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The OSCE Strategic Framework for Police-Related Activities

Introduction

The OSCE has been involved in the field of international police activities since the deployment of the OSCE Police Monitoring Group to Eastern Slavonia, Croatia, in October 1998. Already at the OSCE's Istanbul Summit in December 1999, police-related activities were recognized in the Charter for European Security as an essential element of conflict prevention, crisis management, and post-conflict rehabilitation.

In the following 13 years, the participating States concretized the areas of responsibility and roles of the OSCE executive structures with regard to OSCE police-related activities in 24 separate Permanent Council (PC) and Ministerial Council (MC) decisions. The continually growing spectrum of activities ranged from the improvement of the quality of life of Roma and Sinti; via the promotion of gender equality; combating transnational organized crime, with an emphasis on trafficking in illicit drugs and precursors, trafficking in human beings, and the sexual exploitation of children on the internet; to the fight against terrorism.

After more than a decade of rather piecemeal expansion in the area of police matters, a review and evaluation of existing OSCE police activities was undertaken on the initiative of a number of participating States (France, Germany, and Sweden). This led to the publication in 2010 of a comprehensive analytical report of the Secretary General¹ and, in July 2012, to the adoption of the *OSCE Strategic Framework for Police-Related Activities*² and the *OSCE Concept for Combating the Threat of Illicit Drugs and the Diversion of Chemical Precursors*.³

In 2012, the participating States also adopted a PC decision on the *Development of Confidence-Building Measures to Reduce the Risks of Conflict Stemming from the Use of Information and Communication Technologies*.⁴

1 See Organization for Security and Co-operation in Europe, *Report by the OSCE Secretary General on Police-Related Activities of the OSCE Executive Structures up to the End of 2009*, SEC.GAL/62/10, Vienna, 1 April 2010.

2 See OSCE Strategic Framework for Police-Related Activities, in: Organization for Security and Co-operation in Europe, Permanent Council, *Decision No. 1049, OSCE Strategic Framework for Police-Related Activities*, PC.DEC/1049, 26 July 2012, Annex.

3 See OSCE Concept for Combating the Threat of Illicit Drugs and the Diversion of Chemical Precursors, in: Organization for Security and Co-operation in Europe, Permanent Council, *Decision No. 1048, OSCE Concept for Combating the Threat of Illicit Drugs and the Diversion of Chemical Precursors*, PC.DEC/1048, 26 July 2012, Annex.

4 See Organization for Security and Co-operation in Europe, Permanent Council, *Decision No. 1039, Development of Confidence-Building Measures to Reduce the Risks of Conflict*

and the *OSCE Consolidated Framework for the Fight against Terrorism*.⁵ In 2013, the participating States also adopted a PC Decision on an *Initial Set of OSCE Confidence-Building Measures to Reduce the Risks of Conflict Stemming from the Use of Information and Communication Technologies*.⁶

The *OSCE Strategic Framework for Police-Related Activities* (hereafter “Strategic Framework”) analyses the OSCE’s role and added-value in policing. On the basis of this analysis, the Strategic Framework sets down where the OSCE should concentrate its police-related efforts within the scope of its comprehensive approach to ensuring security and combating transnational threats such as organized crime.

The following sections explicate the key provisions of the Strategic Framework and present a number of examples of how these tasks have been implemented by the OSCE executive structures.

The OSCE’s Role and Added-Value in Policing

The Strategic Framework defines the role of the OSCE in the area of policing as “assist[ing] the law enforcement agencies of participating States in addressing threats posed by criminal activity, while upholding the rule of law and ensuring respect for human rights and fundamental freedoms” via “needs assessment, capacity-building, institution-building, training and evaluation” carried out “at the request of the participating States and with their agreement”. The emphasis on capacity-building is a result of the fact that the OSCE has neither a mandate for operational crime-fighting activities nor the means to carry them out.

By stating that “the OSCE’s civilian police-related activities are an integral part of its efforts in conflict prevention, crisis management and post-conflict rehabilitation”, the Strategic Framework underscores earlier decisions.

In addition, it stresses that the OSCE “also works with other international organizations in promoting international and national legal frameworks within which the police can perform their tasks effectively in accordance with the principles of the rule of law and national legislation”.

Stemming from the Use of Information and Communication Technologies, PC.DEC/1039, 26 April 2012.

5 See OSCE Consolidated Framework for the Fight against Terrorism, in: Organization for Security and Co-operation in Europe, Permanent Council, *Decision No. 1063, OSCE Consolidated Framework for the Fight against Terrorism*, PC.DEC/1063, 7 December 2012, Annex.

6 See Organization for Security and Co-operation in Europe, Permanent Council, *Decision No. 1106, Initial Set of OSCE Confidence-Building Measures to Reduce the Risks of Conflict Stemming from the Use of Information and Communication Technologies*, PC.DEC/1106, 3 December 2013.

Box 1: Measures to Combat Transnational Threats (TNT)

The four PC decisions taken in 2012 were formally endorsed at ministerial level at the Ministerial Council Meeting in Dublin in December 2012 in a package entitled *OSCE's Efforts to Address Transnational Threats*.⁷

This process had already been heralded by Ministerial Council Decision No. 2/09 on *Further OSCE Efforts to Address Transnational Threats and Challenges to Security and Stability* taken at Athens,⁸ and the subsequent (2010) report by the Secretary General reviewing efforts to implement this decision.⁹ A further significant measure in this process was Ministerial Council Decision No. 9/11 on *Strengthening Co-ordination and Coherence in the OSCE's Efforts to Address Transnational Threats*, taken in Vilnius.¹⁰ This decision welcomed the proposal by the Secretary General for the establishment of a transnational threats department, tasked, in a way “consistent with the OSCE’s mandates and within available resources”, with “ensuring better co-ordination, strengthened coherence and more efficient use of the OSCE’s resources in addressing transnational threats”. The Transnational Threats Department (TNTD), which became operational on 1 January 2012, is tasked with optimizing the support provided to the Secretary General, the Chairmanship, and the participating States on TNT matters including anti-terrorism, border management and security, and cyber-security, as well as police-related activities. The TNTD has the role of supporting the Secretary General as a focal point for Organization-wide programmatic activities that relate to countering transnational threats, and ensuring the co-ordination and coherence of action across all three OSCE dimensions and among all OSCE executive structures, while respecting their mandates.

The TNTD is led by a Co-ordinator and comprises the following units: a Co-ordination Cell (CC), the Action against Terrorism Unit (ATU), the Border Security and Management Unit (BSMU), and the Strategic Police Matters Unit (SPMU).

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- 7 See Organization for Security and Co-operation in Europe, Ministerial Council, Dublin 2012, *Decision No. 4/12, OSCE's Efforts to Address Transnational Threats*, MC.DEC/4/12, Dublin, 7 December 2012.
 - 8 See Organization for Security and Co-operation in Europe, Ministerial Council, Athens 2009, *Decision No. 2/09, Further OSCE Efforts to Address Transnational Threats and Challenges to Security and Stability*, MC.DEC/2/09, Athens, 2 December 2009.
 - 9 See Organization for Security and Co-operation in Europe, *Report by the OSCE Secretary General on the Implementation of MC.DEC/2/09 on Further OSCE Efforts to Address Transnational Threats and Challenges to Security and Stability*, SEC.GAL/107/10, Vienna, 11 June 2010.
 - 10 See Organization for Security and Co-operation in Europe, Ministerial Council, Vilnius 2011, *Decision No. 9/11, Strengthening Co-ordination and Coherence in the OSCE's Efforts to Address Transnational Threats*, MC.DEC/9/11, Vilnius, 7 December 2011.

The added value that the OSCE brings to collaboration with other international organizations in the area of policing is based above all on the Organization's cross-dimensional and comprehensive approach to security: The OSCE's police-related activities pertain not only to enforcing the letter of the law, but also to economic issues such as tackling corruption and money laundering, and to ensuring respect for human rights and fundamental freedoms.

Furthermore, the OSCE has an extensive field presence in the OSCE region: In 2013, the Organization maintained 15 long-term field operations in South-eastern Europe, Eastern Europe, the South Caucasus, and Central Asia. The OSCE's field presences have developed an expertise and a network of government and civil-society partners in their host countries that make it possible to customize policing programmes in consultation with all relevant stakeholders. This approach is essential for fostering local commitment to police development and reform in the host states, as well as ownership and sustainability of the achievements that are made.

The OSCE also maintains a strong framework and effective mechanisms for co-operation at national, international, and expert levels. Externally, the 1999 Platform for Co-operative Security provides the basis for the OSCE's co-operation with the United Nations and its structures as well as other international, regional, and subregional organizations.

When it comes to external co-operation, the Strategic Framework places great emphasis on achieving unity of purpose and action and avoiding duplication. Within the OSCE, the Strategic Police Matters Unit of the Transnational Threats Department (TNTD/SPMU) serves as the main focal point for ensuring co-ordination and coherence of police-related activities by facilitating the exchange of information and providing conceptual and operational guidance.

In the overall field of combating TNT, the TNTD plays the role of focal point for Organization-wide programmatic activities, seeking to ensure co-ordination and coherence of action across all three OSCE dimensions and among all OSCE executive structures. In doing this, it is required to respect the specific mandates of the various executive structures (see box 1).

Guiding Principles and Thematic Priorities of the OSCE's Police-related Activities

A particularly significant aspect of the Strategic Framework is the reference to "guiding principles of the OSCE's police-related activities", which are considered to be one of the key distinguishing features of the OSCE's involvement in policing. The Strategic Framework stresses the primary importance of the norms, principles, and standards of relevant UN and OSCE documents, and emphasizes their promotion as the foundation of all police-related activities.

The principles and elements of democratic policing include the importance of the rule of law; respect for human rights and fundamental freedoms, including gender and minority issues; police-public partnerships; and effective and accountable criminal justice systems.

The OSCE executive structures are requested to take these principles and elements of democratic policing into account consistently in the process of police development and in the comprehensive approach to reform of criminal justice systems, as well as in the fight against transnational threats.

The executive structures are further requested to foster enhanced cooperation among participating States and international and regional organizations.

Since the OSCE – as stated above – has neither a mandate nor the means to carry out operational measures in the area of policing, the Strategic Framework indicates five “lines of action” for police-related assistance:

- institution- and capacity-building;
- confidence-building, police monitoring and advice;
- police training in line with international policing standards;
- facilitation of information sharing and exchange of best practices; and
- analysis of lessons learned to develop programmatic, conceptual, and methodological guidance.

In view of the Organization’s available capacities, the Strategic Framework also sets six thematic priorities:

- general police development and reform; as well as efforts to combat the threats posed by
- organized crime in general;
- terrorism;
- illicit drugs and chemical precursors;
- trafficking in human beings; and
- cybercrime.

General Police Development and Reform

Activities to promote and support general police development and reform in the participating States focus mainly on:

- Community policing/police-public partnerships: This is at the very core of what policing is. The OSCE works for good relations, better communication, and joint problem-solving among police, government agencies, and all segments of society.

- Exchange of best practices: The OSCE assists with the development of training strategies, modern teaching methods (e-learning and multimedia), and delivers training in democratic policing.
- Victim protection: The OSCE provides advice on protecting victims and witnesses to crime.
- Multi-ethnic policing and gender mainstreaming within police forces: The OSCE promotes the adequate representation of women, ethnic minorities, and members of marginalized groups in the police.
- Guidelines: The SPMU develops conceptual and operational guidelines on various aspects of police development and reform, including a holistic approach to police reform within the framework of criminal justice-system reform, and assists participating States in implementing them.
- Anti-corruption: In line with the UN Convention against Corruption (UNCAC), the OSCE develops strategies and instruments to fight corruption.

Addressing Threats Posed by Criminal Activity

With regard to activities to address threats posed by criminal activity, the OSCE's effort focuses on:

- *Addressing organized crime:* Implementing the United Nations Convention on Transnational Organized Crime (UNTOC) and the UNCAC. The OSCE assists participating States in implementing these conventions in close co-operation with the United Nations Office on Drugs and Crime (UNODC).
 - Law enforcement co-operation: The OSCE strengthens international, regional, and national law enforcement co-operation.
 - Investigation: the OSCE provides specialized investigation training for law enforcement agencies and other criminal justice-system institutions, in areas including financial investigations, seizure of proceeds of crime, and tracing of laundered money.
- *Countering extremism and terrorism:* The OSCE promotes policing strategies and capacity-building activities to address the fight against radicalization and extremism, including through a community policing approach, and a focus on involving women in conflict resolution; and assists participating States in developing police strategies, tactics, mechanisms, and training guidelines on counter-terrorism.
- *Fighting drug trafficking:* The OSCE assists participating States in developing strategies to fight trafficking in illicit drugs and the diversion of chemical precursors, as well as in developing and implementing training plans and programmes addressing drug-related issues for relevant law enforcement agencies.

In line with the *OSCE Concept for Combating the Threat of Illicit Drugs and the Diversion of Chemical Precursors*, the Organization's anti-drug-activities promote the exchange of best practices and scientific, evidence-based information on combating the threat of illicit drugs; as well as the facilitation and promotion of cross-border interaction between relevant criminal justice agencies and other competent national structures of the participating States in the prevention, identification, suppression, detection, and investigation of drug-related crimes, and the apprehension and extradition of criminals in accordance with existing legal frameworks. Preventive measures also aim at reducing drug abuse and dependence, and drug-related harm to health and society, especially to children and young people.

- *Combating trafficking in human beings*: The OSCE supports the enhancement of strategies to prevent and combat human trafficking. It promotes the broader involvement of stakeholders in identifying victims and seeks to facilitate their referral to services. It encourages links between law enforcement agencies and civil society, including via police-public partnership structures. It also seeks to promote outreach to vulnerable groups, the protection of witnesses and the prosecution of traffickers through specialized financial investigations, as well as the seizure of proceeds of crime and activities targeting corruption and money-laundering.
- *Investigating cybercrime*: The OSCE develops regional and national capacities and facilitates the exchange of information and best practices in investigating cybercrime and dealing with cyber-evidence, with a special focus on fighting hate and the sexual exploitation of children on the internet and countering the use of the internet for terrorist purposes in conformity with human rights, fundamental freedoms, and the rule of law.

Implementation of the Strategic Framework for Police-Related Activities

OSCE executive structures have been active in addressing the police-related tasks defined in the Strategic Framework for many years.

The remainder of this contribution looks in detail at examples of activities where the OSCE has developed a wealth of experience and can refer to successful projects.

Development of OSCE Policing Guidelines

The TNTD/SPMU aims to provide a democratic vision of policing for the whole OSCE region and to put that vision to work. The TNTD/SPMU therefore supports the OSCE participating States in developing baseline police

capacities for better compliance with the requirements and obligations they accepted by ratifying fundamental international legal instruments. Furthermore, the TNTD/SPMU aims to develop a conceptual foundation for a coherent OSCE approach to promoting the democratic vision of policing.

Since 2006, the TNTD/SPMU has therefore collaborated with hundreds of criminal justice system experts from OSCE participating States, executive structures, and international and regional partner organizations to collect and analyse good policing practices, resulting in the development of twelve guidebooks so far.

Upon request from participating States and in support of OSCE field operations and OSCE institutions, the TNTD/SPMU promotes these guidebooks at regional roundtables and training events. It has also started developing specific training curricula on the basis of the good practices detailed in the books.¹¹

Box 2: Examples of OSCE Policing Guidebooks

*Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General*¹²

This is the foundational document of the TNTD/SPMU guidebook series. It articulates the objectives of democratic police services; the importance of their commitment to the rule of law, police powers, police ethics, and human rights standards; the essential nature of police accountability; and the need for police co-operation with communities.

*Reference Guide to Criminal Procedure*¹³

This is a tool for law enforcement agencies, prosecutors, judges, and defence lawyers. The guide synthesizes a vast body of international procedural law and standards to provide practical support for the reform of criminal procedure in OSCE participating States.

11 The guidebooks can be ordered directly from the TNTD/SPMU (spmu@osce.org) or downloaded from the OSCE POLIS website at: <http://polis.osce.org/library>.

12 SPMU Publication Series Vol. 1, Vienna, second edition, May 2008, available in Albanian, Arabic, Armenian, English, French, Macedonian, Russian, and Serbian.

13 SPMU Publication Series Vol. 2, Vienna, December 2006, available in English and Russian.

*Good Practice in Building Police-Public Partnerships by the Senior Police Adviser to the OSCE Secretary General*¹⁴

This overview of the basic principles and good practices of community policing analyses the various steps of its implementation, potential challenges, and ways to address them. It also describes a variety of specific community-policing activities and the requirements for successful and sustainable police-public partnerships.

*Good Practices in Basic Police Training – Curricula Aspects by the Senior Police Adviser to the OSCE Secretary General*¹⁵

The guidebook is the result of a comprehensive analysis of basic police-training models in the OSCE participating States. The book aims to facilitate the sharing of good training practices among police-training institutions. It covers curricula aspects including general ethics, the theory of policing, and practical policing skills.

*Police and Roma and Sinti: Good Practices in Building Trust and Understanding*¹⁶

The book provides a compilation of good practices in improving relations between the police and Roma and Sinti communities, with the overall goal of combating discrimination and racial violence and ensuring that Roma and Sinti people are able to play a full and equal part in society. It assists the participating States in implementing their commitments under the OSCE Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area.

*Trafficking in Human Beings: Identification of Potential and Presumed Victims: a Community Policing Approach*¹⁷

This book provides policing practitioners with clear guidance for the identification of trafficked persons and promotes multiagency co-operation between law enforcement agencies, public institutions, and civil society in the fight against trafficking in human beings.

*Police Reform within the Framework of Criminal Justice System Reform*¹⁸

Police reform cannot be successful if it is not complemented and synchronized with the reform of other institutions within the criminal justice

14 SPMU Publication Series Vol. 4, Vienna, May 2008, available in Albanian, English, Russian, and Serbian.

15 SPMU Publication Series Vol. 5, Vienna, October 2008, available in English and Russian.

16 SPMU Publication Series Vol. 9, Vienna, April 2010, available in Albanian, English, Romanian, Russian, Serbian, and Slovakian.

17 SPMU Publication Series Vol. 10, Vienna, June 2011, available in English and Russian.

18 TNTD/SPMU Publication Series Vol. 11, Vienna, July 2013, available in English and Russian.

system. The guidebook provides a compilation of good practices from the OSCE area in a holistic approach to police reform. It details reform steps to enhance the collaboration of the police with other criminal justice institutions as well as with civil society and non-state security and justice providers to make the entire criminal justice process more effective and efficient, resulting in improved delivery of security and justice to the public.

*OSCE Resource Police Training Guide: Trafficking in Human Beings*¹⁹

The training guide provides a minimum set of standards for law enforcement training in the OSCE participating States and Partners for Cooperation. It aims to strengthen law enforcement capacities for preventing and combating trafficking in human beings, and to facilitate the identification of emerging trends and new forms of human trafficking. The guide introduces case studies illustrating good practices in investigating human trafficking cases and victim identification.

*Guidelines on Human Rights Education for Law Enforcement Officials*²⁰

Developed jointly with ODIHR, the guidebook promotes systemic and effective human-rights education for police and other law enforcement personnel. The document was prepared on the basis of broad consultations involving police trainers, university lecturers, and representatives of national human rights institutions and civil society organizations, as well as experts involved in the design and delivery of educational curricula for law enforcement officials.

Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: a Community Policing Approach

Currently being drafted jointly by the TNTD/ATU, the TNTD/SPMU, and ODIHR, the guidebook is expected to be published in 2013. It aims to provide guidance, based on international experiences and in line with OSCE commitments in the field of counter-terrorism and human rights, on how to leverage community policing as part of an effective human-rights compliant, gender-sensitive, and multi-disciplinary approach to countering terrorism.

19 TNTD/SPMU Publication Series Vol. 12, Vienna, July 2013, available in English and Russian.

20 OSCE ODIHR, Warsaw, September 2012, available in English and Russian.

Community Policing

Community policing is at the heart of the OSCE's police-related activities, since it is a philosophy and organizational strategy that promotes a partnership-based, collaborative effort between the police, other governmental agencies, and the community. This is a prerequisite for successful crime prevention and thus for the reduction of fear of crime and the improvement of the quality of life in a community. Crime prevention requires a shared commitment and shared ownership on the part of the police and the public. This can only be achieved by establishing trustworthy police-public partnerships, where the entire police organization, all government agencies, and all segments of society actively co-operate in identifying and solving problems.

Interactive community-outreach programmes, such as the creation of formal or informal forums for open discussions between the police and representatives of all communities, are particularly valuable for eliciting the views of the public and promoting co-operation and the exchange of views. This can lead to community involvement in crime-prevention programmes, including by developing problem-solving coalitions, and to the development of a sense of mutual responsibility for enhancing public safety. Special attention should be paid to ensure that a wide section of society, including minorities and vulnerable groups, are represented in these forums. In addition to the support of the residents in local communities, the police will need the support of local authorities to be successful in their work. In certain cases, other departments may be better suited than the police to solve social problems in a community.²¹

Moreover, community-policing projects often have a specific reconciliation and confidence-building goal (addressing policing in multi-ethnic societies) as well as a gender mainstreaming focus (addressing gender-based violence and improving the representation of women in the police and in police-community forums).

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

- conducted needs assessments and provided advice to host governments in developing community-policing strategies and programmes;
- organized national and international conferences and workshops, and facilitated study tours for policy-makers and police leaders to other participating States to familiarize them with foreign models of community policing;

21 Cf. *Guidebook on Democratic Policing by the Senior Police Adviser to the OSCE Secretary General*, cited above (Note 12), p. 44.

- assisted in identifying pilot sites for the introduction of community policing;
- developed training curricula and provided training to future community-policing officers on issues such as: communicating, building trust, mediating in conflicts, developing creative approaches to addressing community concerns, conducting problem-solving and gathering information, translating general mandates into appropriate action, and conveying the concerns of the community to the police leadership and other stakeholders;
- provided office equipment to reception areas in police stations at pilot sites;
- provided transport equipment to community-policing officers in order to enhance their ability to reach the public;
- supported host states in public-outreach activities that seek to introduce community policing, including: police open days, media campaigns, interactive communication forums, and school visits;
- supported the creation and management of police-public forums at the local, municipal, regional, and national levels, where representatives of the police, other government agencies, civil society, and the private sector have had the opportunity to jointly identify and solve problems. The most common issues of concern have included traffic safety, drug abuse at schools, environmental issues, petty crimes, domestic violence, and the improvement of relations between different ethnic/national communities in general;
- provided office space and office equipment for formal forum structures;
- supported these forums by training community members to improve their ability to actively contribute to problem-solving; and
- regularly evaluated community-policing projects by, for instance, undertaking public perception surveys.

Box 3: Example of a Community-Policing Project: The Community Security Initiative (CSI) in Kyrgyzstan

The CSI is the latest example of a comprehensive community-policing initiative carried out by the OSCE. The project was established following interethnic violent conflict in southern Kyrgyzstan in June 2010.

The community-policing element of the CSI mandate includes:

- provision of advice and support to the territorial units of the ministry of the interior on their co-operation with local communities, including through the development of a police-public partnership;
- provision of advice and support to local civil authorities and representatives of the local population on issues related to their security concerns and needs, thus contributing to the reduction of inter-

- ethnic tension and facilitating confidence-building between the police and local communities; and
- a mediation service to facilitate, enhance, and encourage dialogue and co-operation between the police and the civil population and between ethnic communities.²²

Since its inauguration in January 2011, the project has co-located teams of international police consultants to 14 project sites throughout four provinces in Kyrgyzstan, where they worked in police stations with their Kyrgyz counterparts, primarily neighbourhood officers and juvenile delinquency officers, assessing them and advising them on international community-policing standards. This arrangement allowed the consultants to follow developments and daily challenges that the communities and police face. Over 400 police officers received training via the CSI on applying community-policing principles or communication skills in their work.

In addition to the training and mentoring of police officers on community-policing skills, improvements in police-community relations were primarily achieved through the introduction of Mobile Police Receptions (MPRs); the establishment of police-community forums such as Community Safety Working Groups (CSWGs); the revitalization of existing Local Crime Prevention Centres (LCPCs); and the promotion of various police-community gathering events, such as sports events, police open days, and youth-police engagements, which were used to rebuild bridges between communities and the police.

Eighteen MPR minibuses, which have been funded by the project and delivered since July 2011, are a community policing instrument that enhances visibility and connectivity between the police and the community, particularly in remote areas where the public has little access to the police. By the end of 2013, the MPRs had visited some 130 rural and urban sub-districts. Deployed to mainly multi-ethnic neighbourhoods where inter-ethnic tensions have been high in the past, the MPRs allow citizens to approach and interact with the police. The MPRs are not intended to function as patrolling or crime scene/incident control units, although they could be used to provide a quick response to rising police/community or inter-community tensions resulting from an incident. Each MPR is always manned by an assigned officer, who, in some districts and at designated times, may be accompanied by a community representative. There were two core tenets that the CSI conveyed through the MPR. First, that even if a matter is not criminal and is not by nature a “police” issue, a small matter may escalate into community unrest, and should be resolved in order to avert future community problems. Even questions relating to public utilities or problems with schools should therefore be taken seriously. Second,

22 Cf. Organization for Security and Co-operation in Europe, *Concept for Community Security Initiative*, PC.DEL/1081/10.

that building a positive public perception requires the police to follow up problems that are reported, as resolving someone's personal concern, or visiting them to inform them of the status of their case can make an indelible impact on their impression of the police.

To raise awareness among the population of these new communication and co-operation tools, the MPRs were introduced at various police-community events and commercials were published in newspapers, played on local television, and shared through electronic billboards in several CSI areas of responsibility, reaching out to all community members to take advantage of their availability.

By the end of 2013, more than 40,000 community members had used the MPRs to raise problems, file complaints, work out solutions, and initiate an open dialogue. Community members and police management stated in their talks with the CSI consultants that the MPRs had brought several benefits, including increasing access to the police, raising the profile of the police, and reducing crime.

CSWGs are forums at municipal level, where police, local authorities, and civil-society representatives can talk over their concerns and create methods of resolving them to prevent conflict. Any community-level problems that arose during MPR runs were relayed back to the CSWGs to deliberate on, and public events were designed and implemented under their supervision. These matters were often centred on youth questions, particularly issues such as antisocial behaviour among young people and the related problem of absentee parents in the district. Problems with utilities, such as water distribution, electricity provision, and rubbish collection were also reviewed, where they existed. When community reports of police abuse surfaced, CSWGs provided an open forum for discourse and evaluation with police representatives. Police were also able to share information on criminal incidents so as to gather community assistance in their resolution. If individuals were reported as missing, or a string of robberies erupted in a neighbourhood, the police were able to alert the local representatives to be vigilant.

LCPCs are intended to serve as the backbone of the CSWGs at the local level. Since September 2011, the CSI, in co-operation with the police, CSWGs, LCPCs, and NGOs, has addressed a number of important safety and security issues of concern to national stakeholders, such as domestic violence, bride kidnapping, school racketeering, and juvenile delinquency. These initiatives are very much appreciated by all stakeholders. However, LCPCs suffered from a lack of administrative and financial support from their districts and the ministry of the interior. To counter this, in 2012, the CSI offered training to its members, fortified their relationships with CSWGs, police, and the community, and offered assistance in the renovation of their facilities. In 2012, there were 114 LCPCs of varying activity levels at CSI project sites, composed of representatives of the

Court of Elders, Women's Committees, Youth Councils, and Veterans' Councils.

In autumn 2012, the CSI, together with the OSCE Centre in Bishkek's Police Reform Programme, introduced a neighbourhood management project. The project aims to strengthen mutual trust and co-operation between Neighbourhood Inspectors and LCPC members represented in Neighbourhood Management Teams. The teams also serve as interfaces between the communities and the police, gathering complaints from the communities, forwarding them to the relevant stakeholders in the LCPCs, and initiating projects to solve the problems. The Neighbourhood Management Team members were selected, trained, and mentored by the CSI. By November 2013, a total of 23 Neighbourhood Management Teams had been created at all 14 CSI project sites.

The various police-community forums have also initiated small-scale community initiatives such as sports events, police open days, and youth-police engagements in order to rebuild bridges between communities and the police.

Both national and international stakeholders have welcomed the CSI's community-policing initiatives and acknowledged a notable improvement of the relationship between the local neighbourhood police and communities, including minority groups, as well as better relations between the different ethnic communities as a result of these initiatives.

The Fight against Organized Crime in General

The *United Nations Convention against Transnational Organized Crime* (UNTOC), adopted by General Assembly Resolution 55/25 of 15 November 2000, is the main international instrument in the fight against transnational organized crime. The Convention is further supplemented by three Protocols. Countries must become parties to the Convention itself before they can become parties to any of the Protocols. These Protocols target specific areas and manifestations of organized crime:

- the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children;
- the Protocol against the Smuggling of Migrants by Land, Sea and Air;
- the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition.

The Convention represents a major step forward in the fight against transnational organized crime and signifies the recognition by UN member states of the seriousness of the problems posed by it, as well as the need to foster and enhance close international co-operation to tackle those problems. States that ratify this instrument commit themselves to taking a series of measures

against transnational organized crime, including the creation of domestic criminal offences (participation in an organized criminal group, money laundering, corruption, and obstruction of justice); the adoption of new and sweeping frameworks for extradition, mutual legal assistance, and law enforcement co-operation; and the promotion of training and technical assistance for building or upgrading the necessary capacity of national authorities.

When the TNTD/SPMU began its work supporting the implementation of the UNTOC in March 2006, only 38 OSCE participating States had ratified the Convention. By the end of 2013, 56 out of 57 participated States had ratified it.

OSCE executive structures have been supporting participating States in drafting strategies and action plans for fighting organized crime, and have been reviewing relevant legislation, including criminal procedure codes, with a view to enhancing the response of criminal justice systems to organized crime at the national and regional level in line with the provisions of the UNTOC and its Protocols.

The executive structures have also been delivering or facilitating specialized training in criminal investigations for law enforcement agencies and other elements of the criminal justice system, focusing on criminal analysis in general, and on forensic analysis, financial investigations, seizures of proceeds of crime, and tracing of money laundering in particular. Capacity-building support has also been focusing on establishing and equipping specialized investigation units.

Box 4: Regional Workshops in Central Asia on International Co-operation in Criminal Matters

Between 2008 and 2012, the TNTD/SPMU, in close co-operation with the OSCE Office of the Co-ordinator of Economic and Environmental Activities (OCEEA) and the UNODC, organized five regional workshops on international co-operation in criminal matters for criminal justice practitioners from Central Asia, held in different countries in the region. This series of workshops contributed to mutual understanding of regional legislation, regulations, systems, and structures. In 2012, the focus was on strengthening the existing information exchange mechanisms in response to organized crime and terrorism in the area. Focusing on a number of case studies, the workshop highlighted local best practices as well as challenges experienced in regional co-operation. As in the previous four workshops, participants included law enforcement and judicial experts from Central Asia, Afghanistan, Iran, and Pakistan. In view of the positive evaluation that these workshops received from the participants, the TNTD/SPMU intends to continue organizing such regional meetings.

In the context of financial investigations and the enhancement of police accountability, OSCE executive structures have also been assisting participating States in developing anti-corruption strategies and instruments.

Furthermore, the executive structures have been enhancing the capacity of national criminal justice systems to properly interview, assist, and protect victims and witnesses of crime.

The Fight against Trafficking in Illicit Drugs and Precursors

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

Afghanistan remains the main cultivator of the opium poppy, accounting for approximately 63 per cent of global cultivation.²³

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

Box 5: Counter-Narcotic Training for Afghan Law Enforcement Officers

In response to various drug-related Permanent Council and Ministerial Council decisions as well as Ministerial Council Decision No. 4/07 on OSCE Engagement with Afghanistan (Madrid 2007), the OSCE executive structures have invested great efforts in providing training for Afghan police officers in the fields of border security and combating drug trafficking. Since 2007, nine training courses have been delivered for 95 Afghan officers at specialized training institutions in Kazakhstan, the Russian Federation, Tajikistan, and Turkey, focusing on the planning and practical conduct of drug searches.

The majority of these courses were delivered as training-of-trainers courses, aiming to build up a national cadre of trainers for the Counter-Narcotics Training Academy of Afghanistan, who would be able to cascade the training throughout the Afghan counter-narcotic agencies.

23 Cf. UNODC, *World Drug Report 2012*, Vienna, June 2012, p. 27.

Specialists in the fight against drugs need to be well trained and equipped and should apply harmonized and/or complementary working methods, particularly when it comes to cross-border police operations. The OSCE, with its various field operations in a number of regions, is particularly well prepared to promote regional and international cross-border co-operation in the fight against drugs, in co-operation with the UNODC and other specialized regional organizations.

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

A number of OSCE training courses aimed at increasing police officers' operational skills to detect and identify chemical precursors used for drug production and conduct backtracking investigations to trace the sources of chemicals diverted from the legal market. The courses were integrated in the UNODC "Rainbow Strategy" for Central Asia. The delivery of training has often been complemented by the provision of relevant specialized equipment. For instance, the OSCE has donated test kits for precursors and precursor identification manuals.

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

Box 6: Controlled Delivery Exercise in South-Eastern Europe

In March 2011, the Department for Security and Public Safety of the OSCE Mission in Kosovo²⁴ conducted a controlled delivery live exercise involving law enforcement agencies from Albania, Bulgaria, the Former Yugoslav Republic of Macedonia, Germany, Montenegro, Slovenia, and Turkey. The Operation & Co-ordination Centre was established at Kosovo Police Headquarters. The controlled delivery practical exercise was carried out for the first time in Kosovo and enhanced the capacities of law enforcement agencies (police, customs, and judiciary) to fight drug trafficking and improve regional co-operation. The benefits for the agencies involved were increased mutual exchange of information and trust. The regional partners assessed the Kosovo Police as a reliable partner in combating drug trafficking. The Kosovo Police also started paying more attention to international and regional co-operation.

24 All references to Kosovo institutions or leaders refer to the Provisional Institutions of Self Government.

The Fight against Trafficking in Human Beings

Trafficking in human beings (THB) is a serious crime against an individual that entails violations of the whole spectrum of human rights and fundamental freedoms, undermines human dignity and integrity, and poses a real threat to human security. Estimates by the International Labour Organisation (ILO) in 2012 provide an indication of the scale of trafficking: At any moment 20.9 million people are victims of forced labour globally, although the organization stresses that this is a conservative estimate.²⁵ Many THB and people smuggling operations are conducted by organized criminal groups, which makes them an aspect of organized crime.

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

The OSCE pursues a victim-centred and human rights-based approach to the fight against human trafficking. The executive structures support the participating States in enhancing strategies for preventing and combating THB. They provide assistance in developing national legislative frameworks enabling more effective prosecution of THB cases and promoting non-punishment provisions with regard to victims. Executive structures have also provided assistance in drafting standard operating procedures for improving the functioning of National Referral Mechanisms.

Box 7: International Conference on Enhancing Co-operation to Combat THB and Forced Labour

From 6-7 December 2012, the OSCE Office in Baku organized this conference, which brought together government departments and civil society organizations from Azerbaijan, Bosnia and Herzegovina, the Russian Federation, Serbia, Turkey, Turkmenistan, Ukraine, and Uzbekistan, as well as international and bilateral organizations. Some 100 participants discussed how participating States address THB, how migration policies could contribute to or reduce the vulnerability of migrants for trafficking, and highlighted the international instruments that call for the need to protect THB victims. Participants also focused on trafficking for labour exploitation as an emerging form of exploitation in particular. They reiterated the necessity of assistance and support before, during, and after criminal proceedings, victims' rights to compensation and non-prosecution for deeds committed while they were THB victims.

25 Cf. International Labour Organization, *Global Estimate of Forced Labour*, Geneva 2012.

Capacity-building assistance provided by the OSCE in the area of THB has included support in designing training curricula, manuals and modules for the police, border guards, judges, prosecutors, labour inspectors, migration officers, and other professionals. These address topics such as THB for sexual, labour, and other types of exploitation. Specialized training courses and workshops at the national and regional level have focused on topics including the identification, interviewing, referral, and protection of victims of trafficking; and financial investigation techniques, including the seizure of criminal assets and countering money-laundering to disrupt trafficking networks.

The executive structures have also focused on the broader involvement of a range of stakeholders in the identification of trafficked persons; their referral to services, outreach to vulnerable groups; and closer co-operation between law enforcement agencies and the civil society in awareness raising activities, including, where appropriate, through police-public partnership structures. They advise inter-ministerial and inter-agency working groups as well as civil society on how to identify, refer, and protect trafficked persons and how to prevent crime. Furthermore, executive structures facilitate the reinforcement of co-ordination between international organizations and national civil society organizations; and advocate for and monitor the implementation of National Actions Plans and National Referral Mechanisms.

Box 8: Regional Training Courses on Identification, Seizure and Confiscation of Criminal Assets arising from THB

From 18-20 July 2012, the TNTD/SPMU organized a regional training seminar on the Identification, Seizure and Confiscation of Criminal Assets arising from Different Forms of Human Trafficking – A Practical Perspective in Prague. The seminar was a follow-up event to the OSCE/UNODC Expert Seminar on Leveraging Anti/Money Laundering Regimes to Combat Human Trafficking, held in 2011. The target audience for this seminar consisted of criminal police and financial investigators dealing with human trafficking from all regions covered by the OSCE field operations. The seminar aimed to provide operational guidance to police investigators dealing with criminal investigations into human trafficking and financial investigators involved in the search, seizure, and confiscation of the proceeds of various forms of human trafficking. The seminar also promoted co-operation, co-ordination, and information-sharing among law enforcement agencies, financial intelligence units, banks, and other financial institutions.

The Fight against Cybercrime

According to a 2013 UNODC study, in 2011, at least 2.3 billion people, more than one third of the world's population, had access to the internet. Victimization studies demonstrate that individual cybercrime victimization is significantly higher than for "conventional" forms of crime. Victimization rates for online credit card fraud, identity theft, responding to a phishing attempt, and experiencing unauthorized access to an email account, vary between one and 17 per cent of the online population for 21 countries across the world, compared with typical burglary, robbery, and car theft rates of under five per cent for these same countries. Cybercrime victimization rates are higher in countries with lower levels of development, highlighting a need to strengthen prevention efforts in these countries.²⁶

The OSCE executive structures have been raising participating States' awareness of the dangers emanating from cybercrime and improving prevention efforts, information exchange, investigative training, and co-operation with the private sector and internet providers. The 2012 Annual Police Experts Meeting was devoted to the topic of "Fighting the Threat of Cyber Crime" and addressed the topic at the OSCE-wide level, convening 90 experts from academia, the private sector, and criminal justice bodies. Awareness-raising activities have also included the provision of support, upon request, to participating States in reviewing national legislation with regard to compliance with the international cybercrime convention, and assistance with the practical application of the convention.

The training and capacity-building activities of the executive structures have focused primarily on enhancing the capacities of participating States' criminal justice system institutions (CJSIs), including law enforcement agencies, prosecution offices, and courts, in computer forensics and digital evidence. This can increase their ability to investigate and prosecute cybercrime, including financial crimes and the online abuse of children, and to undertake the confiscation of criminal assets. These training courses often take place at the regional level, including CJSI representatives from various participating States. They are usually carried out in collaboration with international partners such as Europol, Eurojust, Interpol, the UNODC, and the World Bank; as well as specialized law enforcement agencies, universities, and the private sector. Partners have included the German Federal Criminal Police Office (BKA), the Cybercrime Research Institute (Cologne, Germany), the Basel Institute of Governance, the Anti-Phishing Working Group (APWG), the International Association of Computer Investigative Specialists (IACIS), University College Dublin (UCD), Microsoft, McAfee, and the Cybersecurity Information Exchange Framework (CYBEX).

26 Cf. UNODC, *Comprehensive Study on Cybercrime*, New York 2013, pp. xvii-xviii.

Training is also often complemented with the donation of specialized computer hardware and software that has been used during training.

In order to co-ordinate training activities with other international partners and to further develop a network of training institutions and private sector companies, the TNTD/SPMU regularly participates in meetings such as the Council of Europe's "Octopus" annual meeting on cybercrime; Europol's Cybercrime Training Experts Group meetings; and the APWG steering committee meetings.

Box 9: Regional Cybercrime Investigation Training

From 1-19 November 2010, the TNTD/SPMU, in collaboration with the OSCE Mission to Serbia and the ministry of the interior of the Republic of Serbia, organized a three-week cybercrime training course for police investigators, which was held in Belgrade. The course had initially been developed by UCD's School of Computer Science and Informatics to train police officers in EU States. Eighteen police officers from six countries in South-eastern Europe (Albania, Croatia, Bosnia and Herzegovina, the Former Yugoslav Republic of Macedonia, Montenegro, and Serbia) were trained. The course was designed to give investigators an introduction to computers, computer operating systems, computer crimes, computer forensics, and computer investigative resources. The students were also trained as trainers with the view to passing on what they learned to their colleagues in their countries. The ultimate goal was to build cybercrime investigation capacity in South-eastern Europe as a step towards establishing specialized cybercrime units. The students who successfully complete the training received academic credit from UCD and an opportunity to take additional courses in 2011 and 2012, such as an advanced week-long "Regional Cyber-Crime Training Course on Using Linux as an Investigative Tool", provided by instructors certified by UCD and Europol's Cybercrime Training Experts Group; a Seminar of the APWG, addressing emerging transnational threats, trends, and forensic methods for combating cybercrime; and another advanced week-long "Regional Training Course on Advanced IT Forensics, Network Investigations, and Forensic Computer Skills", provided by the German BKA in connection with the Seventh European Computer Forensic Training event of the European Anti-Fraud Office (OLAF) in Wiesbaden, Germany, and accredited by International Association of Computer Investigative Specialists) and the BKA.

Conclusion

With their adoption of the *OSCE Strategic Framework for Police-Related Activities*, the participating States have reaffirmed their acknowledgement of the key role police-related activities play with respect to addressing organized crime, conflict prevention, and the rule of law.

They have committed themselves to a democratic vision of policing for the whole OSCE region and provided the OSCE executive structures with a robust mandate and a clear set of guiding principles as they put that vision to work. And, as new threats and challenges are sure to develop, they have decided to subject the Strategic Framework to regular review.

It remains to be seen whether these regular reviews, in view of ever-shrinking resources due to the current worldwide financial crisis, will lead to a further prioritization of thematic activities. An increase of thematic areas without an increase of available resources would result in huge challenges for the OSCE to effectively implement its mandates.