

# Field operations

## South-eastern Europe Presence in Albania

*The Presence assisted Albania in consolidating its democratic institutions through legislative, judicial, property, regional administration and electoral reforms. It also focused on parliamentary capacity-building, anti-trafficking and anti-corruption activities. The Presence supported independent media and good governance, provided police training assistance and worked to strengthen civil society. The Presence's four field stations were involved in regional and local assistance and project work.*

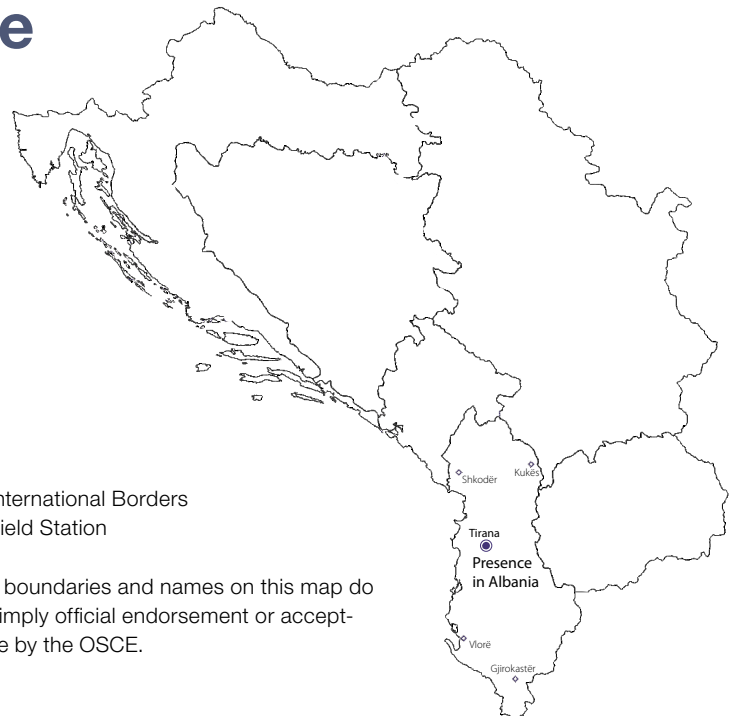
### Politico-military dimension activities

**Strengthening cross-border co-operation.** The Presence facilitated joint border co-operation meetings with Albanian border authorities and public officials along with their counterparts in Serbia, Kosovo (Serbia), Montenegro and the former Yugoslav Republic of Macedonia. These meetings helped with the exchange of information and the promotion of cross-border agreements as part of the *Integrated Border Management* process. The Presence worked with the UN High Commissioner for Refugees and the European Commission in a project for the pre-screening of asylum-seekers and migrants.

**Assisting the state police.** The Presence provided training in fighting organized crime, anti-trafficking, first aid and traffic policing to more than 20 mid-level state police officials from all twelve regions. It supported public awareness campaigns on anti-*cannabis sativa* cultivation, human rights and road safety within the twelve regional police directorates. Together with other international experts, the Presence assisted with the drafting of a new state police law. To further increase police reporting capability, the Presence provided

more than 50 computers and printers as well as communications equipment.

**Assisting border police.** More than 100 police officers received training on how to use modern border surveillance equipment. The Presence led a solar power generators project. The generators now provide a back-up energy supply at eight border-crossing points, facilitating the uninterrupted flow of people, goods and services across Albania's borders. The Presence also provided regional police



An Albanian policeman learns how to use modern border surveillance equipment at a training workshop in Lezha in April organized by the OSCE Presence.



A solar panel at the border crossing point of Murriqan



LSA (Light Studio Agency)

A Central Election Commission employee takes in administration ballot boxes.



OSCE

Citizens in Shkodra read their rights on access to information. Under the *Know Your Rights* campaign more than 150 billboards have been posted.

directorates with six vehicles and numerous computers and printers. Two hundred border and migration police benefited from an English-language training project that aimed to increase their foreign language proficiency.

## Economic and environmental dimension activities

**Supporting property reform.** Working with the Immovable Property Registration Office to promote property reform, the Presence delivered capacity-building training and completed first registration activities for more than 20,000 properties. The Presence assisted the state Property Restitution and Compensation Agency in its work regarding land valuation and the creation of a digital claims database. The Presence offered expertise in drafting a reform strategy to link the processes of registration, legalization, restitution and compensation.

**Supporting decentralization and regional reform.** In co-operation with the Council of Europe, the Presence worked with the Government to review decentralization strategies and establish long-term priorities. Based on the Government's priority to decentralize the water system management process, the Presence trained 40 stakeholders in two cities on the roles local officials will have in managing water resources.

**Promoting good governance.** The Presence helped implement the *Law on the Prevention of Money Laundering* by providing anti-money laundering software for first- and second-tier banks. It assisted 14 communities and municipalities in increasing transparency in decision-making during budget processes. A project to improve tax

collection by computerizing databases was also conducted in five tax directorates.

**Promoting better environment management.** The Presence promoted implementation of the *Aarhus Convention* by the Government with the opening of an Aarhus Information Centre and the creation of an advisory board that includes civil society representation. In six regional seminars, the Presence introduced best practices in dealing with local environmental issues through a toolkit focusing on waste management and pollution. The Presence facilitated discussions in four municipalities on solid waste management issues for more than 60 participants from local government and civil society.

**Supporting the protection and reintegration of victims of trafficking.** The Presence contributed to the Government's efforts to draft the first national social protection standards plan for victims of trafficking. It also promoted the implementation of current legislation and international standards on compensation for victims. The creation of a database on trafficking cases helped improve victim referral mechanisms and enhance data collection. The Presence supported the Government in creating a code of ethics that included rules against economic and sexual exploitation of children within the tourism industry.

## Human dimension activities

**Furthering electoral reform.** The Presence gave technical support to the parliamentary Committee on Electoral Reform. With the help of external donors' funds, the Presence provided advice, training and equipment to the Ministry of the Interior and local government units to help prepare voter lists for the 2007 local elections. The Presence assisted the Central

Elections Commission in the training of election commissioners. It provided training on legislation and the role of police in light of upcoming local elections. It also promoted voter education campaigns. Together with the Office for Democratic Institutions and Human Rights, the Presence extensively consulted with the Government to finalize a multi-year project supporting modernization of the Albanian Civil Registry and Address System.

**Strengthening the parliamentary assembly.** In a major extra-budgetary project, the Presence helped build the capacity of the committees, staff and services of the parliamentary assembly, including by organizing seminars and study visits for Members of Parliament. Assistance and technical equipment were also provided to improve public access and the transparency of the assembly's work.

**Strengthening the justice system.** To promote transparency and efficiency in the judicial system, the Presence published a report that analysed the criminal justice system in Albania. In co-operation with the National Judicial Conference, the Magistrates School, the Albanian Helsinki Committee and the Council of Europe, the Presence trained 120 judges in four regions on the role of the European Court of Human Rights and on judicial ethics. The Presence supported the First Instance Court for Serious Crimes by creating a website and by training administrative staff.

**Advancing legislative reform.** The Presence helped to draft legislation on the police, gender equality and witness protection. It published the 1998 constitutional debates and promoted more transparency in the legislative process by training sixty non-governmental organizations (NGOs) in four regions on techniques to comment on draft legislation.

**Promoting civil society and citizens' rights.** A network of Civil Society Development Centres, created by the Presence in 2001 to facilitate civil society's input into policy making, became an independent legal entity, a step on its way to full national control. With support from external donors, the Presence strengthened NGO capacities to perform their watchdog role by creating networks among more than 100 organizations and by enhancing the Centres' role as mediators between the government and civil society. The Presence provided technical expertise to the state structures tasked with implementing the Presence-supported *National Strategy on People with Disabilities*, after the Government's endorsement. With donor support and in co-operation with Albanian institutions, the Presence provided more than 160 billboards in 21 municipalities and produced 1,000 booklets to inform citizens of their key civic rights in relation to the State.

**Advancing gender equality and women's rights.** Working closely with the Government, local NGOs and the UN

Development Programme, the Presence assisted with the drafting of the *National Strategy on Gender Equality*. The Presence continued to provide assistance to victimized women through the donor-funded Women's Counselling Centre in Kukes. More than 1,500 people received counselling and medical assistance.

**Advocating Roma rights.** The Presence continued promoting the rights of the Roma community. It published the *National Strategy for Improving Roma Living Conditions* and trained teachers on issues related to Roma children's school attendance. The Presence worked to raise the awareness of Roma communities on political participation, in particular on encouraging voter registration and participation in local elections.

**Promoting the rights of the mentally ill.** In co-operation with the World Health Organization, the Presence organized training courses in four regions for 80 police officers on the rights of the mentally ill.

**Furthering civil service protection.** In order to strengthen the capacity of the Civil Service Commission, the Presence supported the publication of the 2005 Commission's decisions and trained its staff on best practices.

**Establishing self-regulation mechanisms in the media community.** In co-operation with the media and the Albanian Media Institute, the Presence helped draft a media code of ethics and created a Council on Media Ethics to oversee media performance in respecting professional standards. With external funding and support, the Presence and the People's Advocate Office trained 400 local government and media representatives from eleven regions on how to implement the law on access to information. It also provided advice to twelve local media outlets on how to promote local journalism.

#### Head of Presence:

Ambassador Pavel Vacek  
Revised unified budget: €3,800,000  
[www.osce.org/albania](http://www.osce.org/albania)

## Mission to Bosnia and Herzegovina

Events in Bosnia and Herzegovina continued to be dominated in 2006 by the war that ended more than a decade ago. War crimes prosecution and mass grave discoveries remained regular items in the news. Politics still tended to revolve around the defence of ethnic interests. An attempt to reform the country's constitution narrowly failed in April, essentially over the issue of whether the proposed changes went too far or not far enough in protecting those same ethnic interests.

On the other hand, the country also took some positive steps. In January, it began negotiations with the European Union on a Stabilisation and Association Agreement. The near simultaneous introduction of a value-added tax increased revenues and brought many businesses in from the 'grey economy'. In October, the country held free and fair elections. In November, the North Atlantic Treaty Organisation (NATO) invited Bosnia and Herzegovina to join its Partnership for Peace.





## Politico-military dimension activities

**Compliance with politico-military commitments.** Bosnia and Herzegovina made further progress in complying with OSCE politico-military commitments, and authorities' awareness of those commitments grew. The Mission provided technical and logistical support to the Personal Representative of the Chairman-in-Office for Article IV of Annex 1-B of the *Dayton Peace Accords*. The entity Parties transferred their rights and obligations under this Article, which focuses on arms control, to the State – a step toward stability and the reduction of internal tensions.

Although the rate of destruction of surplus small arms and light weapons slowed, the reduction in the number of weapon and ammunition storage sites continued. Together with its international partners, the Mission began to develop a strategy to set up effective arms control mechanisms.

**Democratic control of the armed forces.** In order to strengthen parliamentary oversight of defence, the Mission supported visits by parliamentarians to their counterparts in Slovakia, France and Germany.

**Institution building.** The Mission laid the groundwork for security policy training for local officials. The Bosnia and Herzegovina's Council of Ministers approved its proposal. The Mission then provided technical advice to the Ministry of Security in preparation for the training course, which is scheduled to begin in 2007.

**Defence reform.** Although NATO now has primary responsibility within the international community for defence reform in the country, the Mission continued its work in support of this common goal. As a member of the Defence Reform Coordination Group, it provided expert advice to the Minister of Defence.

## Economic and environmental dimension activities

**Municipal administration reform.** To increase the efficiency and effectiveness of local government, the Mission assisted municipalities in reforming their management of finances and human resources.

As a result, realistic and comprehensive documents increasingly replaced 'wish lists' and a majority of municipalities held public hearings on their 2007 budgets. The Mission also provided a budget and finance manual and personnel registry software to municipal governments to help them increase management efficiency. Ninety per cent of these municipalities recommended the software for use by other municipalities.

**Jobs and the economy.** To assist young people in finding jobs and launching businesses, the Mission organized entrepreneurship training seminars and job fairs throughout the country. As a result, more than 100 participants found employment. The Mission also fostered partnerships among local businesses, civil society and municipalities in an attempt to identify barriers to local economic development and develop strategies to address them.

## Human dimension activities

### HUMAN RIGHTS

**Right to adequate housing and property restitution.** For more than five years, the return of property to its pre-war occupants and tenants formed the central focus of this Mission's human rights work. Practically all claims filed for repossession of property lost during the war have now been addressed, an unprecedented achievement in countries that have emerged from such conflicts. Most people who lost property have either returned to their pre-war homes or sold their recovered property.

**Support to regional refugee returns.** Since 2004, the OSCE Missions, the Delegations of the European Commission, and the offices of the UN High Commissioner for Refugees in Bosnia and Herzegovina, Croatia, Serbia and Montenegro have been working with the governments of these countries in an attempt to create conditions for the remaining refugees to return to their pre-war homes. Through the *Sarajevo Ministerial Declaration on Refugee Returns*, issued by the refugee ministers in January 2005, the then three and now four countries committed themselves to taking action to "resolve the remaining population displacement by the end of 2006". The countries, however, made little progress on this issue during

the year because they were unable to agree what actions to take.

**Reforming domestic human rights institutions.** Due to its complicated constitutional structures, Bosnia and Herzegovina has had three Ombudsman institutions for more than a decade. The international community has for some years aimed to merge them into one. In March, its efforts resulted in the passage of legislation unifying the three offices. A working group is now trying, with the Mission's advice and support, to put this legislation into practice.

**Rights to social protection and health-care.** Pensioners, the unemployed and members of national minorities such as Roma often face difficulty gaining access to social benefits and healthcare. To address this problem, the Mission drew the authorities' attention this year to the need to develop both a uniform legal framework and policies on rights to social assistance, health care and adequate standards of living. As a result, examples of good practice in dispensing social welfare increased in many municipalities.

### RULE OF LAW

**Monitoring criminal law reform.** Bosnia and Herzegovina adopted a radically new criminal procedure code in 2003. Since then, the Mission has monitored trials to assess compliance with and the impact of these new codes. It has periodically reported on its findings, such as in a public report on plea agreements in January.

**Monitoring war crimes cases.** At the request of the International Criminal Tribunal for the former Yugoslavia (ICTY), the Mission monitored eight war crimes cases transferred by ICTY to the State Court of Bosnia and Herzegovina for trial. It produced reports assessing the proceedings from the perspective of fair trial standards. The Mission's recommendations resulted in improvements of both practices for transferring cases and procedures for adapting indictments.

**Domestic war crimes prosecutions.** The Mission strived to build public support for and trust in the judiciary. To do so, it reached out to the public in co-operation with three local non-governmental organizations as well as with the state and entity prosecutors. As part of this, the Mission financed a film about the work of the prosecutors'

offices in investigating and prosecuting war crimes cases. It also helped the State Prosecutor's Office to prepare a national strategy for prosecuting the large number of war crimes cases awaiting trial.

**Combating trafficking in human beings.** The Mission provided technical and legal support in the creation of protocols for referral of victims of trafficking. It also helped set up training programmes for judges and prosecutors.

## DEMOCRATIZATION

**Promoting transparent and accountable government.** This year, thanks to a considerable grant from the US Agency for International Development, the Mission began a *Legislative Strengthening Programme* with the State Parliament. As part of this, the Mission published a *Public Hearings Manual* to guide parliamentary committees in consulting the public and to increase the capacity of civil society to participate in public hearings.

The Mission's local governance project, *UGOVOR* or *Contract*, successfully completed its first year. The first round of the *Beacon Scheme* – a programme designed to raise standards in local government by recognizing and rewarding excellence – attracted extensive interest and participation among municipalities.

**Improving legislation and regulatory frameworks.** In its continuing effort to help improve local governments, the Mission participated in working and consultative groups developing both legislative and constitutional amendments. The Mission welcomed the introduction of indirect taxation and a new system of revenue-sharing among the different levels of government, under which revenues are now allocated directly to municipalities from a central account rather than through several different accounts. The single, central account allows for clear and transparent administration.

**Strengthening civil society and citizen participation.** Prior to the general elections in October, the Mission supported a *Vote and Choose* campaign by civil society organizations. It also continued its *Open Parliament* initiative, which gives young people an opportunity to discuss topical issues with politicians in televised debates and regular visits to the State parliament.



The *Vote and Choose* campaign encourages youth to vote in Sarajevo on 13 September.



*Open Parliament* TV show recording on 28 April



Inclusive education at a Sarajevo primary school



Poster promoting Roma access to education

## EDUCATION

### **Monitoring developments in education.**

Politics still exercises undue influence over education in Bosnia and Herzegovina. Children in some parts of the country are kept apart on the basis of ethnicity and curricula vary by ethnicity. In an effort to build public support for changing this, the Mission this year systematically collected information about the state of education and began to make its findings public. The first such thematic report was entitled *School Boards in Bosnia and Herzegovina: Potential Advocates for Change and Accountability in Education*. It highlighted issues requiring continued attention and improvement in order to strengthen the role of school boards – and minimize the role of politics – in education.

### **Supporting student councils to build democracy in the classroom.**

The Mission emphasized the importance of school boards and student councils because they are a means to create a culture of democratic and non-political management of schools. The Mission therefore provided financial, organizational and logistical support to training students in effective student council organization. A working group developed a *Student Council Manual for Secondary Schools*, outlining rules and procedures to ensure the longevity and success of student councils.

### **Promoting equal access and non-discrimination.**

The Mission also provided political support to domestic efforts to find long-term solutions to the existence of three different and divergent curricula and three separate education systems in the country. The Mission lent logistical help and public relations assistance to the *Co-ordination Board for the Implementation of the Interim Agreement on Specific Needs and Rights of Returnee Children*. It also assisted efforts to establish a council for national minorities. This assistance included the organization of conferences on the educational needs of Roma and other national minorities.

## ELECTORAL REFORM

At the request of the Central Election Commission, the Mission provided expert advice and assistance throughout this election year. Amendments to the *Election Law* supported by the Commission and passed by the State Parliament

in April introduced a new system of voter registration and protection of electoral rights. In October, the election observation mission dispatched by the Office of Democratic Institutions and Human

Rights described the general elections, the first in the post-war history of Bosnia and Herzegovina completely run by local electoral officials, as generally in line with international standards.

**Head of Mission:**  
Ambassador Douglas Davidson  
Revised unified budget: €18,077,000  
[www.oscebih.org](http://www.oscebih.org)

## Mission to Croatia

*Croatia made significant progress in 2006, reflected in the fulfilment of the mandate of the OSCE Mission to Croatia in four of the Mission's programmatic areas: police reform, civil society development, freedom of the media and political affairs. As a result, the Mission, in consultation with the Chairman-in-Office, restructured the relevant units by year-end.*

*The two remaining programmatic areas, return and integration of refugees and the rule of law, showed further improvement, but require additional progress in specific areas before mandated objectives can be considered substantially met.*

"Our Mission to Croatia is a success story. We have exceptionally good co-operation with the Croatian authorities and we are working on fulfilling our mandate in an atmosphere of trust."

—OSCE Secretary General, Ambassador Marc Perrin de Brichambaut in a press interview on a visit to Mission headquarters on 29 March.



have returned to Croatia or have chosen to settle in their countries of exile.

The process of reconstruction and repossession of properties belonging both to Croats and Serbs drew close to a conclusion, however the provision of alternative housing solutions for the 30,000 former

holders of occupancy/ tenancy rights who lost their right to socially owned apartments should be accelerated. By the end of the year, only a few dozen of the 4,400 housing applications had resulted in the allocation of flats.

Throughout 2006, the Mission, in close

## Human dimension activities

### REFUGEE RETURN

The return of refugees to Croatia continued to be one of the Mission's core priorities. Throughout the year, the Mission worked with the Croatian Government to enable refugees to return under acceptable conditions.

By the end of the year, Croatian authorities had registered as returned some 122,000 of the 300,000 ethnic Serbs displaced by the 1991-1995 conflict. Recent statistics also showed that only 85,000 of the original 270,000 registered refugees remained in Serbia, indicating that most refugees



Prime Minister Ivo Sanader and close associates speak with the Head of the Mission to Croatia, Ambassador Jorge Fuentes, on fulfilment of the remaining issues of the Mission's mandate on 8 September. (Photo taken by Minister of Culture Bozo Biskupic, who also attended the meeting.)

Bozo Biskupic





Vecernji list/Dino Stanin

A Serb returnee family cleans its war-damaged house in a village near Benkovac.



Vecernji list/Dino Stanin

Svetozar Skoric, a Serb returnee, shows one of the rocks used in the attack on his recently reconstructed house in Biljane Donje in the Zadar hinterland, on 25 July.

the International Criminal Tribunal for the former Yugoslavia, remained at the centre of the Mission's work. During the year, the Mission saw progress, but also observed the need to consolidate this positive trend in order to enhance regional stability and facilitate refugee return. The Mission noted the need for a consistent application of a uniform standard of criminal accountability, without regard to national origin. It continued to call for improved witness security and support services, more effective interstate judicial co-operation and attention to the quality of legal defence. It saw the need for more political leadership in support of the judiciary's efforts to assign individual accountability and end impunity.

**Protection of minority rights.** In past years, considerable progress has been made in the implementation of electoral guarantees for national minorities provided by the constitutional *Law on the Rights of National Minorities*. However, in 2006 implementation of the *Law* continued to lag in some key areas, such as the employment of minorities in state and local administration and the judiciary. The *Law's* anti-discrimination provision remained dormant.

**Electoral legislation reform.** The Government began to reform the legislative framework governing elections during the year.

A new *Law on the State Election Commission* was adopted in April, establishing a permanent State Election Commission as a professional and permanent body in charge of administering electoral procedures. The Mission expects the

contact with the Croatian Prime Minister, created a political mechanism called 'the Platform' referred to below. The Mission, the UN High Commissioner for Refugees and the European Commission supported the *Sarajevo Ministerial Declaration on Refugee Returns*. Under this *Declaration*, signed in early 2005, Bosnia and Herzegovina, Croatia, Serbia and Montenegro committed themselves to resolving the remaining political and legal obstacles to population displacement by the end of 2006. In September, the principals of the three international organizations in the four countries met in Zagreb and urged each country to address outstanding issues by the end of 2006 by finalizing a Road Map and a Joint Implementation Matrix. In December, the Croatian government organized a meeting with representatives of Serbian refugees in Slavonski Brod.

## RULE OF LAW

One of the Mission's main concerns was to ensure the availability of effective tools

to guarantee that citizens' rights were respected, in particular those of national minorities, refugees and displaced persons. Judicial and administrative reforms begun in 2000 have continued through 2006. These reforms have yet to become sufficiently entrenched so that those who deal with the institutions notice a change. Significant delays and concerns about transparency remain.

During the process of institutional reform, human rights safeguards are key. The Ombudsman increasingly undertook efforts to ensure compliance with human rights standards while the Constitutional Court has yet to fully seize its role in ensuring respect for fundamental constitutional principles. Numerous proceedings pending before the Croatian courts relate to the rights of refugees and displaced persons and will be decided outside the *Sarajevo Declaration Process*.

The monitoring of war crimes proceedings, including those transferred from



Tomislav Pavlek

One of three OSCE-organized roundtables on electoral reform held at the Croatian Parliament and attended by high-ranking Croatian politicians

appointment of members to the Commission in early 2007.

Under its *National Anti-Corruption Programme for 2006/8*, the Government prepared a draft law on the Financing of Political Parties which was adopted at the end of the year.

The last of three public electoral roundtables, held 11 December, recommended improving the *Law on Voter Registration Lists* by modernizing the voter registration system, clarifying out-of-country voting and establishing clear, non-discriminatory residency criteria and possible amendments to the *Law on Permanent and Temporary Residence*.

**Media freedom.** The Mission and the Government agreed on three major actions to complete mandate-related media issues by year-end. These included the de-criminalization of libel, amendments to the *Law on Electronic Media* and *Law on Croatian Radio and Television* and ensuring an overall friendlier environment to media and increased media professionalism.

In autumn, legislation relevant to libel was amended to eliminate imprisonment as a sanction for libel, which can now be punished only with a fine. At year's end, the Ministry of Culture presented to the OSCE, the European Commission and relevant media experts draft amendments to the *Law on Electronic Media*, while the long-awaited amendments on the *Law on Croatian Radio and Television* will be presented next year.

## DEMOCRATIZATION

In early 2006, the Government agreed to establish a legal, financial and policy framework in which civil society could function effectively and freely in Croatia. These ranged from setting up a legal and institutional framework for civil society, including the development of a national civil society strategy, and the signature of charters on co-operation between local government and NGOs. A major achievement was the establishment of the Local Democracy Academy in September to train 16,000 officials and employees in local and regional self-governments.

**Police development.** In June, the Ministry of the Interior implemented the second phase of its community policing project. Deployed contact officers established

20 communal crime prevention councils throughout Croatia.

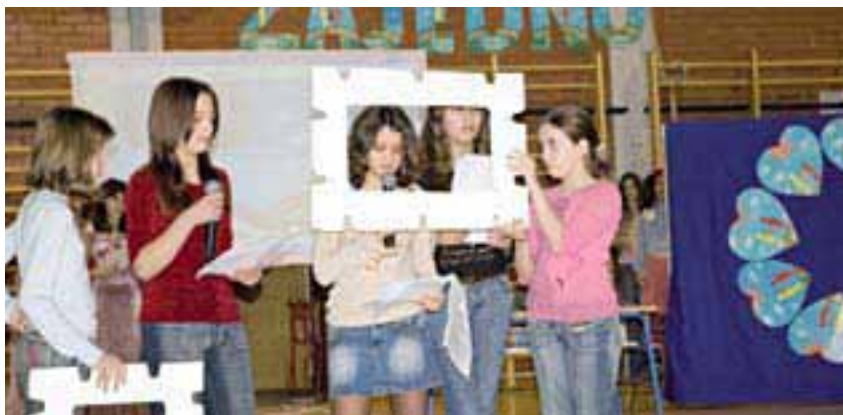
Amendments to the *Criminal Code* rel-

evant to hate crime were adopted in early summer. Police officers who will serve as police trainers on hate crimes took part in a training of trainers seminar in February.

### Moving mandate-related issues to conclusion

Early in 2006, Prime Minister Ivo Sanader and the Head of Mission agreed on a special negotiating framework between the Mission and the main stakeholders in the Government to move mandate-related issues toward conclusion. This framework, called 'the Platform', consisted of three separate monthly ministerial-level plenary sessions with the Ministries of Justice, Foreign Affairs and the Ministry dealing with refugees, supported by numerous sub-working groups.

The meetings with the Ministry of Foreign Affairs addressed five mandate-related issues, namely the development of electoral legislation, protection of minorities, rule of law, ensuring freedom of the media, police reform and development of civil society. These meetings triggered a process that led to the completion of mandate issues in the four areas of political, media, police and civil society.



OSCE/ Andrija Corkovic

At the *Children Together* ceremony awards are presented to the best works of the art and literary workshops, which aimed at fostering closer ties among children from diverse ethnic backgrounds, Vukovar 12 December.

### Fostering Tolerance among Children

The Mission and the Ministry of Education, Science and Sports organized a children's literary and art competition in the autumn to promote co-existence and friendship in the Danube region. The project *Children Together* helped children of different backgrounds develop communication skills and learn about tolerance and mutual trust. This project fostered closer ties among children from ethnically diverse backgrounds and demonstrated that it is possible to take pupils' differing backgrounds into account without resorting to segregation.

The project collected art and literary works from 30 elementary multi-cultural schools which teach in Croatian and at least one other minority language in Croatia's formerly war-affected region of eastern Slavonia. It honoured the best works at a ceremony on 12 December.

### Head of Mission:

Ambassador Jorge Fuentes  
Revised unified budget: €8,359,700  
[www.osce.org/croatia](http://www.osce.org/croatia)



# Mission in Kosovo

*Discussions on Kosovo's future status dominated events in 2006. The Vienna-based status talks raised the expectations of all the interested parties, including the Provisional Institutions of Self-Government (PISG) and minority and majority communities.*

*Regardless of the outcome of the talks, it was important for the Mission, a distinct component of the UN interim administration, to stay on course and continue to provide support to further strengthen democratic institutions and practices and enhance government accountability.*

*As Kosovo's institutions matured, the Mission underwent a comprehensive restructuring of its field presence and shifted its focus from institution building to pro-active institution monitoring, while maintaining an element of capacity building. Under this new strategy, 33 municipal teams monitored legislative, executive and judicial bodies for respect of human rights, rule of law and practices of good governance. Through its reporting, the Mission helped identify developments and shortcomings in the work of institutions and suggested corrective measures.*

*The Mission will continue its efforts with international partners, Kosovo's PISG and the public to help develop a multi-ethnic society with a more peaceful and prosperous future.*

## Human dimension activities

### HUMAN RIGHTS

**Human rights capacity-building for Kosovo's institutions.** Human rights advisory teams of the Mission worked with 15 PISG ministries, including the Prime Minister's Office, to establish and develop human rights units. Mission experts provided technical assistance to the units on developing a *Human Rights Strategy* for each ministry, which would consolidate the PISG's human rights-oriented actions on topics such as minorities, returns and reintegration, gender and all forms of discrimination.

Through workshops and seminars, the Mission built the capacity of municipal officials, enabling them to incorporate a human rights compliant methodology in

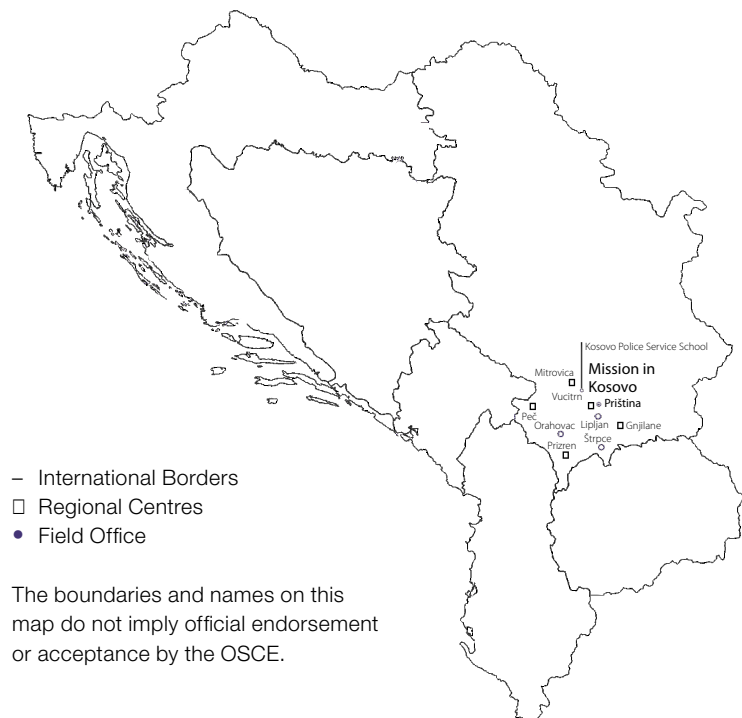
their daily work. The Mission then offered these sessions to teachers, present and future lawyers and university students. It also carried out a human rights education project co-sponsored by the Slovenian government in primary schools of Gjiilan/Gnjilane and Ferizaj/Urosevac.

**Monitoring the justice system.** The Mission monitored the criminal and civil justice systems in Kosovo for violations of domestic law and international human rights standards. The first-ever civil justice review, published in April, highlighted property law and delays in cases before courts. The Mission also looked at criminal courts, following up on recommendations made since 1999, and issued a new report focusing on witness protection, Minor Offences Courts and juvenile justice. The Mission met with judges across Kosovo to receive feedback on its reports.

### New security structures at the village level

Local Public Safety Committees are consultative bodies that address security needs of local communities. They identify effective projects and action plans to address security issues locally in a close working relationship with the Kosovo Police Service. Local communities are now working together to develop specific safety projects. For example, Partes/Partesh, a Kosovo Serb village, is setting up a children's playground on currently unoccupied land.

Throughout 2006, the Mission delivered training to the Committees on mediation, problem spotting and solving as well as project implementation and development.



**Property rights protection.** Activities to ensure a functioning property rights system in Kosovo were threefold. First, the Mission co-ordinated with the PISG on property rights in the *Kosovo Standards Implementation Plan* process through advice, co-ordination support and awareness-raising activities. Second, the Mission contributed to UN Security Council technical assessments. Third, the Mission provided expert advice on resolving conflict-related claims, cadastre reconstruction as well as property legal reforms such as regulating expropriations and regularizing informal housing settlements.

**Combating trafficking in human beings.** A group chaired by the Mission drafted a new, comprehensive standard operating procedure for the identification and referral of victims of trafficking. The group, comprising governmental agencies, local and international NGOs and

police, is focused on addressing the current trend of trafficking in humans, where the majority of victims are from Kosovo rather than trafficked to Kosovo. It further aims to improve mechanisms to help victims. Throughout Kosovo, the Mission supported training of victims' advocates, social workers, police officers and NGO activists on how to correctly apply the procedure to cases of possible trafficking victims.

## RULE OF LAW

The Mission helped develop capacities of present and future members of Kosovo's legal community. Training and support activities included preparing aspiring judges and lawyers for the judicial or bar exam and continuing legal education courses for lawyers. The Mission monitored, analysed and reported on the overall rule of law situation and the activities of the legislative and executive branches given the greater transfer of authority and resulting accountability of local institutions. Recommendations from the Mission ensure that rights are not being violated, laws are given force and that draft laws are compliant with human rights standards.

Two institutions the Mission helped to create, the Ombudsperson Institute and the Kosovo Judicial Institute, were transitioned in 2006 to local control. The Mission continued to support and advise both institutions on general human rights issues to help develop the theoretical and practical skills of judges and prosecutors in Kosovo.

## GOOD GOVERNANCE

The *Assembly Support Initiative*, set up by the Mission and international partners, continued its work with the Assembly of Kosovo. The Mission assisted the Assembly Presidency in developing a reform package, which included introducing more regular plenary sessions and a parliamentary question time. These efforts, aiming at accountability within the Assembly and towards the PISG, were accepted and implemented in June.

The Mission helped integrate the Assembly of Kosovo into regional mechanisms of parliamentary co-operation, focusing on oversight of financial and security sectors.

In support of the future status process, the Mission facilitated a comprehensive

### Corruption ends with you!

Surveys show that the public in Kosovo recognizes corruption but feels that nothing can be done to counter it. As a result, corrupt practices develop deep roots and go unsanctioned.

The OSCE Mission has engaged and provided support to the Office of the Prime Minister in developing an *Anti-Corruption Strategy and Action Plan*. More recently it supported the effective functioning of a new Kosovo Anti-Corruption Agency. The Agency receives reports of corruption from the public, reviews governmental practices, reports to the Assembly of Kosovo, as well as to PISG executive bodies, and advises the Office of the Prosecutor.

Under the slogan *Corruption ends with you! Report corruption cases to the Anti-Corruption Agency*, the Mission developed a joint campaign with the Agency to help promote its role with the public and to encourage the public to stand up against corruption.



OSCE/Hasan Sopu

The head of the Political Party Alliance for the Future of Kosovo parliamentary group of the Kosovo Assembly takes part in a discussion between Assembly members and the Kosovo Police Inspectorate organized by the OSCE on 1 March.

support programme to develop the negotiating skills of decision-makers from all communities. The Mission also hosted discussions on constitutional issues, examining models which ensure democratically functioning institutions and guarantee human and minority rights.

**Strengthening local governance.** The Mission supported the local governance reform process at both central and local levels. Through pro-active monitoring of the Pilot Municipal Units, the Provisional Assemblies benefited from advice and capacity-building activities organized by

the Mission in co-operation with the PISG Ministry of Local Governance Administration. Work with these new bodies aimed at ensuring a transition to a decentralized local governance model.

In 2006, the PISG Ministry of Finance and Economy introduced programme budgeting as a strategic planning tool to create greater transparency in decision-making processes in municipal administrations. The Mission, together with the United States Agency for International Development, assisted the Ministry by training senior officials, producing promotional

### Helping communities find answers

In 108 villages in the Prizren region the Mission carried out the *My Municipality, My Rights* project to help village leaders learn about municipal responsibilities, ways to alert local authorities and effectively work with them to resolve everyday problems.

For Isuf Nezaj, a teacher and community leader, this project opened new doors. "When we wanted to discuss the problems we faced we did not know whom to approach. But now we are learning who is responsible so authorities can respond to our requests and proposals."

The Mission also initiated the *Bridges of Friendship* project to foster and institutionalize communication between people and municipal institutions through local advocacy initiatives.



OSCE

Representatives of Kosovo municipalities discuss budgeting processes at an OSCE training workshop in Brezovica, eastern Kosovo, on 6 and 7 July.

material for public budget hearings and pro-actively monitoring these hearings for compliance with legal regulations.

## EDUCATION AND YOUTH

During the year, the Mission helped the PISG develop two important governmental policies and strategies that aim to benefit youth both in and outside the educational system – the *Pre-University Education Strategy* and the *Kosovo Youth Policy and Action Plan*. It supported the Assembly of Kosovo in reviewing and drafting legislation on private education and qualifications.

The Mission also took the leading role in creating the legal conditions for good governance and the de-politicization of the University of Pristine/Pristina. With full support from the PISG Ministry of Education, Science and Technology and the University Expert Group, the Mission helped with a number of full-scale democratic elections, ranging from the student parliament to the Rector.

## ELECTIONS

The Central Election Commission (CEC) is expected to assume responsibility for the 2007 election process, taking over from the Mission which managed all four elections held since 2000. The Mission handed over all electoral operations to local authorities and worked hard to build CEC capacities in areas such as the complex technical operations of compiling and improving the voters list, out-of-Kosovo voting and running the count and results centre.

The CEC and the Mission worked with the Election Forum to prepare appropri-

ate election legislation and procedures. The Forum, an advisory body comprised of political party, minority community and civil society representatives, discussed key issues including the introduction of an open list system, districting and securing equitable gender representation on ballots and in municipal assemblies. The Mission and the CEC Secretariat conducted a mock election exercise to test the change of the current election system from closed to open lists.

## Politico-military dimension activities

### POLICE EDUCATION AND DEVELOPMENT

**Support in public safety education and development.** In 2006, the former Kosovo Police Service School became the Kosovo Centre for Public Safety, Education and Development, a multi-disciplinary training institution which supports all public safety agencies – police, customs, corrections and emergency medical services – to promote greater inter-agency co-operation and co-ordination. It is overseen by a Board to ensure minimum education and development standards. More than 8,400 students from public safety groups benefited from the Centre's services in 2006.

During the year, 502 new police officers were trained, bringing the total number of basic recruits to 8,335; of these, 15 per cent were women and 16 per cent represent minority communities.

**Specialized training and organized crime initiatives.** The Mission helped



OSCE/Hasan Sopu

The OSCE monitored a mock election exercise, organized by the Secretariat of the Central Election Committee, at the Shaban Shala Primary School, Podujeve/Podujevo municipality, on 31 October.

build specialized expertise in the maturing Kosovo Police Service. It trained officers in skills such as management and leadership, criminal investigation and forensics. It also taught officers modern techniques to deal with domestic violence, community policing and to raise awareness of human trafficking.

The Mission, in co-operation with international donors, hosted training courses on combating organized crime. Programmes built the capacity of operational managers, increasing the Service's expertise and enhancing its ability to combat organized crime at its roots.

### Community-based safety activities.

The Mission continued to support the Community-Based Policing Steering Group – a body for crime prevention, community policing and community safety activities. It also promoted the *Kosovo Community Safety Strategy* and supported police-community partnerships through its *Community Safety Action Teams* programme. The teams are committed to reducing crime, increasing safety and security and preventing conflict.



OSCE/Hasan Sopu

Community Police Officer Avni Zahiti regularly visits schools in the Mitrovica/Mitrovica region in an effort to develop good relations between Kosovo police and youth on 13 June.





Enver Rustemi, (standing) Acting Chief Executive of the Inspectorate, and his team during their first inspection of the main Kosovo police station in Prishtine/Pristina, on 20 July.

### Ensuring police accountability

The Police Inspectorate of Kosovo is the Mission's latest institution-building effort. The Inspectorate is an Executive Agency of the PISG Ministry of Internal Affairs and is intended to enhance police accountability, reduce corruption and facilitate organizational development of the Kosovo Police Service. It serves as an independent oversight mechanism striving towards accountability and transparency – the anchors of democratic policing. It is unique in the Balkans. The Mission designed the comprehensive capacity-building programme on inspection and investigation procedures.

"The Inspectorate will strive to assist the Kosovo Police Service in its development as a democratic institution and its role should be viewed as helpful towards improving the performance of police operations," said Fatmir Rexhepi, PISG Minister of Internal Affairs.

The first group of 19 inspectors were due to graduate in February 2007. In addition to the six Inspectorate interim reports on Kosovo Police Service performance, the Inspectorate's first annual report on the Service's Performance should be published early in 2007.

Comprised of nearly 1,000 police, local government, and community members, and approximately 50 trainers, they were active in 16 municipalities.

#### Head of Mission:

Ambassador Werner Wnendt

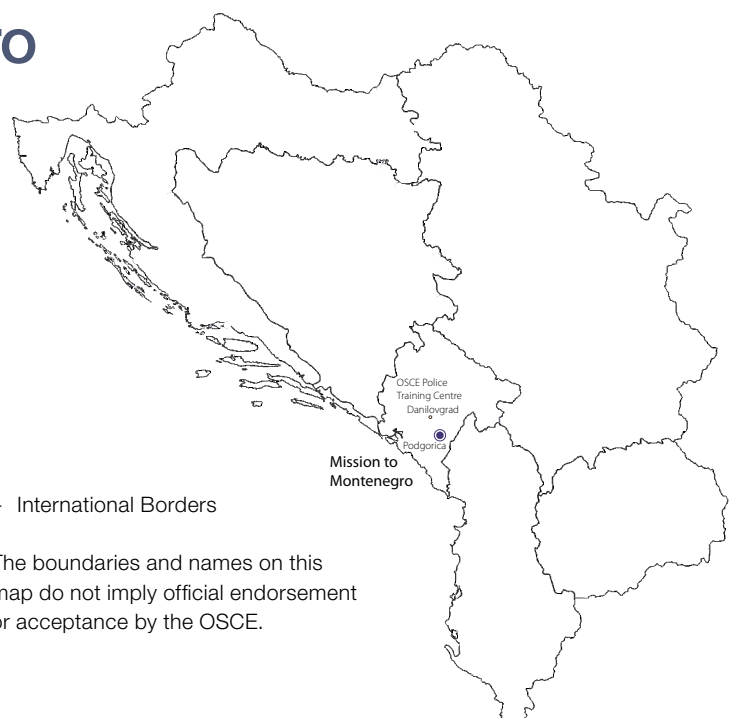
Revised unified budget: €32,954,700

[www.osce.org/kosovo](http://www.osce.org/kosovo)

## Mission to Montenegro

*The OSCE established the Mission to Montenegro on 29 June, seven days after the accession of independent Montenegro to the Organization. The new Mission, established at the request of the host country, has a broad mandate, covering all three OSCE dimensions. It continues the programmatic work of the Office in Podgorica, which was part of the former Mission to Serbia and Montenegro.*

*After the Referendum on the State-legal status of the Republic of Montenegro on 21 May, the main challenge the Mission faced was to support the Montenegrin Parliament, authorities and society in assuring a smooth transition to independent statehood. Steps on the way included acquiring international recognition,*



– International Borders

The boundaries and names on this map do not imply official endorsement or acceptance by the OSCE.



OSCE/Ana Milisavljevic

Certificate ceremony for in-service police officers who successfully completed various OSCE-organized training courses, at the Police Academy in Danilovgrad where the OSCE has its own Police Training Centre.



OSCE/Ana Simicevic

Primary schoolchildren wear the best five costumes of the Ecological Carnival to mark the end of the OSCE project: *Help Us to Protect Our Environment*.

organizing parliamentary elections, forming the government, drafting a new constitution and the accession of Montenegro to the North Atlantic Treaty Organisation's Partnership for Peace programme.

The overall trends in Montenegro over the last year remained positive, characterized by continued progress and consolidation of the democratic reform processes. The main achievements were the peaceful resolution of the State status, the smooth dissolution of the State Union with Serbia, the restructuring of the Government and the conclusion of the talks on the Stabilisation and Association Agreement with the European Union. The main challenges ahead remain the establishment of consensus for the new constitution and the building of administrative capacity to legislate and fully implement reforms required for the further integration of Montenegro into Euro-Atlantic institutions.

## Politico-military dimension activities

**Police affairs.** The Mission assisted on-going police reforms by aiding in the development of a *National Strategy on the Fight against Organized Crime* and by helping further Montenegrin Border Management and the country's participation in regional cross-border co-operation, initiated by the *Ohrid Regional Conference on Border Security and Management* in May 2003.

The Mission assisted in advancing community policing and the implementation of a number of legislative acts, including the *Law on the Protection of Witnesses*. The Mission conducted competence-building measures through general and specialist training programmes for police officers in

areas such as informant handling in the fight against organized crime and cross-border challenges related to asylum, migration and human trafficking.

## Economic and environmental dimension activities

**Economic issues.** In close co-operation with local and international institutions, the Mission implemented the following projects: an international conference, *The Role of Audit Institutions in Preventing Corruption*; workshops on combating money laundering and stemming the financing of terrorism and on the prevention of trafficking and sexual exploitation of minors in travel and tourism; and the co-ordination of special teams for combating trafficking in human beings.

**Environmental issues.** A special highlight was the project *Help Protect Our Environment*, involving some 1,000 students in first- to fourth-grade primary school classes in two schools. The activities included environmental education, cleaning of school yards and the surrounding areas, an ecological carnival and the printing and distribution of informational material. The project was carried out in co-operation with the Podgorica Municipal Assembly, the Children's Alliance of Montenegro, the Public Company for Communal Services and governmental ministries.

## Human dimension activities

**Minority rights.** The Mission's programme *Developing Roma Leadership Potential in Montenegro*, financed by the Dutch Government, resulted in Montene-

gro's first seven Roma journalists, first five university students, support for 25 secondary students and viable and professional Roma NGOs active in the development of Montenegrin civil society. A Roma scholarship foundation to support Roma education was founded.

**Civic education.** To expedite the incorporation of civic education into the formal



Risto Bozovic

Senad Sejdovic, a 31-year-old Roma man who took part in a two-year OSCE project that aimed to empower the Roma community, is now a free-lance journalist with his own show on public radio.



OSCE/Ivana Vujovic

Participants at a training session organized by the Mission to Montenegro, the Centre for Civic Education and the Bureau for Educational Services, aimed at developing the skills needed by the country's first generation of civic education teachers

education system of Montenegro, the Mission participated with other local organizations in the training of the first generation of civic education teachers.

**Parliamentary support and political parties.** During the pre-referendum phase, the Mission, in close co-ordination with other international organizations in Podgorica, actively supported the need for continuous dialogue between the two political options in Montenegro in the Referendum on the State-legal status on 21 May.

**Gender equality.** The OSCE-financed *Programme of Co-ordinated Actions for the Elimination of Domestic Violence in Niksic*, initiated by the NGO *SOS Line For Women and Children*, produced a network of people involved in the fight against domestic violence in Montenegro. The network has set up a task force, comprised of representatives of civil society and local governance.

**Media development.** The Mission promoted the adoption of a *Code of Conduct*

governing media coverage of the referendum and organized discussions on best journalistic practices. This enabled the media to report on the referendum in a balanced and objective manner. For the implementation of the *Law on Free Access to Information*, the Mission organized training for civil servants and raised public awareness through open debates with experts. Other activities included the development of academic institutions for journalists and a professional commentary on the *Strategy for the Electronic Communications Sector*. Together with the Council of Europe and the European Union, the Mission promoted the self-regulation of media through an exchange of experiences with the Swedish Press Ombudsman and the accession of the Self-Regulatory Body of Montenegro to the Alliance of Independent Press Councils in Europe.

**Judicial reform.** The Mission provided assistance to ensure more effective notification, investigation and prosecution of organized crime and corruption-related offences, with a focus on exchanging regional

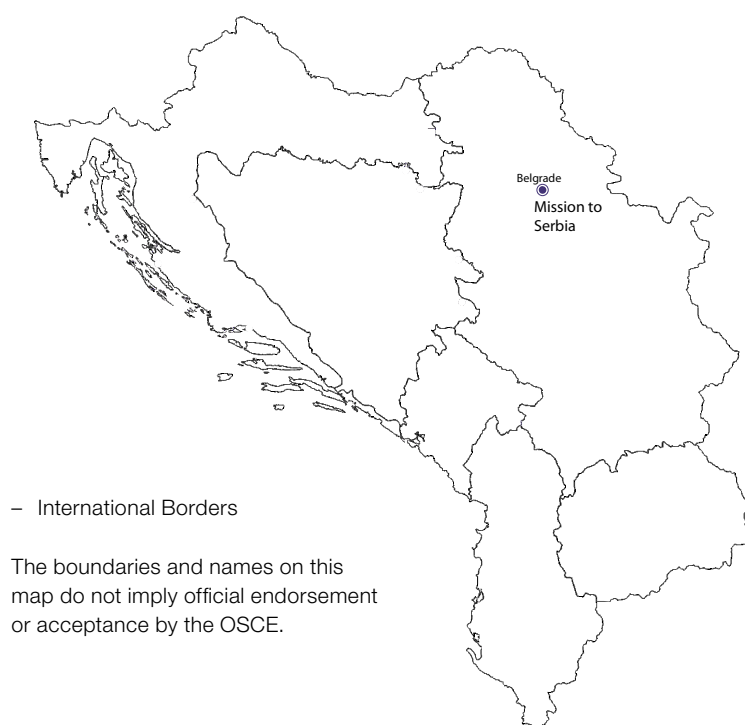
expertise and experience. It gave special attention to the implementation of the *UN Convention against Corruption*. It launched programmes on court mediation and monitoring of administration of justice to address the excessive duration of proceedings. The Mission provided the Association of Judges of Montenegro with support in advocating for the independence of the judiciary, to be included in the new constitution.

**Human rights.** The Mission helped build the professional capacities of the ombudsman's office to comment on and initiate changes in legislation. It assisted prison administrators in implementing reforms to penal legislation. It co-operated with the authorities to develop a *National Mechanism for the Prevention of Torture* in accordance with the *Optional Protocol to the UN Convention against Torture*.

#### Head of Mission:

Ambassador Paraschiva Badescu  
Revised unified budget  
(August-December): €917,300  
[www.osce.org/montenegro](http://www.osce.org/montenegro)

## Mission to Serbia



*The former Mission to Serbia and Montenegro was renamed the OSCE Mission to Serbia on 29 June, following the 3 June*

*declaration of Montenegrin independence. The renamed Mission to Serbia continued to operate under the mandate*

*adopted by a Permanent Council Decision in January 2001.*

*Advising Serbian institutions on the development and implementation of laws was a key activity of the Mission in 2006. It continued to assist the national authorities in developing a more accountable and representative police service. A comprehensive approach to the reform of the judicial and legal systems, prison administration and the prosecution of war crimes and organized crime proved particularly successful. The Mission promoted good governance, anti-trafficking, equal opportunities, human and minority rights, access to justice for refugees, free media and an environmentally sound energy policy.*

### Politico-military dimension activities

**Combating organized crime.** The Mission worked to strengthen the legislative framework to fight organized crime and



### Transforming the police high school into the Basic Police Training Centre

The biggest breakthrough in the reform of police education in 2006 came with the consolidation of plans and the political commitment to transform the Police High School in Sremska Kamenica into an entry-level Basic Police Training Centre. The Mission assisted the Ministry of the Interior with capacity-building of trainers and instructors, design of the curriculum and efforts to secure international support for a much-needed physical rehabilitation of the School's facilities. The transformation of the Sremska Kamenica School will irreversibly alter the way police recruits, both male and female, are trained to serve their communities.



OSCE/Milan Obradovic

Third-year students of the Police High School in Sremska Kamenica demonstrate their martial arts skills to Swedish students preparing a documentary on the OSCE and to the Swedish Ambassador to the OSCE, Krister Bringeus, in November.

develop the capacity of prosecutors and judges to deal with complex cases. The Mission helped improve the new criminal procedure code, participated in drafting an organized crime law and a law on the management of seized assets and facilitated international co-operation. It organized specialized training for border police, provided expert advice on the ongoing demilitarization of Serbia's borders and helped the Serbian border services develop the *Strategy for Integrated Border Management* and *Action Plans*, adopted in 2006.

"The efficient work of my office, its public outreach and, especially, our fruitful co-operation with colleagues from Croatia and Bosnia and Herzegovina, was very much made possible thanks to the support of the OSCE Mission to Serbia."

—Vladimir Vukcevic, War Crimes Prosecutor in Serbia.

**War crimes.** The Mission monitored war crimes trials before Serbian courts and provided a number of training seminars and study visits for the judiciary and the police. It facilitated inter-state co-operation in war crimes proceedings and conducted a public outreach campaign to educate the public in Serbia about do-

mestic war crimes trials and the work of the International Criminal Tribunal for the former Yugoslavia. Together with the Office of the Serbian War Crimes Prosecutor, the Mission organized study visits for Serbian journalists to Croatia and Bosnia and Herzegovina, where they witnessed war crimes trials and met victims.

**Anti-corruption and economic transparency.** The Mission actively supported institutions introduced by the *Laws on Public Procurement* and *on the Prevention of Conflict of Interest in the Discharge of Duties of Public Office*, assisted the Serbian Government in preparing a draft law on the Anti-corruption Body and continued to support, as associate member, the Anti-corruption Council. The Mission also promoted corruption-awareness campaigns, with special attention to south Serbia.

**Police reform.** The Mission supported implementation of in-service training for currently serving police officers in south Serbia, organized programmes targeting the management skills of senior police leaders in the countries of South-eastern Europe, and facilitated, in co-operation with the European Police Office (EUROPOL), a training programme on dismantling illicit drug production sites. The Mission played a leading role in the ongoing transformation of the police high school into a Basic Police Training Centre.

In co-operation with the Ministry of the Interior, the Mission continued to support the development of community policing across Serbia, including the south Serbia region. It also continued to facilitate a four-year project, initiated in 2004, to improve the capacities of police, forensic experts, prosecutors and investigative judges to effectively investigate crime scenes and manage forensic evidence. The Mission worked to improve police accountability



OSCE

Stand on sustainable development and preservation of local values in Blace, central Serbia. With the help of the Mission, the municipality developed a *Local Environmental Action Plan* to reduce environmental threats in the small community.

by conducting assessments of detention facilities and organizing workshops that offered insight into available anti-corruption mechanisms and investigative techniques.

## Economic and environmental dimension activities

**Strategic economic projects.** The Mission completed its functional analysis of the Serbian Chamber of Commerce and its network, which will permit a more effective presentation of the Serbian economy to financial markets and facilitate foreign direct investment in Serbia.

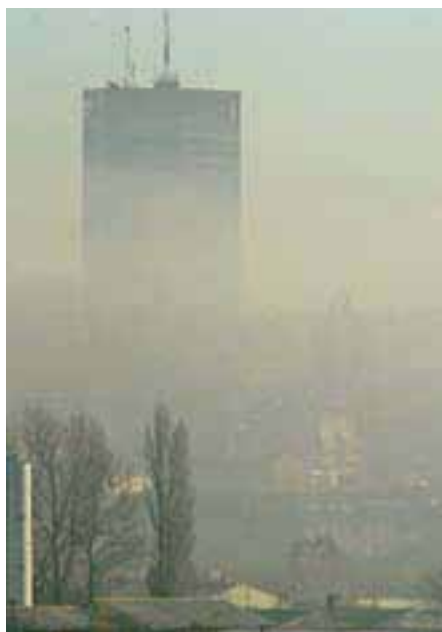
**Development of small- and medium-sized enterprises.** The Mission supported the establishment of business incubator centres in Zrenjanin (province of Vojvodina), Vranje (south Serbia) and at Belgrade University.

**Youth entrepreneurship capacity building.** Young Entrepreneurs' Spirit seminars were held in ten municipalities across Serbia, with a special focus on organic agriculture. More than 250 participants attended the courses in 2006.

**Energy management.** In the framework of its *Energy Security Programme*, the Mission was engaged in a number of activities promoting the use of wind and solar power. The Mission developed an English-Serbian dictionary with a glossary on energy efficiency and renewable energy sources.

## Human dimension activities

**Good governance.** The Mission's efforts to increase the professional standards of the parliamentary civil service resulted in a newly established Human Resources Department and measurable improvements in the output of the Department for Public Relations. Parliament took ownership of numerous innovations that made central institutions accessible to citizens, and outreach events that took Parliament to schools and municipalities in remote and rural areas. The Mission also helped establish an office for harmonization of legislation with European Union law.



The Mission strives to address Serbia's need to protect the environment by developing a strategy and related legal framework, as well as by institutional capacity building to promote the *Aarhus Convention* and *Kyoto Protocol*.

**Refugee return and integration.** The *Sarajevo Ministerial Declaration on Refugee Returns* process for refugee return and integration remained at the centre of the Mission's human rights programme. It worked closely with the Missions to Croatia, Bosnia and Herzegovina and Montenegro as well as with the OSCE Secretariat. Work with the regional network of human rights advocates resulted



The Mission and non-governmental organization ASTRA present research findings on 4 December on the use of the Internet for trafficking of children.

OSCE/Milan Obradovic

in easier access to justice and a higher quality of legal aid provided to refugees region-wide.

**Anti-trafficking.** Following the successful implementation of the National Referral Mechanism in Serbia, the Mission worked to further develop the institutional framework of the latter and to train specialists involved in the identification, referral and provision of direct assistance to victims of human trafficking.

**Gender equality.** The Mission succeeded in forging a significant link between Roma women activists and the National Assembly. Also, it supported a high-profile media campaign to elect a virtual women's government. The Mission assisted the state Council for Gender Equality with a programme that educated 30 senior managers of the Labour Inspectorate on addressing gender-based discrimination at work. The international conference, *Women in the Army*, co-organized with the Ministry of Defence, resulted in the Ministry's pledge that the military academy would open its doors to female candidates in 2007.

**Protection of national minorities.** The Mission worked closely with the Government, National Minority Councils and civil society to foster minority participation in decision- and policy-making. Through its office in south Serbia, the Mission facilitated an agreement with the Albanian political parties to participate in the January 2007 parliamentary elections. This was the first time since 1990 that the Albanian national minority chose to participate in this key political process.

**Judicial reform.** The Mission supported the development and implementation of the *National Strategy for Judicial Reform*, adopted in May. It worked with the Ministry of Justice and judicial bodies in increasing the capacity of courts and their personnel. It also assisted in revitalizing and enhancing the capacity of the Judicial Training Centre and supporting training initiatives. It furthered the development of professional judges and prosecutors' organizations and their membership.

**Human rights institutions.** The Mission started a capacity-building programme for a network of the municipal ombuds-person institutions in order to strengthen their role in protecting rights of citizens at

OSCE/Milan Obradovic



### Integrating and empowering Roma and Sinti

The integration and empowerment of Roma and Sinti is a priority throughout the OSCE area. In September, the Mission to Serbia supported a Roma women activists' network visit to the National Assembly. In meetings with Members of Parliament (MPs), Roma activists were given the opportunity to raise awareness amongst elected representatives about the problems faced by Roma women.

"I would call the visit to the National Assembly historic," said Natasa Pavlovic Perisic, Chair of *Hora* women's NGO from Valjevo, western Serbia. "As a direct result of the visit, we had the first Roma woman ever in Serbia as a candidate on a political party list for the January 2007 parliamentary elections."

In a follow-up in November, a Mission effort brought members of Serbia's Parliament and state officials on a visit to Roma settlements in western Serbia. The delegation met with local authorities and Roma activists to explore possibilities for improving education, employment and healthcare opportunities.

"Roma women informed me with great pride about their successful meeting with the Serbian parliamentarians, organized with the support of the Mission to Serbia, and a follow-up visit of Serbian MPs to Roma settlements in western Serbia," said Sonja Lokar, Chairperson of the *Stability Pact for South Eastern Europe* Gender Task Force. "I compliment your Mission for the good work in building capacities of the Roma women in this country."



OSCE/Milan Obradovic

Ana Sacipovic (centre), journalist, leader of the Roma women's group Osvit of Nis and co-founder of the SOS hotline for Roma women, was invited to be a candidate for the January 2007 parliamentary elections on the list of the G17 Plus political party, following a Mission-organized visit to Parliament in September.

the level of local self-governments, municipalities and cities. The Mission continued supporting the Vojvodina Provincial Ombudsperson.

**Prison reform.** The Mission worked with the Ministry of Justice's Prison Administration to transform the prison system

into a modern penal system by creating a new legal framework embodied in the *Law on Enforcement of Penal Sanctions* and several by-laws. It continued to support training for all categories of prison staff and started programmes to educate inmates and raise health care standards in all detention facilities. Also, special em-

phasis was placed on assisting the prison administration in developing the concept of alternative sentencing.

**Media reform.** As the ongoing licensing of private electronic media and distribution of frequencies are crucial matters, the Mission provided legal advice to the relevant bodies and interested parties. Both public service broadcasters, Radio-Television of Serbia and Radio-Television of Vojvodina, are undergoing decisive changes, and the Mission provided expertise on organizational transformation and improvement of programming quality and diversity. The Mission played a lead role in promoting the freedom of information by supporting the implementation of the *Law on Free Access to Information*. It organized a series of training workshops for journalists and editors. Capacity-building of the media and co-operation with professional associations of journalists remained a key activity in 2006.

#### Head of Mission:

Ambassador Hans Ola Urstad  
Revised unified budget: €8,585,000  
[www.osce.org/serbia](http://www.osce.org/serbia)



OSCE/Milan Obradovic

In 2006 the Prison Training Academy in Nis was established by law. The Mission had advocated establishing an Academy since the launch of the *Prison Reform Programme* four years ago.



# Spillover Monitor Mission to Skopje

The main events of 2006 were the parliamentary elections held in July and the change of government that followed. Despite the change in leadership, the country's commitment to the reform process and to future participation in Euro-Atlantic organizations remained constant. For the Mission, this meant a year focused on the implementation of various pieces of legislation and core national policies key to the reform process. 2006 was the crucial first year of implementation for laws related to decentralization, judicial reform, broadcasting and other areas.

Besides changing its focus from assisting with the development of legislation to supporting its implementation, the Mission also made a conscious move this year to provide its domestic partners, from ministries to non-governmental organizations, with the tools to take over the responsibility for training, monitoring and advocacy activities that the OSCE had previously supported.

## Politico-military dimension activities



Border police survey their area of responsibility.

OSCE/Maria Dotsenko

**Police reform.** One of the clearest examples of domestic partners taking over responsibility has been in the work of the border police, recently transformed from a military unit into a part of the police services. The Mission initially conducted basic training for border police officers, but this year the border police established regional training co-ordinators and the Mission began training internal trainers who will assume the task of further developing their colleagues' policing skills.

To improve the country's capacity to combat organized crime, the Mission provided training to police officers on money laun-

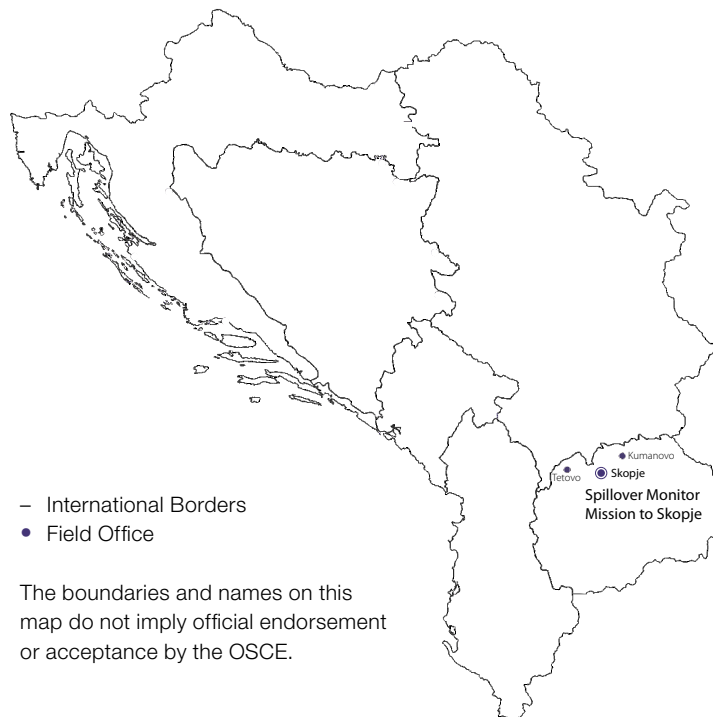
dering, surveillance, narcotics recognition and other relevant topics. It also organized a study visit for senior Ministry of the Interior officials to review training methods in the Scottish Police College.

**Monitoring and early warning.** The Mission's confidence-building monitors played a key role in following up on police reform and the decentralization of authority to local government. They were also instrumental in providing early warning about violence and increased tensions in the pre-election period, allowing the international community and political leaders to react quickly to prevent escalation.

The Mission's monitors are in the field every day talking to local government of-

ficials, police officers, religious leaders and ordinary citizens. In 2006, the Mission also took a more scientific approach by conducting surveys on two key issues: community policing and decentralization. Information gathered from these surveys was useful both for measuring the success of past activities and for directing future action.

**Decentralization.** The completion of the first year of the devolution of power from the central government to municipal governments was one of 2006's most important landmarks. The Mission was heavily engaged in supporting this process, as it was one of those accelerated by the *Ohrid Framework Agreement* that ended the 2001 conflict. A Mission-conducted survey of municipalities



- International Borders
- Field Office

The boundaries and names on this map do not imply official endorsement or acceptance by the OSCE.

"I am very grateful to our border police, who mean a lot to us. Before, when it was the army, maybe they'd pass by once a year, but now the border police are here every day and help us. Before, the church was robbed several times, also our flocks and our houses, but now it is not like that. This is not just good for us, but for the whole country."

—Lenka Jankova, of the village of Bajkovo.



OSCE/Shpend Ahmeti

## Parliamentary elections

The parliamentary elections of 2006 were the first to be held under a new *Unified Election Code*. The Mission played a key role in helping lawmakers implement the recommendations of the ODIHR in this important piece of legislation. Even while legislative drafting was still going on, the Mission hosted a series of regional political roundtables with support from the Norwegian Government. These workshops engaged more than 500 political party leaders and activists at the central and local level in practical, honest discussions about how to prevent irregularities from occurring and improve inter-party dialogue. At the same time, the Mission-supported *Women Can Do It* programme lobbied heavily for gender quotas in political party candidates lists and worked to get women more involved in the election process. Women make up 28 per cent of the new parliament.



OSCE/Maria Doisenko

Woman votes in parliamentary elections.

showed that decentralization had been successful overall, but it also noted that under-financing of the new competencies still threatened the process. The Mission trained municipal finance officers in budgeting and reporting in the first part of the year, then focused on revenue and tax collection in order to improve the financial situation of the municipalities. More than 370 municipal officials completed the training. This effort was coupled with the publication of handbooks for municipal officials on budgeting, reporting, taxes and internal auditing.

Decentralization gives citizens the opportunity to be more directly involved in local decision-making. This is the focus

of the Mission's efforts to provide policy support to the central government as well as to the Association of Local Self Government Units. The Mission promoted a variety of mechanisms through which people can effectively participate in their communities. Gender Equity Commissions, present now in more than half of the municipalities, were one example. They are an important part of the municipal decision-making system. The Mission also provided important capacity-building assistance to the Committees for Inter-Community Relations that have been formed in the majority of mixed-ethnic municipalities as a tool for ensuring participation of all ethnic communities.

The Commissions and the Committees are clear institutional mechanisms through which citizens can influence their local government. However no such clear mechanism exists in the area of education. Amidst much debate in the media about funding for schools, renovations and the naming of directors, the Mission implemented a multi-faceted project to reduce tensions and channel the debate into constructive discussions and problem-solving at the local level. The Mission first published and widely distributed a handbook on education and decentralization and then held a series of six roundtable discussions with members of parent councils, school staff, municipal officials and representatives from the relevant ministries on concrete ways to deal with local education issues. Finally, the Mission began activities to strengthen the capacity of parent and teacher councils to engage in local decision-making.



OSCE/Mirvete Mustafa

Building in Skopje

The passage of the new *Law on Police* ushered in a decentralization process within the police service. Under the new structure, local Crime Prevention Councils will work with police to improve local security. The Mission conducted preparatory training for members of the more than 70 Citizens' Advisory Groups it has developed over the last several years as part of the *Community Policing Programme*. The Advisory Groups, through which community leaders, representatives of local government and interested citizens communicate directly with local police, facilitate public participation in the future Crime Prevention Councils.

## Human dimension activities

**Judicial reform.** With the necessary constitutional amendments and much of the relevant legislation in place, the Mission focused on the technicalities of implementing judicial reform. It assisted with the establishment and inauguration of the Judicial Training Academy. It also trained judges and prosecutors to help them function in the specialized courts that are now part of the judicial system. The Mission worked with those who specialize in organized crime and helped prepare the judiciary for the expected return of cases from the International Criminal Tribunal for the former Yugoslavia.

One of the expected results of judicial reform is that citizens will have more faith in the judicial system, and the first steps in achieving this were taken this year with activities aimed at increasing transparency and efficiency in the courts. The Mission worked with judges and their staff to produce annual reports for each court and present them to the public as useful, accessible documents on the work of the judicial system. Acting upon the initiative of several Appellate Court judges, the Mission also helped develop software for case distribution, install it in all courts and train court staff to use it. This software not only makes case distribution more efficient but also prevents anyone from unduly influencing the process.

**Anti-trafficking.** With a national action plan in place, the struggle to combat trafficking in human beings focused on implementation. The Mission's priority was to make the national referral mechanism fully functional. The key to this was training the likely first points of contact for victims of human trafficking, social workers, police officers and representatives of relevant non-governmental organizations, and getting them involved in identifying and properly referring victims.

A reliable witness protection programme is another crucial part of any anti-trafficking effort. The Mission worked to develop the professional competencies of the Witness Protection Unit of the Ministry of the Interior and strengthen its co-operation with counterparts in the countries of origin of trafficking victims.

**Strengthening local partners.** In its efforts to further enhance the rule of law

in the country, the Mission has for many years been working closely with certain domestic organizations, developing their capacity for activities such as monitoring, reporting, lobbying and providing legal aid. This year the Mission concentrated on strengthening their organizational function and improving their chances for sustainability. The most advanced of these groups is the Human Rights Support Network, made up of five organizations which provide legal aid and advocacy for individual human rights abuse cases. From the end of 2006, the Network will no longer rely on the Mission for core support of its activities.

The Mission assessed the needs for capacity building and the potential for sustainability of a total of 27 local partners working in the area of the rule of law. This provided a solid basis for planning future activities with these entities. The Mission also continued its support for the ombudsman institution with the help of the Swedish International Development Agency, providing training for staff, establishing an internal legal library of more than 300 publications and helping with the networking of the regional offices.

**Media development.** The first year of the implementation of the *Law on Broadcasting* was marked by both successes and setbacks. The Mission supported the implementation of this *Law* by providing significant technical assistance to the broadcast regulatory authority. Partly due to this support, the deadlines for key decisions and by-laws outlined in the *Law* were met. On the other hand, the multilingual public broadcaster faced a serious crisis in the second half of the year after the financing system outlined in the *Law* failed to bring in much-needed revenue. The Mission monitored developments closely as a prolonged labour strike over unpaid salaries led to confrontations with the newly selected management bodies of the broadcaster. Later, working closely with local authorities, the Mission played a constructive role in supporting management's efforts to control the situation and overcome the crisis.

**Freedom of the media.** The Mission witnessed two major breakthroughs in the area of media freedom in 2006. The first occurred in January with the passage of the *Law on Free Access to Public Information*. The Mission worked with local

partners to build the capacity of the new National Commission established by the law and develop tools for its implementation.

Working closely with the Representative on Freedom of the Media and local media advocacy groups, the Mission organized a high-level conference on decriminalization of defamation, which was shortly followed by changes to the Criminal Code abolishing prison sentences as a penalty option for defamation.

### Head of Mission:

Ambassador Carlos Pais

Revised unified budget: €10,386,200

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