Approved Budget	1999 Original Approved Budget	2000 Original Approved Budget	2001 Original Approved Budget	2002 Original Approved Budget	2003 Original Approved Budget	2004 Original Approved Budget	2005 Original Approved Budget	2006 Original Approved Budget	2007 Original Approved Budget	2008 Original Approved Budget	2009 Original Approved Budget
10-Fund / 110-The Se / 21315-Strategic Police Matters Unit						-	677,700	772,700	942,800	954,600	917,900	847,900
24610-Strategic Police Matters					88,700	574,800	-	-	-	-	-	-
110-The Secretariat Total					88,700	574,800	677,700	772,700	942,800	954,600	917,900	847,900
10-Funds Related to the Secretariat and Ins Total					88,700	574,800	677,700	772,700	942,800	954,600	917,900	847,900
20-South / 210-Mission / Security and Public Safety		8,577,100	11,778,400	8,950,000	8,903,500	808,800	4,808,500	4,756,800	2,594,100	2,365,600	2,121,200	2,009,800
23680-Police Education and Development												
210-Mission in Kosovo Total		8,577,100	11,778,400	8,950,000	8,903,500	808,800	4,808,500	4,756,800	2,594,100	2,365,600	2,121,200	2,009,800
230-Mission / 23420-Rule of Law (including Police)		4,642,800	270,830	696,420	309,520	116,070	324,015	270,375	246,990	238,980	-	-
230-Mission to Croatia Total		4,642,800	270,830	696,420	309,520	116,070	324,015	270,375	246,990	238,980	-	-
240-Mission / 21310-Police Affairs				189,300	2,817,900	2,473,500	2,485,900	2,396,300	2,218,000	1,677,500	1,879,600	1,819,400
240-Mission to Serbia Total				189,300	2,817,900	2,473,500	2,485,900	2,396,300	2,218,000	1,677,500	1,879,600	1,819,400
250-Presen / 21350-Security Co-operation						99,100	342,900	418,000	237,500	248,200	249,100	249,000
250-Presence in Albania Total						99,100	342,900	418,000	237,500	248,200	249,100	249,000
260-Spillove / 21320-Police Development				1,595,762	7,703,100	4,600,300	3,900,500	2,536,800	2,193,600	1,918,600	1,905,300	1,877,600
23680-Police Education and Development												
260-Spillover Monitor Mission to Skopje Total				1,595,762	7,703,100	4,600,300	3,900,500	2,536,800	2,193,600	1,918,600	1,905,300	1,877,600
270-Mission / 21310-Police Affairs										447,600	427,700	434,900
270-Mission to Montenegro Total										447,600	427,700	434,900
20-South-Eastern Europe Total		13,219,900	12,049,230	11,431,482	19,734,020	8,097,770	11,861,815	10,378,275	7,490,190	6,896,480	6,582,900	6,390,700
30-Easte / 310-Mission / 23637-Anti-Trafficking/Gender									-	241,200	259,900	259,900
310-Mission to Moldova Total									-	241,200	259,900	259,900
320-Project / 23430-Rule of Law and Human Rights									140,000	176,000	171,470	165,456
320-Project Co-ordinator in Ukraine Total									140,000	176,000	171,470	165,456
330-Office i / 23650-Institution Building, Rule of Law and Civil Society							211,500	172,400	174,900	176,600	203,000	288,100
330-Office in Minsk Total							211,500	172,400	174,900	176,600	203,000	288,100
30-Eastern Europe Total							211,500	172,400	314,900	593,800	634,370	713,456
40-Cauc / 410-Mission / 21330-Political and Military Aspects of Security and Police Activities									800,000	800,000	650,000	-
410-Mission to Georgia Total									800,000	800,000	650,000	-
420-Office i / 21340-Politico-Military Activities							345,300	213,000	173,400	464,100	472,600	479,300
420-Office in Yerevan Total							345,300	213,000	173,400	464,100	472,600	479,300
430-Office i / 21340-Politico-Military Activities							315,245	323,800	281,800	667,000	622,200	609,800
430-Office in Baku Total							315,245	323,800	281,800	667,000	622,200	609,800
40-Caucasus Total							660,545	536,800	1,255,200	1,931,100	1,744,800	1,089,100
50-Centr / 510-Centre / 24115-Assistance for Democratic Police Development							40,000	50,000	50,000	50,000	50,000	50,000
510-Centre in Astana Total							40,000	50,000	50,000	50,000	50,000	50,000
21225 - Conflict Prevention and Confidence and Security Building							7,000	30,000	35,000	71,000	52,000	73,000
520-Centre in Ashgabad							7,000	30,000	35,000	71,000	52,000	73,000
530-Centre / 24615-Police Reform Programme										996,300	1,060,500	1,101,600
530-Centre in Bishkek Total										996,300	1,060,500	1,101,600
540-Project / 21340-Politico-Military Activities										66,000	70,000	77,000
540-Project / 23210-Human Dimension Activities											17,000	58,000
540-Project Co-ordinator in Uzbekistan Total										66,000	87,000	135,000
550-Office i / 21332-Political and Military Aspects of Security												210,100
550-Office in Tajikistan Total												210,100
50-Central Asia Total							47,000	80,000	85,000	1,183,300	1,249,500	1,569,700
Grand Total		13,219,900	12,049,230	11,431,482	19,822,720	8,672,570	13,458,560	11,940,175	10,088,090	11,559,280	11,129,470	10,610,856

* According to information available in the OSCE Secretariat and Field Operations

Appendix 6: Number of Field Operations Staff Undertaking Police-Related Activities According to Annual Unified Budgets, 1999–2009 *

Field Operation	Year No. of Staff	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Mission to Croatia	Intl. Staff	120	7	18	8	3	4	4	1	1		
	Natl. Staff		14	20	16	6	6	6	6	1		
Mission in Kosovo	Intl. Staff	14	19	33	267	86	70	61	50	35	33	28
	Natl. Staff				290	294	221	208	40	42	43	40
Mission to Serbia and Montenegro (until 2006)	Intl. Staff			38	38	32	31	31				
	Natl. Staff			25	33	33	33	33				
Mission to Serbia	Intl. Staff								23	22	23	25
	Natl. Staff								23	23	24	24
Mission to Montenegro	Intl. Staff								6	5	5	5
	Natl. Staff								6	5	5	5
Mission to Skopje	Intl. Staff			77	104	111	80	48	42	35	32	27
	Natl. Staff				107	124	83	47	38	35	32	30
Presence in Albania	Intl. Staff				1	1	1	2	2	3	3	2
	Natl. Staff							1	1	8	4	3
Office in Minsk	Intl. Staff									1	1	1
	Natl. Staff											
Mission to Moldova	Intl. Staff										1	1
	Natl. Staff											
Proj. Coord. Ukraine	Intl. Staff							2	2	1	3	2
	Natl. Staff							1	1	5	5	5
Office in Baku	Intl. Staff							1	1	1	3	4
	Natl. Staff								1	1	3	3
Mission to Georgia	Intl. Staff						1	2	2	2	8	
	Natl. Staff						1	2	2	2	51	
Office in Yerevan	Intl. Staff						1	1	1	1	1	1
	Natl. Staff						1	1	1	1	1	2
Centre in Ashgabad	Intl. Staff							1	1	1	1	2
	Natl. Staff							1	1	1	1	3
Centre in Astana	Intl. Staff										1	1
	Natl. Staff										2	2
Centre in Bishkek	Intl. Staff									3	4	4
	Natl. Staff									5	7	7
Office in Tajikistan	Intl. Staff										1	1
	Natl. Staff										1	4
Proj. Coord. Uzbekistan	Intl. Staff							1				
	Natl. Staff							3		1	1	1
Total	Staff	134	40	211	864	690	533	457	251	241	300	233

| SPMU | Intl. Staff | | | | 3 | 9 | 11 | 9 | 13 | 12 | 12 | 12 |

* According to information available in the Secretariat and Field Operations

Explanatory note on the tables:

The tables on pages 130-131 provide an overview of all police-related activities undertaken by the OSCE executive structures between 1999 and 2009.

In order to provide a more detailed description of these activities, the three thematic areas Police Development and Reform, Community Policing, and Organized Crime, are further broken down into different fields of police work. The columns of the table include the specific activities that have been most common among the various field operations during the last 11 years. Specific fields of policing/police training that are unique in specific field operations are subsumed in the column "Others", which therefore includes *inter alia*: Traffic Policing, Basic Driver Training, Rifle Training, Public Safety Structures Training (targeting corrections staff, fire fighters and ambulance staff, etc.), Hostage Negotiations and War Crimes Investigation.

Within the different fields of policing/police training, the report further differentiates between various types of projects, such as: legislative/strategic support; training and capacity building, including the provision of equipment and guidance material; as well as the facilitation of study tours and participation in international conferences abroad for representatives of the host nations, such as policy makers and practitioners from the criminal justice sector.

The different types of projects are highlighted in the colours:
-      Red   = legislative/strategic support;
-      Blue   = training and capacity building, including the provision of equipment and guidance material);
-      Green =   facilitation of study tours/participation at conferences abroad.

The information of the table based primarily on the information provided by the annual reports of the Secretary General on police-related activities. Since they have only been produced since 2002, the SPMU relied primarily on the analysis of weekly, monthly and quarterly activity reports from the field operations to cover the activities in 1999–2002.

Appendix 7: *Overview of Police-Related Activities Undertaken by OSCE Executive Structures, 1999–2009 (page 1 of 2)*

Executive Structure / Activity	Police Development																
	Long-term					Short- and Medium-term											
	Curricula Develop-ment	Refurbish-ment	Basic Police Training	Police Monitoring in Crisis Mgmt/ Conflict Prevention/ Post-conflict Rehabi-litation	POLIS	Curricula Develop-ment	Strategic Planning/ Police Reform	Human Resource Mgmt	Supervision and Mgmt	Certification	Border/ Customs Activities	Public Order Mgmt	Gender/ Domestic Violence	Hate Crimes	Others	Police Account-ability
Mission in Croatia																
Mission in Kosovo																
Mission to Serbia																
Mission to Montenegro																
Spill. Mon. Mission to Skopje																
Presence in Albania																
Office in Minsk																
Mission to Moldova																
Project Co-ord. in Ukraine																
Mission to Georgia																
Office in Baku																
Office in Yerevan																
Centre in Ashgabat																
Centre in Astana																
Centre in Bishkek																
Office in Tajikistan																
Project Co-ord. in Uzbekistan																
SPMU																
ODIHR																
HCNM																
ATU																
CPC/OS Borders																
OSR/CTHB																
Gender Section																
OCEEA																

Legend:

■ (red) Legislative / Strategic Support

■ (blue) Training and Capacity Building (including provision of equipment and guidance material)

■ (green) Facilitation of Study Tours / Participation at Conferences abroad

Executive structure/activity	Community Policing	Organized Crime											International Co-ordination
		Short- and Medium-term											
	Community Policing	Organized Crime in General	Anti-Terrorism	Cyber Crime/ Sexual Exploitation of Children	Financial Crimes/ Corruption/ Asset Forfeiture	Criminal Analysis/ Investigations/ Witness Protection	Crime Scene Management	Drugs	THB	Travel Document Security	Regional Co-operation	International Co-ordination
Mission in Croatia												
Mission in Kosovo												
Mission to Serbia												
Mission to Montenegro												
Spill. Mon. Mission to Skopje												
Presence in Albania												
Office in Minsk												
Mission to Moldova												
Project Co-ord. in Ukraine												
Mission to Georgia												
Office in Baku												
Office in Yerevan												
Centre in Ashgabat												
Centre in Astana												
Centre in Bishkek												
Office in Tajikistan												
Project Co-ord. in Uzbekistan												
SPMU												
ODIHR												
HCNM												
ATU												
CPC/OS Borders												
OSR/CTHB												
Gender Section												
OCEEA												

Legend:

■ (red) Legislative / Strategic Support

■ (blue) Training and Capacity Building (including provision of equipment and guidance material)

■ (green) Facilitation of Study Tours / Participation at Conferences abroad

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Explanatory note on the tables:

The tables on pages 134-135 provide a statistical overview of the number of all police-related activities undertaken by the OSCE executive structures between 1999 and 2009.[94]

In order to provide a more detailed description of these activities, the three thematic areas— Police Development and Reform, Community Policing, and Organized Crime—are further broken down into different fields of policing. The columns of the table include the specific activities that have been most common among the various field operations during the last 11 years. Specific fields of policing/police training that are unique in specific field operations are subsumed in the column "Others", which therefore includes, *inter alia*: Traffic Policing, Basic Driver Training, Rifle Training, Public Safety Structures Training (targeting corrections staff, fire fighters and ambulance staff, etc.), Hostage Negotiations and War Crimes Investigation.

Within the different fields of policing/police training, the report further differentiates between various types of projects, such as: legislative/strategic support; training and capacity building, including the provision of equipment and guidance material; and the facilitation of study tours and participation in international conferences abroad for representatives of the host nations, such as policy-makers and practitioners from the criminal justice sector.

The figures of the number of different types of projects are highlighted in colours:

   - Red   = legislative/strategic support;
   - Blue   = training and capacity building, including the provision of equipment and
               guidance material);
   - Green =   facilitation of study tours/participation at conferences abroad.

The figures are based primarily on the information provided by the annual reports of the Secretary General on police-related activities. Since these reports have only been produced since 2002, the SPMU relied primarily on the analysis of weekly, monthly and quarterly activity reports from the field operations to cover the activities in 1999–2002.

Based on the statistical information from the above-mentioned reports, 4,911 single activities have been counted within the three thematic areas of policing.

By "4,911 activities", this does not mean that 4,911 different events took place. It means that events —which were organized in co-operation by different units and field operations and/or were attended by several thematic units, field operations, or by representatives of host States whose participation had been facilitated by the field operations—have all been counted as single activities, because all the OSCE executive structures involved had devoted time, personnel and financial resources to these activities.

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[94] An electronic copy of the annual tables containing the detailed data on police-related activities for the period of 1999 - 2009 can be found in the DocIn system. Alternatively, a copy can be obtained by contacting SPMU (spmu@osce.org).

The vast majority of OSCE's police-related activities have been implemented with a short-term time horizon of one to 14 days.

Very few activities lasted between two weeks and four months. They were considered medium-term activities. These medium-term activities were merged with the short-term activities in the counting process, because their number was so low that it would have not provided a significant input in the total statistical data.

In the thematic area of Police Development and Reform, there have also been a number of instances in South-Eastern Europe where OSCE field operations undertook certain long-term activities in the field of basic police training that lasted for several months and were, rather, ongoing activities, in contrast to the specialized and advanced training activities with a short- or medium-term timescale.

Similarly, a number of basic curriculum development activities as well as the refurbishment of training facilities can also be considered long-term activities, since they typically lasted more than four months. The same is true for the monitoring of police forces in the aftermath of conflicts, which has been a specific task for the OSCE missions in Croatia and the former Yugoslav Republic of Macedonia: these were also ongoing daily activities, taking place for several months/years.

These long-term activities have been counted separately and have not been included in the graphic figures in Chapter III of this report, because this would have not provided a completely correct picture if the comparably low number of long-term activities would have been weighted at the same level as the short- and medium-term activities. In the overview of police-related activities, the long-term activities should therefore be considered separately. Since all these long-term activities took place in the thematic area of Police Development, the reader should, nonetheless, keep in mind that the share of Police Development activities among all police-related activities was significantly higher between 1999 and 2005 than indicated in figure 2 in Chapter III.

Appendix 8: Statistical Overview of Police-Related Activities Undertaken by OSCE Executive Structures, 1999–2009 (page 1 of 2)

Executive structure/activity	Police Development and Reform — Long-term					Police Development and Reform — Short- and Medium-term										
	Curricula Development	Refurbishment	Basic Police Training	Police Monitoring in Crisis Mgmt/Conflict Prevention/Post-conflict Rehabilitation	POLIS	Curricula Development	Strategic Planning/Police Reform	Human Resource Mgmt	Supervision and Mgmt	Certification	Border/Customs Activities	Public Order Mgmt	Gender/Domestic Violence	Hate Crimes	Others	Police Accountability
Mission in Croatia				2			4 2	2 2 2			2 1			1	2	1
Mission in Kosovo	4 18		10	31		1 6	6 2	1	93	2 109	79	3	26		4 771 1	11 17 1
Mission to Serbia	2	2	2 7			5	23 28 5	2	1 14		11 44 2		1	2	3 63 15	25 18 6
Mission to Montenegro	2				2		9 7 1	1	2		7 20 1	4	1		1 20	6
Spill. Mon. Mission to Skopje	9	3	8	3		4	8 12 1	2	1 8		4 28 2		1		78 1	5
Presence in Albania	1					1	2 2	2			5 47 1			1 1 2	21 1	
Office in Minsk	1					1	1				1				2 1	1
Mission to Moldova							2								1 1	
Project Co-ord. in Ukraine											1		1 1		4 2 1	2 5 2
Mission to Georgia		3	2	1 1		1 2	7 3 1	2 5 1	1		2 4		2		12 1	
Office in Baku	4 1		6			3 2	2				1	1 12	2		1 5 1	
Office in Yerevan	2		3			1 1	3 5				1 2	1 4		1 1	1	5
Centre in Ashgabat											11 2		2	1	24 10	
Centre in Astana						1	2								1 1	4 3
Centre in Bishkek	1 12		6			1 3	6 14 4	1	5	108	3 1	1 59 3	1 39 3	1	1 121 2	6
Office in Tajikistan						1	1 1		1		2 4 3		2 1		6 1	
Project Co-ord. in Uzbekistan							3 4 2				1				7	1
SPMU	1		1		5 9	4	13 7				5 11		1 1	1	7	1
ODIHR					2	1	4				1	1	10 30	11 18	9	5 13 4
HCNM								1 21								
ATU											1 14					
CPC/OS Borders	1 1		1	6			7		1	2 10	1 13					
OSR/CTHB																
Gender Section													1 2			
OCEEA											3					
Total number of activities	6 56 1	34	3 46	6 6	5 13	4 31 4	100 90 16	8 35 3	4 134	2 217	41 287 14	3 83 3	14 112 5	12 23 3	19 1152 36	43 82 17
Total number of activities	63	34	49	12	18	39	206	46	138	219	342	89	131	38	1207	142
%	1.3	0.7	1	0.2	0.4	0.8	4.2	0.9	2.8	4.5	7	1.8	2.7	0.8	24.6	2.9

Legend:

🟥 Legislative / Strategic Support

🟦 Training and Capacity Building (including provision of equipment and guidance material)

🟩 Facilitation of Study Tours / Participation at Conferences abroad

Appendix 8: Statistical Overview of Police-Related Activities Undertaken by OSCE Executive Structures, 1999–2009 (page 2 of 2)

Column groups: **Community Policing** | **Organized Crime** (Organized Crime in General, Anti-Terrorism, Cyber Crime/Sexual Exploitation of Children, Financial Crimes/Corruption/Asset Forfeiture, Criminal Analysis/Investigations/Witness Protection, Crime Scene Management, Drugs, THB, Travel Document Security, Regional Co-operation) | **International Co-ordination**

Each category has three sub-columns: L = Legislative/Strategic Support (red), T = Training and Capacity Building (blue), S = Facilitation of Study Tours/Participation at Conferences abroad (green).

Executive structure/activity	CP-L	CP-T	CP-S	OC-L	OC-T	OC-S	AT-L	AT-T	AT-S	CY-L	CY-T	CY-S	FC-L	FC-T	FC-S	CA-L	CA-T	CA-S	CS-L	CS-T	CS-S	DR-L	DR-T	DR-S	THB-L	THB-T	THB-S	TD-L	TD-T	TD-S	RC-L	RC-T	RC-S	IC-L	IC-T	IC-S	Total	%
Mission in Croatia	2	36	5	4										1		1	1								1						1				21		94	1.9
Mission in Kosovo	12	128		5	10		1	4	1				1	2	1		94			17		1	18	1		3	1		3			1			1		1501	30.5
Mission to Serbia	17	112	5	12	5	2		4			4	2	4	10	1	1	14		5	19	11	2	4	3	1	9	2		5			1			24		566	11.5
Mission to Montenegro	2	19	3	4	6	2		7	2		2	1	2	3			9	1	1	9	3		10	3	2	4	3		2			22			5		211	4.3
Spill. Mon. Mission to Skopje	5	245	3	1	1								1	3	1	3	15	2	1	3			2	3	1	8	1		7	2		4			19		509	10.4
Presence in Albania		2		1									1			3	14						5		4	9			1			4			3		135	2.7
Office in Minsk																										2											10	0.2
Mission to Moldova	1					3					2													2		5											17	0.3
Project Co-ord. in Ukraine																	14											2	18	1							54	1.1
Mission to Georgia	2	12	1	3	5	2	1	22	6				1		1		2			1			1														111	2.3
Office in Baku		28	6					1	1				1	3							1	1	2			4	1								1		91	1.9
Office in Yerevan	3	26	2					2		1	1		1	3		1	5			1		1	2	1					1			1			1		87	1.8
Centre in Ashgabat		2			3	6		3	22		1	3	1		1		2						5	4		2	5		2	3		1	1				120	2.4
Centre in Astana		9	2	1	3	2					2	1	1	2		2	2	2				1				8	19	1							2		73	1.5
Centre in Bishkek	4	91	19	1	5			7	1			1		1		1	43	1	6	39	1		13	1	4	4	2		1		1				2		649	13.2
Office in Tajikistan					3	1	2	4	1				1	1	1								2	1	1	4	3		2								50	1
Project Co-ord. in Uzbekistan			3		1	2		1	1		1	1	1	2	1								3	2		1			1								39	0.8
SPMU	1	7	1	11	15	1		2		6	19	2	2	1			6	1				3	14		3	16	1					3			18		200	4.1
ODIHR	2	12			1			30								1									14	8	2					2					181	3.7
HCNM																																			1		23	0.5
ATU					1		15	10	2	1																		4	26	3					1		78	1.6
CPC/OS Borders																								1					7	1	2	11		4	2	1	72	1.5
OSR/CTHB				1							1			1											4	17											25	0.5
Gender Section		2																																			5	0.1
OCEEA																	7																				10	0.2
Total number of activities	51	731	53	44	59	20	19	95	40	8	29	16	17	42	10	12	214	16	13	88	15	6	78	24	45	136	24	4	58	10	4	50	1	4	101	1		
Total number of activities	835			123			154			53			69			242			116			108			205			72			55			106			4911	
%	17			2.5			3.1			1.1			1.4			4.9			2.3			2.2			4.2			1.5			1.1			2.1				100

Legend:

- 🟥 Legislative / Strategic Support
- 🟦 Training and Capacity Building (including provision of equipment and guidance material)
- 🟩 Facilitation of Study Tours / Participation at Conferences abroad

Appendix 9: International and National Partner Organizations

AEPC	Association of European Police Colleges
AQAS	Agency for Quality Assurance through the Accreditation of Study Programme
CARICC	Central Asian Regional Information Co-ordination Centre
CEPOL	European Police College
CICA	Conference on Interaction and Confidence Building Measures in Asia
CIS	Commonwealth of Independent States Executive Committee
CoE	Council of Europe
COP	Conference of Parties
CORE	Centre for OSCE Research
CSTO	Collective Security Treaty Organization
DACI	Anti Corruption Initiative Directorate
DCAF	Geneva Centre for the Democratic Control of Armed Forces
DEA	Drug Enforcement Administration – U.S.
EC Commission	European Community Commission
EMCDDA	European Monitoring Centre for Drugs and Drug Addiction
ENFSI	European Network of Forensic Science Institutes
EU BOMCA	Border Management Programme in Central Asia
EU CADAP	Drug Action Programme in Central Asia
EUMM	European Union Monitoring Mission
EUROPOL	European Law Enforcement Agency
EUROJUST	European Union Judicial Cooperation Unit
FATF	Financial Action Task Force
FIN	Financial Integrity Network
ICAO	International Civil Aviation Organization;
ICITAP	International Criminal Investigative Training Assistance Program
ICMEC	International Centre for Missing & Exploited Children;
ICMPD	International Centre for Migration Policy Development;
ICTY	International Criminal Tribunal for the former Yugoslavia
IDFTC	International Drug Fighting Training Centre of the All-Russian Advanced Police Academy in Moscow (Domodedovo)
ILEA	International Law Enforcement Academy
ILO	International Labour Organization
INCB	International Narcotics Control Board;
INPROL	International Network to Promote the Rule of Law
INTERPOL	International Criminal Police Organization
IOM	International Organization for Migration
NATO	North Atlantic Treaty Organization
RCC	Regional Cooperation Council

Saferworld	
SCO	Shanghai Cooperation Organization
SECI	Southeast European Cooperative Initiative
SELEC	Southeast European Law Enforcement Centre (formerly SECI)
SEPCA	Southeast Europe Police Chief Association
SIDA	Swedish International Development Agency
SOCA	Serious Organised Crime Agency – UK
SPOC	Stability Pact for South Eastern Europe – Security Initiative to fight Organized Crime
TADOC	Turkish International Academy against Drugs an Organized Crime
TIKA	Turkish International Cooperation and Development Administration
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNDPKO	United Nations Department of Peacekeeping Operations
UNMIK	United Nations Interim Administration Mission in Kosovo
UNODC	United Nations Office on Drugs and Crime
WCO	World Customs Organization