OSCE Organization for Security and Co-operation in Europe

OSCE response to the crisis in and around Ukraine
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Swiss Chairmanship's initiatives – 2014

The 2014 **OSCE Chairperson-in-Office, Swiss President and Foreign Minister Didier Burkhalter**, was active throughout the crisis and intervened on the presidential and ministerial level with the aim of finding a diplomatic solution for the conflict.

In February 2014, Burkhalter appointed Swiss Ambassador to Germany Tim Guldimann as Personal Envoy on Ukraine to co-ordinate all OSCE activities. He visited Ukraine several times to assess the situation first hand and conduct negotiations.

At the beginning of May, the Swiss OSCE Chairmanship proposed a roadmap for the implementation of the Geneva Joint Statement of April 17 to the four parties. The speech of the Swiss Chairperson-in-Office to the EU Council of Foreign Affairs on 12 May outlining this evolving concept can be found at http://www.osce.org/cio/118479.

The National Dialogue Roundtables owned and led by the Ukrainian government were a key element of the roadmap implementation. Three roundtable meetings were organized in May 2014: in Kyiv on 14 May, in Kharkiv on 17 May, and in Mykolaiv on 21 May.

At the request of President Poroshenko, the Swiss Chair on 7 May 2014 appointed Ambassador Heidi Tagliavini, an experienced Swiss diplomat, to represent the OSCE Chairmanship in the Trilateral Contact Group (TCG), which also includes representatives of Ukraine (former President Leonid Kuchma) and the Russian Federation (Ambassador Mikhail Zurabov). The Trilateral Contact Group has been meeting regularly since then.

On 5 September 2014, the TCG signed in Minsk the Protocol on a ceasefire and on launching a political process to resolve the crisis. Under the plan, the OSCE Special Monitoring Mission to Ukraine would take up the tasks in its activities of ceasefire monitoring and border monitoring. On 19 September 2014, in Minsk again, a Memorandum outlining the parameters for the implementation of the cease-fire commitments laid down in the Minsk Protocol was signed.

Serbia's Chairmanship's activities (ongoing)

Having been involved in last year's diplomatic efforts to reach a solution for the crisis in and around Ukraine as the country which was to assume Chairmanship in 2015, Serbia took over from Switzerland immediately upon assuming leadership of the Organization in January. In a bid to ensure continuity and coherence of the OSCE's role in the talks aimed at resolving the crisis, Serbia's First Deputy Prime Minister and Foreign Minister Ivica Dačić re-appointed Ambassador Tagliavini as his Special Representative in Ukraine and in the Trilateral Contact Group.

Following a period of intense consultations, a "Package of measures for implementation of the Minks Agreements" was adopted on 12 February, thereby providing new impetus for the ceasefire, withdrawal of heavy weapons and political and legal processes aimed at normalisation of the situation.

The Chairmanship, which has called two extraordinary Permanent Council sessions on Ukraine since the beginning of the year, as well as two ministerial Troika meetings, also led negotiations on the extention of the Special Monitoring Mission (SMM) mandate. The result was the Permanent Council's

decision of 12 March to extend the SMM mandate for 12 months and allow for the number of monitors to rise up to 1,000 if necessary.

Chairperson-in-Office Dačić has been using every opportunity to urge all sides not only to allow full access to the SMM, but also to ensure safety for all its monitors. At the same time, in all his international engagements, CiO Dačić has been actively promoting the need for all sides to fulfill their obligations under the Package of Measures, so that the political process aimed at solving the crisis could gain momentum.

Ways forward were discussed at a meeting between CiO Dačić, SG Zannier, SR Tagliavini and Chief Monitor Apakan in Belgrade on 8 April, with the focus on the formation of four working groups for overviewing the implementation of the Package of Measures. At their meeting in Belgrade on 28 April, the OSCE Troika ministers appointed OSCE representatives to working groups, which then held their inaugural meeting on 6 May.

OSCE Secretary General (ongoing)

In support of the OSCE Chairmanship, the **OSCE Secretary General Lamberto Zannier** has travelled to various capitals, including Kyiv and Moscow, to discuss the situation and offer OSCE action in maintaining open and inclusive dialogue, dispelling concerns, and de-escalating the crisis.

On numerous trips to Ukraine, he met with high-level political officials, Chairmanship representatives and members of the diplomatic community and international organizations present in Kyiv. The Secretary General also travelled to Kharkiv and Dnipropetrovsk. He engaged with civil society, gave numerous media interviews and discussed developments and the OSCE response at many Ukraine-related conferences and seminars throughout the year. He also visited a camp for internally displaced persons in Kyiv and a camp for refugees from eastern Ukraine in the Rostov region of Russia.

The Secretary General maintained regular contact with the leadership and staff of the OSCE Special Monitoring Mission to Ukraine, the OSCE Project Coordinator in Ukraine and the OSCE Border Observer Mission at the Russian Checkpoints Gukovo and Donetsk to keep abreast of the situation and to offer encouragement and support in often difficult circumstances.

See more at www.osce.org/sg

OSCE Special Monitoring Mission (21 March 2014 – ongoing)

On 21 March 2014, all 57 participating States of the OSCE took a consensus decision to deploy a Special Monitoring Mission to Ukraine (SMM), composed of international civilian monitors. The Mission's initial six-month mandate was first extended in July 2014, until March 2015, then on 12 March 2015, by one year, until 31 March 2016. Monitors were deployed to Kherson, Odessa, Lviv, Ivano-Frankivsk, Donetsk, Dnepropetrovsk, Chernivtsi, Kharkiv, Luhansk and Kyiv. Any change in deployment must be agreed by all 57 participating States. Additional patrol hubs in the East are in Kramatorsk, Severodonetsk and Mariupol.

The SMM currently consists of some 756 international staff, among which 473 monitors (including 10 team leaders) from more than 40 OSCE participating States. The number of OSCE monitors in Ukraine may now rise up to **1,000** as necessary**,** depending on situation and needs on the ground.

The Mission operates under the principles of impartiality and transparency. The monitors gather information and report on the security situation; establish facts in response to incidents; establish contacts and facilitate dialogue on the ground to promote normalisation of the situation and the decline of tensions.

As the crisis in and around Ukraine has deepened, the Monitors' tasking has evolved to include:

- Producing and publishing more than 300 Daily Reports, as well as several Spot Reports, Weekly Reports and Thematic Reports. The Daily Reports are the only impartial picture of the general security situation on the ground; they also document ceasefire violations, the situation on the withdrawal of heavy weaponry and freedom of movement issues. The reports include the findings from the SMM's fleet of Unmanned/unnarmed Aerial Vehicles (UAVs) in eastern Ukraine. Reporting has been expanded recently to include the humanitarian situation.
- With the participation of the Chief Monitor, several meetings with civil society, as well as participation in several national roundtable dialogues in the fall of 2014.
- Facilitating access for international experts to the crash site of Malaysia Airlines Flight MH17. The day after the downing of the plane, SMM members were the first international staff that arrived at the site of the crash in Eastern Ukraine. Since then monitors have facilitated regular access for the collection of human remains, personal belongings and debris.
- Monitoring the implementation of the Minsk documents (Minsk Protocol and Minsk Memorandum - signed in September 2014 by the OSCE Chairmanship's Special Representative H. Tagliavini with representatives of Ukraine and the Russian federation and representatives of armed groups from Donetsk and Luhansk, providing key elements for a peaceful settlement in eastern Ukraine).
- On 20 September 2014, in implementation of Article 8 of the Minsk Memorandum, the SMM deployed groups of monitors in the Security Zone. Additional monitoring tasks (ceasefire and withdrawal of heavy weaponry) were derived from the signing of the second set of Minsk documents in mid-February 2015.
- Facilitating dialogue at the local level to reach temporary truces so as to ensure the delivery of humanitarian aid to civilians, and access for repair crews to villages along the front line. Participation in humanitarian sector coordination groups.
- Monitoring the creation and work of the Joint Centre for Control and Co-ordination (JCCC), which includes general staff from Ukraine and the Russian Federation.
- Keeping local, regional, national and international media up-to-date on the situation and work of the SMM via weekly media briefings, field trips, interviews, and backgrounders.

See daily updates on the Mission's work: http://www.osce.org/ukraine-smm/daily-updates

Observer Mission at the Russian Checkpoints Gukovo and Donetsk

In response to an invitation from the Russian Federation following the Berlin Declaration of 2 July 2014 by the Foreign Ministers of Germany, France, Russia and Ukraine, the OSCE 57 participating States decided on 24 July 2014, to deploy an Observer Mission to the two Russian checkpoints of Gukovo and Donetsk (OM) at the Russian-Ukrainian border.

The OM began its work on 30 July. It is composed of 22 observers including the Chief Observer, working on 24/7 basis in teams, and up to three administrative staff. The observers are based in the town of Kamensk-Shakhtinsky in Rostov region.

Initially deployed for three months, the Mission's mandate was extended for one month on 22 October 2014, and for an additional month on 20 November. On 18 December, the OSCE's 57 participating States took a consensus decision to extend the mandate of the OM by three months, until 23 March 2015. In a subsequent decision from 12 March 2015 the mandate was extended until 30 June 2015.

The mission operates impartially and transparently, monitoring and reporting on the situation and movements across the border at the two checkpoints. The Observer Mission reports to OSCE participating States on a weekly basis.

The OM is distinct and separate from the Special Monitoring Mission to Ukraine.

See the Mission's reports: http://www.osce.org/om/122243

OSCE institutions and structures

- **The OSCE Parliamentary Assembly (OSCE PA)**, based in Copenhagen, continues to promote dialogue and a diplomatic resolution to the crisis in and around Ukraine, organizing some of the only contacts between Russian and Ukrainian parliamentarians since the conflict began. Most recently, lawmakers from both countries joined Assembly leaders at a retreat hosted by the PA and the German Bundestag. MPs from across the OSCE area have debated the situation in Ukraine and the OSCE's responses to the crisis at the last four major meetings of the Assembly. OSCE PA President Ilkka Kanerva continues to engage with government and parliamentary leaders in both Russia and Ukraine on efforts to resolve the crisis, most recently meeting with State Duma Chairman Sergey Naryshkin in Moscow and Verkhovna Rada Chairperson Volodymyr Groysman and Foreign Minister Pavlo Klimkin in Kyiv.

  To learn more visit: http://www.oscepa.org/

- **The Office for Democratic Institutions and Human Rights (ODIHR),** following the release in May of the report by the Human Rights Assessment Mission carried out in in partnership with the OSCE High Commissioner for National Minorities, continues to actively monitor the situation in the country and to co-ordinate planning on further activities with the Ukrainian authorities. At the end of September, the Office released its Situation Assessment Report on Roma in Ukraine, which highlighted the difficult situation of Roma living in the country, and how this situation has worsened for those who have been displaced as a result of the conflict in the east.

  In January 2015, ODIHR initiated a project in Ukraine to build the capacity of civil society, religious or belief communities and relevant state institutions to identify and respond to hate crimes, and to promote dialogue among religious people and between the state and religious or belief communities, in line with international standards on freedom of religion or belief. In April, ODIHR launched a project to strengthen dialogue among civil society and with key governmental stakeholders in Ukraine. The project will bring together more than 600 stakeholders from both civil society and the Ukrainian authorities in 2015 alone, to enhance effective mechanisms for dialogue to address key democracy and human rights issues in Ukraine, in line with OSCE commitments and international standards.
  The Office is working with stakeholders to ensure election observation in Donetsk and Luhansk can take place as envisioned by February's Minsk package.

  Find out more: http://www.osce.org//odihr

- **OSCE High Commissioner on National Minorities** Astrid Thors has travelled to Ukraine once this year; she visited six times in 2014, including one trip to Crimea before the annexation by the Russian Federation. The High Commissioner's key concerns, in line with her mandate, are inter-ethnic relations across the country, and the situation in Crimea. The High Commissioner has been working to ease tensions between different linguistic and ethnic groups in Ukraine for over 20 years. She has strongly urged the authorities to avoid actions that could exacerbate these tensions. See more here: **http://www.osce.org/hcnm/117159.**

  Since the annexation of Crimea, the High Commissioner has been actively exploring all possible avenues to visit Crimea to assess the situation on the ground. As the crisis has deepened, the High Commissioner has become increasingly concerned about the situation of the Crimean Tatars and other formerly deported people, as well as Ukrainian-speakers, on the peninsula. If human rights, including minority rights, are not respected, there is an increased risk of inter-ethnic tensions, and even conflict.

  Read more: **http://www.osce.org/hcnm**

- **OSCE Representative on Freedom of the Media Dunja Mijatović** has travelled to Ukraine on a number of occasions in 2014 and 2015 to make a first-hand assessment of the media freedom situation. She has addressed over 200 attacks of journalists and media in and around Ukraine in her continuous reports and public statements, and she also issued a report on media freedom situation in Ukraine from November 2013 to May 2014, see http://www.osce.org/fom/118990. Further, the Representative's office has hosted six roundtable discussions on journalists' safety with representatives from Ukrainian and Russian journalists' unions (https://www.osce.org/fom/131556).

  Read more: http://www.osce.org//fom

- **The OSCE Project Co-ordinator in Ukraine** (PCU) is the permanent OSCE field presence in Ukraine. It was established to plan, implement and monitor projects relevant authorities of Ukraine and the OSCE and its institutions. The PCU has been running a number of projects in response to the crisis in Ukraine. Some examples of those efforts are:

- In support of early presidential and parliamentary elections PCU helped train personnel responsible for administration of electoral process and ran an awareness raising campaign on electoral procedures (May and October 2014).To help address problems of displaced persons (IDPs), part of the voter awareness campaign for parliamentary elections focused on informing IDPs on how to register for voting. In addition, trainings for social service workers from all Ukraine regions on psychological assistance to IDPs was organised (December 2014).
- To address the heightened threat posed to civilians by unexploded military munitions, CPU provided to broadcasters and advertisers two video public service announcements with safety rules (September 2014) and 48000 children workbooks with safety instructions were provided to schools in Donbas and IDP communities (December 2014 – January 2015). PCU also trained personnel of the State Emergency Service and provided protective equipment for deminers (December 2014 and February 2015).
- To strengthen rule of law mechanisms against human rights violations, PCU delivered crisis-focused training to judges, advocates, legal clinic experts (November 2014); international

mechanisms and best practices for ensuring human rights protection in combating terrorism were introduced to regional personnel of the State Security Service (November 2014).

- PCU supports Ukrainian authorities in the development of a National Action Plan on UN Security Council Resolution 1325/Women, Peace, and Security, to help ensure gender aspects of the conflict are dealt with properly (conferences, seminars, brainstorming session http://www.osce.org/secretariat/153321)
- In support of the Ukrainian government's reform of police, PCU provided training to 1,900 newly recruited officers to help launch a new street patrol service in Kyiv (April) on addressing domestic violence and trafficking in human beings. In response to new threats of trafficking in human beings in the East of the country, 1000 situation-tailored information stickers were produced and distributed in co-operation with NGOs (August 2014).
- To further enhance safety of media professionals and promote dialogue between journalists and law enforcers, PCU helped the two professional communities discuss problems in their relations and develop joint recommendations on conduct at mass events (autumn 2014). Regional focal points for unions of journalists were trained on safety rules for work in crisis situations (September 2014).
- See more at www.osce.org/ukraine

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Human Rights Assessment Mission (18 March – 12 May 2014)

OSCE Office for Democratic Institutions and Human Rights and the OSCE High Comissioner on National Minorities upon the request of Ukrainian government conducted a human rights assessment mission in a number of cities, including Donetsk, Kharkiv, Kherson, Kyiv, Lviv, Mikolayiv, Odessa and Simferopol, as well as the surrounding regions. The mission members met with representatives from national government and local authorities, political parties and international organizations and from civil society and minority communities. A report on the mission's findings and recommendations was released on 12 May 2014, see www.osce.org/odihr/118454

Election observation

25 May 2014 Presidential election

Following an invitation from Ukraine to observe the 25 May early presidential election, both the OSCE Office for Democratic Institutions and Human Rights (ODIHR) and the OSCE Parliamentary Assembly (OSCE PA) sent observation missions.

ODIHR opened its long-term election observation mission on 25 March, consisting of 18 election experts based in Kyiv, and 100 long-term observers, who were deployed in pairs across the country. ODIHR also requested that OSCE participating States second 900 observers, who arrived in the country the week before the election to observe Election Day.

The OSCE Parliamentary Assembly organized its largest ever election-monitoring mission for Ukraine's presidential election and made 5 pre-visits across Ukraine in the weeks leading up to the vote. The OSCE PA's Joao Soares was named by the Swiss Chairman-in-Office as the Special Co-ordinator of the approximately 100 members of the OSCE PA delegation and the 900 short-term observers from ODIHR.

On 26 May, one day after the election, international observers from ODIHR, the OSCE PA, the Parliamentary Assembly of the Council of Europe (PACE), the European Parliament (EP) and the NATO Parliamentary Assembly (NATO PA) presented their preliminary statement which said that,

despite violence and threats in east, the election in Ukraine was characterized by high turnout and a resolve to guarantee fundamental freedoms.

ODIHR issued its final report on the election on 30 June 2014.

26 October 2014 Parliamentary elections

Following an invitation from Ukraine to observe the 26 October early parliamentary elections, both the OSCE Office for Democratic Institutions and Human Rights (ODIHR) and the OSCE Parliamentary Assembly (OSCE PA) sent observation missions.

ODIHR opened its long-term election observation mission on 19 September, consisting of 16 experts based in Kyiv and 80 long-term observers who were deployed across the country. In addition, 600 ODIHR short-term observers monitored Election Day proceedings.

The OSCE PA's Kent Harstedt was named by the Swiss Chairman-in-Office as the Special Co-ordinator of the 75 members of the OSCE PA delegation and the 600 short-term observers from ODIHR. Upon the request of the Ukrainian authorities, the OSCE PA also deployed observers at the Ukrainian Embassy in Moscow.

On 27 May, one day after the election, international observers from ODIHR, the OSCE PA, the Parliamentary Assembly of the Council of Europe (PACE), the European Parliament (EP) and the NATO Parliamentary Assembly (NATO PA) presented their preliminary statement which said that elections marked an important step in Ukraine's aspirations to consolidate democratic elections, even despite the illegal annexation of Crimea and de facto control of parts of the country by illegal armed groups. The observers noted that it was an amply contested election that offered voters real choice, and that there was a general respect for fundamental freedoms.

ODIHR issued its final report on the election on 19 December 2014.

See full information about our election work in Ukraine at:
osce.org/odihr/elections/ukraine/116545 and http://www.oscepa.org/election-observation/election-statements/ukraine

Military verification activities (ongoing)

In March 2014, Ukraine requested OSCE participating States, OSCE Partners for Co-operation and the OSCE Conflict Prevention Centre (CPC) to send their representatives from 5 to 12 March 2014, invoking Chapter III of the Vienna Document 2011. This Chapter entitled "Risk Reduction" allows, *inter alia,* for voluntary hosting of visits to dispel concerns about unusual military activities. A continuation of verification visit was later requested by Ukraine until 20 March 2014, this time to cover the south and east of the country. During these visits, 30 OSCE participating States sent 56 unarmed military and civilian personnel to Ukraine. The group attempted to visit Crimea several times, but was unable to move beyond checkpoints at the administrative border. However, based on the observations made of the military activity the group stated that it is not able to dispel military concerns in Crimea.

From the 20th of March 2014 onwards, smaller inspection teams of unarmed military experts have been on the ground in Ukraine. The military inspectors work on behalf of their countries. They look at military security aspects of the situation on the ground. A German led inspection team was held hostage from 25 April - 3 May 2014.

26 countries so far decided to send military inspectors and observers in accordance with the Vienna Document's Chapters IX and X: Austria, Belarus, Belgium, Canada, the Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Hungary, Latvia, Lithuania, Luxembourg, Moldova,

Montenegro, the Netherlands, Poland, Romania, Slovakia, Slovenia, Spain, Sweden, USA and the United Kingdom. They conducted in total <u>25 verification activities in Ukraine</u>. In addition, 14 countries: Belgium, Estonia, Finland, France, Germany, Latvia, the Netherlands, Norway, Poland, Sweden, Switzerland, Turkey, Ukraine and the United States conducted in total 11<u> verification activities in the Russian Federation</u>.

In addition, 19 requests for consultation and co-operation as regards unusual military activities were made under the Vienna Document by Canada, Estonia, Ukraine and the United States addressed to the Russian Federation, as well as by the Russian Federation addressed to Ukraine. These request led into <u>three joint meetings of the Forum for Security Co-operation and of the Permanent Council </u>of 7, 17 and 30 April 2014.

These visits, inspections and other types of military verification activities under the Vienna Document 2011 are elements of the larger response by the OSCE community to the crisis in Ukraine.

National Dialogue Project (20 March – 30 April 2014)

At the request of Ukraine, on 20 March 2014 the OSCE, deployed a team of 15 international experts to Ukraine as part of a National Dialogue project to identify areas for further OSCE activities to support confidence-building between different parts of Ukrainian society.

The project team was deployed for four weeks in Odessa, Kharkiv/Luhansk, Dnepropetrovsk, Donetsk and Lviv. The project was carried out by PCU and led by Ambassador Hidajet Biščević of Croatia. Project experts met with local authorities, NGOs, and followed public events to gather information about issues of concern, in particular political, humanitarian and minority issues.

The project recommendations for future OSCE engagement to foster social cohesion and dialogue in Ukraine were presented to all participating States, including Ukraine, at the Permanent Council in Vienna on 30 April 2014. See www.osce.org/ukraine/118166.

As a follow-up to those recommendations, PCU gathered Ukrainian and international experts on mediation and dialogue facilitation at a conference in Odesa on 10-12 December to introduce international best practices and support exchange of local level experiences in conflict resolution through dialogue, as well as to discuss possible role of international organisations in this sphere. On 17 December a meeting was organised between Ukrainian civil society organisations and representatives of OSCE institutions, field operations to facilitate exchange of information, explore and establish concrete modalities for co-operation between CSOs and the Organisations to enhance its response to the current crisis.

The project helped pave the way for a new multi-year and comprehensive initiative "National Dialogue for Reforms, Justice and Development" to be launched in spring 2015. It will provide grounds for nationwide and local debate on the substance of reforms; enhance development of Ukrainian expert community of mediators and dialogue facilitators; seek to ensure accessibility and transparency of constitutional justice; enhance participation of civil society in mechanisms of prevention of human rights abuses.