

**922nd Plenary Meeting**

PC Journal No. 922, Agenda item 6

**DECISION No. 1049  
OSCE STRATEGIC FRAMEWORK FOR  
POLICE-RELATED ACTIVITIES**

The Permanent Council,

Cognizant of the 2010 Astana Commemorative Declaration, in which the OSCE Heads of State or Government recognized the need to achieve greater unity of purpose and action in facing emerging transnational threats,

Recognizing the leading role of the United Nations in combating transnational organized crime, and the continued relevance of standards and norms in crime prevention and criminal justice, and welcoming increasing co-operation between the OSCE Secretariat, the UNODC and the UN Commission on Crime Prevention and Criminal Justice,

Recalling previous Ministerial Council and Permanent Council decisions on police-related activities, in particular Permanent Council Decision No. 914 on further enhancing OSCE police-related activities,

Taking note of the 2009 and 2010 reports by the OSCE Secretary General on police-related activities of the OSCE executive structures and of subsequent discussions during the Annual Police Experts Meetings and Annual Security Review Conferences in recent years,

Taking into account the OSCE Concept for Combating the Threat of Illicit Drugs and the Diversion of Chemical Precursors, designed to serve as a framework for co-operation in this area, which has been developed in line with the OSCE's police-related activities in the context of the Organization's wider approach to combating transnational threats,

Recognizing that OSCE police-related activities constitute a key element of the Organization's efforts to address threats to security and stability in the OSCE region posed by criminal activity emanating from organized crime, including terrorism and trafficking in drugs and human beings, and an integral part of its efforts in the areas of conflict prevention, crisis management and post-conflict rehabilitation,

Reaffirming the OSCE's support for the promotion of international and national frameworks that ensure that police activities are performed in accordance with democratic principles and the rule of law,

Acting in accordance with and building on the relevant Ministerial Council and Permanent Council decisions, which address a variety of policing areas,

Decides to adopt the following OSCE Strategic Framework for Police-Related Activities annexed to this decision.

## **OSCE STRATEGIC FRAMEWORK FOR POLICE-RELATED ACTIVITIES**

### **I. The objective of the Strategic Framework**

1. The objective of the OSCE Strategic Framework for Police-related Activities is to define priority areas for the OSCE's police-related activities within the Organization's wider approach to security, combating transnational threats, and to render more operational the relevant provisions of the Strategy to Address Threats to Security and Stability in the Twenty-First Century adopted at the Eleventh Meeting of the Ministerial Council at Maastricht in 2003.
2. This Strategic Framework builds upon relevant Summit, Ministerial Council and Permanent Council decisions, which address a variety of policing areas<sup>1</sup>. Moreover, it aims at facilitating the streamlining of OSCE's activities in all areas related to policing.

### **II. The OSCE's role in policing**

3. At the request of the participating States and with their agreement<sup>2</sup>, the OSCE through needs assessment, capacity-building, institution-building, training and evaluation, assists 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.
4. The OSCE's civilian police-related activities are an integral part of its efforts in conflict prevention, crisis management and post-conflict rehabilitation, and have been expanded in order to assist in maintaining the primacy of law.
5. 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.

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1 A list of these decisions is contained in attachment 1 to this document.

2 See OSCE Ministerial Council Decision No. 9, on police-related activities, adopted at the Ninth Meeting of the Ministerial Council, at Bucharest, on 4 December 2001.

### **III. The environment for police-related activities in the OSCE area**

6. The OSCE's work on police-related issues shall take, *inter alia*, into account the following:

- The evolution of transnational threats to security and stability inside and outside the OSCE region;
- Rapidly changing criminal phenomena;
- The need to improve the professionalism and the capacities of law enforcement agencies, to enhance participating States' criminal justice systems and to consolidate and strengthen democracy, the rule of law, human rights and fundamental freedoms throughout the OSCE area;
- The wide variety of justice and law enforcement traditions, including different legal systems, various systems of criminal procedure, diverse organizational structures of police agencies with different working modalities, and different levels of co-operation between the various sectors of the criminal justice systems;
- The engagement of numerous and diverse international, regional and national actors in the comprehensive reform of the criminal justice systems of participating States;
- Budgetary and personnel constraints, both within the OSCE and in the participating States.

7. The OSCE must therefore be prepared to provide customized capacity-building assistance at the request of participating States and with their agreement, and in accordance with their distinct specific political, cultural and structural environments.

### **IV. The OSCE's added value in police-related activities**

8. The OSCE has realized concrete achievements in the area of capacity-building, such as the delivery of police training; the development of strategic planning capacities; the building of law enforcement capacities; the creation of transparent, effective and efficient police human resources management systems; and the development of police accountability structures. This places the Organization in a good position to contribute efficaciously to the promotion of effective democratic policing throughout the OSCE region.

9. The OSCE's added value in police-related activities lies, *inter alia*, in:

- Its comprehensive and cross-dimensional approach to security, which applies to police-related activities across the three dimensions, in the context of combating criminal activity and tackling corruption and money-laundering, while at the same time upholding the rule of law and ensuring respect for human rights and fundamental freedoms;

- Its experience and executive structures, with a wide presence in the field facilitating the delivery of policing programmes, making it possible to support the development and implementation of customized programmes and projects, in consultation with all the relevant stakeholders;
- Its framework for co-operation and exchange of views, complemented by a framework of police-public forums for communication with civil society stakeholders, which allows law enforcement agencies to take into account the widest possible range of views within societies; an extensive global network of experts from both the public and the private sectors; and long-standing and effective channels of co-operation with international and regional organizations.

## **V. Strategic features of the OSCE's police-related activities**

### **(a) Guiding principles of the OSCE's police-related activities**

10. The OSCE's police-related activities shall be guided by the norms, principles and standards defined by documents of the United Nations and the OSCE, such as the Charter of the United Nations, relevant UN conventions on police-related activities, the Helsinki Final Act, the Copenhagen Document, and various OSCE decisions on police-related activities<sup>3</sup>. These documents emphasize, *inter alia*, the importance of the rule of law; respect for human rights and fundamental freedoms, including gender and minority issues; police-public partnerships; effective and accountable criminal justice systems; and enhanced co-operation among participating States and international and regional organizations. The development of high standards of professional skills and the sharing of best practices are among the key elements of the OSCE's police-related activities.

11. The promotion of these principles and elements of democratic policing is the foundation of the OSCE's police-related activities. They should be taken into account constantly 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.

### **(b) The OSCE's lines of action for police-related activities**

12. The OSCE delivers police-related assistance at the request of participating States and with their agreement through, *inter alia*:

- 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;

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3 Lists of these UN and OSCE documents are contained in attachments 1 and 2 to this document.

- Analysis of lessons learned to develop programmatic, conceptual and methodological guidance.

**(c) Thematic priorities of the OSCE's police-related activities**

13. In accordance with the existing commitments of participating States in respect of police-related issues, drawing upon the rich experience and lessons learned from the OSCE's practical work, and seeking to strengthen the co-ordination of police-related activities within the OSCE as well as to ensure their complementarity with regard to reform efforts in other sectors of the criminal justice system, the following areas of police assistance shall be the focus of the OSCE's police-related activities. Such assistance is delivered only at the request and with the agreement of the host countries.

General police development and reform

14. The OSCE:

- Promotes police-public partnerships/community policing as a core element of policing by enhancing communication and co-operation between the police, other government agencies and the public; by promoting a joint problem solving approach; and by improving relations between the police and all segments of the society, including, in particular, all vulnerable groups;
- Promotes the co-operation and exchange of best practices between and among the police training institutions of participating States; provides assistance to them regarding the development of training strategies and modern teaching/education methods, such as e-learning and multimedia training; and delivers and/or facilitates training in the further enhancement of democratic policing;
- Promotes the protection of victims of crime, particularly victims of violent crime and vulnerable victims, and supports the improvement of law enforcement responses to hate crimes;
- Supports, where appropriate, efforts to create multi-ethnic police services, and promotes gender mainstreaming and initiatives to raise gender awareness;
- At the request of participating States, with their agreement and with their co-operation, develops guideline documents in specific areas of police reform, such as systems and concepts of police education, police training, strategic planning, human resource management, and police accountability, and assists participating States in the implementation of these guidelines;
- Supports participating States, at their request and with their agreement, in the development of anti-corruption strategies and instruments, as well as in training in the investigation of corruption, and assists them in the implementation of the UN Convention against Corruption (UNCAC), in close co-operation with the UNODC and in accordance with national legislation and anti-corruption instruments;

- Co-ordinates and synchronizes its efforts towards supporting police reforms with the efforts undertaken in other sectors of the criminal justice system;
- Supports, where appropriate, at the request of participating States and with their agreement, the creation and training of specialized units for investigation of all the types of crime mentioned in this Strategic Framework.

#### Addressing threats posed by criminal activity

##### *Organized crime*

#### 15. The OSCE:

- Supports the full implementation of the UN Convention against Transnational Organized Crime (UNTOC) and as appropriate its Protocols as well as UNCAC, in close co-ordination with the UNODC;
- Upon request, delivers or facilitates specialized training in criminal investigation for law enforcement agencies and other elements of the criminal justice system, particularly to enhance capacities in techniques which have proven effective in organized crime cases, including financial investigations, seizures of proceeds of crime, and tracing of money-laundering, connected to all types of crime;
- Enhances the institutional capacity of the relevant stakeholders and strengthens law enforcement co-operation at the international, regional and national levels.

##### *Terrorism*

#### 16. The OSCE:

- Promotes policing strategies that address the early detection of radicalism and violent extremism, as well as the deradicalization and reintegration of violent extremists into mainstream society;
- Facilitates the sharing of information, best practices and lessons learned between and among the law enforcement agencies responsible for preventing and investigating terrorism;
- Promotes police-public partnerships with a view to facilitating mutual understanding and tolerance;
- Recognizes the importance of engaging a broad range of audiences, including women, who play an important role in peace-building, conflict resolution, and the countering of violent extremism;
- Assists the participating States in developing police strategies, tactics and mechanisms focusing on counter-terrorism, as well as training guidelines in conformity with the respect for human rights, fundamental freedoms and the rule of law.

*Illicit drugs and chemical precursors*

17. The OSCE:

- Assists, at the request of participating States and with their agreement, in developing effective and comprehensive strategies to fight trafficking in drugs and the diversion of chemical precursors;
- Supports the accession of those participating States that are not yet Parties, to the three international drug conventions (the Single Convention on Narcotic Drugs, 1961, as amended by the 1972 Protocol; the Convention on Psychotropic Substances, 1971; and the UN Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, 1988) and assists all the participating States to fully implement the provisions of these Conventions;
- Supports participating States in implementing the recommendations of the International Narcotics Control Board (INCB) and the Paris Pact Initiative, as well as the UN Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem adopted in 2009;
- Supports the participating States in promoting dialogue and interaction among competent national governmental structures and the private sector<sup>4</sup> through exchanges of information, lessons learned and best practices;
- Supports participating States in respect of the development and implementation of training plans and programmes addressing drug-related issues for relevant law enforcement agencies.

*Trafficking in human beings*

18. The OSCE:

- Strives for a broader involvement of different stakeholders in the identification of trafficked persons; their referral to services and awareness-raising activities; outreach to vulnerable groups; and closer co-operation between law enforcement agencies and the civil society, including, where appropriate, through police-public partnership structures;
- Promotes the protection of witnesses and victims of trafficking;
- Supports the enhancement of law enforcement capacities for preventing and combating trafficking in human beings, without overlooking the planning and implementing of different activities in the sphere of awareness-raising and training in anti-trafficking strategies;

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4 Including industrial enterprises.



- Provides assistance to participating States' law enforcement agencies for enhancing their capacities for prosecution of traffickers through financial investigations, seizures of the proceeds of crime and activities targeting corruption and money-laundering, connected to trafficking in human beings.

*Cyber crime*

19. The OSCE:

- Facilitates, at the regional and national levels, capacity-building and the exchange of information and best practices in investigating cyber crime and dealing with cyber evidence, with a special focus on fighting hate and the sexual exploitation of children on the Internet as well as countering the use of the Internet for terrorist purposes in conformity with human rights, fundamental freedoms and the rule of law;
- Assists the participating States in reaching the level of technical expertise required to join the G8 24/7 cyber crime network.

**(d) Coherence, co-ordination and co-operation**

20. In order to achieve greater unity of purpose and action in developing and implementing its police-related activities, the OSCE co-ordinates and synchronizes its efforts internally and externally, including with the aim of avoiding duplication of efforts with other international actors in this sphere.

21. The OSCE participating States ensure the political and budgetary coherence of OSCE police-related activities through the decision-making process and through continuous monitoring and guidance. To this end, the OSCE Secretariat provides regular and ad hoc information to the Permanent Council and, when appropriate, to its informal subsidiary bodies, and carries out interim and *ex post facto* evaluations of the police-related activities of all the OSCE executive structures.

22. The OSCE Secretariat ensures the co-ordination of all OSCE police-related activities and ensures that they are in line with the relevant mandates and do not overlap. The Transnational Threats Department's Strategic Police Matters Unit (TNT/SPMU), which was set up to improve the capacity of participating States to address threats posed by criminal activity and to assist them in upholding the rule of law, serves as the main focal point in this regard. The OSCE continues to improve the Policing OnLine Information System (POLIS) for facilitating the transfer of know how among participating States. The OSCE makes the best use of POLIS in developing an online community of policing experts in the OSCE area.

23. The OSCE, on the basis of the Platform for Co-operative Security, 1999, co-operates with the United Nations, its structures, and other relevant international and regional organizations on police-related activities. Based on agreements, the OSCE utilizes the comprehensive threat assessment and strategic analysis capabilities of these partner organizations, if appropriate. The OSCE supports subregional co-ordination and co-operation mechanisms, which may also be used in other OSCE subregions, adjusted as required, at the request of the host participating States and with their agreement, and in accordance with existing mandates, taking into account specific political, cultural and structural environments.

24. The OSCE co-operates with governmental authorities and the civil society. In a long-term approach, it develops and implements police programmes, where appropriate, jointly with them in order to foster commitment, local ownership and sustainability.

25. OSCE police-related efforts and their implications will be performed within available resources.

## **VI. Review of the Strategic Framework document**

26. The participating States will regularly review this Strategic Framework for Police-Related Activities and its implementation in the light of new and evolving threats and challenges.

**CSCE DOCUMENTS, OSCE MINISTERIAL COUNCIL AND  
PERMANENT COUNCIL DECISIONS AND ACTION PLANS  
WITH A FOCUS ON POLICE-RELATED ACTIVITIES**

**CSCE**

CSCE, *Final Act*, Helsinki, 1 August 1975

CSCE, *Document of the Copenhagen Meeting of the Conference on the Human Dimension of the CSCE*, Copenhagen, 29 June 1990

CSCE, CSCE Paris Summit, *Charter of Paris for a New Europe*, Paris, 19–21 November 1990

**OSCE**

OSCE, OSCE Istanbul Summit, *Charter for European Security*, 19 November 1999

OSCE, Ministerial Council Decision No. 1, *Combating terrorism*, Ninth Ministerial Council Meeting in Bucharest, 4 December 2001

OSCE, Ministerial Council Decision No. 9, *Police-related activities*, Ninth Ministerial Council Meeting in Bucharest, 4 December 2001

OSCE, Permanent Council Decision No. 448, *Establishment of the seconded post of Senior Police Adviser in the OSCE Secretariat*, 371st Plenary Meeting, Bucharest, 4 December 2001

OSCE, Ministerial Council, *Declaration on Trafficking in Human Beings*, Tenth Meeting of the Ministerial Council, Porto, 7 December 2002

OSCE, Ministerial Council, *OSCE Charter on Preventing and Combating Terrorism*, Tenth Meeting of the Ministerial Council, Porto, 7 December 2002

OSCE, Permanent Council Decision No. 557, *Action Plan to Combat Trafficking in Human Beings*, 462nd Plenary Meeting, Vienna, 24 July 2003

OSCE, Ministerial Council Decision No. 2/03, *Combating trafficking in human beings*, Eleventh Meeting of the Ministerial Council, Maastricht, 1 and 2 December 2003

OSCE, Ministerial Council Decision No. 3/03, *Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area*, Eleventh Meeting of the Ministerial Council, Maastricht, 1 and 2 December 2003

OSCE, *OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century*, Eleventh Meeting of the Ministerial Council, Maastricht, 1 and 2 December 2003

OSCE, *OSCE Strategy Document for the Economic and Environmental Dimension*, Eleventh Meeting of the Ministerial Council, Maastricht, 1 and 2 December 2003

OSCE, Ministerial Council Decision No. 14/04, *Action Plan for the Promotion of Gender Equality*, Twelfth Meeting of the Ministerial Council, Sofia, 7 December 2004

OSCE, Permanent Council Decision No. 685, *Addendum to the OSCE Action Plan to Combat Trafficking in Human Beings: Addressing the Special Needs of Child Victims of Trafficking for Protection and Assistance*, 562nd Plenary Meeting, Vienna, 7 July 2005

OSCE, Ministerial Council Decision No. 3/05, *Combating transnational organized crime*, Thirteenth Meeting of the Ministerial Council, Ljubljana, 6 December 2005

OSCE, Ministerial Council Decision No. 5/05, *Combating the threat of illicit drugs*, Thirteenth Meeting of the Ministerial Council, Ljubljana, 6 December 2005

OSCE, Ministerial Council Decision No. 3/06, *Combating trafficking in human beings*, 21 June 2006 (amending Decision No. 2/03 of the Eleventh Ministerial Council Meeting in Maastricht)

OSCE, Permanent Council Decision No. 758, *Enhancing international anti-drug co-operation*, 641st Plenary Meeting, Brussels, 5 December 2006

OSCE, Ministerial Council Decision No. 5/06, *Organized crime*, Fourteenth Meeting of the Ministerial Council, Brussels, 5 December 2006

OSCE, Ministerial Council Decision No. 15/06, *Combating sexual exploitation of children*, Fourteenth Meeting of the Ministerial Council, Brussels, 5 December 2006

OSCE, Permanent Council Decision No. 810, *Implementation of the United Nations Convention against Transnational Organized Crime*, 689th Plenary Meeting, Vienna, 22 November 2007

OSCE, Permanent Council Decision No. 813, *Combating the threat of illicit drugs and precursors*, 690th Plenary Meeting, Madrid, 30 November 2007

OSCE, Ministerial Council Decision No. 4/07, *OSCE engagement with Afghanistan*, Fifteenth Meeting of the Ministerial Council, Madrid, 30 November 2007

OSCE Ministerial Council Decision No. 9/07, *Combating sexual exploitation of children on the Internet*, Fifteenth Meeting of the Ministerial Council, Madrid, 30 November 2007

OSCE, Ministerial Council Decision No. 5/08, *Enhancing criminal justice responses to trafficking in human beings through a comprehensive approach*, Sixteenth Meeting of the Ministerial Council, Helsinki, 5 December 2008

OSCE, Permanent Council Decision No. 914, *Further enhancing OSCE police-related activities*, 784th Plenary Meeting, Athens, 2 December 2009

OSCE, Astana Summit, *Astana Commemorative Declaration: Towards a Security Community*, Astana, 2 December 2010

## **UNITED NATIONS INSTRUMENTS AND OTHER APPLICABLE DOCUMENTS ON LAW ENFORCEMENT-RELATED ACTIVITIES**

United Nations, *Charter of the United Nations*, San Francisco, 26 June 1945

United Nations, *Universal Declaration of Human Rights*, Paris, 10 December 1948

United Nations, *Standard Minimum Rules for the Treatment of Prisoners*, Geneva, 30 August 1955

United Nations, *Single Convention on Narcotic Drugs*, New York, 30 March 1961

United Nations, *International Convention on the Elimination of All Forms of Racial Discrimination*, New York, 21 December 1965

United Nations, *International Covenant on Civil and Political Rights*, New York, 16 December 1966

United Nations, *Convention on Psychotropic Substances*, Vienna, 21 February 1971

United Nations, *Code of Conduct for Law Enforcement Officials*, New York, 17 December 1979

United Nations, *Convention on the Elimination of All Forms of Discrimination Against Women*, New York, 18 December 1979

United Nations, *Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment*, New York, 10 December 1984

United Nations, *Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power*, New York, 29 November 1985.

United Nations, *Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances*, Vienna, 20 December 1988

United Nations, *Body of Principles for the Protection of All Persons under Any Form of Detention or Imprisonment*, New York, 9 December 1988

United Nations, *Principles on the Effective Prevention and Investigation of Extra-legal, Arbitrary and Summary Executions*, Geneva, 24 May 1989

United Nations, *Convention on the Rights of the Child*, New York, 20 November 1989

United Nations, *Basic Principles on the Use of Force and Firearms by Law Enforcement Officials*, Havana, 27 August to 7 September 1990

United Nations, *International Co-operation for Crime Prevention and Criminal Justice in the Context of Development*, New York, 14 December 1990

United Nations, *Rules for the Protection of Juveniles Deprived of their Liberty*, New York, 14 December 1990

United Nations, *Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities*, New York, 18 December 1992

United Nations, *Guidelines for the Prevention of Urban Crime*, New York, 24 July 1995

United Nations, *Action Plan for the Implementation of the Declaration on the Guiding Principles of Drug Demand Reduction*, New York, 2 February 2000

United Nations, *United Nations Convention against Transnational Organized Crime and its Protocols*, New York, 15 November 2000

United Nations, *Guidelines for the Prevention of Crime*, Annex to: ECOSOC resolution 2002/13, Action to promote effective crime prevention, New York, 24 July 2002

United Nations, *United Nations Convention against Corruption*, Merida/New York, 31 October 2003

United Nations, *International Convention for the Protection of All Persons from Enforced Disappearance*, New York, 20 December 2006

United Nations, *Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem*, Vienna, 12 March 2009