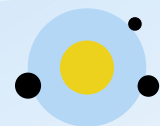


Police Reform

Number 4*May 2005



OSCE Developments in Serbia and Montenegro

Law Enforcement
Department

Contents

- | | |
|---|---|
| page 1 Confidence-Building and Community Safety - OSCE Priorities in South Serbia | page 9 Making Judicial Reform Affordable and Effective |
| page 2 Editorial | page 10 Continued Co-operation between the OSCE Mission and Norway |
| page 2-3 Strengthening Police Accountability
Educating the Public on Changes in Police Accountability | page 11 A Regional Approach to Combating Organised Crime |
| page 3 Improving Parliamentary Oversight | page 11 Sweden and OSCE Strengthen CSI in Serbia |
| page 4 Co-ordinating the International Community | page 12 US Assists Police Reform in Montenegro |
| page 5 Italy Assists the Border Police | page 13 Fostering Self-Sustainability in Police Education |
| page 6 Developments in Community Policing | page 14-15 News and Notices |
| page 7 Swiss Co-operation in Požega | page 15-16 Upcoming Activities |
| page 8 UK Assistance in Community Policing | |

Confidence-Building and Community Safety - OSCE Priorities in South Serbia

To open channels for dialogue between police and citizens, and to foster co-operation among local community leaders and representatives of the local police service, army and gendarmerie, the OSCE Mission organises Citizens' Advisory Group (CAG) meetings in the south of Serbia. CAG meetings are fora in which all parties can express and discuss local safety concerns, with an aim to find local solutions to local problems.

The development of a truly reflective and effective police service will be matched by the empowerment of the citizens of Preševo, Bujanovac and Medveđa to contribute to their own future through full engagement with the police in community safety activities.

In addition to confidence-building, CAGs contribute to enhancing a community-based approach to policing in south Serbia, with enhanced citizen engagement in the management of local safety, and a more responsive police service to listen and react to shared concerns.

The OSCE Mission's Community Policing Team negotiated the first CAG meeting in the village of Veliki Trnovac, with representatives of local authorities and a community leader from the village. Veliki Trnovac, near the south Serbian municipality of Bujanovac, is renowned as being the locus of particularly violent fighting during the 2001 conflict in this region.

Reform of the police service is even more relevant in the south

of Serbia, where the post-conflict police reform process is key to supporting ongoing confidence-building measures that started in 2001 with the creation of the Multi-Ethnic Police Element (MEPE).



Produced by the Law Enforcement Department of the OSCE Mission to Serbia and Montenegro

Chief Editor: Helena Kolozetti, Editorial Board: Sharon Riggle, Sonja Stojanović, Jelena Matić

OSCE Mission to Serbia and Montenegro, Čakorska 1, 11000 Belgrade, +(381) 011 3606 271, fax: +(381) 011 3606 231, Email: omisam-lednewsletter@osce.org

Design: QUARTET Advertising, Vladimir Perić (Mladjan - Perić) PrePress: Kreativa, Printing: Stojkov Printing House, Novi Sad

Editorial

Welcome to the 4th issue of *Police Reform*! This 16-page edition is a summary of the activities of the OSCE Law Enforcement Department and many of our international partners active in police reform during 2004, and will enjoy the widest distribution of all OSCE Law Enforcement Department newsletters to date. It is also a look ahead to activities in priority areas for 2005, many of which are already underway. In this issue you may read about assistance provided over the year by the Norwegian Government, the Swedish International Development Agency, the Swiss Development Agency, the UK's Department for International Development, The Government of the Kingdom of the Netherlands, the US Consulate in Podgorica, the Government of Italy and the Government of Canada.

Our focus in this issue is on the role of the OSCE as co-ordinator of international assistance to police reform, in partnership with the Serbian and Montenegrin Ministries of Interior. This co-ordination role, as reaffirmed with the signing of a Memorandum of Understanding between the Ministry of Interior of the Republic of Serbia and the OSCE, as well as fulfilled on a more operational level with the Montenegrin Ministry of Interior, is integral to the success of a sustainable reform process, as it will ensure the most effective use of resources, avoid duplication, and channel donor assistance to the reform areas most in need. Above all else, a well co-ordinated approach to reform will assist all partners involved in police reform – international and domestic – to best respond to a changing reform environment in 2005.

In January 2004, the OSCE completed the first review of the police reform process in Serbia since the publication of Richard Monk's influential assessment in 2001, *Study on Policing in the Federal Republic of Yugoslavia*. This latest report on Serbia is entitled, *Police Reform in Serbia: Towards the Creation of a Modern and Accountable Police Service*, authored by Dr. Mark Downes. This practical report provides 93 clear recommendations for both the Ministry of Interior of Serbia and the international community. These recommendations, many of which have already been embraced by the Ministry, have continued potential to form the basis of reform priorities for 2005 and beyond, and should represent the focus of new and ongoing international assistance. The Downes report also resulted in the addition of two priority areas of police reform to the existing six, namely war crimes and strategic development. Led by these eight priority areas, the OSCE will continue to provide expert advice and guidance, to monitor the progress of police reform in the country, and to assist Serbia and Montenegro in keeping the reform process on course.

May I take this opportunity to wish all of our colleagues in the Serbian and Montenegrin police services, and our counterparts throughout the international community success in 2005!

Nils Bechmann

**Head of Law Enforcement Department
OSCE Mission to Serbia and Montenegro**

Strengthening Police Accountability

Provision of assistance aimed at enhancing accountability within the Serbian and Montenegrin police services continues to be one of the OSCE's key priorities. Accountability and oversight are necessary prerequisites to support the efforts of both Serbia and Montenegro to build police services free from corruption, to fight against organised crime.

In 2004, the OSCE Mission, with the support of the Royal Dutch Embassy to Serbia and Montenegro, continued to help build the capacities of the Office of the Inspector General (IGO), established in July 2003 in the Serbian Ministry of Interior. Early in the year a team of ten senior staff from the Office of the Inspector General and the Internal Affairs Department of the Montenegrin Ministry of Interior successfully completed an intensive two-week practical training course at Bramshill International Police College in the UK. The Bramshill course took account of current European standards and gave the participants a comprehensive overview of existing best practices for managers involved in internal affairs work.

The development of stricter internal affairs procedures will assist with two key objectives: Preventing the spread of organised crime by enhancing the ability of the police service, and helping to improve the perception of the police within the minds of the Serbian public.

With the assistance of the Government of the Kingdom of The Netherlands, the OSCE provided the Office of the Inspector General with IT and specialised technical equipment for use in internal affairs investigations, and organised a demonstration of the equipment for the Serbian and Montenegrin Ministries of Interior by members of the UK Metropolitan Police. The IT equipment was designed to ensure the Office has a secure 'stand alone' system, which enables the IGO to carry out internal affairs investigations without the knowledge of other operational units in the Ministry, thus ensuring confidentiality.

During the year, the OSCE arranged study visits for the Inspector General and senior members of his staff to similar departments in Western Europe. This provided them with an opportunity for the exchange of ideas and experience in internal affairs methodology, and to enhance the capacity of the Office to deal with all aspects of complaints against the police in a professional manner.



In October, the first national seminar on the position and role of the Inspector General and his office within the Serbian Ministry of Interior was held at the Police College in Zemun. The seminar served to educate and inform senior police officers on the role and mandate of the Inspector General, and provided detailed information as to how internal affairs and police accountability are practised in Serbia. The seminar communicated the message that internal affairs must also operate to ensure police welfare, as it is equally important that police officers be protected from false allegations, and that internal oversight functions to protect honest officers from retribution by the criminal community.



Educating the Public on Changes in Police Accountability

With the support of the OSCE Mission to Serbia and Montenegro, the Serbian Ministry of Interior produced two information leaflets on police accountability and oversight. The first, 'How Do I File a Complaint Against the Police?' outlines the justifiable occasions for such action, the procedure to file the complaint, and the obligations of the police service to investigate and inform citizens about the outcome. The leaflet was designed not only to equip citizens with the information necessary to exercise their rights, but also to educate them about the role and mandate of the Inspector General's Office, in a reader-friendly manner, printed in Serbian and Albanian languages.



The second leaflet, 'A Police Service Accountable to the Local Community' explains that citizens have the right to question the police on how they perform their duties, and to take part in the discussion on the direction and scope of policing policy. It describes the role and responsibilities different local actors have in together creating an accountable and receptive police service.

Having laid the groundwork, the OSCE Mission now looks forward to a second phase of co-operation with the Serbian Ministry of Interior. The Ministry is now in a position to communicate what is needed to build upon this



foundation, and to provide an action plan to implement the standards that have been achieved thus far. As police accountability touches all aspects of police work – from the remit of local authorities to the most senior decisions – effective oversight remains crucial to improving police culture.

Improving Parliamentary Oversight of the Police Service - Expert Advice to the Committee on Security and Defence



Effective parliamentary oversight of the police service is an integral component in the development of a democratic and accountable police service. With an aim to assist the Serbian Parliament to more effectively oversee the functioning of public security services, the OSCE Mission's Law Enforcement Department, in co-operation with the Geneva Centre for the Democratic Control of Armed Forces (DCAF), pays for an independent Expert to the Parliamentary Committee on Defence and Security in the National Assembly of the Republic of Serbia.

Since March 2004, Milan Sekuloski has been a permanent Adviser to the Committee on Defence and Security, providing specialist knowledge and impartial research and analysis on defence and security matters. He assists the Committee to better scrutinise and monitor the work of Ministry of Interior and effectively carry out their crucial oversight function. Mr Sekuloski is the first permanent independent Expert to work closely with the Committee, and actively assists its 17 Members by providing research and analysis on issues that are of importance for Serbian defence, security and police services, as well as utilising an ever-increasing network of parliamentary experts in Southeast Europe to encourage a regional perspective in the Parliament's approach to security and policing issues. Mr Sekuloski also fulfils an important co-ordination role, co-ordinating the communication between experts from various international, domestic and non-governmental organisations involved in the democratic reform of the defence and security sector.

On the more daily, operational aspects of his work, Mr Sekuloski comments, 'I also try to help out other parliamentary staff members in their research, and to track developments in the field. This helps to supply Members of Parliament with the up-to-date information they need to adequately review draft legislation, and better scrutinise the activities of the Serbian Ministry of Interior.'

OSCE and DCAF seconded Experts receive regular supplementary training from DCAF, and benefit from support by experts in the OSCE's Law Enforcement and Democratization Departments.

Focus on OSCE Efforts to Co-ordinate International Assistance

In the past, the international community has failed to effectively co-ordinate its assistance to police reform, and to respond to the needs of reform with a single voice. In 2005, co-ordination amongst the international community must improve in the interest of ensuring the most effective use of resources, to avoid duplication, and to channel donor assistance to reform areas most in need.

As promoted in the Memorandum of Understanding signed last November between the Serbian Ministry of Interior and the OSCE Mission, the Organisation is designated as the co-ordinator of international assistance to the reform process, and will in the coming year step up efforts to facilitate an organised approach to assistance, in line with overall objectives of the reform process in the long-term.

In 2004 the Mission sought to improve the co-ordination of international assistance by using particular 'tools':

International Community Co-ordination Meetings

The OSCE Mission hosts International Community Co-ordination Meetings – periodical, topic-oriented sessions that bring together major international actors involved in police reform. There were four such meetings in 2004, on the topics of police education development, organised crime and criminal intelligence, police accountability, and police reform priorities. In the latter the Serbian Minister of Interior addressed the group for the first time, and presented police reform priorities of his mandate to members of the international community.

Police Reform Project Database

The OSCE Mission to Serbia and Montenegro has developed a database to include all projects in police reform, bilateral and multilateral. In addition to record-keeping, the purpose of this database is to keep the international community better informed on all activities, and ensure the most efficient use of resources in the work in police reform. With international co-operation, the database may become a useful tool to determine where best to place development assistance, and to track progress. Such a database would highlight the most demanding areas that require a merging of funds by different organisations for large-scale projects, such as a National Criminal Intelligence System or the building of training centres.



Co-ordination Meetings within OSCE Priority Areas

The OSCE seeks to improve co-ordination of international assistance to all areas of police reform through co-ordination meetings organised within a particular area of activity. Two priority areas in which this tool has been effectively used in 2004, were community policing and border policing.

The Inter-Agency Group on Community Policing are gatherings which set out to develop an umbrella understanding of the characteristics of community policing, and provide a forum for interested international actors to voice concerns and make recommendations on community policing programmes currently running in pilot sites. In 2004, meetings were held at the OSCE Mission and in Požega, one of the pilot sites, and provided a chance for all actors to present their different approaches to community policing, to discuss ways to ensure the sustainability of progress made, and, for all parties to agree on a standardised method to evaluate progress in the pilot sites. These issues connect directly to the development of a National Strategy on Community Policing in Serbia, a priority for 2005. The most recent meeting, in February 2005, discussed possible programmes to respond to the Ministry's action plan for Vojvodina, which aims to enhance relations with communities and the provincial government, post inter-ethnic incidents.





A series of Co-ordination Meetings on Border Policing Issues were held in both Serbia and Montenegro in 2004, and each was an opportunity for relevant international stakeholders to meet and be updated on the activities of the Ministries, and their progress towards creating border management systems in line with European standards.

In 2004, the OSCE hosted such a meeting, where the Serbian Ministry of Interior presented detailed information and responded to queries from representatives of the international community on a proposal to establish a centralised or National Criminal Intelligence System (NCIS), for use by all law enforcement agencies in the country. The briefing was a prime opportunity for organisations and embassies with an interest in border police reform to discuss with the Ministry the needs of such a plan, and to receive information on the Ministry's next steps.

In the coming months the Mission's Law Enforcement Department plans to expand its role as co-ordinator by increasing information sharing between the Department and other agencies involved in police reform, in order to assist the international community to make well-informed decisions on assistance or bilateral support.



Italian Government Assists Border Police in Serbia and Montenegro

The development of an effective border police service is a key element in the fight against cross-border crime on the 'Balkan route', including trafficking of human beings, weapons and drugs. The Italian Government, in partnership with the Serbian Ministry of Interior and the OSCE, is engaged in developing border police capacities in the country, with particular focus on achieving an effective, demilitarised border policing system with an integrated IT architecture. In 2004, Italy funded the purchasing of equipment in support of this objective.

The OSCE Law Enforcement Department plays a central role in mentoring the Serbian Ministry's border services in their new and rapidly-evolving role in taking over control of state borders from the military. Part of this assistance is the co-ordination of international assistance in the reform of border police services, to avoid overlap and duplication and to maximise resources.

In 2005, the OSCE plans to regularly convene inter-agency co-ordination group meetings on border issues, and maintain good working relationships with all agencies and countries with activities in this area. The OSCE and countries in the region will continue to support the Ohrid Process, which established integrated border management in the Balkans.

In 2004, the OSCE Mission's Law Enforcement Department organised study visits to Italy for IT experts and decision-makers of the Serbian and Montenegrin Ministries of Interior and representatives from the Serbian, Montenegrin and Bosnian Customs Services. The group visited Italian police departments responsible for integrated information technology systems on border control. The purpose of the visit was for the experts to improve their technical knowledge and to learn best practices in the design and implementation of a centralised IT system. Such a system will eventually allow for the sharing and analysis of information by all law enforcement agencies, a vital step in the process towards establishing an integrated approach to border management. A corollary benefit was to promote co-operation and co-ordination on border issues between the ministries of the two republics, as well as to focus on harmonising their approach towards border management.

This is in line with a national law enforcement priority to move towards European integration and to harmonise border systems with Schengen standards. This year the OSCE Mission will continue to co-ordinate the assistance of the Italian government to assist Serbia and Montenegro on their path towards membership in Euro-Atlantic institutions.

Developing a Co-operative Partnership between the Police and the Public

Community policing has been introduced in many countries as an important way to increase public trust in the police, who provide a vital service to society. In Serbia, this new philosophy also has the ability to change the culture and content of policing. In 2004, the international community continued to assist the Serbian authorities with community policing pilot programmes throughout the country.

The OSCE Mission to Serbia and Montenegro community policing programme was initiated in Serbia in 2002 with police and public perception surveys sponsored by the OSCE, and updated through recent public perceptions surveys by the Swiss Development Agency and UK's Department for International Development (DFID). In late 2004, the Ministry of Interior highlighted the role that community policing can play in Serbia, through the establishment of the Department for Crime Prevention and Community Policing, currently managing programmes run in co-operation with four international organizations.

- OSCE - Bujanovac, Preševo and Medveđa
- Swiss Development Agency - Požega
- DFID - Belgrade at Zvezdara; Novi Bečej, Kragujevac, and Vrnjačka Banja
- Norwegian Police Service - Bačka Palanka, and Novi Sad in the autonomous province of Vojvodina
- Canadian International Development Agency (CIDA) supports the development of policing boards in Smederevo and Kruševac.

Community Policing Leaflet

The OSCE Mission, in co-operation with the Serbian Ministry of Interior, produced an information leaflet on community policing, answering such questions as, 'What is Community



Policing? How will it benefit my Community?'. It outlines the forum that community policing creates for dialogue between members of the local community and the police, and how members of the community can engage with these programmes, and through a partnership approach, can assist their local police service to solve and prevent crime, and improve the safety in their communities. Another example is DFID, who developed locally-tailored leaflets to disseminate information about patrol officers in charge of policing certain local neighbourhoods.

Ongoing Norwegian-Serbian Co-operation

The Government of Norway continues to co-operate with the Serbian Ministry of Interior to support capacity development in the area of community policing. 'JuNo', a bilateral effort between authorities in Serbia and Norway, began in 2001 and includes a pilot project to develop Community Policing programmes in Bačka Palancka, a small police district in the autonomous province of Vojvodina. The investment and training put into this police district has earned it a reputation as an ideal model with a 'human touch'. The pilot was followed by JuNo II, which built on lessons learned in the inaugural project, and to assist in the reform of the police services in Novi Sad. Novi Sad will now become the locus of a regional centre that will support not only the city of Novi Sad, but the entire province.



SWISS CO-OPERATION IN COMMUNITY POLICING – AN OUTSTRETCHED HAND

Back in July 2003 in Požega, a new community policing (CP) project was launched, financed and supervised by the Swiss Agency for Development and Co-operation (SDC), on behalf of the Government of Switzerland. The pilot project, co-ordinated by the OSCE, and accordingly mandated by the Serbian Ministry of Interior, is designed in a way that Swiss police experts not only transfer their knowledge to their Serbian colleagues, but attention is also paid to the education of citizen groups. In 2003, a day-long workshop was organised for representatives of local self government and members of the Municipal Security Council, followed by a three day seminar on community policing with the police managers of the Požega police unit. Selected CP trainers attended seminars in Basel, Switzerland and a seminar on transactional analysis (customer treatment) trainers took place in Schiers, Switzerland. These courses served to train six future Požega police officers to train their own peers.

From January to August 2004, all police officers of the Požega police unit attended courses on community policing goals, principles, methods and tools, as well as on transactional analysis. To intensify impact, participants were organised in small groups. A pair of trainers delivered each course, coached by their Swiss police expert trainers. At this point, additional training on complaints management was offered for members from municipal authorities, and it was left to participants to decide if they would like to engage in more activities in future.

The topic of domestic violence was identified as being important and not yet dealt with on the municipal and regional level. Trainings were organised to raise awareness and develop prevention measures for this widespread phenomenon. Eight teachers were invited to Basel, Switzerland by institutions that deal with this issue, where Serbian participants could profit from experiences gained abroad. One concrete outcome of this initiative was the establishment of a 'Safe House' for abused women in the town of Užice, run by a local NGO in co-operation with police. The Safe House became fully operational in October 2004.

Traffic accidents are another serious issue tackled through the launching of a large awareness campaign in Požega, based on European models. Early conclusions indicate that traffic accidents have declined dramatically since the campaign began.

Results of these diverse trainings and awareness campaigns have been positive, but so far there is insufficient data to monitor whether citizens have realised these changes. Discussions with participants have shown that they are aware of and have identified differences between 'old' policing methods and those demanded today, and participants are anxious to implement what they have learnt.

In September 2003, a survey on 'The Attitudes of Požega Citizens Towards the Police' portrayed a picture which does not differ much from those in other OSCE pilot sites. In general, 56% of interviewees are satisfied or very satisfied with police capacity to solve problems, whereas 30% claimed to be dissatisfied and very dissatisfied. It is notable that almost two thirds are of the opinion that the police do not treat all people equally.



About 45% of interviewees recommend improved contact between police and citizens, and about as many demand an improved culture of communication with citizens. The figures, however, have to be carefully assessed and weighed. Some responses still reflect the perception of the 'old' police, while many people in Požega are not much interested in police activities – 60% are 'civically unaware' and have little, if any, contact with the police. This is highlighted by – to a good measure contradicting – figures, showing that 72% of interviewees have confidence in police and 91% not only are sure to be helped by the police in case of necessity, but would also render assistance to a police officer in need. These are very positive reflections of a relationship that, while still seemingly fragile, is not necessary negative. A second survey, conducted in November 2004, will make it possible to measure the change in Požega citizens' perception of the performance of their police.

To facilitate the work of the Požega police forces, the Swiss Agency for Development and Co-operation is also financing the rehabilitation and refurbishment of the police station in Požega to comply with rising community policing standards. For example, an open reception area was built to greet the citizen as a client, and to facilitate the presentation of their concerns, wishes or demands as much as possible.

Community policing as a philosophy and strategy is an important step towards a tolerance-driven understanding between police and citizens. It aims at improving citizens' quality of life by reducing criminality and fostering public order, at increasing transparency of policing, and at establishing firm links, built on mutual trust, between citizens and police. The Požega community policing project strongly encourages civic participation through Citizens' Advisory Groups, direct collaboration with individual citizens, and co-operation with the media.

Local Commitment Key in Community Policing

The UK Government's Safety, Security and Access to Justice Programme (SSAJP)'s support to community-based policing and community safety initiatives has produced promising results. In 2004 it was reported that all UK-supported sites in Vrnjačka Banja, Zvezdara, Kragujevac and Novi Bečej are developing their own community-based policing and community safety initiatives, and that local commitment from both the police and community is very strong.

'Safety Councils' at the municipal level function in all four sites, and consist of representatives of all relevant stakeholders in the municipality. They engage in direct co-operation with the local police on issues of local concern such as juvenile delinquency, family violence, drug abuse, primary education, traffic safety, crop theft, and vandalism. Through the work of Safety Councils, communities have organised awareness-raising campaigns, public meetings with police, and distribution of leaflets and brochures.

As a result of local consultation, all four sites have now developed action plans for implementation, tailored to meet local policing needs. In the coming months the Ministry's team will be assisted to consolidate lessons learned develop a best practice guide on action planning. The sites are used to test new initiatives and support the development of national guidelines, policies, and strategies in preparation to roll-out community policing and community safety programmes at the national level.

In all four sites, a multi-agency approach to family violence and victim support is being created, involving police, social services, magistrates, prosecutors, schoolteachers and health services. In Zvezdara, a protocol on multi-agency work has been created, in co-operation with the Autonomous Women's Centre. In Kragujevac, a series of lectures were held on the issue of family violence in the Roma community and were enthusiastically welcomed. Door-to-door police visits continue in all localities, allowing for closer co-operation with the public, confidence-building and to foster partnership.

Vrnjačka Banja and Zvezdara have established a school police officer who regularly addresses issues of school safety, with special emphasis on liaising with pupils, teachers and parents on awareness and prevention of alcohol and drug abuse. Crime reduction initiatives are being planned, aimed at improving local policing. There continues to be high police visibility on the streets to provide assurance, and crime statistics are being analysed and then used for targeting specific crimes. In Vrnjačka Banja police regularly meet owners of restaurants, cafés, local businesses, post offices and banks to discuss safety issues and possibilities for improvement.



It is important to note that there has been a significant culture change in all localities: the local communities show a readiness to be involved and to take the lead in community safety initiatives. Apart from the Safety Councils functioning on the municipal level, independent advisory bodies are being established, as well as NGOs or other agencies to deal with community safety. The best example of community involvement



can be taken from an NGO formed in Zvezdara, comprising of four groups: legal aid for victims of crime, a group on prevention of drug abuse, a cadre on prevention of family violence and help for victims of family violence, and a fourth group on the fight against sects and cults.

Public presentations and publication of literature on community policing have been disseminated in several languages. Advice centres have been created at police stations in Novi Bečej and Vrnjačka Banja, who are looking to expand the role of community members staffing them. This not only invites the chance to develop community safety schemes but also naturally integrates community members into the daily services of the police station.

Also part of UK assistance is the first Balkans SSAJP study tour to the UK, organised for police officers and community leaders from each of the four pilot sites and the Ministry of Interior. The visit aimed to expose the Serbian team to the principles of community policing and community safety applied in the UK, command and responsibility issues, problem-oriented policing, building partnerships and public consultation. The visit presented the practicalities of work and lessons learned in the UK, which may in turn help the planning process in Serbia.

To measure success and to gauge public responses to these activities, the project initiated a public perception survey to measure results and better steer local activities. This will also provide an important gauge in public confidence in the police and local justice systems, and aims to act as a benchmark to measure future improvements and will provide an early indication of changes. This evaluation has been conducted in UK-supported pilot sites, as well as in Požega, supported by the Swiss Development Agency, and Bačka Palanka and Novi Sad, supported by the Norwegian Government. Recently, the UK funded a consultant to evaluate these pilot sites to determine successes and failures of the approaches taken, and to try to define reasons behind this in order to collect best practices and new ideas. More importantly, it will be used by the Ministry of Interior and the pilot sites to determine and plan future activities.



Making Justice Sector Reform Affordable and Effective

The UK Government's Safety, Security and Access to Justice Programme (SSAJP) is a major project of reform working with judicial, prison and police institutions across Southeast Europe. In Serbia, the SSAJP actively co-operates with the Ministry of Interior and the Ministry of Justice on projects involving capacity-building in such areas as strategic development and planning and initiatives for improved budget and performance management.

In late 2003 and early 2004, a team from the SSAJP worked with the Serbian Ministry of Interior's Common Services Directorate (CSD) to conduct a thorough review of its financial and information management systems. The Common Services Directorate has a core function in the Ministry to prioritise and allocate resources, and provide crucial financial, operational and logistical support to all Directorates in the Ministry. The CSD plays a critical role in ensuring that resources across the Ministry are allocated in line with priorities, and that work runs smoothly on an operational level. The Ministry's budget execution is currently running at only 53% of the approved amount, causing substantial impacts on operational activities. Any limitations in CSD capacity to perform its functions are likely to affect the performance of organisational units and directorates, and impacts the quality of police services provided to the public.

During 2003 and 2004, a UK team worked with the CSD to conduct a thorough review of its operations and to identify key limitations and opportunities for improvement. Among the difficulties were substantial delays in recording information, the need for more effective operational management and improved budget management. The review of the budget process found that in particular, the main consequences of poor financial information systems are insufficient cost and expenditure control, and resources not allocated in line with priorities.

In the Ministry of Interior, one of the results of this collaboration has been to develop the Management Information Improvement Project (MIIP). In partnership with CSD, the SSAJP conducted a review of current systems and developed recommendations and a project description to address systems limitations. This MIIP proposal was drawn up by the Ministry, and assisted by Atos Consulting Ltd., who independently undertook the review of processes and performance. The review pointed to four major areas in need of improvement: cost control and allocation of resources; management information and reporting systems; delivery of services in a

more timely, efficient and effective manner; and meeting the requirements of the Ministry of Finance and Economy and other external stakeholders.

The study sets out a proposal for the improvement of information systems in the departments of Finance, Accounting, Human Resources, and those related to Ministry buildings, vehicles and archives, among others.

An immediate impact could be felt in these areas with the revision of key processes, supported by new solutions software and hardware. However, neither of these improvements will be effective unless staff is trained in the new procedures and use of new software and hardware. Support is needed in training, on-the-job coaching, development of job aids and manuals and exposure to international 'best practices'. The proposal outlines the need for an accompanying training project and change management programme. The goal would be to bring about both the acceptance of the changes and the supportive involvement of staff in them.

The project aims to establish dedicated financial management systems and equipment in all Secretariats whose work is linked to the CSD.

At the national level, the improved allocation of resources will result in improved security, experienced through increased detention of criminals and reduction of the crime rate. Access to justice should also increase, as the police will be better able to respond to appeals and support prosecution of offenders. In regard to the justice sector, the implications of a better financial management system could provide a model for internal control that could be extended to the Ministry of Justice and administration in the judiciary. Effective internal financial control would be an essential precursor to independent judiciary budgets.

One of the main outcomes at the Ministry level will be the introduction of a performance culture, or the ability to measure and monitor performance. As a result of the training programme, staff will become more proficient across a range of competencies, which will raise the standard of work in general. The Norwegian Government is currently finalising arrangements to support further implementation of the MIIP project. Implementation will be supported by IMG and further inputs from the UK Government SSAJP.



Continued Co-operation between the OSCE and the government of Norway

War crimes

The year 2004 marked another phase of positive co-operation between the OSCE and the Norwegian government on the road towards sustainable police reform. To help strengthen domestic judicial and law enforcement capacities to deal with war crimes, the OSCE arranged study trips for prosecutors and investigators from the Serbian Ministry of Interior and Ministry of Defence to the International Criminal Tribunal for the former Yugoslavia (ICTY) in the Hague, part of an ongoing project funded by the Norwegian Government. These activities followed up an OSCE-organised war crimes investigation training course for representatives from the Serbian Ministry of Interior's War Crimes Investigation department, representatives from the Office of the Inspector General, the Serbian Ministry of Defence, and the Serbian Security Information Agency. The training course, involving experts from the ICTY, underscored the need for closer co-operation between war crimes investigators and prosecutors at the national and international level.

Training on Serious Crimes

The OSCE Mission in October organised a course in advanced hostage negotiation for members of the Serbian Ministry's National Hostage Negotiation Team. The course, held at the OSCE Advanced Police Training Centre in Zemun, Serbia, enhanced the capacities of the Ministry's Hostage Negotiation Service in complex areas of crime such as kidnapping, providing care to victims' families, and co-operation between police units involved in hostage taking and negotiation situations. The advanced course is a follow-up to Norwegian funded project



which began in 2003 and focused on strengthening capacities of the Ministry to effectively deal with extortion, kidnapping, and the fight against terrorism. This first effort trained selected participants from the Serbian Ministry in intelligence analysis, crime scene management, hostage negotiation, and anti-terrorism skills.

The course also included an intensive 'training of trainers' component, crucial to ensure the carry-over of knowledge gained by this highly-skilled core of experts. Participants are since able to better support organised crime and anti-terrorism units throughout Serbia.

Combatting Human Trafficking

As Serbia represents a major point of origin, destination and transit for the trafficking of human beings, the Serbian police service requires equipment to effectively combat human trafficking on an operational level. As part of a Norwegian funded project which began in 2003, the OSCE Mission equipped the Serbian special police units with IT and other technical equipment which enables the police service to adequately process and prepare evidence. This is key for both the protection of victims and the prosecution of perpetrators.

JuNo – The story continues

The government of Norway continues to co-operate with the Serbian Ministry of Interior to support capacity development in the area of community policing. 'JuNo', a bilateral effort between authorities in Serbia and Norway, began in 2001 with a pilot project to develop Community Policing programmes in Bačka Palancka, a small police district in the autonomous province of Vojvodina. This was followed by JuNo II, an effort to build on lessons learned in the inaugural project, and to assist in the reform of the police services in Novi Sad.

A third phase of co-operation between the Serbian Ministry of Interior and the Government of Norway is already underway, to implement community policing programmes throughout the autonomous province of Vojvodina.

Enhancing Forensics

In 2004, the OSCE facilitated Norwegian support to provide state of the art laboratory and crime scene equipment and training in new methodologies to the Criminal Technical Centre in Niš, Serbia. Building up the capacity of the Niš Centre goes hand-in-hand with a project to do the same in Novi Sad, where support includes the provision of technical equipment, training for professionals to effectively use this equipment, and the refurbishment of lab facilities. These activities aim to improve the capacity of Serbian authorities to fight crime at the national, international and regional level, in accordance with European policing standards.



A REGIONAL APPROACH TO POLICE REFORM

Transnational organised crime looms large among the factors that destabilise the economic and political development of transition countries. It also undermines progress towards the development of public trust and confidence in democratic institutions.

Taking a regional approach to police reform is particularly important in countries in the Western Balkans, both because crime is inherently cross-border, and because of the need to harmonise standards across the region. A regional perspective is also crucial to enhance relations and co-operation among states in the region, and to build confidence that reforms are effective on an operational level.

In ongoing efforts to support a regional approach, the OSCE Mission to Serbia and Montenegro supported the Serbian Ministry of Interior in its organization of a regional conference to promote co-operation in the area of organised crime. In December 2004, delegations from throughout the region met to discuss “Intensifying Co-operation and Improving Information Exchange in the Area of Suppression of Drug Smuggling on the Balkan Route”. The meeting aimed to improve the exchange of information between law enforcement bodies in the Balkan region in order to accelerate regional co-operation in the fight against transnational drug smuggling and other forms of organised crime.

OSCE representatives and law enforcement experts from Bulgaria, Croatia, Hungary, the former Yugoslav Republic of Macedonia, Norway, Serbia and Montenegro, Slovenia, Republika Srpska and Romania engaged in two days of discussion. They agreed on the need to intensify regional co-operation, such as through the regular exchange of information on an operational level. The next regional conference will build upon these first steps, and is to take place in Spring 2005.

The conclusions of the Belgrade meeting emphasised how co-operation among law enforcement agencies at a broader, regional level is crucial to combating drug trafficking, and recognises the global nature of these crimes. In 2005, the OSCE will continue to play an active role in supporting the establishment of national and regional capacities for fighting organised crime.

SWEDEN and OSCE Strengthen Crime Scene Investigation

In partnership with the Serbian Interior Ministry and the Swedish National Police Board, the OSCE Law Enforcement Department facilitates the assistance of the Swedish International Development Agency (SIDA) to strengthen domestic capacities in the area of crime scene investigation (CSI). This project began in 2004, and continues to enable the specialised training of crime scene investigation and forensic officers, the delivery and instruction on the use of operational equipment, as well as institutional support to develop CSI policy and the necessary legislative reforms. The programme also includes the strategy of “operational twinning”, to facilitate the exchange of knowledge between forensic experts from Sweden with their Serbian counterparts.

In 2005, the OSCE will continue to provide advice, and deliver advanced training courses to develop the skills of crime scene investigators and forensic professionals to provide in-service training to their peers throughout Serbia.

High standards of crime scene investigation and forensic capacities are crucial to the development of a modern and accountable police service, and are a vital component in the fight against organised crime. As such, the strengthening of crime scene investigation and forensic capacities of the Serbian police service remains a top OSCE priority in 2005 and beyond.



The United States Assists Police Reform in Montenegro



For 2004 and 2005, the United States Agency for International Development (USAID) provides over US\$6 million in funding for training, equipment and new facilities for the Montenegrin police service. The assistance is part of the US Government's ongoing support for Montenegro's democratic and economic reform effort. The purpose of the aid is to help the police service meet new and evolving responsibilities, including the security of borders in accordance with international standards, and to strengthen the rule of law and improve conditions for investment and commerce.

Aid for 2004 to 2005 includes approximately US\$4 million in support of border police in the Republic. In early 2004 USAID and its implementing partners completed a US\$1.1 million construction project which provided new facilities and infrastructure at nine key border and administrative crossing points. This project is helping border police and customs officials perform their duties under safe and professional conditions. In conjunction with the facilities upgrade, the United States Department of Homeland Security and Department of State is providing US\$2.9 million in boats, cars, radios, radar and other essential equipment and training for border police.

In addition to providing support to border police, the United States in 2004 gave US\$400,000 in support of OSCE training for Montenegrin police, and plans to provide another US\$400,000 for police training through the US Department of Justice in 2005. Plans also include US\$400,000 in renovations and equipment purchases for the police training centre in Danilovgrad, to enhance police training capacities to include specialised courses in combating human trafficking and organised crime. The US will also provide a full-time Resident Police Advisor to assist with training at the police training centre, and to provide expert advice to the Montenegrin police service.



In response to a request from the Montenegrin Government, the United States is helping the police establish a modern forensics laboratory by providing US\$600,000 of equipment and training through the US Department of Justice. This department will also provide over US\$300,000 for joint training for police, judges and prosecutors in investigation and prosecution of organised crime. The Federal Bureau of Investigation is also assisting the police service's Anti-Trafficking Unit, which includes a donation of over US\$30,000 worth of computers, cameras and other technical equipment.

Other US agencies will continue to provide training and other technical and expert assistance to the police, including the US Department of Treasury's Anti-Money Laundering training. The US Embassy's Regional Legal Advisor and other law enforcement officials will meet regularly with Ministry of Interior officials in 2005 to plan training and other assistance.





Fostering Self-Sustainability in Police Education in Montenegro

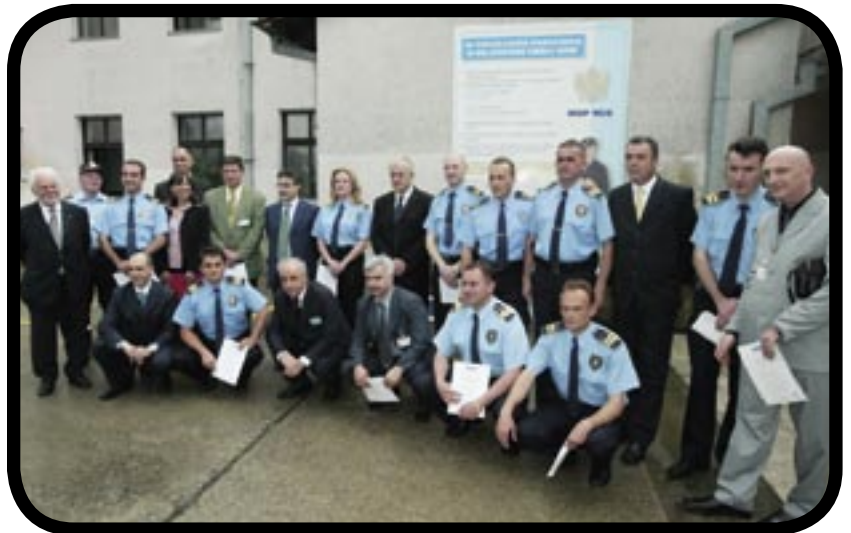
In 2004, the OSCE Mission continued to provide assistance and training to both new and serving police officers in Montenegro. Activities involved assistance to build self-sustainability, a successful shift from the operational development of police officers to building skills in management, and a more strategic approach to the reform of the Montenegrin police education system.

New National Police Trainers Co-train with OSCE Staff

Over the course of the year, police instructors from the Montenegrin Ministry of Interior graduated from the OSCE's Trainer Development Course (TDC). This course is the first part of the OSCE's intensive Trainer Sustainability Programme which aims to develop domestic trainer capacities. During the course, participants get the opportunity to deliver practice lectures in order to become National Police Trainers (NPT). After that, TDC graduates go through the mentoring phase of the project in which they deliver a number of sessions to students in training schools under the supervision offered by OSCE police trainers. March 2004 marked the first time that National Police Trainers from Montenegro, successful graduates of both trainer development and a mentoring phase, delivered sessions in tactical communication, community policing, officers' survival skills, and drug identification in the OSCE Police Training Centre in Danilovgrad, alongside OSCE trainers. Co-training is a method which allows National Police Trainers to reinforce their own skills, and assume increased responsibility in training future police officers.

From Operational to Modern Management Skills

In May, OSCE police trainers, in co-operation with Montenegrin National Police Trainers began delivering a course in 'Principles of Modern



Management' at the Police Training Centre in Danilovgrad. This course is part of the 'Management and Supervision Project' which began in 2003, and aims to develop a management and supervision capacity within the Montenegrin Ministry of Interior, and develops skills in planning, effective communication and leadership. Since its launch in 2003, close to 2,000 Montenegrin police officers have completed the course.

Strategic Reform of Police Education

In Podgorica in July, the Montenegrin Ministry of Interior organised a Roundtable on Montenegrin Police Education Reform, supported by the OSCE. Representatives of international organisations as well as delegations from throughout the region exchanged experiences and discussed priority issues related to police education reform. The Montenegrin Minister of Interior presented his cabinet's goals for the reform of the police service, namely enhanced training, effective use and management of resources, and the implementation of European policing standards. The Minister connected these strategic reforms to the success of the overall process of democratic reform in the Republic.

International Seminar on Decentralisation of the Montenegrin Police Service

The OSCE Mission to Serbia and Montenegro Office in Podgorica co-organised with the Montenegrin Ministry of Interior in July an international seminar on Decentralisation of the Police Service in Montenegro. It was a forum to address how and in which ways a restructuring of police is needed in the Republic. Over the past year, the Montenegrin Ministry of Interior has, in co-operation with the OSCE and the Danish Institute for Human Rights, charted a course to reform the police service. With the support of the OSCE, the Ministry is going ahead with plans to develop and introduce community policing programmes in the Republic, which aim to promote co-operation, partnership and re-integration of the police in the local community, to strengthen public confidence in the work of police and promote a concerted approach to improving community safety.



News&Notices

International Roundtable on Police Education Reform

In December 2004, 150 domestic and international experts gathered in Belgrade to evaluate what has been achieved in police education reform in Serbia to date. The two-day roundtable, organised by the OSCE in co-operation with the Serbian Ministry of Interior and the Council of Europe, also aimed to identify the way forward for the police education reform process. Through OSCE and Ministry expert-moderated sessions, the meeting resulted in a number of recommendations for the way forward in police education reform in the country, particularly issues related to standardising police education, the need to develop a strategic approach to education reform, and how to improve international co-operation.



Participants concluded that a consistent police education reform strategy, developed through open dialogue within the Ministry, is essential for moving the process forward. It was agreed that once this strategy was developed, it would need to be implemented with clear direction and a decisive mandate, with clear government support. Participants in the roundtable also agreed that a key element of police education reform lies in establishing harmonised standards of basic training for all police officers, in line with international human rights standards and modern policing principles. This remains a basic precondition for establishing a police service that can provide high-quality service to citizens. It was also emphasised that the international community in general, and particularly the OSCE, is ready to wholeheartedly provide necessary support to this process once the Serbian authorities undertake the necessary normative and institutional reforms in line with the above mentioned standards and principles. These recommendations aim to guide and assist the Serbian government as it prepares to adopt the new Law on Police Education. Follow-up meetings will be held in 2005 to operationalise these recommendations.

Enhancing Oversight

In November 2004, two senior staff members of the Inspector General's Office, Serbian Ministry of Interior, made a study visit to the UK, organised by the OSCE Police Accountability Programme. There the Serbian officials were exposed to British policing internal affairs methodology, and were provided with a comprehensive picture of the British system of internal control of the police service. This opportunity aimed to enhance the capacity of the Office to deal with all aspects of complaints and allegations against any member of the police service in a professional manner in line with international standards.

Updating and Co-ordinating the International Community

In November 2004, the OSCE held a co-ordination meeting on border policing issues, a gathering where international stakeholders were updated on the Serbian Ministry of Interior's progress towards creating an integrated border management system in line with European standards. The meeting was also an opportunity for the Ministry to present detailed information and respond to queries from donors on a plan to establish a centralised criminal intelligence analysis system, to address the crucial need for a centrally-integrated and more technologically up-to-date system to gather, process, analyse and access criminal intelligence. In 2005 the OSCE will organise a meeting for international stakeholders to be briefed in the Ministry's next steps and proposed budget outline.

Strengthening the Ministry's War Crimes Investigation Department

The OSCE organised a war crimes investigation training course for deputy war crimes prosecutors, investigative judges and investigators from the Serbian Ministry of Interior's War Crimes Investigation Department, representatives



from the Office of the Inspector General, the Serbian Ministry of Defence, and the Serbian Security Information Agency. This week-long course was a vital first step in strengthening domestic capacities to investigate and prosecute war crimes, and highlighted the OSCE's priority to assist Serbia and Montenegro in dealing with the legacy of past atrocities. Participants actively engaged with their international counterparts, learning from the experiences of specialists from the International Criminal Tribunal for the former Yugoslavia (ICTY), the International Commission for Missing Persons (ICMP), and the International Committee of the Red Cross (ICRC) on practices surrounding the investigation and prosecution of war crimes, the collection and analysis of war crimes evidence, and witness protection. This successful course underscored the need for closer co-operation between war crimes investigators and prosecutors at the national and international level.

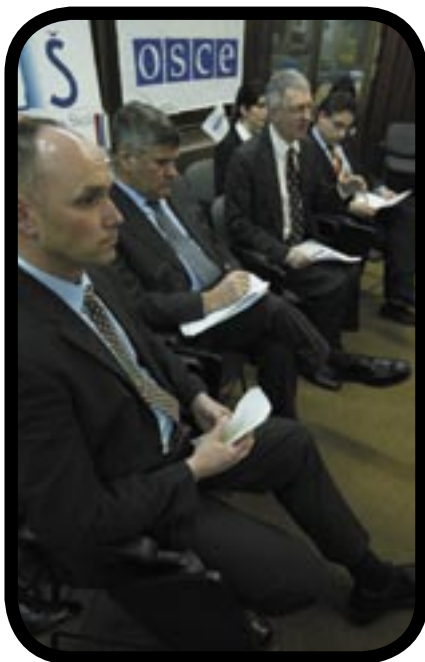


In 2005, the OSCE will continue to assist in enhancing the investigation capacities of the Serbian Ministry of Interior's War Crimes Investigation Department through ongoing assistance provided by the Government of Norway.

Exchange of Knowledge and Expertise in Forensics

The OSCE Mission's Law Enforcement Department organised and facilitated a study visit for members of the Serbian Ministry of Interior's Criminal Technical Center to the Swedish National Police Board in August 2004. The purpose of the visit was to give participants from Serbia an opportunity to examine modern forensic equipment and become informed on new forensic methods used in crime scene management.

In a related activity, a delegation from the Criminal Technical Center, Ministry of Interior in Montenegro visited the Serbian Ministry of Interior's Criminal Technical Centre in Belgrade, and Forensic Unit in Novi Sad. The visit served to give the Montenegrin officers an opportunity to discuss equipment, methods and needs for forensic projects in 2004 and 2005.



Co-operation with the Belgrade Open School

Aiming to provide an opportunity for dialogue on police reform issues between police, civil society and academia, the OSCE Mission to Serbia and Montenegro organised in co-operation with the Belgrade Open School, 'Security Sector Reform I: Police Reform' an intense week-long course from 9 to 13 February 2004. The course involved as lecturers and panelists representatives of the Serbian Interior Ministry, political parties, international organisations, civil society and academia who provided the up-to-date information on police reform in Serbia from different perspectives. Presentations were scrutinised by 26 participants, consisting of Belgrade Open School students, Police Academy teaching assistants and cadet commanders, young politicians and members of non-governmental organisations dealing with policing issues, and interns from the OSCE Mission's Governance Assistance Programme. Some of the students will constitute a core team of trainers for local police accountability and local external oversight of the police, to ensure the sustainable transfer of international expertise to important domestic partners.



UPCOMING ACTIVITIES

Accountability and Oversight

The OSCE Mission to Serbia and Montenegro will continue in 2005 to support and strengthen the work of the Parliamentary Committee for Defence and Security in the Serbian Parliament, with ongoing support to an independent expert working with the Committee to provide objective research and analysis to enhance its oversight activities.

Community Policing

In 2005, the OSCE Mission's Community Policing Programme will assist in the formulation of a strategy for community policing and community safety initiatives in the autonomous province of Vojvodina. As the programme moves forward, all international actors interested in participating or supporting the Ministry in this project will be updated on proposals, and the Ministry's action plan for Vojvodina.



Organised Crime

In the beginning of 2005 the OSCE will continue to assist the Serbian Ministry of Interior in the development and implementation of a plan for building of criminal intelligence capacity at the national level, through workshops and related activities.

War Crimes

Ongoing in 2005, the OSCE is organising study visits for the Serbian team of investigators, prosecutors and investigative judges, all prior participants of OSCE war crimes investigation and prosecution activities in

News&Notices continued...

Strategic Management Training in Montenegro

As part of the Montenegrin Ministry of Interior's obligations under an agreement with the Southeast Europe Police Chief's Association (SEPCA), the OSCE Mission has agreed to assist the Montenegrin Ministry of Interior in the development and implementation of a holistic strategy plan for the Ministry. As part of this, the OSCE Mission will commence initial training in strategic planning for selected personnel from the Montenegrin Ministry of Interior in October of this year. The training course is designed for senior and experienced officers who have been tasked with writing a strategic development plan. Since the concept of strategic planning is new to the Ministry and this is the first time that it is undertaking such a task, the first stage of this project will involve instruction in concepts and methods of strategic planning. This project will continue in November when the Mission, in co-ordination with the Royal Canadian Mounted Police (RCMP), will undertake a strategic planning workshop for senior managers. A similar project is already underway in Serbia.



UPCOMING ACTIVITIES continued...

2004, to witness protection units in Europe, in order to assist in the development a working network of contact points across Europe.

Police Education and Training

Early 2005 will be dedicated to the handing-over of the Trainer Development Course to national police trainers, finalising preparations for the delivery of in-service training for active officers in the south of Serbia, and launching of a course in management for senior officials of the Ministry of Interior.



Border Police

The OSCE will continue in 2005 to assist experts from both the Serbian and Montenegrin Ministries of Interior to improve their technical knowledge and learn best practices in the design, implementation and management of a modern integrated IT System at the national level. Activities aim to assist in achieving standards that would allow sharing and analysis of information by all law enforcement agencies, a vital step in the process towards establishing an integrated approach to border management.

Strategic Development

In the beginning of 2005 the OSCE is planning study visits and strategic planning case study workshops for the Strategic Planning Units of the Serbian and Montenegrin Ministries of Interior. Visits are planned to similar planning units in transition countries as well as in Western Europe.