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**Organization for Security and Co-operation in Europe
Office of the Secretary General**

Annual Report of the Secretary General on Police-Related Activities in 2005

**(Submitted in accordance with Decision 9, paragraph 6, of the Bucharest
Ministerial Council Meeting, 4 December 2001)**

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Appendices:

ODIHR Annual Report on Police-Related Activities for 2005
HCNM Annual Report on Police-Related Activities for 2005-2006

1. INTRODUCTION

1.1. This is the fourth report submitted in accordance with the mandate referred to on the title page.

1.2. The report provides information about police capacity and institution building undertaken by the Organization for Security and Co-operation in Europe (OSCE) field operations in support of their respective host-State governments. The report also describes developments involving new or ongoing activities conducted by the OSCE Strategic Police Matters Unit (SPMU). Attention is drawn to the role of the OSCE Senior Police Adviser to the Secretary General (SPA) and to resource and other matters at the conclusion of the report. The OSCE Office for Democratic Institutions and Human Rights (ODIHR) Annual Report on Police-Related Activities for 2005 and the OSCE High Commissioner on National Minorities (HCNM) Annual Report on Police-Related Activities for 2005-2006 are attached to this report as appendices.

1.3. The last year's report asserted the importance of addressing the need for supporting both technical competencies in fundamental areas of day-to-day operational policing and fostering the vision that could guide the development of the culture of policing. If pursued separately, these two approaches can lead to adding competence and sophistication to an instrument of authoritarian control or to creating good intentioned but ultimately self-deceiving illusions that visions and concepts by themselves could be sufficient to protect the population from crime. In 2005, police development activities conducted by the OSCE field operations with support from the SPA continued the search for the optimal balance between the two objectives stated above.

1.4. The previous report also clearly identified the requirement for addressing policing issues in the broader context of the justice and security sector development through the formulation of a comprehensive OSCE Justice and Security Sector Reform doctrine. It is proposed that such a doctrine should stress the need for specific national and cultural considerations to be incorporated into any future rule of law/law enforcement assessment and assistance activities. A doctrine should offer comprehensive guidance on assessing what each country has achieved and therefore what additional needs each have. It is further proposed that such a doctrine should be inclusive of all the elements required to function within an effective criminal justice system.

1.5. Towards the end of 2005, the SPMU joined the international debate around the Security System Reform concept, spearheaded by the Organization for Economic Co-operation and Development. During a very short period of time at the end of 2005, the SPMU has formulated an outline of an internal food-for-thought paper, which is summarized below.

1.6. The rule of law is at the foundation of the conflict-prevention role, which lies at the core of the OSCE mandate. The potential for intra or inter-State conflicts is inversely correlated with the success of poverty reduction strategies – economic growth leads to internal stability and political maturity, which prevails upon power groups in their claims on control of the State and opens the way to democratic governance. Economic growth in post-conflict and transition countries, however, is only achievable through participation in international development mechanisms. The latter, in their turn, tend to perceive rule of law as the principal safeguard for infusion of external resources. Insufficient ability of a host State to provide this safeguard can lead to reluctance on the part of donor institutions to continue development aid, increasing the risk of decline and weakening of state mechanisms that inevitably have a decimating effect on human rights and basic freedoms of the population.

1.7. The objective of establishing the rule of law requires not just law enforcement capacity and institution building, but comparable and synchronized improvements across the entire criminal justice sector. Furthermore, the new paradigm requires shifting priority attention to crime prevention rather than detection, as protecting a person from becoming a victim of crime represents the ultimate effort to safeguard a basic human right.

1.8. This is the plane on which the true role and comparative advantage of the OSCE lies, which can be expressed through a three-tier approach. It starts with assisting participating States in understanding the linkage between rule of law, economic development and stability and in formulating an overarching concept of justice and security sector reform. Without such a concept, isolated assistance measures – well-wishing, even comparatively significant in scale – are much more likely to make a country assistance-dependent than to lead to self-sustainable development of the justice and security sector. A Justice and Security Sector *Development Concept*, reflecting full ownership by a host State and rooted in its history, culture and traditions could become a powerful driver of change.

1.9. The starting point for its formulation could be a self-assessment by the host State of its justice and security sector against a matrix of relevant international commitments, good practices and democratic norms regarding protection of the population from crime and access to justice, which can be collectively described as the OSCE Commitments to Rule of Law. As emphasized in the last year's Report on Police-Related Activities, it will "link together the operational elements of the Organization in order to guide the formulation of OSCE mission mandates, present a clear statement of purpose in association with existing ones and distinguish between the activities of the OSCE and its international counterparts in the future."

1.10. The next logical step, following the approval by a host State of a Justice and Security Sector Development Concept, would be to prepare a set of *Development Frameworks*, creating a transmission mechanism that would permit it to convert the strategic targets set by the Concept into a sequence of prioritized programmatic objectives. Development Frameworks serve as tools for the implementation of the Development Concept; they are prepared separately for each of the justice and security sector agencies. At the same time, individual frameworks remain co-ordinated, inter-linked and aligned with the overarching strategic targets set by the Development Concept.

1.11. While the OSCE has the role of supporting relevant domestic efforts of participating States, it should resist the temptation of overtaking them and becoming the driving force behind formulation of either the Development Concept or Development Framework.

1.12. Achievement of objectives contained in Development Frameworks is accomplished through formulation and implementation of projects or programmes. It is at this stage that the OSCE shall pass the lead to international financial institutions, development organizations and bilateral donors. The OSCE can not and should not compete with their superior resources and delivery capacity. The OSCE's value-added contribution to justice and security sector reform is first and foremost to help a host country, bilateral donors and development orientated organizations to acquire a common understanding of the problem and a common goal. In addition, the OSCE offers a comparative advantage in being able to quickly deliver assistance to fill the niches overlooked or left behind by larger players – niches that can sometimes thwart the achievement of higher-level objectives. Within multi-year Development Frameworks, the OSCE

can identify short-term low-cost projects supporting practitioners and include them into annual budgets of its field operations. While small unconnected projects have little chance of accomplishing sustainable results, small projects of short duration but consciously aiming to achieve incremental progress towards specific medium-term objectives can become a valuable complement to large-scale assistance programmes.

1.13. A triad of “Development Concept – Development Framework – Incremental Projects”, informed by the analysis of key documents on the subject of justice and security sector reform, can help the OSCE maximize its usefulness to participating States and avoid both competition for funds and overlapping with bilateral programmes.

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2. POLICE-RELATED ACTIVITIES IN FIELD OPERATION AREAS

Note: *The responsibility for implementation of police development projects and programmes rests with Heads of respective field operations in their capacity of Fund Managers. The staff of the Strategic Police Matters Unit supports them by standing ready to conduct the pre-requisite needs assessment and contributing expertise to project/programme formulation and implementation*

SOUTH EAST EUROPE

The OSCE Mission to Croatia

2.1. In the course of 2005, the number of international staff members was reduced, with only one international staff member remaining, assisted by three national staff members. There are three Field Offices in Vukovar, Sisak and Split, each one represented by one national staff member.

2.2. Taking into consideration improvements in the overall security situation in Croatia and notable improvements in the performance of the Croatian Police in the past years, the tasks of the Mission's police component focused in 2005 primarily on advising the police authorities on the central level on their efforts at police reform while maintaining an advisory role, lecturing role and to a lesser degree, light monitoring of actual police activities in the field, especially in the area of investigating ethnically motivated incidents.

2.3. The Police Affairs Unit concentrated its limited resources on three strategic areas where the OSCE Mission can be considered to have a comparative advantage in relation to other international actors. The three areas are:

1) Police reform, including:

- Development of a modern human resources management system in the Croatian Police with the emphasis on changes of legislation;
- Beginning of decentralization process of the Ministry of Interior.

2) Regional and international police cooperation, including:

- Coordinate police assistance by chairing the International Donors Co-ordination Group on Police Assistance to Croatia;
- Support specific projects and activities aimed at bringing the working methods of the Croatian Police in line with European standards.

3) Community policing, including:

- Assist in training and preparation of community policing 'Contact Officers';
- Support the work of Communal Prevention Councils and community partnerships;
- Promote investigation of domestic violence (following the 2003 Law on Protection Against Domestic Violence).

2.4. The proportion of police officers versus population in Croatia didn't change in 2005 and remains significantly higher than in most Western European countries (it is almost twice as high as in the United Kingdom or Germany). One of the reasons is that border police officers are also counted in. National minorities and women are under-represented in the Croatian Police, comprising approximately 4 and 8 percent respectively.

2.5. There were no significant changes in terms of number of replaced Heads of Administrations and Departments in 2005. In July 2005 new Minister was appointed following separation of his predecessor for medical reasons. December 2005 was marked with two important changes. Director General of Police was replaced and appointed as the Minister's Advisor for Traffic Police. Few days after being appointed, new Director General replaced the Head of the Criminal Police Directorate, justifying this decision by the latter's lacking in professional experience and announcing further changes within the Police Directorate, especially in the Criminal Police Directorate. Head of Police Academy was also replaced.

2.6. The Mission organized a human resources management workshop in March 2005 and a related study visit to Sweden for representatives of the Ministry of Interior in December 2005. At the closing of human resources management workshop, Assistant Minister of the Interior for Legal and Personnel Affairs stated that the Ministry would immediately start changing legislation regarding performance evaluation, promotion and job descriptions emphasizing that the OSCE assistance in that process would be appreciated. The issue of under-representation of national minorities and women within the Croatian Police is continuing to be addressed by the Mission.

2.7. In 2005 the Mission continued to support the reform of public relations of the Ministry of Interior. As part of Mission's activities, one-day seminar was organized on development of the website of the Ministry of Interior.

2.8. The OSCE Mission chairs the International Donor Coordination Group on Police Assistance to Croatia, which comprises representatives of nine embassies, the European Commission Delegation, the IOM and Ministry of Interior. The number of participants of the group has more than doubled in 2004. The group meets every second month.

2.9. The Mission has assisted the Contact Officer (community policing) program by providing expert training and advice. To date, round 550 out of a planned total of some 700 Contact Officers have been trained and deployed throughout the country.

2.10. In December 2005 the Mission organized a workshop on improving the work of Communal Prevention Councils and enhancement of cooperation between the police and the population.

2.11. In 2006, the Mission's police component will continue providing support and advice to the Ministry of Interior and the Croatian Police in the areas of police reform, focusing its efforts on issue of decentralization of police, community policing and international police cooperation. Police Affairs Unit will remain the Mission's Focal Point for issues related to Trafficking in Human Beings.

2.12. The Mission's Police Affairs Unit will continue coordinating its work with the OSCE Strategic Police Matters Unit in Vienna and will pursue initiatives aimed at regional development and the harmonization of police matters and working practices. The Unit will continue cooperation with other OSCE field operations in the region, the EUPM in Bosnia and Herzegovina and relevant EC institutions.

2.13. The Police Affairs Unit will concentrate its resources on those strategic areas where the OSCE can be considered to have a comparative advantage, including the following main priorities:

Decentralization of police:

- Continue the development of a modern human resources management system within the Croatian Police;
- Advise the Ministry of Interior in the restructuring of the Border Police.

Regional and international police cooperation:

- Coordinate international support by continuing to chair the International Donors Coordination Group on Police Assistance in Croatia;
- Conduct specific projects/activities aimed at bringing the working methods of the Croatian Police in line with European standards (e.g. organizing workshops, seminars and round tables).

Community Policing:

- Assist in the training and preparation of community policing Contact Officers;
- Support and advise on the development of crime prevention and community partnerships with emphasis on establishment and enhancement of work of Communal Prevention Councils;
- Implement local projects aimed at reconciliation between different communities.

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The OSCE Mission in Kosovo

2.14. The year 2005 marked a pivotal period in the history of the Kosovo Police Service (KPS) and the final success of the mandate of the Department of Police Education and Development (DPED) for at least three reasons: transfer of operational policing responsibilities, response to the violent events in March 2004, and capacity-building for the transition of the Kosovo Police Service School (KPSS) to its successor entity.

2.15. A major constraint for DPED in the period 1999-2004 was the inability to build skills in police management and specialist areas, because KPS Officers were given minimal responsibility – as a result of UNMIK’s executive policing mandate – and, therefore, could not acquire much experience. This changed significantly in 2005 when the majority of police stations and operational and regional command functions were transferred to newly promoted KPS Officers. UNMIK’s accelerated transfer of responsibilities presented an opportunity for DPED to develop and deliver professional and relevant training programmes in key management and specialized policing areas.

2.16. The exigencies for enhanced civil disturbance management and community policing skills, following the March 2004 violence, presented another challenge. In co-operation with UNMIK Pillar I (Police & Justice), DPED designed and implemented a comprehensive training package to facilitate the creation of KPS civil disturbance teams. This major enterprise forms an important component of the long-term strategic response to the potential for further outbreaks of violence. Additionally, DPED augmented its own community policing initiatives, as well as supported new community safety forums empowered by law to prevent such violence from recurring.

2.17. In view of the transfer of KPSS to its successor entity on 1 January 2006, DPED increased its efforts to build on the growing skills and expertise of the national staff through an enhanced range of capacity-building measures in the areas of technical support, administration, training and management. As DPED entered 2006, a professional, sustainable national management structure had been established to assume the responsibilities of the KPSS’ successor institution, the Kosovo Center for Public Education and Development (KCPSED), which will eventually become an executive agency in the newly established Ministry of Internal Affairs.

2.18. Key Achievements in 2005

- DPED assisted the KPS and other public safety services in the transition process towards local ownership. By the end of 2005, the DPED achieved substantial progress in transferring responsibility from international mission members to KPS, as well as to national OSCE staff, in the KPSS. 88% of middle and senior management posts were transferred to national staff.
- DPED assisted with the development and implementation of a legal framework for the KPS, which launched the Police Inspectorate of Kosovo.
- In 2005, 12,054 students graduated from a diverse range of existing and new training programmes at the KPSS.
- A total of 681 students graduated from two Basic Training Courses, bringing the total number of trained KPS Officers to 7,615.
- To assist with the establishment of the Regional Operations Support Unit (ROSU), DPED/KPSS trained a total of 1,614 KPS Officers in civil disorder management tactics.

- DPED/KPSS increased its management and leadership development activities, graduating over 300 KPS and other public safety service officers from First-Line Supervision and Mid-Management courses and conducting more than 500 leadership assessments.
- DPED/KPSS successfully implemented the enhanced Instructor Development Programme, delivering 7 course for nearly 80 students.
- DPED successfully completed a comprehensive Quality Assurance Assessment of all 82 KPS Instructors, thereby substantially increasing their training performance.
- DPED/KPSS hosted the first training for the Organized Crime Training Network in South East Europe.
- DPED continued to build partnerships between the police and the people and address issues of crime, safety, security and liveability through its community policing initiatives, including developing Community Safety Action Teams in eight additional municipalities.

Development of a Legal Framework for the KPS

2.19. The development and implementation of a sound legal framework for the KPS marked a critical juncture for this new organization, as well as a prerequisite for the successful completion of the transfer of authority for policing to the Provision Institution for Self-Government (PISG). In the early part of 2005, UNMIK Pillar I invited the OSCE to engage in the process of developing a legal framework for the KPS. DPED assumed a significant role in the technical working groups that developed UNMIK Regulation 2005/54, *On the Framework and Guiding Principles of the Kosovo Police Service*, and an associated Administrative Direction. This work was completed in close co-operation with other stakeholders, notably UNMIK Pillar I (Police & Justice) and Civilian Police, KPS, the Assembly of Kosovo and the Office of the Prime Minister. A conscious effort was made on the part of DPED to ensure that Council of Europe standards – particularly those contained in the European Code of Police Ethics – were integrated into the draft materials.

Police Inspectorate of Kosovo

2.20. A key feature of Regulation 2005/54 (and the associated draft Administrative Direction) is the Police Inspectorate of Kosovo (PIK), introduced by the DPED. PIK is an independent oversight mechanism that combines two primary functions in pursuit of the principles of accountability, transparency, and community-centricity – the anchors of democratic policing. Firstly, PIK will perform an audit function, scrutinizing the performance of every police station and department in terms of efficiency and effectiveness. Secondly, it will have authority to investigate all allegations of serious misconduct by KPS Officers of all ranks. The successful implementation of this oversight mechanism – unique in the Balkans – will reassure all communities of Kosovo that the KPS can and will be held accountable where, either collectively or individually, the police fails to provide services in support of a safe and stable society.

2.21. As an Executive Agency of the new Ministry of Interior, the Police Inspectorate will commence implementation during 2006. It will be fully independent of the police, headed by a Chief Executive Officer and comprised of a team of civil servants with the rights and privileges afforded by the Civil Service Law. It will be equipped with a broad range of legal powers to allow its staff unhindered access to every area of the KPS; all staff will be trained and competent to conduct both serious discipline investigations and inspections of departments and stations.

2.22. In July 2005, the OSCE Head of Mission in Kosovo agreed with UNMIK Pillar I that DPED would take the lead role in the implementation of both the institution-building and capacity-building of the PIK, including the design and delivery of training, preparation of a 'start-up' budget from the Kosovo Consolidated Budget (KCB), development of job descriptions and job profiles, drafting of standard operating procedures, creation of relevant forms and public information materials, and provision of expert advice during the recruitment and selection process. In September 2005, a phased capacity-building programme for the Inspectorate Team commenced, using the draft legislation as the basis for the PIK development and including management and leadership skills, report-writing skills, applicable and police ethics, police inspection skills and use of inspection protocols, and investigation of complaints skills.

2.23. The functions of the Inspectorate are quite unique within the context of the PISG and the required capacity-building is very specialized. A great deal of time and effort has already been invested in the institution-building and capacity-building materials on the basis of the existing draft Regulation and, more importantly, the Administrative Direction. In order to ensure that the materials are consistent with the law it is essential that the legislation is approved in early 2006.

2.24. The advantages of an effective Police Inspectorate cannot be over-emphasized at this critical period in the history of the KPS and the PISG. If this oversight entity is developed on the basis of sound legislation and operating procedures, and driven by an energetic, competent and professional team of civil servants it has the potential to influence the positive evolution of the KPS. Experience indicates that the relative success or failure of the Inspectorate in 2006 and beyond will be contingent upon a number of factors that lie within the competence of the PISG (including the new Ministry of Internal Affairs), assisted by the OSCE Implementation Project Team. These factors include agreeing a sound legal framework and procedural documents, use of a rigorous selection process to identify potential Inspectorate officers, application of a thorough and intensive training and assessment programme, and only granting executive authority to those officers who demonstrate that they have achieved a minimum standard of performance.

Staff and Transition

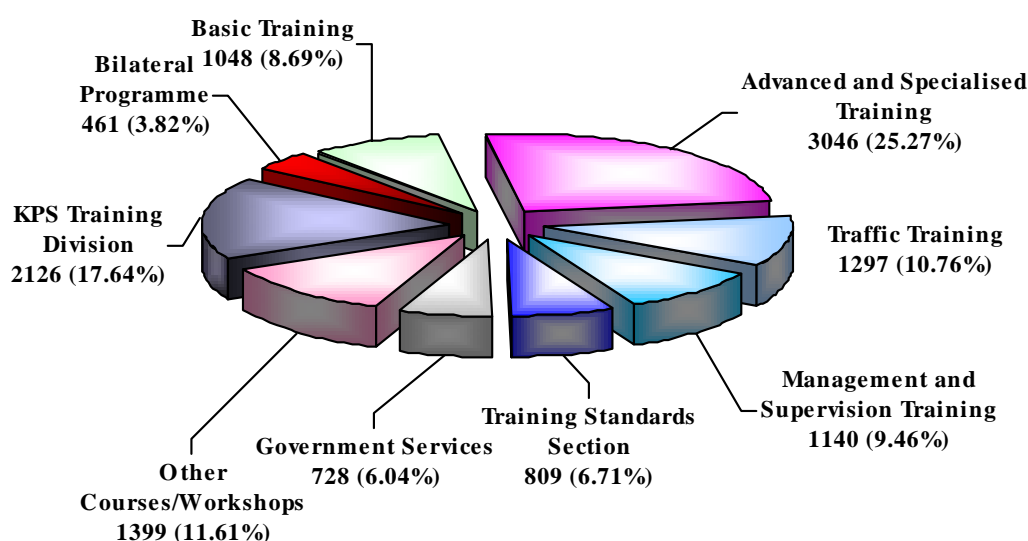
2.25. In 2005, staffing included 33 international mission members, 215 national mission members and 96 KPS Officers. Of the 36 middle and senior management posts in DPED/KPSS, a total of 32 (88%) have now been successfully transferred to national staff. The process of transfer has been implemented in a structured manner, ensuring sustainability through a combination of formal and informal training support measures for the new managers. As there is a shortage of adult education specialists in Kosovo, DPED/KPSS has sought to build upon the developmental experience of its own staff throughout the transition process. The approach will ensure that DPED/KPSS' successor entity, KCPSD, will continue to deliver quality programmes to the KPS and other public safety services in the future.

DIVISION	TOTAL MANAGEMENT POSTS	TOTAL IMM MANAGERS	TOTAL NATIONAL MANAGERS	% NATIONAL MANAGERS
Director's Office	1	1	0	0%
Police Training	10	0	10	100%
Management & Leadership Programme	3	2	1	33%

Support	8	0	8	100%
Administration Support	14	1	13	92%
TOTAL	36	4	32	88%

Programmes

2.26. Continuing the pattern since the establishment of the police school in 1999, the KPSS maximized the use of the training facilities in 2005 and trained 12,054 students. Throughout 2005, DPED continued to support KPS development in all areas, with particular focus on advanced and specialized training. In support of a multi-ethnic society in Kosovo, DPED/KPSS supported numerous other community activities including youth camps and Mini Olympics for children with disabilities.



2.27. **Basic Training.** Although the main focus of police training shifted in 2005 from basic level police training to advanced and specialized training skills, basic training continues to be a principal programme area within the DPED mandate. The Basic Training Course includes four key skill areas: general policing, operational policing, firearms, and traffic. Two courses were delivered in 2005 using the enhanced and extended programme of twenty weeks, developed in 2004, and incorporating revised legislation. A total of 681 students graduated from the basic training, bringing the total number of trained KPS Officers to 7,615. Over the period of the year, the Basic Training Course was evaluated and achieved 91.18% of student satisfaction overall, an increase of 2.18% from the previous year.

2.28. As KPS progresses towards the end-strength figure, it is expected that the number of students receiving basic training in 2006 will be significantly lower and will continue in such a way based on annual attrition rates (currently 3.5%).

2.29. **Advanced and Specialized Training.** As the KPS has developed into a fully functional police service with increasingly diverse tasks and transferred operational and investigation responsibilities at all levels, the need for further more advanced and specialized training has been an increasing priority for DPED/KPSS. The number of advanced and specialized training courses

increased in 2005 by 7.27%. This includes the following courses offered throughout the year: Basic and Advanced Crime Investigation, Basic Crime Technician (Forensics), Latent Fingerprint, Basic Drug Investigation, Intelligence (a new quality training package to support criminal investigations), Surveillance, Basic Border and Boundary Police, Domestic Violence, Anti-Human Trafficking, Close Protection, Civil Disorder, Basic Firearms, Basic Course for VIP, Specialized First Aid, and Re-Certification.

2.30. During 2005, DPED/KPSS played an important training role in an UNMIK initiative to establish a KPS unit for civil disturbance / riot control, or the Regional Operational Support Unit (ROSU). A total of 1,614 KPS Officers were trained in civil disorder management tactics, including team and platoon leaders for the unit.

2.31. The DPED/KPSS Legal Office incorporated all of the changes to existing laws and the new applicable laws in 2005 into the basic and specialized training. Specialized training for KPS Officers was delivered on the Juvenile Criminal Code, the Criminal Code and the Procedural Criminal Code, including “On the Movement of Persons into and out of Kosovo” (UNMIK Regulations 2005/16 and 2005/19) and “Deterrence of Money Laundering and Related Criminal Offences” (UNMIK Regulations 2004/2 and 2005/42).

2.32. ***Management and Leadership Development.*** DPED/KPSS also increased its activities in management training and leadership development in support of the rapid transition process of identifying and developing the future leaders of the KPS. DPED focused on increasing the participation of other public safety services in Kosovo. The number of KPS Instructors was also increased to ensure that the most appropriate management training is developed and delivered to the right audience in a timely manner.

2.33. In 2005 the Management and Leadership Development Division (MLDD) delivered seven four-week First-Line Supervision Courses for a total of 154 KPS Sergeants, 1 Department of Emergency Management representative, 19 Customs Officers, 3 KPS Security Service Officers, 8 OSCE national staff members, 6 KPSS Security Guards, and 3 others. MLDD also delivered six six-week Mid-Management Courses for 90 KPS Lieutenants and Captains, 6 Department of Emergency Management Officers, 11 Customs Officers, 4 OSCE National Staff Members, and 3 others.

2.34. In addition, MLDD successfully conducted a Leadership Assessment programme in co-operation with UNMIK and KPS. This important initiative consists of a number of assessed exercises that identify innate leadership qualities with the aim of assisting the KPS and other public safety services in identifying and developing future leaders based on sound and objective assessment criteria. The total number of assessments conducted by the Leadership Assessment Centre in 2005 was 523 (162 Lieutenants, 296 Sergeants, 43 Captains, 40 Fire Brigade Officers, 28 PTK Mid-Level Managers, and 20 Kosovo Protection Corps Majors).

Programme Support

2.35. In 2005, the Programme Support Division (PSD) continued to build upon the successful organizational structure that has been developed over the last five years by achieving the following key objectives: (1) providing a range of quality technical services to all of its public safety customers utilizing the KPSS facilities: curriculum design and development, testing, evaluation of courses, instructor development, training needs analysis, accreditation, evaluation

of trainers, distance learning, legal advice, and conference services; (2) fully assisting in the work of transferring the agreed KPSS functions to a successor entity within the PISG; and (3) designing and implementing a comprehensive PSD national staff training programme, thereby allowing all the Division's objectives to be achieved by national experts. This included developing the technical competencies of local faculty staff; continuing to integrate local professionals into the KPSS technical staffing structure; continuing to develop capacity of national staff to develop, deliver, manage and evaluate professional training; and strengthening internal quality control mechanisms and using survey results to address deficiencies in policy and focus training.

2.36. The achievement of these objectives in 2005 has further promoted DPED/KPSS' regional reputation as a centre for excellence in public safety education and development. In building upon existing partnerships with other educational support initiatives in the region, as well as developing new partnerships, the PSD has been committed to the work of implementing standards in educational support which are recognized outside of Kosovo.

2.37. **Training Design.** During 2005, a number of projects were completed by the Training Materials Section. One of the important projects was the new electronic version of the Course Catalog, which consists of more than 81 courses, each with a detailed explanation.

2.38. **Training of Instructors.** In 2005 the newly designed three-module Instructor Development Programme, including distance learning, classroom/residential, and practical/assessment components, was implemented. In 2005, 7 courses were held with 79 participants from all the public safety agencies. The course was highly evaluated by all participants and will allow the KPS and other public safety partners to deliver a higher standard of training both in the classroom and in the field.

2.39. **Quality Assurance.** An evaluation process was implemented in 2005 for all courses delivered at the KPSS. The results were helpful for improving all training curricula. Additionally, upon request from the KPS, the DPED/KPSS Evaluation Team successfully completed a Quality Assurance Assessment of all 82 KPS Instructors teaching at the academy. The lessons learned from the assessment have been incorporated and a revised version of the programme now exists. The recommendations include: (a) following the ROPES model¹, (b) enhancing learning aids and (c) disciplining of the students in accordance with established KPSS standards. As a result of this programme, the overall student evaluation of KPS Instructors at the KPSS has increased considerably.

Organized Crime Initiatives

2.40. In 2005, the DPED/KPSS was involved in several initiatives to combat organized crime, locally and regionally. In support of the Organized Crime Training Network (OCTN) – initiated by the Stability Pact for South Eastern Europe and implemented by the UK, Norway and Switzerland – the Mission in Kosovo hosted the first of three regional organized crime and drug enforcement training programmes in August 2005. The training was supported by experts from INTERPOL and EUROPOL. The OCTN's establishment will provide organized crime operational managers in South East Europe – including the KPS – with improved skills and techniques based on European and international standards. It will also facilitate relationships

¹ The ROPES model is an adult learning environment. Instructors are advised to: **Review, Overview, Present, Exercise, and Summarise.**

among police investigators throughout the region and link them to other international partners involved in combating organized crime.

2.41. Two Basic Organized Crime courses were conducted in 2005, in co-operation with the UNMIK/KPS Department of Organized Crime (DOC). The course is designed to support the selection process of KPS candidates for the DOC and provide them with the basic knowledge and skills to operate in the field of organized crime. An Advanced Drug Enforcement Course for KPS operational managers was delivered in co-operation with the French Ministry of Interior. While participants acquired theoretical knowledge, the main focus was the simulation of 'real life' scenarios to experience drug enforcement on a practical level.

Community Policing and Community Safety Initiatives

2.42. The DPED community policing and community safety initiatives are numerous and noteworthy. Based on the premise that "police are the people, and the people are the police", all of the initiatives seek to build partnerships between the police and the people (local government representatives and community members), and empower these stakeholders with a range of skills, including problem-solving and facilitation. The goal is to assist communities to find local solutions to local problems related to crime, safety, security, and liveability.

2.43. Together with international and local partners, the DPED founded the Kosovo Community-Based Policing Steering Group, an overseeing, co-ordinating and supporting body for crime prevention, community policing, and community safety activities. The Group is comprised of representatives from diverse international and local organizations and meets monthly to exchange information, co-ordinate activities, and share best practice. In 2005, the Group drafted the first Kosovo Community Safety Strategy, adopted by the UNMIK SRSG and the PISG Prime Minister, to facilitate the full participation of all members of society in making Kosovo a safer place for all communities.

2.44. ***Community Safety Action Teams (CSATs) Programme.*** After the success of the CSATs Programme deliveries in 2003 and 2004, the DPED/KPSS continued its implementation in 2005. Eight multi-ethnic municipalities were selected to take part in the programme, bringing the total number of participating municipalities to sixteen. A diverse group of participants was assembled including representatives from police, local government and the community (including women and youth). The participants received extensive training both in their respective communities, as well as at the KPSS in Vushtri/Vučitrn. These training opportunities included: philosophy and benefits of community policing; community partnerships; consensus-building; strategies to work effectively as a team; resource identification and leveraging; and problem analysis and problem-solving models. During the training, participants divided into problem-solving teams to work on specific local problems identified through large inclusive community meetings co-ordinated and facilitated by the participants.

2.45. To date, approximately 700 Kosovars have directly participated in the program; others are continuously being recruited by the CSATs in their respective communities, demonstrating the extraordinary possibilities for exponential growth. Approximately 50 CSAT participants have been further trained as Community Safety Facilitators/Trainers to widen and deepen the partnership and problem-solving skills in the communities. These local facilitators/trainers promote the philosophy of community-oriented policing and support community safety projects and activities throughout Kosovo.

2.46. Since the program's inception in 2003, the accomplishments of the CSATs are remarkable. Through these efforts, communication has improved significantly between police, local government and community members; community awareness regarding local issues has increased; and problem-solving skills amongst Kosovars have been developed and put into practice. Achievements in 2005 include bringing the health care industry together with the CSATs, schools, and police to address drug use in schools; bridging law enforcement, community, municipality and local hunting clubs (Albanian and Serbian) to address the issue of stray/wild dogs; establishing protocol for traffic safety in school zones for Kosovo; environmental clean-up involving CSATs and youth; taking significant steps towards addressing thefts in schools; and removing physical barriers in a Serbian minority community thereby integrating the members into the majority Albanian community and initiating inter-ethnic reconciliation. Evidence for the tremendous positive impact of the program in Kosovo exists in the large body of qualitative narratives experienced and collected over the last three years.

2.47. ***Building Capacity of KPS Community Policing Officers.*** DPED continues to build capacity of KPS officers in the area of community-oriented policing and problem-solving. The six hours of community policing training, which all KPS Officers receive during their basic KPS training, was deemed insufficient during a training needs assessment in 2005. It was established that more specialized training is required to equip them with the skills and knowledge to successfully implement a community-oriented policing approach. Work began immediately to develop a new course to be delivered in 2006. The training content will include a review of the basic principles of the philosophy of community-oriented policing, partnership-building, problem-solving tools and models, communication, facilitation, and conflict resolution skills, and working with youth.

2.48. ***Municipal Community Safety Councils (MCSCs) and Local Public Safety Committees (LPSCs) Capacity-Building Project.*** UNMIK Regulation 2005/54 included a section on "Relations with the Community", which outlined a strategy to strengthen relationships between KPS and Kosovo's diverse communities. The regulation established Municipal Community Safety Councils (MCSCs) in every municipality to be a consultative body on crime, safety and security by identifying issues; developing and implementing effective projects to address those issues locally in a close working relationship with municipal authorities, local communities and KPS; and supporting the KPS in developing an annual local policing plan. It also established Local Public Safety Committees (LPSCs) in smaller areas within municipalities (e.g., minority villages) to address the security needs of local communities and to give them a voice in the policing of their community. At the request of UNMIK Pillar I (Police & Justice), DPED developed a capacity-building strategy for the MCSCs and LPSCs to be implemented in 2006. It includes many of the key elements of the Team's community-oriented policing and community safety partnerships approach, which has proven successful in its CSAT program.

Planning and Development

2.49. As a result of its resources and environment, the KPSS has become a primary training site for a broad range of public safety and enforcement agency training. Since early 2000, no other significant training venue has emerged. In 2005, the DPED developed an organizational concept for the transition of the KPSS to its successor entity within the PISG, the Kosovo Center for Public Safety Education and Development (KCPSSED). The concept of KCPSSED, referenced in UNMIK Regulation 2005/54, continues to build on the successes and a relationship established in previous years, and complements the transition strategy. Furthermore, it meets, at a minimum, the following criteria: (a) provides EU compliant high standards in professional training; (b)

ensures uniform standards of training throughout public safety institutions; (c) reduces cost of government through economy of scale operational concept; (d) contributes to the promotion of co-operative professional dialogue and interaction between public safety agencies; and (e) preserves the line authority and discipline identity needed to provide “Public Safety Departments” program ownership and control.

2.50. The proposal for the transformation of the DPED-managed police school to a public safety training center (KCPSED) is based on a set of common needs, i.e., a wide-range of services which are not related to subject matter or discipline but rather to a generic core of expertise that enables training to be developed and delivered in a professional manner. These services are broadly divided into two fundamental categories, administrative / logistics services, and educational support services.

2.51. The development and maintenance of professional public safety standards will be executed through a board of professional and lay members. To provide a legal basis for the Board, as well as a basis for maintaining public safety minimum standards, a law is being promulgated to create the Kosovo Board on Public Safety Standards and Education. UNMIK Regulation 2005/54 makes reference to the Board, however, a separate law will require drafting in 2006 to mandate professional public safety standards and empower the Board with enforcement jurisdiction. Additionally, DPED will be responsible for developing an institution-building and capacity-building programme for the Board and its members, much like the one developed for PIK. It is envisioned that the Board will be an executive agency within the new Ministry of Internal Affairs. Together, the Board and the Centre – with a common role and defined relationship – will safeguard public safety professional standards: the Board, working with the public and the professions to create the standards, the Centre, working with the professions to insure compliance and equitable sharing of public resources.

2.52. The KPSS has proven that this form of operation is both a feasible and practical model for Kosovo: one centre of excellence for public safety professional development is within Kosovo’s economic means. Projected public safety attrition, maintenance, and continued development needs are well within the capacity of a KCPSED concept of operation.

Government and Public Affairs

2.53. During 2005, the Office of Government and Public Affairs, a component of the Director’s Office, continued to provide a range of services in support of the development and transfer of responsibility to the KPSS’ successor entity (KCPSED). The Office of Government and Public Affairs continued with its efforts to create and maintain relationships with external entities such as the PISG, Kosovo Assembly Groups, relevant media outlets, civic organizations, international organisations present in Kosovo, and other OMIK Departments. In addition, it has continued to act as the liaison and public affairs office of the Director, while also promoting the public safety concept to all relevant stakeholders.

Infrastructure Development

2.54. The DPED/KPSS continues to occupy the fully renovated facilities in Vushtri/Vučitrn. As in previous years, the DPED Administration and Support Division maintained the infrastructure and facilities to a high standard throughout 2005. In addition, it has continued to make major investments that will ensure the long-term sustainability of the premier site. During the year, DPED has implemented two major investment projects. Firstly, in order to develop the existing

infrastructure, two large rub-halls (tents), previously used for over-spill training and equipment storage, were replaced with two new permanent buildings. One of these buildings will function as a large training venue to accommodate approximately 100 students; the other will be a learning and resource centre with a multi-media centre, computer stations and a library. This investment was financed through a joint OSCE-KCB venture. The second major investment was the installation of emergency underground electric cable. With this investment DPED/KPSS now has electrical power 24 hours a day, 7 days a week without reductions. This major investment was financed through the KCB, with OSCE support.

Resources

2.55. DPED/KPSS' budget for the period of 2005 was partly funded by the OSCE Mission (66%) and partly funded by the Kosovo Consolidated Budget (KCB) (34%). The KCB component is used for catering, electricity and other utilities, and maintenance of the campus and facilities.

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The OSCE Mission to Serbia and Montenegro²

2.56. The Police Affairs Programme is the largest Main Programme of the Mission to Serbia and Montenegro, and the Law Enforcement Department (LED) is the Mission's largest Belgrade-based department. Their principal purpose is to support the reform of the police *force* within the Ministries of Interior in Serbia and Montenegro into a modern, accountable and effective police *service*. Five years since the start of transition period, the police services in both Serbia and Montenegro still seek to overcome the handicaps of more than a decade of international isolation. The shared goal of the OSCE and Ministries of Interior is to put them on a course to reach the performance standards of their European contemporaries. This is becoming evermore crucial as Serbia and Montenegro moves towards EU accession and adoption of the EU *acquis*.

2.57. The OSCE has been designated by both the Serbian and Montenegrin Ministries of Interior as the co-ordinator of international assistance to police reform. This role is officially outlined in Memoranda of Understanding between the individual Ministries and the OSCE. They outline eight priority areas of co-operation and assistance: police accountability, the fight against organized crime, border policing, community policing, police education and development, crime scene management/forensics, war crimes (only in Serbia), and strategic planning and development.

2.58. The Department is under the leadership of a seconded senior police officer from Norway. In 2005, the Department had 17 international and 15 national members in the Mission's Belgrade headquarters, comprised of sections for strategic development, organized crime, border policing, accountability, community policing, education and development, and programme support. The Department had four international and four national members at the Advanced Police Training Centre in Zemun, one international and one national temporarily deployed at the Police High School in Sremska Kamenica, five international and five national members at the Police Training Centre in Danilovgrad (Montenegro), and four international and four national members at the Police Training Centre in Bujanovac (South Serbia). Of note, the Department continues to face challenges in recruiting international police staff. A larger and more diverse pool of candidates would enhance the Department's ability to successfully meet ongoing reform needs.

2.59. The Mission's Office in Podgorica had a Police Adviser and an Organized Crime Adviser assigned to provide advice to the Head of Office on police-related matters, to liaise with the Montenegrin Ministry of Interior, to assist the LED in implementing projects in Montenegro, and to implement projects initiated by the Office (see below).

2.60. The Department delivered assistance programmes, which were financed from either the OSCE unified budget or by extra-budgetary, voluntary contributions. The approved budget for 2005 for the Police Affairs Programme was €2,396,300.

Activities managed by the Law Enforcement Department / HQ Belgrade

Accountability and Internal Control

2.61. The Department continued contributing to the police reform process in both republics by assisting in the development of accountable and responsive police services with operational procedures in line with internationally-recognized standards. The Programme provided ongoing

² This report records the situation as on 31 December 2005.

assistance in the area of internal oversight of the police by enhancing the capacities of the Office of the Inspector General in Serbia and the Internal Affairs Department in Montenegro to investigate allegations of crime, corruption and unprofessional conduct by police officers. The Accountability Programme organized a roundtable on the then Draft Law on Police, in Belgrade, Serbia. Prompted by feedback to the draft law from the Council of Europe, ODIHR, as well as from the Mission's in-house experts, the roundtable was an opportunity for all parties involved in drafting and reviewing the law to collectively discuss the law and formulate suggestions for amendments which would bring the law in line with international standards. The Programme also organized training for senior inspectors and support staff from the Office of the Inspector General (Serbia) in the use of specialized surveillance equipment, in order to further enhance the capacity of the Office's professionals to deploy equipment to its maximum use. This training was facilitated by experts from the UK's London Metropolitan Police.

Organised Crime

2.62. The fight against organized crime continued to be a top priority area for national authorities and the international community. Organized crime is a continuous threat and it can destabilize political, social and economic development in Serbia and Montenegro. The Law Enforcement Department continued playing a crucial role in providing assistance and support to the Ministries of Interior to develop longer-term and sustainable strategies for combating transnational organized crime. The Organized Crime Programme assisted the Serbian Ministry of Interior in the development of a National Strategy on the Fight against Organized Crime, and further enhanced regional co-operation by organizing a regional conference devoted to developing mechanisms for the suppression and prevention of illicit trading in precursors and synthetic drugs. The meeting brought together drug and organized crime experts from Albania, Bosnia and Herzegovina (both Entities), Bulgaria, Croatia, Hungary, the former Yugoslav Republic of Macedonia, Romania, Serbia and Montenegro, Slovenia, and Turkey, as well as representatives of the UN Mission in Kosovo.

2.63. Other major activities in the Fight against Organized Crime in 2005:

- The Department assisted the Serbian Ministry of Interior and Ministry of Health in the development of a new law on 'Substances in the Illegal Production and Psychotropic Substances' (adopted in November 2005).
- In areas related to combating terrorism, the Department assisted the Serbian Ministry of Interior to develop a core of national specialists in hostage negotiation, equipped to handle extortion, kidnapping and terrorism, in co-operation with the Ministry's Special Anti-terrorist Unit. In follow-up, the Department organized a third training on 'Advanced Hostage Negotiation', finalizing the project with the handover of basic hostage negotiation equipment donated by the United States and Liechtenstein.

Crime Scene Investigation and Forensics

2.64. In 2005 the Department implemented two projects to strengthen laboratory examinations and Crime Scene Investigation (CSI) in the Serbian Ministry of Interior's Criminal Technical Centre in Nis, and to build the capacity of the Forensic Laboratory in Montenegro. Funded by Norway (and with contributions from the United States, for the laboratory in Montenegro), these two major projects included reconstruction and equipping of laboratory facilities; specialized

training in the use of equipment; study visits for domestic forensic experts to Norway as well as countries in the region, and participation in the European Network of Forensic Science Institutes conferences in Vienna and Norway. Also in the realm of capacity-building in forensics and CSI, the Department organized two four-day ballistic courses in Belgrade and Danilovgrad for 10 forensic experts from Belgrade, Nis, Novi Sad and Podgorica. The Department continued to be the focal point in the facilitation of a Swedish-Serbian project to strengthen capacities in crime scene investigations, which saw the establishment of a comprehensive CSI policy in Serbia, development of curriculum for future training of CSI officers, and the development of a quality management system to guarantee an 'unbroken chain' of evidence from the crime scene to the courts.

2.65. Other major activities in Crime Scene Investigation and Forensics in 2005:

- The Department organised and delivered three two-day training courses in 'Identification of Stolen Vehicles' in the Serbian cities of Uzice, Nis and Novi Sad for 50 forensic, customs and border police officers. The courses were delivered in co-operation with the Serbian Ministry's forensic experts, Belgrade INTERPOL Office and CAFAO (Customs and Fiscal Assistance Office, a European Commission-funded programme).
- The Department facilitated Forensic Medicine Operational Twinning for a forensic doctor and his assistant. The experts worked in the Forensic Medicine Institute in Gothenburg (Sweden), alongside Swedish experts on two actual cases - processing them from beginning to end. The professional twinning exercise included visits to the National Chemistry Institute, the National Genetics Institute and to one of the Victim Disaster Identification teams in Gothenburg.

War Crime Investigation

2.66. As part of a Norwegian-funded project to enhance the capacity of the Serbian Interior Ministry's War Crimes Investigation Department, the LED organized a war crimes investigation training course for war crimes investigators, investigative judges and prosecutors. The Department also published and distributed a handbook on human rights investigations in co-operation with the Serbian NGO Fund for Humanitarian Law; organized study trips to the ICTY in the Hague for participants in war crimes investigations; and actively enhanced regional co-operation through study trips to Bosnia and Herzegovina as well as the ongoing facilitation of co-operation between the War Crimes Prosecutor's Office in Serbia and UNMIK.

Witness Protection

2.67. In 2005, the Department finalized a needs assessment on the creation of a witness protection capacity in Serbia, and initiated the development of a witness protection programme. The LED organized a study trip for the Witness Protection Unit (WPU) to the Metropolitan Police in London, UK, and to the ICTY, and began a training programme on the implementation of a witness protection programme. The Department also facilitated closer co-operation between the Serbian WPU and EUROPOL by sending representatives from the new Unit to the 2005 EUROPOL Conference on Witness Protection.

Border Policing

2.68. The Department focused on enhancing the overall capacity at demilitarized borders in Serbia and Montenegro to successfully carry out border policing tasks. In Serbia, the Hungarian border (174 km) and two military posts on the Romanian border were demilitarized, with authority transferred to the Border Police Service in 2005. This process of demilitarization of the

borders of the Republic of Serbia will continue in 2006. (The Republic of Montenegro completed the demilitarization of the border in 2004). The Department continued assisting the Ministries in both republics to establish an integrated border management system at both the national and regional level. Through regular meetings aiming to improve co-ordination among border-related authorities (Ministry of Interior, Customs Service, Veterinarian and Phyto-Sanitary Services, Ministry of Defense and the international community), all parties discussed needs and new areas for co-operation as well as the co-ordination of resources.

2.69. Other major activities in Border Policing in 2005:

- Completion of a project to develop the capacity of the Border Police Service, part of an extra-budgetary contribution from the Government of Italy.
- Handover of equipment to develop capacities in Criminal Intelligence Analysis for the Border Police Service as part of an extra-budgetary contribution from the UK.
- With the aim to learn about and catalogue the current situation at Serbian and Montenegrin Border Crossing Points (BCPs) regarding infrastructure, facilities, border-related activities, cross-border co-operation, and education of staff, the Border Policing Adviser began, in co-operation with the Ministry of Interior's Border Police Directorate, a series of visits to BCPs. Data gathered will be catalogued and will serve as a primary information source for the Mission and the other donors.
- As a follow-up to the Ohrid Conference on border issues in the Western Balkans a workshop on Technical Means for Border Surveillance was held in Belgrade in September.

Community Policing

2.70. During 2005, the Department's Community Policing Unit promoted enhanced police-public trust in order to help alleviate ethnic-based tensions in Serbia, in areas such as the south of Serbia and the Autonomous Province of Vojvodina. Community policing initiatives continue to complement ongoing confidence-building activities, and are key to the modernization of the Serbian police into a more reflective and responsive public service.

2.71. The Department managed three community policing pilot sites in south Serbia and co-ordinated international community activities in a total of ten sites around Serbia through the Inter-Agency Working Group on Community Policing. In the south of Serbia, a police expert was contracted to provide a daily presence for the community policing programme with an aim to improve relations and communication among national interlocutors. His presence facilitated the immediate or early attention to concerns and addressing potential tensions, often resolving issues prior to the next working group meeting. Tangible progress was made toward the resolution of issues and concerns related to public safety and the standard of community life.

2.72. In 2005, a series of eleven Police and Media Communication Roundtables took place across Serbia, culminating with a formal presentation of findings, outcomes and recommendations. As part of this process the Ministry of Interior also developed and presented a new set of guidelines for police and media interaction. The overall goal was to improve relations and streamline processes on communication between the police and the media.

2.73. To plan for the introduction of community policing in Montenegro most effectively, three surveys were completed in 2005 to measure public and police perceptions of the role the police play in Montenegro. This information will be vital to establishing up to nine pilot sites across the

republic in 2006. A joint community policing project was conducted with the coastal municipality of Ulcinj in Montenegro. As part of a campaign of police and local community outreach, brochures encouraging safety and security practices were prepared and distributed to tourists.

2.74. Other major activities in community policing in 2005:

- The unit assisted the Ministries of Interior with the identification of best practices for community policing and assistance with national plans/policies for both Serbia and Montenegro.
- As part of the unit's new Diversity and Minority project, a study trip to the UK was organized for members of the Serbian Ministry of Interior, with a view to implementing a programme in Serbia, including the establishment of 'point of contact' officers in each policing secretariat and awareness training for every police officer in Serbia.

Police Education and Development

2.75. Police education and training reform lays the groundwork for changing the culture of the police service. Continuous assistance is given to national authorities in the development of new educational/training methodology based on modern models. This also supports the development of new curricula to introduce new recruits and serving officers to modern international policing principles in line with human rights standards and accepted guidelines for ethics and use of force, which can cement attitudes and behavior at a critical juncture in their professional development. The Department assisted the Ministries of Interior of Serbia and Montenegro in identifying, designing, implementing and evaluating their own education and training projects in line with current strategy for the reform of the police education and training, thus making them sustainable in the long-term.

2.76. In Serbia and Montenegro, the Department conducted 76 training courses attended by a total of 940 police officers.

- In **Montenegro**, trained 655 police officers (Modern Management Principles 45; Community Policing and problem Solving 156; Crime Scene Protection & Traffic Investigation 280 and Border Policing 225).
- In **Serbia**, trained 219 police officers: At Zemun – Trainer Development Course 80; Curriculum Design Course 18; Training Evaluation Course 18 and Advance Trainer Development Course 17. At Sremska Kamenica – a total of 32 police officers graduated from Trainer Development Course.
- In **south Serbia**, a total of 54 police officers were trained in Modern Management Principles (27) and Community Policing and Problem Solving (27). PEDU provided support to National Trainers that graduated from PEDU courses and local authorities to deliver 'In-service Training' for the 700 police officers in the region. PEDU assisted in organizing and participating in 33 Citizens Advisory Groups within the established community policing strategy for the region.
- The Department co-organized with the Council of Europe the '**First Regional Conference on Police Training**'. Fifty experts from the Ministries of Interior of 13 countries in South East Europe evaluated progress in the reform and development of police education and identified ways forward for joint police training programmes with the aim of reinforcing regional co-operation.

2.77. Other major activities in Police Education and Development in 2005:

- In Serbia, organized an international community co-ordination meeting that led to a bilateral donation from the Norwegian Government to the identification of infrastructure needs for reform of the current Police High School facilities in Sremska Kamenica.
- In Montenegro, co-ordinated a donation from the Dutch Police of a Fire Arms Training System for simulation training at the Police Academy in Danilovgrad.
- For Serbia and Montenegro, organized a study visit to expose six senior managers to the police education and training facilities in The Netherlands as an example of facilities, organizations, and methodologies that could serve as models for reform in Serbia and Montenegro.
- For Serbia and Montenegro, drafted and presented a 'Police Training Strategy' in line with the OSCE mandate for both republics.
- For Serbia and Montenegro, provided written advice and guidelines on current legislation reform for police education and training systems in line with Mission mandate and values.

Strategic Planning and Development

2.78. There is a critical need to develop a strategic planning and development capacity in the police service and Ministries of Interior. Strategic planning lays the groundwork for activities in all areas of police reform. Capacity in this area will be necessary to oversee one of the first major tasks of reform: the comprehensive reorganization of the police service structure. In future, such a capacity will allow the Serbian and Montenegrin Ministries of Interior to prioritize the reform and development issues, organize work, utilize human and technical resources in the most efficient and effective manner, and make realistic budgeting to create a more efficient and responsive system.

2.79. Major activities in 2005:

- The Department launched its second review of police reform in Montenegro, the first since the influential work by Richard Monk in 2001. Meeting with over 80 MoI senior officials, parliamentarians, NGOs, international agencies and journalists, in mid-2006 the report will provide concrete recommendations to both Montenegrin authorities (mainly Ministry of Interior) and to the international community.
- Wrote and distributed the report, 'Policing the Economic Transition in Serbia: Assessment of the Serbian Police Service's Capacities to Fight Economic Crime', in co-operation with other Mission departments.
- Wrote and distributed the fourth edition of the Department's publication, *Police Reform/Reforma policije*, that provided a comprehensive overview of international police reform assistance in the country in 2004.
- Began ongoing efforts to more proactively co-ordinate international community activities in the area of police reform. This included many bilateral meetings with donors and culminated in a successful mass emailing detailing donor activities in this area.

Activities managed by the Office in Podgorica/ Police Section

2.80. The Podgorica Office's Police Section provided comprehensive assistance to the police reform process being undertaken by the government of Montenegro. Activities focused on the

fight against organized crime and corruption, terrorism, anti-trafficking initiatives, the establishment of an Integrated Border Management System (IBM), police accountability, establishing community policing, and co-ordination of activities towards providing the Forensics Laboratory in Podgorica with modern equipment and methodologies. The building of a professional, democratic and competent police service, functioning in accordance with European and international standards is the shared goal of the OSCE Office in Podgorica and the Montenegrin Ministry of Interior.

2.81. The Office assisted in the organization and coordination of a Donor Conference on the Police Reform process in Montenegro (November 2005) to get the donor community acquainted with police reform programme areas and projects, as well as to motivate them to make a commitment to particular projects or project phases. During the year, the Police Section also observed the process of preparation of a Strategy on Integrated Border Management, and provided expertise in the preparation of a draft Law on Secret Files.

Police training and education

2.82. Training activities organized by the Office in Podgorica during 2005 included development of a National Criminal Intelligence System in the Ministry of Interior and Customs Administration of Montenegro, Surveillance, Trafficking in Human Beings, Drugs.

2.83. The Police Section in Podgorica also supported the Ministry of Interior's efforts in the field of combating terrorism. During 2005 the Police Section organised training for Special Anti-Terrorist unit personnel, in co-operation with the Norwegian Anti-terrorist unit 'Delta'.

2.84. At the request of Border Police Administration, the Police Section organized two short-term language courses for Border Police senior officers, along with quarterly coordination meetings on border issues.

2.85. The Police Section in the Office of Podgorica, in co-operation with the Turkish International Academy against Drugs and Organised Crime (TADOC) and in partnership with the United Nations Office on Drugs and Crime (UNODC) delivered an advanced Surveillance training course for fifteen representatives of the Criminal Police Administration and Organised Crime Department, Montenegrin Ministry of Interior.

2.86. The Police Section organized numerous study visits, and facilitated participation in conferences and workshops for members of the Montenegrin Ministry's Internal Control Unit, Strategic Planning Unit, Forensic Unit and Organized Crime Department. As a result the Montenegrin participants became acquainted with best practices regarding the organization, duties and responsibilities of respective units and departments.

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The OSCE Spillover Monitor Mission to Skopje

2.87. The Police Development Department (PDD) of the OSCE Spillover Monitor Mission to Skopje assists the government by supporting the police reform process from the perspective of police training and nationwide implementation of community policing. A National Police Reform Strategy was adopted in February 2004 and the reform is one of the host country's key obligations under its Stabilization and Association Agreement with the European Union. 2005 showed continued progress in implementation of police reform in many areas. For example, in 2005 the Ministry of Interior (MoI) assumed full responsibility for the Border Police, established an Organized Crime Unit, drafted the Law on Police and an operational plan for assigning regional police chiefs. But in a number of areas progress was slower than expected due to delays in the implementation of comprehensive police reforms. Over-centralization and a lack of transparency in police personnel matters, including promotions and re-assignments, remained some of the main obstacles to more effective policing.

2.88. The transformation of the local police into a professional and modern European police service is a long-term process. Considerable investments will be necessary in equipment and infrastructure as well as in strengthening administrative capacity. Throughout 2005 the Mission continued to play an important role in assisting the host country to implement the police reform and to bring the police up to European standards.

2.89. The Police Development Department (PDD) consists of four sections: Management, Police Training, Community Development and Education Support.

2.90. Throughout the year, PDD maintained 48 international staff posts (not all of which were filled) located at Headquarters in Skopje, the Police Academy in Idrizovo, and the Kumanovo and Tetovo Field Stations. The distribution of staff in December 2005 was as follows:

International staff			
	Filled	Vacant	Total
Management	4	1	5
Police Training	10	9	19
Education Support	1	2	3
Community Development (HQ)	10	1	11
Community Development-Field Station Kumanovo Community Police Trainers	5	0	5
Community Development-Field Station Tetovo Community Police Trainers	4	1	5
Total	34	14	48

2.91. In 2005, the budget of PDD was reduced 6% to €2,536,800. The 2006 budget is reduced by 13 %. In 2005, the Department underwent a 20 % downsizing and in 2006 it will be downsized 16%.

2.92. In 2005, PDD continued to implement its programme objectives through the activities that are summarized in the following sections.

Police Training

2.93. The year 2004 was characterized by a general shift in focus from basic to more specialized training programmes in support of police reforms. This impetus was increased throughout 2005. The challenges were to ascertain the needs of the MoI, develop new curricula, specify the context of topics, train the trainers on delivery and agree when training should be delivered. The latter proved sometimes to be difficult because of problems in coordination within the MoI but these kinds of problems are unfortunately symptomatic for an organization in the process of change.

2.94. The PDD continued co-operation with the Police Academy by assisting in logistics, development of curricula and training of trainers. In 2004 PDD raised concerns over the quality and usefulness of the largely theoretical curriculum. Following the Mission's recommendations in 2005, the Police Academy introduced more practical training in their curricula and they have asked the Mission to assist them in developing a practical training facility.

2.95. In 2005 the PDD delivered "Training of Trainers" (ToT) courses for national instructors on the Code of Ethics, Community Policing, Road Safety, Asylum and Migration, Trafficking in Human Beings and Border Police. Police Instructors at the Police Academy have also received advanced ToT and have also been trained in curriculum design.

2.96. In February 2004 the PDD supported national counterparts in organizing the first Border Police Training. The training supported the handover of responsibility for the security of state borders from the military to the police, a process specified in the National Integrated Border Management Strategy. In five training sessions that took place in 2004 and 2005 with the assistance of the Mission, the MoI trained 1435 (645 in 2005) employees from the Ministry of Defense to become Border Police Officers. The duration of the course was three months divided into two months of general policing and one month of specialized border police knowledge. The cadets, all of whom were members of the Army Border Brigade, possessed previous knowledge of issues underlying border security. The training they received at the Police Academy focused on police duties and policing techniques, particularly in dealing with civilians. The Mission assisted Border Police Courses at the Police Academy through curriculum development and delivery of training. The graduation of the last course took place in July 2005.

2.97. With the view of achieving a higher level of police professionalism, the Mission also supported the training of Border Police through other workshops and in-service training. A Practical Workshop on Forged Documents took place in June 2005 at the Police Academy. This practical workshop was designed to intensify theoretically acquired knowledge in close co-operation and mutual assistance with Eupol Proxima and the Police Academy. The Learning objectives were to recognize different security features of documents, methods of forgery, to perform proper document checks, to use the system of profiling, to strengthen participants' self-confidence and to support the theoretical learning experience with practical exercises.

2.98. In order for the host country to have professional Border Police Service, the Mission delivered a Basic Computer Course to the staff of Border Police. The participants of the course received basic knowledge of word processing. A total of 97 participants took part in that course.

2.99. In 2005 PDD delivered training for 127 middle and senior level managers from the Border Police, Police Academy and Directorate for Security and Counterintelligence. A specialized course for First Line Managers for the Border Police has been developed and the implementation of training is scheduled to take place in February 2006.

2.100. In response to training needs, the PDD established an Organized Crime Training Team at the Police Academy in November 2004, the same time as the establishment of the Organized Crime Department in the Ministry of Interior. The main activities of the Organized Crime Training Team are focused on supporting the training needs of this new department in all special investigative measures, which are mostly new to the host country. Training assistance to the Organized Crime Department will remain one of the Mission's priorities for 2006.

2.101. The PDD conducted a training and follow-up seminar for eighteen members of the Minister of Interior's Surveillance Unit, a subsection of the Organized Crime Department.

2.102. To improve the understanding of human rights issues in relation to the use of lethal force as a last resort, the Mission procured a laser shooting simulation system to be used for practical exercises and to include the judgmental training into the police firearms training. It is used during seminars on specialized training with new designed scenarios tailored according to the needs and expectations of the local police. In 2005 a total of 1261 officers were trained using the equipment.

2.103. In June the PDD organized a field-trip to Hungary for six senior investigators from the Economical Crime Department of the MoI. Police officers visited their partner units, shared experiences and found new approaches to money laundering issues.

2.104. The project 'Human Rights and Police in a Democratic Society', which began in October 2002, was completed in March 2005. The purpose of the project was to provide guidance in applying human rights standards for all uniform and non-uniform police officers. The teams consisted of Mission Police Instructors, National Instructors and Helsinki Committee members who trained over 4800 police officers.

2.105. The PDD organized a field trip to Istanbul for eleven Human Rights Coordinators from different police units. They visited the Police Department for Combating Terrorism, the Situation and Communication Centre, different police stations and the Police Academy.

2.106. The number of police officers trained in the courses organized or otherwise supported by the PDD in 2005 was as follows:

Border Police	645
Forged Documents	666
Computer Skills	97
Code of Ethics for Trainers	32
Curriculum Design	5
Management Training	127
Surveillance	18

Economic Crime	6
Training using laser shooting simulation equipment	1261
Anti-Trafficking in Human Beings	97
Training of Trainers	98

Community Policing

2.107. In 2005, the PDD continued to implement community-based policing as an approach which recognizes that effective policing depends on assistance and support from the community that is being served. The Mission assisted the Ministry of Interior with implementation, monitoring and evaluation of strategies to support the successful implementation of community-based policing. The Director of Public Security in November 2005 took the decision to boost the programme, setting up internal structures and assigning a group of high-ranking police officers to define a new strategy, working closely with the Mission. The new Law on Police and internal reforms will provide better structures which facilitate the daily work of police officers and consequently enable a more harmonious community policing implementation.

2.108. The Mission introduced the concept of Citizen Advisory Groups (CAG) to the host country in 2002, to provide a sustainable forum that brings citizens, police and municipal structures together to discuss issues of common interest. It remains a basic tool for implementation of community policing. In 2004, local police started to play a more active role in the development and fostering of CAGs and assumed the responsibility for organization and running of a significant number of these forums. The transfer of responsibility for promoting and organizing CAGs to the local police was one of the Department's priorities in 2005. Unfortunately delays in delegation of this task to local police led to some decrease of interest, and consequently several CAGs stopped their activity. The Mission has been able to successfully re-launch the process and to increase the number of CAGs. By the end of 2005, 71 Citizens Advisory Groups were working, covering 443 villages while holding 197 meetings. Increased contacts with municipalities and heads of police stations are satisfactory signals showing that the concept is beginning to be better understood and considered as a suitable approach to addressing local concerns. These meetings have not only improved communication and co-operation among citizens and the police, but have also resulted in greater trust and an increase in confidence and stability.

2.109. In coordination with the Ministry of Interior, the Mission has launched a project which seeks to co-ordinate local efforts to overcome the rapidly increasing problem of drug addiction among youngsters. The aim of the project is to make the representatives of police and local administration aware of their vital role in the future of their community. Progress is noticeable in the three pilot areas chosen for this project and the positive results will be continued in 2006.

2.110. In the light of the OSCE Action Plan on improving the situation of Roma and Sinti within the OSCE region, during 2005 the Mission allocated extra resources to these issues. Efforts were concentrated in the municipalities where Roma constituted a significant proportion of the total population. The Mission is preparing a 2006 Regional Workshop on Roma issues that will be held in Skopje and will be attended by many stakeholders from the Balkan countries to compare policing approaches and determine good practices in relation to this large minority.

Project Activities

2.111. The PDD received 584,512 Euro extra-budgetary contribution from the Netherlands and embarked on development and implementation of a number of projects to support the police and to enhance the relationship between citizens and police. The MoI has provided full support and co-operation in the process.

2.112. The five main projects were as follows:

Expanded Community-Based Policing Training: Based on data gathered from the 2004 community policing survey, gaps in police service delivery in this area were identified and new curriculum was designed to address them. In addition a pool of police trainers was created to cascade the training on Community Policing throughout the police service.

Key Publications to Support the Police Training Programme: This project has been crucial for effective implementation of the above-mentioned training and the development of skills within the police. Major publications for grass roots policing have been distributed such as the Front Line Directory and the Anti-Trafficking in Human Beings Handbook.

Community-Based Policing Documentary and Regional Police Information Media Packages: This project consisted of three phases. Each phase involved the production of a series of short (two-three minutes) regional police information spots plus a 30-minute general documentary as an overview of community-based policing concepts.

Building Positive Relations between Children and the Police: The project included an educational and material component. The educational component consisted of visits by police officers to schools in their communities, meeting children in classrooms and explaining their duties, equipment, methods for safety and community interaction, as well as explaining children's rights.

Supporting the sustainability of the Community Relations Coordinators' role: In order for the Community Relations Coordinators (CRC) to operate effectively, the Mission has considered it fundamental to equip the stations/departments where the CRCs are located with computers, printers and basic accessories.

2.113. CAG Project Development Support Fund represents a portion of the Dutch funds specially allocated for projects developed in close co-operation with CAGs. The ideas were evaluated by the PDD CAG Projects Review Board and were only funded when they demonstrated a clear benefit to the local community and supported community policing initiatives. Twenty-two small projects were implemented in the period April 2004 to June 2005. There have been many events ranging from high profile, highly successful Police Open Days to lower profile, but locally driven police/schoolchildren visits, events and competitions, all of which have been tangible examples of confidence-building measures between police and the public.

2.114. In liaison with the MoI and with funding provided by the U.S. Government, PDD developed a multi-faceted approach to improve road safety for all citizens. The project consisted of an extensive police training programme in the area of child road safety and enhanced understanding and implementation of traffic regulations. The training was consolidated through a major child road safety initiative to improve the safety of children on the roads. During the period October to December 2005, the Traffic Police training teams visited 218 primary schools where they delivered road safety classes to 27,397 school children. The programme will resume

in 2006. Moreover, a high profile road safety awareness campaign ran for 10 weeks in the period June to October 2005 with the aim to provide the public with a greater degree of understanding of road safety issues, resulting in increased public support for the enforcement of road safety regulations.

Co-operation with Other Field Operations and Partner Organizations

2.115. In November police instructors responsible for the pro-active investigations training delivered training to the Serbian Police as requested by the OSCE Mission in Serbia and Montenegro. Middle-ranking Serbian Police Officers from Belgrade were trained using the Mission template for an active investigation of a simulated trafficking in human beings case in real time.

2.116. A PDD police instructor on Organized Crime delivered advanced surveillance techniques training in Serbia and Montenegro. This training was the result of cooperation between the OSCE Mission to Serbia and Montenegro and the Turkish International Academy Against Drugs and Organized Crime (TADOC).

2.117. A group of high-ranking Georgian police officers visited the host country in November 2005 to study police reform, particularly in the field of community policing. The visit was initiated by the OSCE Mission to Georgia and supported by the Mission, in co-operation with the Interior Ministries of both countries.

2.118. Throughout the year, the PDD maintained productive regular and ad-hoc co-ordination meetings with European Commission Police Reform Project (EC PRP), EUPOL Proxima, International Criminal Investigative Training Assistance Program, UK Department for International Development, UN Development Programme, EU Monitoring Mission and other partner international organizations at all levels.

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The OSCE Presence in Albania

Border Management

2.119. In continuation of the tasks assigned to it in "The Way Forward Document" emanating from the Ohrid Agreement of May 2003 on Border Security and Management, the OSCE Presence in Albania (PiA) continued to implement its current Cross Border Co-operation process between its Albanian partners and the neighbouring states and/or authorities. The OSCE PiA was assisting and supporting the Albanian Border Police in enhancing cross-border co-operation with UNMiK/KFOR/KPS through the Joint Border Co-operation Meetings (JBCM) mechanism. It brings together the Albanian Border Police and Customs with their counterparts in UNMiK/KFOR and the KPS in regular meetings where information is shared and exchanged. Importantly, the JBCM process is strengthening the investigative and operational capacities of the police on both sides of the border in combating organized crime and the continuing threat posed by terrorists. The OSCE PiA assists in the facilitation of these regular meetings at local, regional and at high level.

2.120. Joint Border Mayoral Meetings (JBMM) between community Mayors and local representatives and police personnel on either side of the Albanian/Kosovo border continue to be facilitated by the PiA. The meetings address economic, cultural issues but also provide a forum for conflict prevention and the introduction of community policing. This process has assisted in identifying criminal elements in the communities and has led to the reduction of cross-border property disputes. In order to further underpin the efforts of the Albanian Border and Migration Police in the North East of Albania, in April 2005 the PiA donated four 4x4 vehicles to the Border Police and Migration Police. The donation will boost police mobility and capacity in detecting and deterring cross-border crime and enhance cross-border co-operation.

Election Training Project

2.121. Prior to the general elections in July 2005, the OSCE PiA identified effective and impartial policing as a central component in the good conduct and management of these elections. Therefore, in conjunction with the PAMECA Police Mission and high-level members of the Albanian State Police and members of the Central Election Committee, a Working Group was formed to develop and implement an Election Training Programme for the police.

2.122. Suitable middle-ranking candidates participated in training of trainers at the Police Academy in Tirana. After completing training, they were returned to their respective Regional Police Directorates where they imparted their knowledge to police officers assigned to election-related duties. Four weeks prior to the elections, a specialized course on the election procedures was conducted to all high-level officers updating them on their duties and responsibilities in accordance with the new Electoral Code. The PiA developed and published 6,000 copies of an Aide Memoir – pocket-sized and in a booklet form - which was issued to all police officers on duty on the election day to serve as a quick reference.

Second Language (English) Communications Training Project

2.123. In co-operation with the Albanian State Police and the British Council, the PiA is developing a Second Language (English) Training Project for Albanian Border and Migration Police. This Language Program will be launched at four pre-selected sites (Gjirokaster, Sarande, Korce and Shkodra). The PiA has identified this language skill deficiency as an area which requires a concentrated training and development input. The implementation of the project will

help the Albanian Border and Migration Police to meet the requirements defined in the EU Integrated Border Management process for South East Europe while simultaneously improving bi-lateral and multi-lateral relationships with neighbors.

Radio Communications System

2.124. In October 2004, the OSCE PiA donated its entire radio communications system to the Albanian Border and Migration Police. When completed, the project will have a substantial positive impact through extending and enhancing the nation-wide communications network of the Albanian State Police. In April 2005 the PiA donated hand-held radios, base station radios and mobile radios to the Albanian Border and Migration Police. The final phase will be completed by the middle of 2006, meeting the short-term equipment needs of the Albanian Border and Migration Police.

Solar Panel Project

2.125. The regular and constant supply of electricity is problematic throughout Albania – particularly in the outlying regions of the country. The goal of the solar panel project is to provide electricity to key police departments and border posts by means of solar generators. These will form a backup electricity supply system for key border crossing points and police stations, which suffer from frequent electricity cuts. The OSCE PiA is initially donating eight solar power generators, three of which have been installed at three key border crossing points in Shkodra. The project is designed to increase the capacity and the capability of the border police to perform their tasks, such as computerized passport checks, at all times, as well as to improve communication between the border posts and the regional and central police authorities.

Pre-screening Project

2.126. The PiA together with UN High Commissioner for Refugees, International Organization for Migration (IOM) and the Albanian Ministries dealing with asylum and migration issues is implementing since April 2004 a project on pre-screening of asylum-seekers and migrants in Albania, which is financed by the European Commission CARDS 2003 programme. The objective of the project is to ensure that asylum-seekers, victims of human trafficking and irregular migrants are treated according to international standards and that a suitable referral system exists. In the framework of this project the PiA has appointed six Pre-screening Officers in main police directorates covering all border areas of Albania. Also, in co-operation with IOM during the years 2004/5, there were conducted 58 courses where 940 Border Guards were trained (86% of the Border and Migration Police). In July 2005, a study visit for senior Albanian Border and Migration Police Officers to key border-crossing points in EU and non-EU countries was organized by the PiA. The Pre-screening Project will be completed by the end of April 2006.

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EASTERN EUROPE

The OSCE Mission to Moldova

2.127. The SPMU tested a new methodology for training simulation of investigating trafficking in human beings in Moldova in January/February 2005. The course was created by the staff of the OSCE Spillover Monitor Mission to Skopje and the SPMU Police Affairs Officer (Trafficking in Human Beings). Working from the principle “You hear, you forget. You see, you remember. You do, you understand”, the participants, guided by two OSCE police instructors, established a multi-agency team for 12 days to conduct a simulated investigation of human trafficking in real time. Participants were encouraged to use their own skills, knowledge and equipment, within the bounds of existing legislation, to solve the case. The event was independently viewed as a substantial success. The SPMU subsequently formulated a series of projects to deliver the same course to a further seven OSCE field operations at their request.

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SOUTHERN CAUCASUS

The OSCE Office in Yerevan (Armenia)

2.128. During 2005, only very limited progress could be achieved in the implementation of the Police Assistance Programme, prepared in 2004. The complete renovation of the building infrastructure and utility systems of the Centre for Induction Training of the Armenian Police was begun using an extra-budgetary contribution from the USA. The work is expected to be completed in 2006.

2.129. In a separate development, it was decided to temporarily withdraw a project aimed at creating a modern police emergency response system in Yerevan. This technically complex project was intended to use the experience acquired in the implementation of a similar project by the OSCE Centre in Bishkek (Kyrgyzstan); the latter, however, was delayed, with the new facility becoming operational only towards the end of 2005. After a trial period, the efficiency of technological solutions will be evaluated and the outcome will inform the OSCE whether they can be cascaded to Armenia.

2.130. The pilot community policing project was revised in September-October 2005 to take into consideration the lessons learned from the implementation of a similar project in Kyrgyzstan. They were discussed at a round table at the SPMU with participation of staff from the OSCE Office in Yerevan and an external expert in community policing. Preparation for the launching of the community policing project in Armenia was subsequently started in December 2005 during a two-week mission to Yerevan of a senior Swedish police officer. He provided the Armenian Police with advice on new job descriptions for neighbourhood inspectors and began an in-depth review of the police operations in the Arabkir district of Yerevan, where the above project will be located.

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The OSCE Office in Baku (Azerbaijan)

2.131. Significant progress was achieved in the implementation of the project aimed at the introduction of a modern training programme in the Centre for Induction Training of the Azerbaijani Police. Extensive renovation of the premises was completed during 2005 and a twinning agreement was signed between the Ministry of the Interior of Azerbaijan and the Czech Ministry of Internal Affairs, paving the way for a first study tour and training seminars. In December 2005, following a course in the Czech Police Training Centre, the first 10 Azerbaijani instructors were certified to deliver the new training programme.

2.132. Commencement of the community policing project in one of the regional operational police centres had to be postponed until 2006, as qualified and available experts could be located only in November 2005.

2.133. An assessment of the Azerbaijani Traffic Police was conducted in two phases and a project reflecting the findings of a Turkish and Austrian police officers was submitted by the SPMU to the OSCE Centre in Baku in mid-November 2005. The project has subsequently been modified by the Centre in Baku into discrete parts and awaits funding.

2.134. A round of fund-raising visits to Delegations of the OSCE participating States in Vienna, conducted by Deputy Head of Office in Baku and an SPMU Police Affairs Officer in November 2005, elicited general support for OSCE police development projects in Azerbaijan, but did not produce any pledges or firm commitments.

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The OSCE Mission to Georgia

2.135. A Needs Assessment Project was completed from February-March 2005. Eight international experts in four teams conducted in-depth assessment in four policing areas, i.e. support to police reform; setting up a new human resources management system; community policing, and police training. The international experts were supported by several local police experts nominated by the Georgian Ministry of Interior and Public Security. Project objectives included the building of a strong and transparent partnership with relevant local authorities. Georgian partners were encouraged to actively provide inputs in the process of needs assessment. Findings and recommendations were then jointly reviewed and discussed, to ensure that they were equally acceptable to both parties.

2.136. In view of the rapidly progressing police reformation in Georgia, it was perceived that the inevitably long formulation/funding cycle of a Police Assistance Programme made this instrument inappropriate for the circumstances. Instead, a Short-Term Assistance Project (STAP) for Georgian Police was formulated and launched by September 2005, addressing three of the above mentioned areas. As far as the fourth one - support to police reform - was concerned, this area was left to the EC and its policing advisers placed in the Ministry of the Interior shortly before the launch of the OSCE project. Close contacts were maintained between the EC and the OSCE project experts to avoid duplication and pursue a co-ordinated approach.

2.137. The mid-term STAP implementation review discussion took place in the Georgian Ministry of the Interior in December 2005. More than 50 Georgian police officials as well as a number of international partners participated in this event. The general conclusion was that the STAP implementation was progressing well and on schedule.

2.138. The first draft of a follow-up to STAP, a six-month Police Assistance Programme was formulated at the end of 2005. It consisted of three projects on police training, community policing and human resources management system.

South Ossetia

2.139. In February 2005, the discussion of an earlier proposal to conduct a programme of joint training and confidence-building for the police of South Ossetia and Georgia was re-initiated by the OSCE Mission to Georgia with support from the SPMU. The Georgian side was fully supportive, even enthusiastic, about the OSCE initiative. The South Ossetia side did not object to the idea of co-operation with the Georgian police, but was nevertheless not ready to begin the practical dialogue needed to progress this matter.

2.140. During June 2005, the South Ossetia side agreed to the formula for law enforcement co-operation in the zone of conflict, proposed by the OSCE Mission in Georgia / the SPMU, but unexpectedly further progress was blocked by problems arising from the implementation of a decision by the Joint Control Commission about joint investigation of the case of four Georgians kidnapped on the South Ossetia side of the zone of conflict.

2.141. In October and November 2005 the OSCE Mission to Georgia arranged meetings between the Georgian and South Ossetia police authorities responsible for areas neighboring the zone of conflict. The meetings got off to a good start and have produced a reasonable foundation on which to build further professional co-operation between the two sides. Both sides have agreed to continue to hold such meetings regularly.

2.142. Following statements of preliminary endorsement from all parties involved, the SPMU formulated a draft project aimed to enhance the efficiency of joint policing in the zone of conflict by supporting the operation of the Special Police Co-ordination Centre in Tskhinvali. Regrettably, political developments towards the end of 2005 did not permit its submission for consideration to Georgian and South Ossetia police authorities.

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CENTRAL ASIA

The OSCE Centre in Almaty (Kazakhstan)

2.143. Co-operation between the Ministry of Internal Affairs and the OSCE was hoped to be enhanced when a Police Advisor was contracted for a period of three months by the OSCE Centre in Almaty. Regrettably, a change of the Minister and Presidential elections created an environment in which the Ministry of Internal Affairs requested to postpone all planned practical activities until later. At the same time, the Police Advisor succeeded in arranging a co-ordination meeting with bi-lateral and multi-lateral donors, which led to the compilation of a comprehensive list of past and planned police development activities. It is hoped that this exercise will help to reduce the possibility of overlapping and duplication of activities. The Police Advisor also formulated an outline of a medium-term police development plan.

2.144. The first OSCE regional workshop on the investigation of sex crimes was held in Almaty in November 2005. It was conducted in co-operation with the Ministries of the Interior and Foreign Affairs of the Republic of Kazakhstan and the OSCE Centre in Almaty. The workshop was funded by the OSCE's Strategic Police Matters Unit and the OSCE Centre in Almaty.

2.145. Participants included over 50 police officers from Kazakhstan, Kyrgyzstan, Turkmenistan and the Russian Federation. Twenty percent of the trainees were women. Experts from the United Kingdom, Europol, Russia and Kazakhstan provided instruction in the latest techniques of investigating sex crimes with special focus on child victims. Central Asian participants at this workshop emphasized the need for improved capacity to investigate sex crimes and wanted to enhance co-operation at the regional level.

2.146. The training was based upon a "think offender" approach. The students received an insight into sex offender behavior along with learning proper interview and interrogation techniques. Special instruction was given in the proper methods of interviewing child victims.

2.147. The workshop also gave participants the opportunity to present case studies from their home countries. They collaborated directly with one another and exchanged information, good practices and lessons learned.

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The OSCE Centre in Bishkek (Kyrgyzstan)

Police Assistance Programme

2.148. The first OSCE police assistance programme launched in August 2003 was completed in December 2005. It included the following projects: 1) Improving the quality of police investigations; 2) Improving police capacity for drug interdiction; 3) Setting up a modern and efficient police emergency call centre; 4) Establishing a core of the national criminal information analysis system; 5) Providing a radio-communication system for police investigators; 6) Improving the police's capacity to prevent, resolve or manage public conflict and disorder; 7) Introducing of community policing methods at a pilot site; 8) Strengthening the Ministry of Internal Affairs' Police Academy.

2.149. An external evaluation was conducted in July 2005 and identified the following PAP achievements:

- A trustful relationship between the OSCE and the Ministry of Interior has been established. PAP has contributed to creating a momentum for change and development of the Kyrgyz Police. This has created an opportunity to enhance the development of police reform. Political changes in the aftermath of March 24, 2005 include a strengthened political will to embrace a reform process and democratization of the police.
- Police Officers have been exposed to modern and democratic police practices. As a result, new attitudes are developing regarding the role of police in a democratic society.
- Improved effectiveness and performance in the area of crime investigations, which are better supported by technical evidence.
- Enhanced capacity for drug seizures through establishment of a new checkpoint and mobile units equipped with drug-scenting dogs.
- Modern emergency call centre.
- Improved curriculum, training premises and training material at the Police Academy.

2.150. The External Evaluation Report proceeded to state that “these achievements are impressive considering that the program was implemented with shortage of both funds and staff, and during a politically turbulent period in Kyrgyzstan. The evaluation team recommended that OSCE support to the Kyrgyz Police continue. The trust established together with the changes in government has opened a window for an in-depth police reform which is essential for maintaining stability and security in the country, while at the same time such reform is essential for a more effective protection of human rights of all citizens of Kyrgyzstan. The OSCE would lose credibility both in Kyrgyzstan and internationally, if the support would cease after this initial phase. It will be necessary for the OSCE to make a long-term commitment to support Kyrgyz Police reform. This will be challenging with the present systems the OSCE has for financing and staffing development assistance. Assistance to implementation of a police reform program will be an undertaking requiring at least 3 years, probably longer. Funding needs to be provided accordingly. It has further been concluded that the professional qualities, personalities and qualifications of the international experts recruited is a critical success factor. The present dependence on the secondment system gives the OSCE limited possibilities to select the “right” person as the number of candidates usually are very limited. Competitive recruitment of experts through contracting provides better options to attract high caliber candidates.”

2.151. The evaluation team also stressed that there was a need for wide stakeholder involvement in all stages of police reform and to widen the approach from technical assistance to institution-building. The aim of reforming the police would need to include management development, organizational development and establishment of a supporting institutional framework (e.g. legislation and holistic approach to the Criminal Justice System) in order to create impact and sustainable results.

Interim Police Assistance Programme

2.152. Public protests leading to the ousting of President Akaev's administration in March 2005 created a new political environment, which had also implications for the OSCE police assistance strategy. An interim programme of 12-month duration was urgently formulated to support the new democratically elected administration, focusing on the most pressing needs, including prevention and management of public disorder, police reform and community policing, police training, operational police efficiency. Implementation started in the second half of 2005, but was affected by a slow response of participating States to the fundraising challenge. By the end of 2005, the USA stood out by providing 69.2% of all paid and 70.7% of all pledged contributions. At the turn of the year, the programme was 40.3% funded.

2.153. Despite a shortfall in funding, the Interim Police Assistance Programme has succeeded in producing a number of outputs. In the field of conflict prevention and public order management, one anti-riot unit has been set up, equipped and trained in Osh and is now regularly involved in safeguarding public order during public meetings and mass events and ensuring respect for human rights standards. Modern training and teaching facilities have been created at the Kyrgyz Police Academy. The Scientific Research Centre at the Ministry of Interior is providing analytical support on scenarios for interaction between the police and the population in a situation of public disorder and is conducting strategic assessment of conflict potential.

2.154. Professional skills of investigators and operational police officers in Bishkek and the regions have been strengthened through training on modern techniques of crime scene protection and management, interrogation and provision of crime scene kits. A modern curriculum and a pool of local instructors have been developed at the Centre for Criminal Investigations of the Kyrgyz Police Academy. These results are expected to improve operational efficiency of police investigations.

2.155. The Interim Police Assistance Programme has also facilitated the creation of a system for analysis of operational police information, which linked police focal points throughout Kyrgyzstan. Two mobile drug interdiction groups have been equipped and trained to supplement eight similar groups set up under the first OSCE police assistance programme. The efficiency of police response to the population has been enhanced through the upgrading of the emergency call response centre in Osh.

2.156. Community policing project is being continued and extended in the second pilot area - Sverdlovskiy district police station in Bishkek as well as in selected regions. Special emphasis is placed on greater involvement of local community and NGOs in project implementation, regular outreach activities such as Police Open Day and meetings with local self-governments, and building skills of police officers in policing in a democratic society, relations with media and police management.

2.157. A number of important steps have been made to progress the police reform initiative. The National Coordination Council on Reforming the Law Enforcement System will be set up as the focal point in order to involve such stakeholders as the Parliament, Public Prosecutor's Office, courts and NGO community in the discussion of reform issues. The Ministry of Interior, supported by the OSCE police assistance programme and international experts, will take the lead in elaboration, adoption and implementation of the National Police Reform Programme.

2.158. Establishing a professional core of local specialists is regarded as an important reform prerequisite. It will increase the capacity of the Kyrgyz police for undertaking a substantive police reform and ensuring sustainability of reform initiatives. The Police Reform Centre comprised of active police officers and civilians has been set up at the Ministry of Interior to deal exclusively with reform issues. The Centre's field offices will operate in the regions to ensure better outreach.

2.159. The OSCE police assistance programme has been going on in Kyrgyzstan since 2003. They have created a strong foundation for a comprehensive police reform aimed at creating the Kyrgyz Police Service. It will meet modern standards for policing in a democratic society and respect for human rights and will be a service-oriented and professional organization accountable and responsive to the population.

2.160. The pursuit of this challenging mission by the Kyrgyz authorities will be facilitated through partnership with nongovernmental sector, media, as well as by the provision of technical assistance, expert advice and managerial support from the OSCE and its participating States.

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The OSCE Centre in Ashgabad (Turkmenistan)

2.161. During 2005, officials of the Ministry of the Interior and Turkmenistan police officers participated in a roundtable on cross border co-operation and several Human Rights courses. The Centre furthermore facilitated their participation in OSCE workshops on:

- Combating the use of Internet for terrorist purposes;
- Suicide terrorism;
- Implementation of Universal Instruments against terrorism;
- Combating the financing of terrorism;
- Investigation of sexual crimes;
- Legal co-operation in criminal matters.

Their participation contributed to capacity building and professional development of personnel of Turkmenistan's police force.

3. THE STRATEGIC POLICE MATTERS UNIT

Role

3.1. The primary role of the Strategic Police Matters Unit (SPMU) is to support the Senior Police Adviser to the OSCE Secretary General. It provides policing-related support to the OSCE Secretary General and Chairman-in-Office and, through the Organization's field operations, responds to requests from host countries by providing needs assessments, expert advice and on-site assistance.

3.2. All of the SPMU activities reflect the priorities designated by the OSCE Chairman-in-Office and respond directly to decisions taken at the annual OSCE Ministerial Council meetings, such as the OSCE Action Plans to *Combat Trafficking in Human Beings* and to *Improve the Situation of Roma and Sinti*. They take place in response to explicit requests from the OSCE participating States to support their police agencies.

3.3. The SPMU's approach to policing is guided by several fundamental principles supporting police services that:

- *operate* in accordance with democratic tenets, with officers trained in the letter and spirit of the national law and criminal code, as well as international human rights standards;
- *reflect* a professional code of conduct based on ethical values that help them earn the respect and trust of the citizens they serve;
- *honor* the protection of human life as their highest priority and *recognize* that protection of life and property, and thus crime *prevention*, are the primary functions of police operations;
- *serve* and consider themselves accountable to their community, sharing information relevant to the public good and cultivating discussion for fora and mechanisms for citizens' interactions, including for investigation of allegations of police misconduct;
- *conduct* all activities with respect for human dignity and basic human rights, thus countering any type of torture or other cruel or degrading treatment and taking immediate action against such activities by others; and
- *discharge* their duties in a non-discriminatory manner, fully cognizant that discrimination on the basis of race, sex, religion or ethnicity in the delivery of police services is incompatible with policing in a democratic state.

Staffing

3.4. The post table of the Unit in 2005 included Police Affairs Officers for Uniformed Policing, Police Training (all contracted), Trafficking in Human Beings, Border Policing, Crime Investigations, a Political Affairs Officer (all seconded), an Information Management Officer, a Programme Co-ordinator (both contracted), as well as Secretary and Administrative Clerk. As of the beginning of 2005, all positions were filled.

3.5. The position of Police Affairs Officer (Border Police) became vacant in August 2005 but could not be filled until the end of 2005 despite several rounds of vacancy notices. None of the few applicants met the requirements of the post. In the course of the year, the post of Police

Affairs Officer with responsibility for Uniformed Policing received added responsibility as Deputy Head of Unit. The incumbent separated in December 2005.

Support to the OSCE Field Operations

3.6. In Kyrgyzstan, following the public unrest in March 2005 that resulted in a change in political leadership, three SPMU Police Affairs Officers advised the Head of the OSCE Centre in Bishkek on implications for the police arising from the events in the areas of crime investigations, police training and community policing.

3.7. The SPMU also worked closely with the US government in resolving the potential for duplication that developed in connection with an OSCE police assistance project proposal in Azerbaijan. This close collaboration identified a number of gaps in assistance that had previously been undetected. This series of meetings led to a wider and improved cooperation with the U.S. State Department's Bureau of International Narcotics and Law Enforcement.

3.8. In Georgia, the SPMU staff was given the lead in the formulation of both the Short-term Police Assistance Project and the subsequent police assistance programme.

Action to combat trafficking of human beings, particularly women and children

3.9. The SPMU was active during 2005 in promoting the work of the International Center for Missing and Exploited Children (ICMEC). An SPMU staff member represented the OSCE at a week-long training course held in Romania that provided South East European police with valuable training in combating child pornography being distributed over the internet. This training event was followed up with a presentation by the SPMU at an international event hosted by ICPO-Interpol and the ICMEC in Lyon, France. The meeting concerned the development of an international strategy to combat the sexual exploitation of children.

3.10. Acting upon a request made by the OSCE Presence in Albania, two SPMU Police Affairs Officers conducted an in-depth assessment of Albanian Police capacity to investigate crimes related to trafficking in human beings and domestic violence. This resulted in a number of recommendations being made to the Presence that primarily involved training.

Annual Meeting of Police Experts

3.11. The 2nd OSCE Meeting of Police Experts on the topic of "*Improving the Effectiveness of Law Enforcement in Preventing and Combating Hate Crimes*" was held in Vienna in September 2005. The meetings of police experts are held, preferably annually, to examine matters of contemporary importance in law enforcement within the OSCE participating States, and to provide law enforcement trainers and practitioners with the opportunity to share technical information and good practices about how to deal with new crime challenges.

3.12. The meeting was organized by the Strategic Police Matters Unit in close co-operation with the ODIHR working group on Law Enforcement Officer Training Programme for Combating Hate Crimes, and focused on the police response to aspects of intolerance that had earlier been the subject of high level debate including by Permanent Council representatives in Cordoba, Spain.

3.13. The relevance of this examination was evident from the fact that 100 participants from 38 of the 55 OSCE participating States Partners for Co-operation and international organizations

took part in the event. The meeting brought together 18 keynote speakers with a range of experience in working with hate crimes.

3.14. Meeting recommendations highlighted the need to:

- Elaborate a definition of hate crimes that would be broader and reflect the multifaceted character of this phenomenon. Establish clear criteria for reporting and registering hate crimes. Encourage reporting of hate crimes. Disaggregate data on hate crimes to distinguish target groups.
- Address the information deficit and collect, analyze and disseminate information in a manner that would help to overcome the current fragmentation of response.
- Enact legislation required for adequate response to the problem.
- Implement national and international norms and regulations effectively.
- Enable the civil society to work with government and law enforcement agencies to prepare comprehensive programmes of community outreach to create confidence in equal treatment and build community cohesion for living together.
- Train law enforcement officials how to recognize hate crimes and how to detect and prevent them. Aim at broader representation of different ethnic and cultural groups among police officers. Provide adequate resources to the law enforcement agencies to do what they are required to do.
- Support international efforts for providing a co-ordinated response to hate crimes.

Border Police Experts Meeting

3.15. In March 2005, the SPMU hosted a meeting of the OSCE border police experts posted in South East Europe to discuss EC Guidelines for Integrated Border Management and their link to the OSCE South East European Cross Border Co-operation Programme. Meeting participants exchanged information about good practices from the implementation of the concept of Integrated Border Management and their own experiences, as well as discussed possibilities for co-ordination of their activities.

Meetings of Heads of Law Enforcement Departments

3.16. During 2005, the SPMU continued the practice of conducting periodic meetings bringing together the SPMU, Heads of Law Enforcement Departments from the OSCE field operations in South East Europe and their staff. Meetings were held in March and September 2005. Their objective was to provide an update on the ongoing and planned activities of Law Enforcement Departments, co-ordinate future plans, join efforts in responding to issues of cross-border or regional nature, as well as assist the SPMU in fulfilling its role of centre of knowledge and expertise.

3.17. One of the conclusions was to agree on co-operation in creating collective institutional memory by giving the SPMU the role of the repository of information accumulated by the Law Enforcement Departments. Its analysis could permit to identify good practices and lessons learned and use them for building model approaches for the achievement of specific police development objectives.

3.18. Another conclusion was that it would be beneficial if the SPMU Police Affairs Officers established and maintained horizontal links with their counterparts in Law Enforcement Departments with responsibility for similar thematic areas, and periodically organised regional working-level meetings for co-ordination of technical and expert activities.

3.19. In particular, it was agreed that it would be useful to formulate an OSCE Community Policing Model that would synthesise proven good practices. Introduction of community policing represents a core element of a true police reform and is the area of policing closest to the OSCE ideals of human rights and democratic governance. The OSCE is thus well-positioned to take the lead in creating a common platform for introduction of community policing.

The OSCE Policing OnLine Information System (POLIS)

3.20. In order to ensure harmonious and effective development of policing work in the OSCE region, there is an imperative need for preserving, storing and sharing the institutional knowledge resulting from the OSCE initiatives, from local initiatives, from the development work of other organizations and agencies. POLIS will be accessible to the public, to which it will offer general information, and will also include groups of privileged users, who may access detailed specific and sensitive information. The main target groups of the database include:

- policing staff, experts and institutions involved in the OSCE policing programmes
- policing units and experts in the OSCE region
- Ministries of Interior and police of the OSCE participating States
- funding agencies

3.21. In addition to these groups, each having access to different levels of detail of the information stored in the database, the general public will also be targeted for awareness-raising and information, through announcement of news and of public events.

3.22. This initiative was developed in response to a need identified by Heads of Law Enforcement Departments and Police Development Units in the OSCE field operations in South East Europe and has been warmly welcomed by the participating States.

3.23. In December 2005 the SPMU completed the first phase of the development of POLIS, i.e. the prototype of the system, that consists, initially, of a digital library collection of police-related documents and a policing experts database designed to manage a pool of skilled expertise that the OSCE Institutions and field operations could use to identify short-term consultants.

3.24. The pilot version of POLIS is planned to be launched in March 2006 and the final fully functional product – by December 2006.

Counter-narcotics training of police officers from Afghanistan

3.25. The OSCE Ministerial Council in Ljubljana in December 2005 adopted a “Decision on combating the threat of illicit drugs”, which encouraged the OSCE participating States to increase co-operation in cross-border counter-narcotics investigations. Drug-trafficking from Afghanistan represents a major threat for most of the OSCE participating States. The Afghan authorities recognize the severity of both international and national implications of this problem and are willing to accept international support to increase the capacity of Afghan law enforcement agencies for conducting counter-narcotics operations.

3.26. At the request of one OSCE participating State, the SPMU formulated a police assistance project aimed at capacity-building of ten Afghan police officers. One-month training would introduce them to good international practices and methods of counter-narcotics investigations and help acquire practical skills required for their operational application. Training would be conducted at the International Inter-agency Centre for Drug Law Enforcement Training of the Advanced Police Training Institute of the Russian Ministry of Internal Affairs. Implementation of the project is subject to extra-budgetary funding being made available.

Co-operation with international organizations

3.27. The SPMU worked closely with the Conference of Parties to the UN Convention against Transnational Organized Crime and the UNODC during 2005. Numerous discussions were held during 2005 about hosting a workshop to assist the OSCE participating States in implementing the Convention, which provided the necessary legal foundation for States to effectively begin fighting organized crime. This resulted in the preparation of a food-for-thought paper on organized crime for the OSCE Secretary General and the creation of an OSCE Organized Crime Response Template at his request.

3.28. The SPMU was also deeply involved in activities related to the Paris Pact, of which the OSCE is a member. The Paris Pact deals with drugs being smuggled out of Central Asia and into Western Europe. The SPMU staff attended a major Paris Pact meeting in Vienna in December. This resulted in the UNODC requesting the OSCE's help in getting its participating States to respond to initiatives outlined in the Paris Pact.

3.29. In addition to regular contacts, the SPMU participated in an expert seminar jointly hosted by the UK Presidency of the European Union and the European Commission, on developing a Security Sector Reform Concept for the EU.

3.30. As a part of the follow-up to the Ohrid Process, the Common Platform on Border Management and Security has been agreed upon by the countries of the Western Balkans and the four partner organizations: the OSCE, EU, NATO, and the Stability Pact for South Eastern Europe. The SPMU has contributed to the planning and implementation of Phase 2, which consisted of six seminars/workshops.

3.31. The SPMU remained in regular contact with the Stability Pact Initiative to fight Organized Crime (SPOC) and SECI Centre in Bucharest and attended policy level meetings in Dubrovnik and in Belgrade.

3.32. An SPMU staff member actively participated in the Security System Reform Practitioners Workshop in Ghana and an expert seminar hosted by the UK Presidency of the European Union, the European Union and "Saferworld" on developing a Security Sector Reform Concept for the EU.

3.33. The SPMU participated in a workshop to identify issues that affected ethnic minority communities in relation to policing and criminal justice in Moscow (November 2005) organized by European Dialogue, Roma Ural and the Moscow-based Federal National Cultural Autonomy of Russian Gypsies (FNKA).

3.34. The SPMU participates in regular meetings with a wide variety of international organizations, agencies and bodies including IOM, International Centre Migration Policy Development (ICMPD), International Centre for Missing and Exploited Children (ICMEC), International Law Enforcement Academy in Budapest, Interpol, Europol, US Department of Justice's ICITAP, US Institute for Peace, as well as the police and law enforcement agencies of the 55 participating States of the OSCE.

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4. THE SENIOR POLICE ADVISER

4.1. In March 2005, the Senior Police Adviser participated as moderator in the OSCE High-Level Conference “Alliance against Trafficking in Persons: Combating Trafficking in Children.” The SPMU aimed to impart knowledge to police and law enforcement agencies in the participating States that would change practice and stimulate alternative investigation strategies to victim testimony. The SPMU also aimed to create a body of knowledge about how offenders evaded detection which would inform governments as well as police authorities about the concrete steps they could and should take to turn that information back against the offenders.

4.2. During 2005, the focus of Senior Police Adviser’s work was largely placed on developing co-operation and co-ordination between the SPMU, Law Enforcement Departments in the OSCE field operations and police agencies in South East Europe. This subject formed the core of his intervention before the Preparatory Committee in April 2005. The Senior Police Adviser has gathered information from meetings with the Interior Ministers of the former Yugoslav Republic of Macedonia, Serbia and Montenegro, the State Secretary in Croatia, Heads of EC and EU agencies and the respective Heads of field operations. He also held meetings with host-State police officers. The Senior Police Adviser highlighted three principal issues:

1. The OSCE needed to formulate a doctrine of Security Sector Reform (SSR) that incorporated Rule of Law reform and avoided any future need for ad-hoc police assistance strategies. Such a doctrine should provide a means of measuring outcomes.
2. Police Development Units in the OSCE field operations needed to refine their strategies according to their diminishing resources, and in order to most effectively contribute to each host-States’ preparation for EU accession.
3. Until external assistance to law enforcement became operational under an EU pre-accession agreement, the OSCE should continue receiving the international police staff and resources it required to meet its obligations and help prepare each country in South East Europe for eligibility for EU membership.

4.3. In August 2005, the Senior Police Adviser met with the Head of the EU Police Unit and the Head of the UN Police Division. The three Police Advisers gave detailed explanations of their work and of their respective units aiming at sharing ideas for the future and agreeing on common strategies.

4.4. All three Police Advisers discussed aspects of policy, strategy, structure and systems within their respective spheres of influence and, in virtue of their many common findings, considered the formulation of a joint statement of guidance, identifying those matters which needed to be understood in more detail by member or participating States.

4.5. The Senior Police Adviser participated in High-Level Tripartite Meeting on the Rule of Law hosted by the Council of Europe (February 2005), and maintained contact with both the Council of Europe’s Department of Crime Problems in the Directorate General of Legal Affairs (DG I) and the Police and Human Rights Unit of the Human Rights Co-operation and Awareness Division (HRCAD) of the Directorate General of Human Rights (DG II).

4.6. The Senior Police Adviser participated in the 112th Annual Conference of the International Association of Chiefs of Police (IACP) (September 2005), where he represented the OSCE as a

member of the IACP's International Policing Division and delivered a three-hour presentation on the OSCE police-related activities.

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5. CONCLUSIONS AND RECOMMENDATIONS

Planning and co-ordination

5.1. While only very limited progress towards conceptualization of an OSCE Justice and Security Sector Reform model could be achieved in 2005, the need for transition from isolated activities to a comprehensive approach was validated by external events; this validity does not have an expiration date.

5.2. Police in the OSCE participating States may have diverse priority problems, but there is also a common denominator – what is often missing is a platform that will help them to rise above the threshold separating their current practices from good practices applied by police in democratic countries, based on respect for human rights. The United Nations Code of Conduct for Law Enforcement Officials, the United Nations Basic Principles on the Use of Force and Firearms by Law Enforcement Officials, and the European Code of Police Ethics represent corner-stones of this platform for knowledge-based policing.

5.3. What is often perceived as a vicious circle of lawlessness, corruption and poverty can only be broken if the strengthening of the rule of law is accepted as a starting point in the implementation of poverty reduction strategies. There is a great opportunity for the OSCE to establish this link.

Project funding and management

5.4. While the approach outlined above can help the OSCE review and re-think its own strengths and weaknesses, as well as address external opportunities and threats, it will also require re-engineering of its approach to programme and project management. As already mentioned, the OSCE is ill-suited to become an international organization focusing on technical assistance; at the same time, however, presence of a modest implementation capacity is required to supplement concept development with targeted interventions on the ground. Without such synergy, the OSCE's intellectual products can become disconnected from the reality and consequently lose value.

5.5. Arguably the greatest challenge lies in the need to establish a system that will facilitate close co-ordination between the SPMU and field operations on all issues linked to project development and implementation. The system should also include external evaluation as a standard tool for measuring efficiency and impact of individual projects, as well as a mechanism for conducting analysis of lessons learned and ensuring that these are cascaded to the field operations and effectively applied.

5.6. Continuation of the funding of police development programmes through extra-budgetary contributions is unsustainable. While this approach, on the one hand, creates elevated expectations on the part of the beneficiary government, on the other, it makes the OSCE hostage to unpredictable fluctuation of internal political agendas in the donor participating States. Programme implementation becomes fragmented, rushed or non-sequential. It goes without saying that police development assistance can be proffered only to those participating States which are actively willing to absorb it. Such States will have no objections to including Police Development Units into the organizational structure of the OSCE field operations. This is the only rational basis for supporting police development; any other approach that does not meet

with explicit political and financial support of the 55 participating States will be piecemeal and unsustainable. Extra-budgetary funding can play a positive role only as a supplement to, and not substitute for, the unified budget resources.

Forward-looking strategies for 2006 and beyond

5.7. The OSCE operates on the premise that the rule of law and a strong justice sector are fundamental to a well-functioning modern democracy. They are vital to providing a safe and secure environment, especially in countries in transition towards democracy and a free market economy. Without this basic security and stability, countries cannot progress socially and economically; nor can they attract investors or properly protect their citizens.

5.8. Effective policing helps create an environment for sustainable development. Beyond that, good policing, which serves the people rather than the state, is central to preventing conflicts, to preserving social stability during crises and emergencies, and to supporting post-conflict reconstruction and rehabilitation. While these tasks are the responsibility of national governments, the OSCE is there to help participating States achieve these goals.

5.9. If the police are to be successful, then they require the support and respect of the public. This can only come about if the police are accountable for their actions, adhere to international recognized standards, and demonstrate respect for human rights, especially those of minorities and vulnerable population groups. True democratic policing is a partnership between the public and the police, characterized by mutual trust and respect.

5.10. The SPMU approach to supporting policing development will continue to stress “police serving people.” Its focus will be regional while its actions will be local and pragmatic, emphasizing the development of basic policing skills. It will focus on cultivating a fluid, flexible work style that allows it to foresee and respond rapidly to newly emerging needs and crises.

5.11. Strategically, over the longer term, the SPMU will continue emphasizing the importance of co-operation and dialogue, both within the Organization and with external partners. Keeping in mind that forward-looking activities require medium-term planning at a minimum, the SPMU endorses a unified approach to budgetary funding that optimizes the use of donor resources while reducing duplication and overlaps.

5.12. The SPMU support aims to strengthen police and law enforcement activities within the OSCE participating States, a group of these or on behalf of all the OSCE participating States. Its growing repository of knowledge and experience will help contribute to improving criminal justice systems and providing a democratic vision of policing for the whole OSCE region. In co-operation with participating States and international partners, the SPMU vision, ultimately, is to transform the philosophy of policing throughout the region.

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ODIHR Annual Report on Police-Related Activities for 2005

(Submitted as appendix to the SG Annual Report on Police-Related Activities, in accordance with Decision 9, paragraph 6, of the Bucharest Ministerial Council Meeting, 4 December 2001)

February 2006

ODIHR Police-Related Activities 2005

INTRODUCTION

The OSCE Office for Democratic Institutions and Human Rights (ODIHR), in line with its broad human dimension mandate, has a tradition of providing police-related assistance to governments in OSCE participating States. The Istanbul Summit Meeting of November 1999 called for increased activity of the entire Organization in civilian police-related activities as part of its efforts in conflict prevention, crisis management and post-conflict rehabilitation.

In this regard, the ODIHR has primarily focused its activities on enhancing respect for human rights in police training and enhancing the capabilities of police services, providing new and modern policing skills, and promoting respect for human rights and fundamental freedoms through its activities in general. The ODIHR has provided technical assistance and human rights training on police-related issues to Interior Ministries, border police services, prison guard structures, as well as civil society groups. In all this, the ODIHR works in close cooperation with the Strategic Police Matters Unit. An expert from the ODIHR's Law Enforcement Officer Programme on Combating Hate Crime contributed to the drafting of the High Commissioner on National Minorities' recommendations on Policing in Multi-Ethnic Societies.

In accordance with Decision 9, Paragraph 6 of the Bucharest Ministerial Council Meeting, this report to the Permanent Council gives an overview of the ODIHR police-related assistance activities during 2005.

CO-OPERATION WITH THE OSCE STRATEGIC POLICE MATTERS UNIT

The OSCE Strategic Police Matters Unit (SPMU) and the ODIHR hold regular co-ordination meetings and exchange information on a regular basis. The SPMU again took an active role in the Human Dimension Implementation Meeting (HDIM) in September 2005 and made contributions to the Supplementary Human Dimension Meetings (SHDM) as well as on other human dimension related conferences and seminars.

The ODIHR's departments including the new programme on Tolerance and Non-Discrimination have co-operated with the SPMU on various occasions such as exchange of information, joint needs assessment and other forms of consultation. In all its police related activities, the ODIHR closely coordinates and synergizes with the SPMU, as well as, where possible, with OSCE field operations.

In follow-up to joint discussions and meetings between the ODIHR and the OSCE Strategic Police Matters Unit, it was suggested to focus the 12-13 September 2006 OSCE Meeting of Police Experts on Improving the Effectiveness of Law Enforcement

in Preventing and Combating Hate Crimes. The ODIHR provided support to the SPMU in organizing the event and identifying speakers and experts to attend. The ODIHR's hate crime law enforcement experts also attended the Meeting in order to present and solicit feedback on the programme.

SPECIFIC POLICE RELATED ASSISTANCE PROJECTS AND ACTIVITIES

Human Rights and Anti-Terrorism Programme

One of the core activities of the ODIHR *Human Rights and Anti-Terrorism Programme* in 2005 has been the development of a handbook and training course on human rights and counter-terrorism aimed at senior public officials involved in the fight against terrorism. Two pilot training courses were held to advance this project: the first one on a national basis and the second one on a regional basis. The first training was held in Kyrgyzstan on 9-11 November 2005. The participants included representatives of the Ministry of Foreign Affairs, Ministry of Interior, Ministry of Justice, Ministry of Economy and Finance, General Prosecutor Office, Parliament (Committee on State Security), National Security Service, Supreme Court, Ministry of Defence and Presidential Administration. The second (regional) pilot involved countries from the Brdo process and was held in Vienna on 5-7 December. The module was hosted by the Ministry of Interior of Austria and organized in co-operation with the Council of Europe.

The training module consists of three parts: the first part is an introduction to the international and European framework to counter-terrorism and protection of human rights; the second part takes into consideration key human rights issues in the context of countering terrorism (right to life, absolute prohibition on torture, right to liberty and fair trial); and the final part deals with controls on terrorist organisations and limits on the controls of civil society (freedom of expression, freedom of association and assembly, freedom of religion and belief and the right to private life). ODIHR hopes that these pilots will provide the basis for developing an extensive and practical training programme across the OSCE region in 2006.

In addition, on 14-16 December 2005, the ODIHR delivered a presentation at the *Workshop on Legal Co-Operation in Criminal Matters Related to Terrorism* in Belgrade. The workshop was organised by OSCE and UNODC and tailored to an audience comprising of judges and prosecutors. The ODIHR's presentation focused on the human rights aspects arising from criminal co-operation in terrorism-related cases, examining specifically the principle of "non-refoulement", the use of diplomatic assurances and the absolute prohibition on torture. A background paper was distributed.

Human Rights Monitoring Training for Police and Civil Society

In 2005, the ODIHR continued implementation of a regional project in Central Asia focusing on monitoring human rights in pre-trial detention – an issue of concern throughout the region. Pre-trial detention facilities under the police became the

specific focus for the training seminars. Participants of the training sessions, apart from the NGOs, also included representatives from the police. The seminar that took place in March 2005 represented an innovation because, in addition to classroom training, it included monitoring visits to a police detention centre in Almaty. This was the first real monitoring visit for many of the participants, and the first time that Kazakhstan allowed places of detention under the police to be visited by public monitors.

Anti-Trafficking

Activities focusing on law enforcement are part of the Anti-Trafficking Programme's broader support of National Referral Mechanisms in the OSCE participating States. As one of the actors in the victim identification and referral process, law enforcement agencies play an important role in ensuring that the rights of victims of trafficking are adequately protected. In particular, the NRM assessments – such as in the UK, Turkey, Russia, Switzerland and France - analyze the role and work of various law enforcement bodies in identifying and referring victims for assistance. Other NRM related activities, such as awareness raising and capacity building roundtables or study trips bring together NGO and law enforcement expertise and aim at building their capacity to reach out and assist victims as well as at improving cooperation between NGOs and law enforcement with a view to enhancing protection of victims' rights. Law enforcement representatives have for example been a vital part of ODIHR roundtables on National Referral Mechanisms in Armenia as well as in Kazakhstan.

Legislative Support

The ODIHR has further developed its capacity and expertise to provide assistance on the development of legislation on police matters. The ODIHR provides comments, opinions and recommendations governing this field, to the authorities of participating States of the OSCE, often through the conduit of OSCE Missions, and with their co-operation. The essence of the work of the ODIHR on any such legislative reform efforts is to assist participating States of the OSCE in ensuring compliance of the legislation, or draft legislation, with international standards and OSCE commitments.

In 2005, the ODIHR has undertaken the review of police legislation in Kazakhstan based on a compilation of laws and other legal acts prepared by a team of local experts who have been contracted by the OSCE Centre in Almaty. This work is integral part of a larger initiative coordinated with the OSCE Special Police Matters Unit. The legislation collected is to be posted on the Legislationline.org website, and the legal review will be completed in the course of the first semester of 2006. The next stage will then have to be discussed and agreed upon with the relevant authorities in Kazakhstan.

Legislationline Website

Amongst the more than a dozen human dimension issues addressed by Legislationline, 'police matters' has now also been identified as a topic of focus. In line with the methodology of Legislationline, international standards as well as domestic legislation regulating the activities, competencies and powers of the police in the 55 OSCE participating States, have been collected. This information is

accessible through the website to legislators, the legal profession and a wider, interested audience. The experts produced summaries describing the legal status quo for each of the 12 selected States as regards, amongst others, community policing, rights of police personnel, collection and use of personal data, search, detention, arrest, use of force, protection of witnesses, as well as the complaints procedure against police misconduct. Legislationline also includes a description of the prevailing international standards and enforceable instruments.

In this context, the ODIHR has intensified cooperation with the OSCE Special Police Matters Unit specifically on further developing the compilation of legislation on police from all OSCE participating States on the Legislationline website.

Torture Prevention

The ODIHR, through its criminal justice reform programme, takes an integrated approach to torture prevention. One aspect of torture prevention is focusing on torture committed under the guise of investigation. The ODIHR continues to raise at a political level the dynamics in many criminal justice systems that encourage police officers to torture, either by rewarding them for “solving cases” or punishing them for “failure to solve cases.” These issues were raised on several occasions throughout 2005, notably during the Supplementary Human Dimension Meeting on "Human Rights and the Fight against Terrorism" on July 14th-15th 2005 and the Human Dimension Implementation Meeting day on Torture Prevention on 22nd September, 2005.

Reform of the Propiska System

The so called *propiska* population registration system was originally developed in the Soviet Union to stem the flow of rural residents into cities and to track the whereabouts of residents, ostensibly for law-enforcement and social purposes. Every Soviet citizen over the age of sixteen was obliged to have an internal passport that included a stamp of residence permit, or *propiska*, stating the specific address of the holder. Residing at an address different from the one shown on the *propiska* stamp, or without *propiska* stamp, was illegal. The issuance of passports and the *propiska* stamps remains a responsibility of uniformed Ministry of Interior officers. Every individual who wished to change his/her place of residence was forced to obtain written permission from the state institution to do so. Difficulties in obtaining this permission and the proper stamp have traditionally made bribery and fake marriages commonplace. Those changing their residence without this permission could find themselves cut out from the state services and the rights to accept work, education, medical care, social benefits etc. In addition, the *propiska* system can be used in discriminatory way, where members of certain social or ethnic groups can be prevented from moving to certain locations. The *propiska* system contravenes the right to freedom of movement and choice of place of residence enshrined in the OSCE commitments.

The ODIHR is assisting a number of countries of Eastern Europe and Central Asia in developing a conceptual and legal basis for the reform of population registration systems in order to move away from the *propiska* system to population registration system that reduces the role of the state authorities from issuing permits for citizens to

change their place of residence to one that simply records such changes of residence. This would not only ensure compliance with OSCE commitments and international human rights standards but also reduce the potential for abuse and corruption by law enforcement bodies. In order to facilitate the process of reforming population registration systems, to propagate information about population registration systems that do not restrict freedom of movement and are used for public-policy purposes, to share the experiences of countries that have made progress in this issue, the international conference on the exchange of experience was held in July 2005 in the Kyrgyz Republic for Ministry of Interior and other relevant government officials from the CIS countries and the Baltic States. In addition, a number of training visits to Western European and Baltic states, national and international seminars touched a variety of issues, including the ways to create stable, efficient and transparent population registration system that would benefit both population and the state increasing the trust between the population and governmental authorities responsible for carrying out civil registration.

Police and Roma: Towards Safety for Multi-Ethnic Communities

The framework of ODIHR activity on Roma and Sinti Issues regarding policing is provided by the OSCE Action Plan on Roma and Sinti, specifically Chapter III. "Combating racism and discrimination: Police." In 2005, the ODIHR's Contact Point for Roma and Sinti Issues has been assisting specifically Romania, the Russian Federation and the United Kingdom in implementing their relevant commitments.

In Romania, the basis for cooperation is enshrined in a Memorandum of Understanding signed on 17 June by the ODIHR, the Romanian Minister of Interior and the NGO Romani CRISS, concerning the implementation in Romania of a methodology to assess the Police work with the Roma community and persons. Activities in Romania had the purpose to (a) support the Romanian Ministry of Administration and Interior to undertake an assessment of policing practices in relation to international standards (b) promote consultation with the Roma community within this process.

On 5-7 December 2005, a training for assessors was held by two experts from European Dialogue, with attendance by the representative for the Institute of Research and Crime Prevention (IRCP). The Romanian internal police assessment of their policing practices in relation to policing Roma and other ethnic minority communities is a key pilot project of the ODIHR CPRSI, which could be disseminated and applied throughout Central and Eastern Europe. In this context it is innovative as it aims to generate institutional change within the police service.

Based on achieved experiences from the project implemented in 2004 and 2005 a Guidance Manual for Police is being produced including relevant materials on human rights and professional policing standards and on police relations with minorities, together with documentation and selected examples of initiatives relating to Roma.

In the Russian Federation, a workshop was held in Moscow on 23-24 November 2005, jointly organized by the Federal National Cultural Autonomy of Russian Roma, Roma Ural (Ekaterinburg) and European Dialogue, as part of two programmes, the OSCE-CPRSI programme 'Policing and Criminal Justice: Toward Safety for Multi-

ethnic Communities' and the project 'Ethnic Minorities and Access to Justice in the Russian Federation', supported by the European Union and the British Foreign and Commonwealth Office (FCO).

The aim of the workshop was to bring together ethnic minority representatives, in particular Roma, and the Moscow police to discuss (a) current problems in the relation between ethnic minorities, in particular Roma, and the police in Russia (b) draw up recommendations and an action plan of how these problems can be addressed. The OSCE-CPRSI programme input focused on the recommendations of the Action Plan on Sinti and Roma, in particular on the Policing Chapter, and introduced workshop participants to the activities that have been hitherto implemented under the programme.

Participants included representatives of Roma organisations of the Russian Federation, police representatives, as well as representatives from the Russian Ministry for Foreign Affairs, the Ministry for Regional Development, and one representative from the OSCE Strategic Police Matters Unit (SPMU).

All training materials, the results of the training sessions and workshops and other in-depth work done within these projects will be fully included in the Resource manual to be finalised in 2006.

In the United Kingdom, research and preparation for a workshop in the UK to identify issues for travelling Gypsy/Traveller communities in the UK and other Western European countries was carried out during 2005. A steering group has been established under the East Anglian Gypsy Council. The Steering Group represents the voice of the Roma community, and with participation from the UK police, and from the Travellers' Law Reform Coalition (the leading national advocate for Gypsy and Traveller rights) a wide range of representation will be ensured. The ODIHR CPRSI is currently exploring ways to support the organization of a formal workshop in 2006.

Law Enforcement Programme on Combating Hate Crime

The ODIHR's Law Enforcement Programme on Combating Hate Crime was developed to increase the capacity of law enforcement officials to identify and respond effectively to hate crime and engage with affected communities. It was designed and delivered *by* police officers *for* police officers from six OSCE states – Canada, France, Hungary, Spain, the United Kingdom, and the United States – and it was piloted in Spain and Hungary in May 2005.

The implementation of the programme resulted in an increased awareness by both countries of the need to address the issue of hate crime and co-operate closely with affected communities. This was evident in the evaluation of the training by the participants as well as in the follow-up actions taken by authorities in both countries to incorporate elements of the hate crime training curriculum into the existing national law enforcement training programmes. The results of the programme were presented at the OSCE Conference on Anti-Semitism and on Other Forms of Intolerance held in Cordoba on 8-9 June 2005.

During the second half of 2005, the pilot curriculum and course material for the training-of-trainers workshop was further enhanced and a component for prosecutors

and investigating magistrates was added in order to facilitate increased co-operation and synergies between police and prosecutors. Implementation of the programme was initiated in Croatia and Ukraine and needs assessment visits were conducted in both countries with relevant authorities, law enforcement officers, judicial officials and civil society representatives.

Specific regional focus: South Caucasus and Central Asia

Co-operation with the SPMU in Central Asia

In the course of 2005, the ODIHR continued to assist the Strategic Police Matters Unit in its assessments and on-going work in Central Asia. In addition, law enforcement personnel were regularly invited to all major events Rule of Law-related events organized by the ODIHR in Central Asia, including conferences on the abolition of further investigation (Astana, 26-27 August 2005), introduction of jury trials (Almaty, 17 March 2005 & Astana, 11 October 2005), and judicial authorization of arrest (Astana, 26 April 2005).

The ODIHR used law enforcement experts from the police agencies of the participating States. For example, the Deputy Head of the Investigation Committee of the Ministry of the Interior of the Russian Federation was invited to two conferences to speak about the Russian experience with criminal justice and police reform, including the abolition of further investigation and the introduction of judicial authorization of arrest.

Capacity building of law enforcement personnel on violence against women in the South Caucasus

In the framework of its on-going long term large scale programme “Increased Participation of Women in Democratic Processes” which includes specific focus on raising awareness of law-enforcement agencies on violence against women, and assisting in strengthening their capacity to combat domestic violence, the ODIHR continued to conduct a series of training activities for law enforcement personnel in Azerbaijan and Georgia.

In Azerbaijan, the ODIHR supported further capacity building trainings for a selected group of senior law enforcement officials from the Ministry of Interior and the Office of the General Prosecutor. The training focused on current mechanisms for identification of cases of domestic violence and issues related to effectively addressing these cases through standard law-enforcement procedures. In addition, the ODIHR supported the joint initiative of civil society experts and law-enforcement officials to conduct a survey of some 200 law enforcement personnel, including police officers in regional and district offices on identification/reporting of domestic violence by police and existing law-enforcement responses to these cases. Findings of the survey have indicated that data on police interventions in cases of domestic violence show a significant increase in the crime reporting and follow-up actions since 2001. This reflects increased awareness on the issue among the police.

In Georgia, the ODIHR supported awareness raising trainings for the regional units of

the newly established Patrolling Police. Training sessions on domestic violence identification and reporting mechanisms, involving over 80 police officers, were conducted by the Anti-Violence Network (AVNG) of Georgia – a national network of local human rights defenders, local government representatives and law enforcement officials, established to foster joint efforts of all key local actors to prevent and combat violence against women.



**Organization for Security and Co-operation in Europe{PRIVATE }
High Commissioner on National Minorities**

**HCNM ANNUAL REPORT ON POLICE-RELATED ACTIVITIES
FOR 2005-2006**

(Submitted as appendix to the SG Annual Report on Police-Related
Activities, in accordance with Decision 9, paragraph 6, of the
Bucharest Ministerial Council Meeting, 4 December 2001)

June 2006

HCNM POLICE-RELATED ACTIVITIES IN 2005-2006

RECOMMENDATIONS ON POLICING IN MULTI-ETHNIC SOCIETIES

The mandate of the OSCE High Commissioner on National Minorities (HCNM) establishes the HCNM as an instrument of the OSCE for conflict prevention. The High Commissioner is tasked with providing “early warning” and as appropriate “early action” at the earliest possible stage in regard to tensions involving national minority issues, which have not yet developed beyond an early warning stage but which have the potential to develop into a conflict within the OSCE area, affecting peace, stability or relations between participating States.

The High Commissioner therefore has to assess a wide spectrum of issues affecting inter-ethnic relations within a particular state with a view to preventing tensions. Through the HCNM's engagement in the OSCE region, he has reached the conclusion that police can be both a contributor and in some instances a threat to stability in states which are home to a plurality of ethnic groups. In the High Commissioner's view, one of the keys to achieving the conflict prevention goal is to ensure that police services mainstream a minority perspective in their work and build lasting partnerships based on trust with all ethnic communities within the State. This vital correlation between policing and inter-ethnic relations was also recognized in the Charter for European Security and subsequent Ministerial Council decisions in 2001 and 2003.

In the HCNM's examination of these situations, it became apparent that it would be of value to have written guidance for policy makers, police, national minority communities and NGOs on how to approach policing and address the issue of police-minority interaction in multi-ethnic settings across the OSCE region. This document would be aimed at promoting awareness of the handling of national minority issues in policing, and assisting the participating States with some practical guidance in developing policies and law enforcement practices – thereby promoting harmonious relations between the police and national minority communities.

To this end, the HCNM, together with the Strategic Police Matters Unit in the OSCE Secretariat, decided to convene a group of recognized international experts, including representatives of international organizations, members from academia, senior police officers and non-governmental actors with particular expertise in the field, in order to elaborate a set of recommendations on policing in multi-ethnic societies. Their efforts have culminated in the *Recommendations on Policing in Multi-Ethnic Societies*. The Recommendations are available from the Office of the High Commissioner in The Hague and at the OSCE/HCNM website (www.osce.org/hcnm).

The Recommendations establish a detailed roadmap for building trust and confidence between the police service and persons belonging to national minorities, and the document covers such key topics as recruitment and representation, training and professional support, engagement with ethnic communities, operational practices and the prevention and management of conflict. The recommended measures are also intended to improve the police service's operational effectiveness and its capacity to uphold the rule of law. In this sense, all parties involved – the police service and the

ethnic communities – benefit from the practical co-operation and enhanced communication.

The High Commissioner employs the recommendations in his engagement in the OSCE region, and renders concrete assistance to those States seeking to promote positive police-minority relations by implementing the Recommendations. The Recommendations are being translated into several languages, published and distributed by the HCNM.

CO-OPERATION WITH THE OSCE STRATEGIC POLICE MATTERS UNIT

The OSCE Strategic Police Matters Unit (SPMU) and the HCNM hold regular coordination meetings and exchange information on a regular basis. The HCNM took an active part in the Annual Meeting of Police Experts in September 2005.

The SPMU and the HCNM jointly participated in the 23rd European Executive Policing Conference of the International Association of Chiefs of Police which was held on 1-4 May 2006 in Sofia, Bulgaria. The HCNM presented the Recommendations on Policing in Multi-ethnic Societies to the audience of some 100 police chiefs from North America, South-Eastern Europe and Western Europe.

The HCNM closely co-operates in all of his police-related activities with the SPMU and relevant OSCE field operations.

SPECIFIC POLICE RELATED ASSISTANCE PROJECTS AND ACTIVITIES

1. Kyrgyzstan

1.1 The Interior Ministry of Kyrgyzstan and the HCNM are actively co-operating in the area of training through the Osh-based "Training Centre in Management of Inter-ethnic Relations for Police Officers and Cadets" opened in February 2006. The Centre is based at the premises of the Osh Secondary Specialised Police School and runs regular courses for operational police officers and police cadets with a view to increasing their sensitivity to the multi-ethnic society they live and operate in. The courses are specifically tailored to police needs and provide police officers and cadets with the knowledge and tools to support their interaction with persons belonging to national minorities. Some 200 police officers and cadets have graduated from the course and a further group of 400 officers is scheduled to attend the training programme. In addition, a group of 10 trainers has been trained from within the police service of Kyrgyzstan. The capacity building element of the project is aimed at the development of training competences and expertise within the police service of Kyrgyzstan which is expected to take over the conduct of the training in the long run.

1.2 On 2 June 2006, the Interior Ministry of Kyrgyzstan and the HCNM jointly organized a roundtable in Bishkek on the subject of "Modernising Police and Promoting Integration: Challenges for Multi-Ethnic Societies." The roundtable was also addressed by the OSCE Senior Police Adviser, Mr. Kevin Carty, and provided the participants with critical knowledge on multiethnic policing issues, including the aims of this form of policing in terms of enhancing stability, improving police-

community relations and thereby enhancing police intelligence operations, strengthening the conflict prevention capacity of the police service.

The event also raised the awareness of the police management, legislators and national minority leaders about experiences of other countries in this area and stressed crucial correlation between the effectiveness of crime prevention/investigation in areas of minority concentration and enhanced police-minority dialogue. The roundtable is expected to result in the development of concrete project activities aimed at enhancing police-minority co-operation in Kyrgyzstan.

2. Georgia

2.1. The HCNM is convinced that police officers in Georgia have to possess specific skills to help them operate effectively in a multiethnic environment. Moreover, such skills and sensitivity to the minority concerns and interests in the police service can make a significant contribution to the police operation effectiveness and enhanced police-community relations .

Bearing this in mind and within the framework of the HCNM's training in management of inter-ethnic relations in Georgia, a group of policemen from the region of Samtskhe-Javakheti attended the course. The methodology of the training seminar allowed the police to assume various roles and positions in order to reflect and discuss such notions as ethnicity, nationality, citizenship, identity, language etc. During these discussions the police were confronted with their own prejudices and stereotypes, which were diffused and reflected in the confrontation with representatives of various ethnic groups and through role playing. In addition to these activities, international documents on national minority issues were presented and discussed. The seminar provided the police with tools to improve their interaction with minority representatives.

2.2. In the High Commissioner's opinion, the police requires open and effective communication within its structure and also needs to operate with different language communities of the country. The language issues are therefore central to the work of law enforcement agencies in multi-ethnic settings. On the one hand, police need to make provision for the use of minority languages in their dealings with persons belonging to national minorities, whether as employees, suspects, witnesses, or simply as members of the public generally. On the other hand, police officers from minority backgrounds have to be fluent in the State and/or official languages in order to ensure their promotion and rotation as well as effective communication within the police service.

The HCNM project in the region of Samtskhe-Javakheti aims at providing civil servants of Armenian origin with free courses in Georgian to ensure that they can retain their posts in the civil service and therefore improve or maintain their wellbeing. Each group of civil servants undergoes three language course levels, lasting about 6 months each. A sizeable group of police officers attended the courses and improved their knowledge of the Georgian language. This is expected to result in their improved communication with the central police authorities in Georgia and enable them to apply for positions outside the region of Samtskhe-Javakheti.