



Organization for Security and Co-operation in Europe
Mission to Serbia and Montenegro

OSCE Mission to
Serbia and
Montenegro

Annual Report 2003



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Montenegro Annual Report
2003

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OSCE Mission to Serbia and Montenegro

Executive Summary

Background

The OSCE Permanent Council decided on 11 January 2001 to establish a new OSCE Mission to the Federal Republic of Yugoslavia to provide assistance and expertise in the fields of democratisation, protection of human rights and minorities, and media development to the Yugoslav authorities.

After the adoption and promulgation of the Constitutional Charter of the State Union of Serbia and Montenegro by the Assembly of the Federal Republic of Yugoslavia on 4 February 2003, the "OSCE Mission to the Federal Republic of Yugoslavia" was renamed the "OSCE Mission to Serbia and Montenegro" by the OSCE Permanent Council.

Tasks

The Mission's role is to advise and assist the authorities in Serbia and Montenegro, as well as interested individuals, groups and organisations, in the areas specified in its mandate. The Mission advises on the implementation of legislation and monitors the proper functioning and development of democratic institutions, processes and mechanisms.

In particular, the Mission assists in the restructuring and training of law enforcement agencies and the judiciary. The Mission also provides advice and assistance in the field of the media.

2003

Main Activities

Law Enforcement

Following the tragic assassination of Prime Minister Djindjic in March 2003, the Mission redirected its efforts in law enforcement to give top priority to the fight against organised crime. This has taken priority over all other aspects of police reform efforts in Serbia and Montenegro. The medium to long term strategy for police reform follows the 'Six Priority Areas' that were outlined in December 2001 when the OSCE was appointed sector co-ordinator of international support to the reform of the police. The six priorities are: 1) fight against organised crime, 2) accountability and internal control, 3) fpolice education and development, 5) border policing, 6) community policing.

Accountability and internal control within the police structures has also been a priority for the Mission in 2003. It will continue to be so in 2004, given that internal and external accountability forms an integral component in tackling organised crime effectively and holistically.

The Mission has also focused on community policing in southern Serbia this year, in close partnership with the Serbian Ministry of the Interior. The aim of this programme is to develop a partnership between the police service and the public and, in this way, assist the consolidation of multi-ethnic harmony in the region.

With support from the International Organisation for Migration, together with the Italian and UK governments, the Mission has also launched an important border policing project this year in order to assist the authorities in further combating trafficking and organised crime.

The Mission's support to the Montenegrin authorities was significantly enhanced by the development of a police accountability strategy and the implementation of a police development training programme at the Danilovgrad Police Academy in Montenegro. The Mission's Office in Podgorica conducted five cycles of specialised border police training for 500 border police officers in order to assist the Montenegrin authorities in the fight against trafficking in human beings and organised crime.

Rule of Law and Human Rights

The Mission will closely monitor the initiation of the "Djindjic assassination trails" in December 2003 and will continue to do so in 2004. This year the Mission also supported the Special Prosecutor on Organised Crime through an ad hoc training programme, introduced during the state of emergency, following the assassination of Prime Minister Djindjic. The Mission additionally provided legal advice to harmonise the special law on organised crime.

The Mission's Office in Podgorica has supported the review of the Montenegrin Criminal Procedure Code, which envisages special rules of procedure for offences committed by organised crime. It also participated in the preparation of the draft Law on the State Prosecutor, in which the figure of a Special Prosecutor for organised crime was introduced into the legal system of Montenegro for the first time.

In April 2003 the Serbian government adopted a Law on War Crimes. The Mission worked closely with the Serbian Ministry of Justice and provided support during the drafting process. With the support of the International Bar Association, the Mission established a team of international experts which, together with representatives of the Council of Europe, provided substantive amendments to the initial draft presented by the Serbian Ministry of Justice.

The Mission also conducted an assessment on the capacity of the Ministry of Interior to conduct war crimes investigations. Following on from this, the Mission will implement the steps of the OSCE War Crimes Strategy and will work on the establishment of a witness protection programme and an International Technical Assistance Office to the Special Court on War Crimes.

The Mission has also been monitoring the on-going war crime trials that have been taking place in Serbia since January this year. This initiative will continue throughout 2004.

The Mission's Office in Podgorica has conducted workshops on the compatibility of the Montenegrin draft Criminal Code with the Rome Statute of the International Criminal Court. On the day of entry into force of the Criminal Code - expected on 1 January 2004 - Montenegrin criminal courts will be in a position to prosecute war crimes, crimes against humanity and genocide.

The Mission has been supporting the work of the Serbian Anti-Corruption Council since its establishment by the Serbian Government in December 2001, and provides legal

advice and expertise, particularly concerning a broad series of laws pertaining to the fight against corruption.

The Mission continues to participate in the sessions of the Council for Judicial Reform. The Serbian Ministry of Justice has recently announced an initiative to review criminal legislation. In this respect the Mission will provide legislative and programme assistance to the Serbian Ministry of Justice in key legislative areas both through the Council for Judicial Reform and directly through the Ministry.

The OSCE Office in Podgorica continued its support of the reform of the public prosecution in Montenegro and, in co-operation with ODIHR, the Office organised a workshop in June 2003 on the Draft Law on the State Prosecutor as well as the final public debate in September 2003. Based on the conclusions drawn from this workshop, the Ministry of Justice will prepare a consolidated version of the law and send it to the government for adoption. This is one of the key elements of the overall reform of the judiciary in Montenegro.

The Mission continued its structural work with the Ministry of Justice in general and with the Prison Administration in particular, in order to further reform the prison system. Building up training capacity to increase performance in the area of human rights has been a key priority. Over 300 prison staff received basic human rights training. A team of 10 trainers went through a 'training for trainers' programme. Prison governors have received prison management training in Serbia and several members of the Ministry and the prison administration have benefited from several study-visits abroad. Additionally, in its efforts to increase the transparency of prisons, the Mission has facilitated the holding of a workshop between journalists and prison governors.

The Mission has set up a strategy to increase both internal and external mechanisms for the control of prisons in Serbia and worked on the revision and establishment of coherent internal mechanisms of control and the supervision of prisons. These initiatives will help to ensure that prisoners and detainees have a system of appeal that is a guarantee of their fundamental rights.

The OSCE Office in Podgorica supports the work of the Prison Service Training Centre (PSTC). The Office organised a study visit to the Netherlands on 30 August 2003. The study visit was part of the Prison Management Training programme organised in co-operation with the Mission's Human Rights and Rule of Law Department in Belgrade.

The OSCE Office in Podgorica continues to support the work of the Montenegrin Prison Service Training Centre (PSTC). Most notably, over half of the prison service staff has completed a drugs misuse curriculum.

Other highlights this year include the presentation of diplomas to 12 prison trainers to mark the completion of a prison guard training project. The Mission also organised a co-ordination meeting on combating organised crime during the state of emergency. A roundtable on the future of prison reform in Serbia was also held in order to create a more efficient prison service.

Democratisation

In support of parliamentary activities the Mission organised a number of roundtables, seminars and training programmes for parliamentary committees, with special emphasis upon the security and defence committee as well as the European integration committee in the Serbian and State Union parliaments.

The Mission has adopted a regional approach in removing obstacles still present in the countries of origin for refugees who fled from Bosnia-Herzegovina and Croatia. Programme activities are implemented in close co-operation with all international actors active in the field of refugee protection and the respective governments. Progress in this field has led to the adoption of "common principles" and a joint action plan between the three OSCE missions in the area and the establishment of a regional legal assistance programme to accelerate the resolution of difficulties in the area of property rights, statutory rights and acquired rights.

In 2003 Serbia and Montenegro adopted the Charter on Human and Minority Rights as an integral part of the State Union constitution, the drafting of which was technically supported by the Mission. Also this year, in line with the State Union's Law on National Minorities and Ethnic Communities, the Democratisation Department was involved in supporting the process of electing National Minority Councils. To date 10 Minority Councils have been elected, while the election of the Albanian National Council is yet to take place. Also with regard to human rights, the Mission established a Human Rights Task Force this year, in order to monitor and act upon cases of human rights violation.

The Office in Podgorica supports the empowerment of institutions and communities to build a sustainable policy

for minority communities, and assists the latter by strengthening the legal and institutional framework for minority rights in the Republic of Montenegro. In recent months the Office has continued to implement a comprehensive training programme designed to increase the professional skills and capabilities of ministry personnel, as well as elected and appointed members and staff of the key parliamentary committees and NGOs. In recent months, the Office has continued to implement a comprehensive training programme designed to increase the professional skills and capabilities of ministry personnel, as well as knowledge about international standards of human and minority rights protection. The office very actively assisted the Expert Group of the Ministry for Minorities in the drafting process of the new Montenegrin Minority Law.

The OSCE Mission, together with UNHCR, UNHCHR, and UNOCHA, funded and oversaw the drafting of a National Strategy for the Integration of Roma. The document will now be publicly discussed, and consequently adopted by the Serbian Parliament and the Roma National Council. The recommendations formulated within the Strategy should become part of national legislation. In 2003 the Mission/UNHCR/UNHCHR/UNOCHA also funded the work of a Roma Secretariat within the Ministry for Human and Minority Rights whose role is to facilitate the debate and further adoption of the Roma Strategy.

The anti-trafficking programme of the Mission this year has focused on strengthening and empowering the Serbian Republican Team to combat trafficking in human beings. It has also provided assistance to other relevant Ministries and specialised NGOs in their efforts to develop and implement multi-year National Plans of Action to prevent and combat trafficking in human beings. Particular emphasis has been placed on providing support to the judiciary and on law enforcement. In close co-operation with the Ministry of Social Affairs, the Centre for Social Work in Belgrade, and two main non-governmental organisations with expertise and practice in victim assistance and protection, the Mission supported the establishment of a Referral and Counselling Centre (RCC) for victims of trafficking. The RCC is foreseen to be the main counselling and co-ordination body of the National Referral Mechanism in Serbia.

The Office in Podgorica co-chaired the Montenegro Anti-Trafficking Project Board in 2003. This Board plays a role in monitoring the progress of on-going human trafficking cases. In so doing, the Board is also able to assist in the early warning identification of potential victims of human trafficking. The Office also seeks to further assist the

Montenegrin authorities in institutionalising counter-trafficking policies and devolving and expanding concrete and effective anti-trafficking measures to the municipal level.

The Office in Podgorica has been working on the capacity building of local self-government in 2003. The OSCE Office in Podgorica also assists local non-governmental and governmental partners in institutionalising public participation in municipalities through the establishment of five citizen information and education centres in the north, central and coastal regions. Such centres serve as key information resources and clearinghouses for training and technical assistance targeted at municipal officials, local NGOs and other civic groups.

The Office in Podgorica assists the Montenegrin authorities to institutionalise counter-trafficking policies and devolving and expanding concrete and effective anti-trafficking measures at the central and local level, particularly in high-risk transit municipalities. The Office also co-chairs the Montenegro Anti-Trafficking Project Board. This Board plays a key role in monitoring the progress of ongoing human trafficking cases and in the implementation of counter-trafficking activities undertaken by governmental and non-governmental institutions, both domestic and international. In so doing, the Board is also able to assist in the early warning identification of potential victims of human trafficking. In this respect, the Office played a significant monitoring role in one particularly sensitive case in which a deputy state prosecutor was accused of being involved in the trafficking of a young Moldovan woman. Following the decision of the Basic Prosecutor to drop the case, the Office assisted an OSCE-COE Expert Team invited by the government to review the case and to recommend steps for further action. The Office also serves on a newly established inter-ministerial body established by the government to develop and implement a national strategy covering the three core pillars of prevention, protection and prosecution.

Media

Throughout 2003, the Mission continued to support Media Committees in the three parliaments (Serbia, Montenegro, and State Union) as well as the transformation of state-owned RTS (Serbia) and RTCG (Montenegro) into public broadcasters.

The Mission continued to provide support to legislators and internet providers' and users' associations to help develop

a free and pluralistic internet market, according to OSCE's Freedom of the Media's 2003 priorities.

Several media awareness campaigns and training exercises in Serbia and Montenegro on anti-trafficking, war crime trials, and the environment were also undertaken in 2003. Additionally, the Mission supported the transformation (legal/financial /organisational/editorial) of municipal media outlets into multiethnic/multilingual local public services (in southern Serbia, Sandzak and Vojvodina) and supports Roma media outlets.

The Mission remained committed this year to supporting the approval of pieces of media legislation, including the Access to Information Bill. In this regard, throughout September and October the Mission organised five public roundtables on the Serbian draft law on free access to information.

The Mission also provided equipment to the Montenegrin Broadcasting Agency to enhance the ability of the Agency to conduct media monitoring.

The OSCE Office in Podgorica has continued to support the implementation of Media Reform in Montenegro. Shortly it will organise a three-phased advisory project on bylaws for the Broadcasting Agency of Montenegro and a seminar for Montenegrin print media Editors-in-Chiefs and their deputies aimed at strengthening the professional responsibility with regard to human and moral principles of journalism.

Economic and Environmental Activities

The Mission supported the creation and implementation of a Public Relations Strategy for the Serbian Ministry for Natural Resources and Environmental Protection in order to provide transparency and accountability of the Ministry and its work.

The Mission also prepared a draft national anti-drugs trafficking strategy. This paper contains the state of the situation and recommendations in order to enable an appropriate approach to this sensitive problem.

In 2003 the Mission continued to support the sustainable development of the Bjelasica and Komovi areas in Montenegro with the cooperation of stakeholders including the local authorities, the civil sector and local businesses.

The Mission also worked on a number of projects in support of the creation of Small and Medium sized Enterprises (SMEs) in Serbia and Montenegro.

A new centre for environmental issues opened in Belgrade this year, a joint endeavour of the OSCE Mission to Serbia and Montenegro and the Serbian Ministry for Natural Resources and the Environment. This centre provides a co-ordination link between the Serbian government and international and local environmental organisations. It is also envisaged that it will act as a support structure, enabling full implementation of environmental legislation. For its part, the OSCE Mission provided the centre with five environmental experts as part of the Mission's environmental support programme for Serbia. The centre is also producing a strategy for setting up an environmental information system for Serbia.

The OSCE Mission to Serbia and Montenegro held a second preparatory meeting on the "Environment for Europe" process on 27 and 28 February 2003 in Belgrade. The meeting served as preparation for the fifth Pan-European Ministerial Conference on the Protection of the Environment, which was held in May 2003 in Kiev.

Confidence and Security Building Measures

Proceeding from its mandate to assist and promote the implementation of confidence and security building measures (CSBMs) in Serbia and Montenegro, the Mission has also focused on the wider issues of the defence reform process, as well as on the implementation of the OSCE Document on Small Arms and Light Weapons (SALW). Supporting the process of defence reform, which is gaining momentum, the Mission has proceeded from the norms contained in the OSCE Code of Conduct in Politico-Military Aspects of Security, which sets out the OSCE standards for democratic control of the armed forces. The improvement of the capacities of parliamentary oversight in the defence and security sectors and the discussions on new doctrinal documents in this field presented an opportunity to give concrete expression to the standards laid down in the Code.

The Mission's involvement in issues related to the control and destruction of small arms and light weapons in Serbia and Montenegro has benefited from its partnership with the South Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC). The Mission participated in monitoring several projects for the destruction of surplus small arms in Serbia and Montenegro.

Southern Serbia

In 2003 the OSCE southern Serbia Programme remained focused on speeding up the implementation of the Covic Plan with the aim of building security, stability and prosperity in the region. The Mission remained committed to the consolidation of the peace process by assisting the political actors in southern Serbia and helping them to gradually take full ownership of the process. In support of consolidating a multi-ethnic environment in southern Serbia, the OSCE Mission continued to run multi ethnic media programmes, supported the protection of minority rights and local self-government, further focussed on reform of multi-ethnic policing and supported the judiciary, education and youth sectors.

Outreach Programme

Throughout the year the Mission conducted an outreach campaign in the towns of Novi Sad, Subotica (Vojvodina), Novi Pazar (Sanzdak), Uzice, Kragujevac (central Serbia), Zajecar, Bor (eastern Serbia), Niksic, Budva (Montenegro) to raise awareness of the OSCE's priorities and values. The idea is to outline the projects currently being implemented by the OSCE Mission, as well as to create a bridge between such projects and the effect of their implementation on people's lives. The visits also served as opportunities for the Mission to meet with local government representatives as well as media, civil society, church, judiciary and police representatives and to familiarise the Mission with the situation on the ground and to adjust the Mission's programmes accordingly.

This year, as part of the outreach campaign, the Mission also distributed notebooks to all first graders in southern Serbia. The notebooks carried the slogan "My house is in Europe".

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Rule of Law

and Human Rights Department

The Rule of Law and Human Rights Department is active in six fields:

1. War crimes
2. Fighting organized crime
3. Fighting corruption
4. The independence of the judiciary
5. Prison reform
6. Ombudsperson



1.

War Crimes

In April 2003, the government adopted the Law on War Crimes. The Mission had closely collaborated with the Serbian Ministry of Justice to provide support during the drafting process. The Mission established a team of international experts, through the International Bar Association, who, together with representatives of the Council of Europe, provided substantive amendments to the initial draft presented by the Serbian Ministry of Justice. Most of the suggestions were inserted into the adopted law.



There are, however, problems regarding the implementation of the approved legislation. Nevertheless, the Mission will continue to support the government in bringing about the full implementation of this law to allow the Serbian judiciary to conduct war crime trials with full guarantees. We hope that in the very near future the Serbian Judiciary will benefit from the transfer of evidence from ICTY in the framework of the "completion strategy" of the Hague Tribunal.

The Mission is conducting an assessment on the capacity of the Ministry of the Interior to conduct war crimes investigations. The Law on War Crimes states that a special investigative unit of the Ministry of the Interior will conduct investigations for the special prosecutor's office. The fact that these investigations will be mainly directed against members of the Ministry of the Interior poses a serious concern about the ability of that team to conduct its work in a fully independent manner. With this in mind,

the Mission will carefully consider its strategy in this regard.

2003

Major Activities

- The Mission has implemented the steps of the OSCE War Crimes Strategy, based on the needs assessment commissioned by the International Bar Association. Alongside a range of other activities, the Mission has worked for the establishment of a witness protection programme and is considering the establishment of an International Technical Assistance Office to the Special Court on War Crimes.
- Since January this year, the Mission has been monitoring the ongoing trials of war crimes taking place in Serbia. The trial monitors will continue in 2004. A comprehensive report was written and published in November with a final assessment. The report addressed the fact that the poor quality of the indictments results in impunity. The report recommended the need to use command responsibility as a means to ensure that those responsible for war crimes, and not merely the factual perpetrators, are convicted. Therefore, assistance to the special prosecutor and support to the investigative teams of the police are key areas for the Mission.
- Co-operation with the international community has been a priority. The Mission coordinated the drafting of legislation and brought together the Council of Europe, the International Bar Association and local Human Rights NGOs to provide their expertise in the drafting of the law. The Mission has been in permanent contact with ICTY and exchanged information on the reports resulting from the trial monitoring of war crimes. Close contact with the activities of USAID and ABA-CEELI has been maintained at all times in this area. The Mission has coordinated the work with other OSCE Missions in the region through ODIHR ad hoc special meetings on war crimes, for example, an inter

- Mission meeting was hosted by the Mission in Belgrade, 17-18 September 2003.

2.

Fighting Organized Crime

Fighting organized crime became a priority in 2002, when the OSCE initiated the harmonization process of the criminal procedural code with the Law on Organized Crime. Since then the department has continued to support the Ministry of Justice, and in particular the Prosecutors' Office, in the fight against organized crime through training, legal advice and reviews of existing procedural rules.

The first trials against organized crime following the state of emergency and "Operation Sabre", including the trial against the alleged perpetrators of the assassination of Prime Minister Djindjic, began in September of this year.

Yet, with regard to the status of legislation, the substantive criminal code and the criminal procedural code are still to be harmonized with the special law to fight organized crime. This is part of the work plan of the Council of Europe.

2003

Major Activities

- The Mission has closely monitored the recent trials to check whether the judiciary is compliant with international standards.
- The Mission supported the Special Prosecutor on Organized Crime through ad hoc training programme during the state of emergency (plea bargain training), and has planned a series of specific training initiatives and a review of key legislation related to organized crime (assets seizure and confiscation legislation and training, cyber-crime training).
- The Mission has worked closely with the Ministry of Justice and the Council of Europe to continue to provide legal advice to harmonize the special law on organized crime with the criminal code and the criminal procedural code.
- The Mission has also been considering the viability of supporting the capacity of the Prosecutor's Office in the fight against organized crime via the installation of a database for the Office.
- The Mission has provided expertise in the internal organization of prisons in managing inmates related to organized crime.
- The Mission has continued its co-operation with the international community. The co-ordination of work plans, especially with the Council of Europe and other IOs in Belgrade (UNHCHR, ABA-Ceeli, EAR), has taken place.

3.

Fighting Corruption

As an associate member of the Anti-Corruption Council of the Government of Serbia, the OSCE provides advice and legal expertise for a broad range of legislation related to economic transparency, including the prevention of conflict between public and private interests in the performance of

public functions and the code of ethics of public servants. The department supports ethics projects in selected professions at the local level, training for the Serbian Public Procurement Agency, and activities addressing small and medium sized enterprises (SMEs).

The work of the governmental Anti-Corruption Council was invigorated during the summer by the presence on two occasions of Prime Minister Zivkovic, thus offering the work of the Council substantial political support. Since then, the Council has been analyzing selected corruption-related topics in order to propose preventive measures to the government.

In July 2003, a new law on the financing of political parties was adopted. Furthermore, a law on the Prevention of Conflict of Interest of Public Officials, and one on Establishing an Anti-Corruption Agency, is currently being drafted. The former is, at the time of writing, in its final stage of drafting.

2003

Major Activities

- The Mission is offering further assistance in providing expertise for several pieces of legislation that are currently drafted (Law on Establishing an Anti-Corruption Agency, National Strategy for Fighting Corruption). The Mission has, further, strongly supported the quick adoption of the Law on the Prevention of Conflict of Interest of Public Officials. Once the law will be adopted, it plans to assist in its implementation by drafting sub-legislation and publishing manuals for high-level public officials.
- The Mission has continued to be of assistance in the implementation of the Law on Financing of Political Parties via legal and technical assistance to the Ministry of Finance and Economy.
- The Mission has continued to support the implementation of the Law on Public Procurement and has provided assistance to the Public Procurement Office for a range of capacity-building projects, in particular with the aim of ensuring an efficient protection of bidders' rights.

- The Mission has been supporting the work of the Anti-Corruption Council since its establishment in December 2001 by the Serbian government. As the sole representative of the international community within the Council, the Mission has provided legal advice and expertise, in particular concerning a broad series of laws pertaining to the fight against corruption.
- The Mission has continued its co-operation with the international community. It has collaborated with representatives of the international community with regard to economic issues, such as the European Agency for Reconstruction, World Bank, USAID, OECD, and international and local NGOs such as Transparency International.

4.

The Independence of the Judiciary

A package of five judicial laws that were adopted in November 2001 establishing the proper basis for a well-functioning and independent judiciary have unfortunately been substantively amended on repeated occasions since that time.

The establishment of a High Judicial Council as the self-governing body of the judiciary, ensuring proper appointment and dismissal of judges and prosecutors, has been substantively amended with the result that the High Judicial Council has been stripped of its most important powers. The executive in Serbia thus can control the appointment and dismissal of both judges and prosecutors.

It, furthermore, plays a major role in the appointment of the president of the courts through the Council for Court Administration Issues, over which the executive has influence.

This situation was aggravated by the state of emergency and a series of laws that introduced, via a legal text, incommunicado detention. This resulted in some detainees not facing a judge for as long a period as 91 days. No access to his/her lawyers or family members, in violation of the ICCPR and other international treaties, was given. At the time, the OSCE Mission strongly advocated that the legislation be repealed. However, it was not until a provisional measure of the Serbian Constitutional Court was issued that the legislation ceased to be applied.

2003

Major Activities

- The Mission has continued to participate in the sessions of the Council for Judicial Reform.
- In co-operation with the Serbian Supreme Court and the Serbian Judges Association, the Mission has initiated a series of 4 workshops with judges and prosecutors to gather recommendations for the review of the civil procedural code.
- Following the recent announcement of an initiative for an overall review of criminal legislation by the Serbian Ministry of Justice, the Mission has offered to provide legislative and programme assistance to the Serbian Ministry of Justice in key legislative areas, both through the Council of Judicial Reform and directly with the Ministry.
- The Department has continued its co-operation with the international community. It has undertaken constant regular meetings and an exchange of work plans with the Council of Europe, ABA-Ceeli, UNHCHR, UNDP and Fund for an Open Society (Soros).

5.

Prison Reform

The Mission has continued to work structurally with the Ministry of Justice, and with the prison administration in particular, with the aim of reforming the Prison system. Building up training capacity to increase human rights performance has been a key priority. Over 400 prison staff received basic human rights training focusing on their professional capacity. A team of 10 trainers has received training for trainers and is delivering training itself with OSCE assistance. Prison Governors have received prison management training in Serbia, and several members of the Ministry and prison administration have benefited from a number of study visits. Additionally, the Mission, in its efforts to increase the transparency of prisons, has facilitated workshops between prison governors and journalists and also between governors and human rights NGOs.



In the field of legislation, the Council of Europe submitted its review of the Law on the Execution of Criminal Sanctions to the Serbian Ministry of Justice. The Mission is ready to support a public debate to ensure proper improvement of the Law by all the actors involved.

2003

Major Activities

- During the state of emergency following the assassination of Prime Minister Djindjic, the Mission, together with UNHCHR, conducted a monitoring of detention centres. The monitoring visits resulted in a series of recommendations that were forwarded to the Serbian government.

- The Mission has established an Inter-Departmental Task Force on Human Rights to ensure that it reinforces the need to address human rights issues within the political agenda.
- Since its establishment, the Mission has been supportive of the role of NGOs in monitoring prisons. On repeated occasions we have urged the Ministry of Justice to allow NGOs to conduct prison monitoring.
- The Mission has conducted training for up to 400 prison staff on professional and human rights standards, including training for trainers and training for prison governors; and has supported the Serbian Ministry of Justice in its creation of a training institute within the Prison system to ensure the sustainability of education.
- Following an in-house assessment of the internal mechanisms of control of the prison system, the Mission set up a strategy to increase both the internal and external mechanisms of control of prisons in Serbia in order that the performance of Serbian prisons becomes more accountable to the public.
- The Mission has facilitated professional contacts between human rights NGOs and prison governors. The Mission has been drawing up plans to conduct training for NGOs in prison monitoring to take place during 2004.
- The Mission has continued to increase its collaboration with other international and national NGOs.
- The Mission has continued its co-operation with the international community. This has consisted of structural co-ordination with the Council of Europe and ODIHR through the Prison Steering Group's biannual meetings, and with the Serbian Ministry of Justice. Contacts with the prison administrations of countries such as Netherlands, Germany, Spain, and Italy have continued to be made.

Ombudsperson

The Serbian Government formally adopted the Law Proposal on the People's Advocate (Ombudsperson) on 9 May 2002, and sent it to parliament on 17 May 2002. In the one and a half years since, however, the Proposal has been pending before the Serbian National Parliament.

In Vojvodina, on the other hand, the Provincial Assembly adopted the Decision on a Provincial Ombudsperson on 23 December 2002, and Petar Teofilovic was appointed as Vojvodina's Ombudsperson on 24 September 2003.

In Serbia there have obviously been problems with the implementation of approved legislation. Although enactment of the legislation creating the office of Ombudsperson is one of the commitments of Serbia and Montenegro to the Council of Europe, all governmental activities in regard to establishment of such an institution have not substantially progressed.

2003

Major Activities

- The Mission has consistently stated that it would welcome a quick adoption of the Law on the Ombudsperson by the Serbian National Assembly, and has stood ready to support the new institution throughout the establishment process. The Mission has contacted the newly appointed Vojvodina Ombudsperson and agreed upon a series of projects of assistance in terms of advice and books to be provided by the Bosnia-Herzegovinan Ombudsperson.
- Co-operation with the international community has continued. A joint approach by the Council of Europe, OSCE, ODIHR and UNHCHR contributed to the legal advice review of the draft law on the Ombudsperson.

Law Enforcement

Department

The Law Enforcement Department of the OSCE Mission to Serbia and Montenegro actively supports police reform to enable the police to function as a fully democratic institution and to integrate it within the international policing community. The department also focuses on the establishment and training of a multi-ethnic police element in southern Serbia.

Three years on from the fall of the Milosevic's regime, the police services in both Serbia and Montenegro are distinctly different from the ones that were used as a political tool during the 1990s. Nonetheless, despite much progress with the reform programme, neither the Serbian or the Montenegrin police services have fully realised those goals set for the establishment of a truly modern, representative and democratic police service.

Since the assassination of Prime Minister Djindjic, organised crime has been prioritized over all other aspects of police reform efforts in Serbia and Montenegro. Nevertheless, the medium to long term strategy for police reform remains to assist the governments of Serbia and Montenegro with the implementation of their priority areas. For Serbia this remains the 'Six Priority Areas' as outlined in December 2001 when the OSCE was named as co-ordinator of international support to the reform process. These 'Six Priority Areas' are:

1. Police Education
2. Accountability and Internal Control
3. Organized Crime Police
4. Education and Development Management/Forensics
5. Border Policing
6. Community Policing

The department decided to organise its activities in programmes reflecting the above priority areas. Within each of the programmes a long-term strategy is being developed that provides a coherent and comprehensive approach. These strategies are developed in co-operation with the Ministry Working Group responsible for this programme. One of the main focuses within each strategy is to ensure that the reforms, including training activities, are sustainable in the long term. Particular attention is also paid to the benefits accrued from local ownership and partnership of the reform process.

As far as Montenegro is concerned, the Ministry of the Interior there is in the process of developing its reform priorities. Co-operation with the authorities in Montenegro has developed significantly with the Police Accountability Strategy and commencement of police training at the Danilovgrad Police Academy. Border police reform and community policing are also areas that have seen particularly promising developments. In addition, the new Police Law that foresees the re-organization of the police service should soon be passed by the Montenegrin parliament. The law will incorporate many of the concerns presented in the OSCE/Ministry accountability strategy.

The main priorities of the Law Enforcement Department are:

- To assist in Conflict Prevention Measures in southern Serbia, which will ease ethnic tension and provide a representative professional police force service the region;
- To provide and co-ordinate expert assessment to ensure that all assistance provided is planned, effective, efficient and sustainable. This involves critical assessments, evaluations and reviews of current practices, systems and equipment. This is to ensure all international assistance is project managed and SMART (Specific, Measured, Achievable, Relevant and Timely);
- To provide and co-ordinate international and national expert advice to develop systems, procedures and legislation. This involves either the Law Enforcement Department providing support directly to the Ministry of the Interior (MUP) or working in partnership with an international partner;
- To provide and co-ordinate educational support to develop police staff. The Advanced Police Training Centre, established in Belgrade, is an integral part of this process, providing basic training, modern policing skills and specialist courses.
- To support and co-ordinate critical investment to equip the police service with adequate resources, with respect to reform priorities. This involves, where possible, support for critical areas of investment and ensuring that police reform is effective and efficient.

1.

Police Education and Development Programme

Police education is the determining factor for defining the future culture of the police service. Introducing new recruits to policing principles and curricula in line with human rights standards and accepted guidelines can cement attitudes and behaviour at a critical juncture. This programme area is actively engaged in the development, rationalization and modernization of the police education system. This is achieved through the development of new curricula and institutional structures within the police education system. This programme will have tangible results with regards to police training efficiency and will produce a highly professional police graduates.

2003

Major Activities

- Training in southern Serbia of the Multi-Ethnic Police Element (MEPE) and other officers in the region was completed in September of this year. This training focused on enhancing the investigation skills of officers. Courses that will now be developed include drugs identification, crime scene management, conflict

resolution and community policing related topics. To date 600 officers in southern Serbia have been trained in modern policing methods.

- Substantial success has already been made in making the Serbian Police Service more representative. In addition to the MEPE, by August 2003 over 1,700 new female police officers had been recruited following a successful recruitment drive by the Ministry of the Interior. This means that over 10% of the uniformed branch is now female. For the first time 30% of the student population in the police academy is female.
- The focus of training at the Advanced Police Training Centre (ATPC) in Zemun, Belgrade, has been on the Trainer Development Course (TDC). This course is aimed at developing the internal trainer capacity methodology within the police service and at ensuring that the training commenced by the Ministry in co-operation with the OSCE is sustainable and can be rolled out to all of the members of the police service. The Agreements between the Mission and the Ministries of Interior of Serbia and Montenegro were signed in June 2003. These outlined the future TDC implementation until the end of 2003. The course covers the main principles of adult learning. The Agreement envisages that trainers passing the TDC will join the Mission's training teams in Zemun and Danilovgrad, Montenegro, before taking over the current and future courses taught by the OSCE or other international stakeholders. This should, therefore, ensure long-term sustainability and enhance a new education philosophy within both Ministries of the Interior.
- From December to September 2003 the APTC in Zemun also held courses on Generic Management Training for the Serbian Police Service. At present an evaluation of the results of the project is underway and a decision on its continuation will be made in the near future.
- May 2003 saw the commencement of IT training for the Border Police officers of the Serbian Ministry of the Interior. This project should be seen as support to the OSCE/IOM/British Immigration Service/Ministry of Interiors of Serbia and Montenegro joint efforts in

establishing a comprehensive and effective chain of Migration Management within the Border control system. The training has been conducted in a fully equipped facility of the Faculty of Organizational Sciences at the University of Belgrade.

- The Department has been engaged in the process of facilitating the design of a new curriculum for the professional training of border police officers of the Serbian Ministry of Interior. An agreement was reached that, from August to November 2003, the curriculum design team from the Border Police Directorate closely co-operate with the Mission Law Enforcement Department in order to conduct a comparative analysis of curricula in EU countries. From this an effective curricula adjusted to local needs, whilst still in strict compliance with EU standards, could be created. In light of the new organizational structure of the Border Police Directorate, which envisages the establishment of an intelligence unit, a special emphasis of the new education programme will be paid to the issues of intelligence gathering and analysis.
- At the beginning of June a Working Agreement on the continuation of training activities in the Danilovgrad Police School in Montenegro was signed by the representatives of the Montenegrin Ministry of the Interior and the OSCE. The envisaged training activities will see 1700 students graduate from the Police Development Course by December 2003. In addition, the Working Agreement proposed that a number of Montenegrin police trainers attend the 6 week Trainer Development Course (TDC) in the Advanced Police Training Centre (APTC) in Belgrade. These trainers would then join the Mission's team in Danilovgrad, with the intention of taking over the course in 2004. Attendance at the TDC, together with the on-site training with the OSCE trainers, will ensure the sustainability of the course and the enhancement of training capacity within the Danilovgrad Police School.
- Following a thorough assessment of needs for developing the strategic planning capacity of the Ministry of Interior, the OSCE has commenced training in strategic management for a core team within the Serbian Ministry of the Interior and for senior members of a number of police

secretariats. The goal is to assist with the development and subsequent implementation of a holistic strategic plan for the Ministry. This training is part of larger projects undertaken by the RCMP (Royal Canadian Mounted Police) and the SEPCA (South East European Police Chief Association) to develop the strategic management capacity of the Ministries of the Interior in the region. This project is perceived as one of major significance since it will develop a strategic approach within the Ministry of the Interior to manage the inevitable change stemming from new legislation, the democratization of the police, and the consequent need for performance management, required in order to meet the new demands of increased accountability. An identical project will commence shortly in Montenegro.

2.

Accountability and Internal Control Programme

This programme aims at promoting and improving police accountability via the establishment of an internal investigative unit, an external independent oversight body, and a parliamentary sub-committee to ensure police service transparency and effectiveness. This programme of activities also involves recommendations on the most effective systems, policies and procedures of internal/external and parliamentary oversight that should be implemented, as well as anti-corruption initiatives within the Ministry of the Interior.

2003

Major Activities

- The OSCE and Council of Europe provided a Joint Report on Police Accountability in Serbia and Montenegro. The report highlights issues of internal accountability and the general state of oversight of the police service, whilst making recommendations for reforms which would be in line with EU standards and democratic principles. The Department has developed an implementation plan for Serbia and Montenegro for the establishment of anti-corruption initiatives and police oversight mechanisms. The recent appointment of the Inspector General in the Serbian Ministry of Interior comes as a result of the action plan and strategy. This appointment is seen as the first step in substantially changing the operating strategies and management of the police with regard to internal investigation and control, as well as ethical behaviour, in order to maintain professional standards of police work.
- In October the **assessment phase of the Accountability and Internal Affairs Reform Programme** started in Serbia. This programme aims to promote and improve police accountability through the establishment of an internal investigative unit, an external independent oversight body and a parliamentary sub-committee to ensure police service transparency and effectiveness. A team of external experts are performing the assessment on behalf of the OSCE. The purpose of the assessment is to evaluate and assess the policies, procedures and regulations relating to internal affairs within the Ministry and police service. Following the completion of

the assessment the OSCE experts will produce a comprehensive report outlining future personnel and equipment needs as well as recommendations concerning the development of new systems and procedures.

- **Internal Affairs:** Aims to reform internal accountability systems in the police and Ministry of Internal Affairs; introduce professional standards; implement policy and procedure reform; tackle human resource issues and undertake an IT assessment to create a secure and confidential records system.
- **External Oversight:** Aims at legislative reform necessary to create an independent complaints/oversight committee with sufficient investigative powers.
- **Parliamentary Oversight:** Aims at developing the current committee structure with regard to procedures and practices to ensure that committees become more effective in the legislative process and have the capability to effectively perform an oversight function on the police service.
- **Police training:** Substantial programmes of re-training in human rights, ethics, and adherence to international principles of police conduct must be carried out. It will also mean establishing confidence among police officers to act on their own initiative according to a professional code of ethics. All police officers must recognize that they must exercise their authority without fear or favour and accept responsibility for their actions. It is envisaged that some of this training be conducted abroad and under the supervision of professional trainers and mentors.
- **Local police/community consultation/media policies:** Instilling police accountability requires authority and decision-making to be delegated to much lower levels in the organization, making each officer accountable for their actions and therefore to professional standards of conduct. There needs to be trust in the police at a local level. To do this requires the local chief of police to communicate with and consult the public. In this way the police may

ensure sensitivity to public needs and priorities.

- The new Police Law for Montenegro that foresees the re-organization of the police service is still pending. However, it is expected to be passed in the near future, and incorporates many of the concerns presented in the OSCE/Ministry accountability strategy. The engagement of the Accountability Unit with the new internal control structure within the Montenegrin Ministry of the Interior was discussed with the Department. As this unit is newly established, the focus of the joint accountability strategy should be on the development of regulations in relation to internal control. In Serbia the OSCE and Council of Europe have worked closely with the Ministry of Interior on the new draft Law on Police. The law is in its second stage and has incorporated many of the concerns of the OSCE/Council of Europe and provides the basis for a democratic and accountable police service in line with international norms. Further consultations on the law are due.
- Major political groupings/caucus leaders within the Serbian Parliament reached a consensus on the Action Plan for the Reform of Committee System in the National Assembly of the Republic of Serbia. This Action Plan is based on the OSCE Report on the Committee System of the Serbian Parliament and the conclusions of the roundtable on "Building an Effective Committee System" organized by the Law Enforcement Department and parliamentary Speaker's Office in parliament in April 2003. The goal is to improve the capacity of the committee system to perform effective oversight of the police and security services. The Action Plan outlines methods to enhance the parliament's legislative function and committee structures, covers the issues of parliamentary oversight and relations with the executive branch, and the public perception of the role of committees. It also includes recommendations concerning a change of Rules of Procedure. The Speaker's Office will facilitate implementation of the Action Plan in co-ordination with the committee chairpersons and party whips and expert assistance provided by the OSCE, in order to create a better working environment for the autumn session.



3.

Organized Crime Programme

A draft strategy on organised crime has been developed in tandem with the Organised Crime Directorate (OCD) in Serbia. This strategy was presented to potential donors at a co-ordination meeting on 3 April 2003. Organized crime is a destabilizing factor in both Serbian and Montenegrin societies. Organized crime feeds upon the weakness of the society in which it operates, it takes advantage of the loopholes in the legal system, the susceptibility of the political institutions towards corruption and the inability of the police service to tackle its activities. To effectively tackle organised crime, a thorough understanding of the problem and its methodology must be developed.

The organised crime strategy covers a diverse number of projects, including crime scene management, forensics, war crimes, criminal intelligence analysis, increasing the IT capacity of the OCD, and developing the capacity of the Ministry of Interior to combat extortion, kidnapping, anti-terrorism and illegal trafficking. Much assistance is

required, which includes investment in both equipment and the provision of international expertise and guidance.

This area of reform commenced with the UK's National Criminal Intelligence Service (NCIS) providing an analysis of the assistance required for fighting organized crime in Serbia and Montenegro. A comprehensive analysis of the IT needs for the capacity development of the Organized Crime Directorates in Serbia and Montenegro was also conducted by an OSCE expert, in partnership with the Ministries of Interior. Some of the critical technical investments to develop the capacity of both Republics in the fight against organized crime and terrorism have already been coordinated by the Department (secure communications and IT equipment). The Department also played an integral role in supporting the re-establishment of the Interpol Office in Belgrade.

2003

Major Activities

- From August 2003, the department has worked with the Organized Crime Directorate (OCD) and the Criminal Investigation Director (CID) towards the establishment of an expert group that would develop a **National Strategy on the Fight Against Organized Crime** for the Serbian Police Service. Such a plan is due to be completed by December 2003.
- In October the OSCE facilitated the formal hand-over of **IT equipment to the Organized Crime Directorate of the Ministry of Interior**. This constitutes the first phase of an ongoing OSCE project aimed at modernizing the Ministry of Interior's IT network and making it compatible with the networks of other European countries. This equipment will increase the Ministry of the Interior's capabilities in investigating complex crimes, particularly with regards to analyzing links in cases of organized financial crime, and by extension improve regional co-operation in the fight against organized crime. The provision of

this equipment, and appropriate IT training for Ministry personnel, has been facilitated by the OSCE and funded by the Government of the Federal Republic of Germany.

- **Extortion, Kidnapping and Anti-Terrorism Capacity Building:** Through the provision of external assistance and specialized training, from March of this year the project has aimed at enhancing the ability of the Ministry of Interior to investigate and handle extortion, kidnapping and terrorism. The first phase of the Extortion /Kidnapping and Anti-Terrorism Project has been concluded. This phase resulted in a detailed assessment of training needs and possibilities. The Organized Crime Directorate of the Serbian Ministry of the Interior and the Law Enforcement Department are to co-operate closely on the planning and realization of the future phases of training, including the curricula, selection of trainees, methods of training etc.
- **Organized Crime Legislative Harmonization and Implementation Project:** Since December 2002, the Department has been involved in providing expert assistance and a co-ordinated approach to the process of harmonizing the existing legislation with the recently passed Law on Special Competencies on the Suppression of Organized Crimes and Corruption. This law creates a new institution in the fight against organized crime. The harmonized law and the development of secondary legislation are crucial for the effectiveness of this critical institution. This project was developed in partnership with all the pillars of the administration of justice (i.e. the Ministries of the Interior and Justice, the State Prosecutor and the Serbian Supreme Court).
- **Combating human trafficking:** The objective here is to enhance the ability the Serbian Ministry of the Interior to combat human trafficking.

4.

Crime Scene

Management Forensics Programme

After a decade of chronic under-investment and neglect, the overall conditions in which the police work and the materials and equipment they possess is poor. This programme area has two core objectives. The first is the development of the analysis capabilities within the forensic community, and the second is the development of localized Crime Scene Management teams. These objectives aim to enhance the quality and effectiveness of police investigations.

An expert assessment was carried out in conjunction with the British Government and dealt with the forensic capability of the Serbian Police Service. The implementation of the study is currently underway with the aim of increasing the capacity and capability of the police service to develop systems to test illicit drugs locally.

2003

Major Activities

- The development of **modern forensic capability for the police service**. The sophisticated nature of organized crime underlines the importance of having modern forensic and crime scene investigation techniques to ensure the quality of investigations and secure fair legal proceedings. Forensic science plays a crucial role in the prosecution process of major crime activity. The need to quality assure the use of forensic science is crucial in ensuring that evidence produced is of the quality required to ensure fair hearings in a court of law.
- **Forensics/Crime Scene Management:** The purpose of this project is to provide crime scene examiners with the material for identification, collection, preservation and packaging of evidence types beyond fingerprints and the training required for its use.

5.

Border Policing Programme

This programme area has made significant gains in bringing together the international community and regional neighbours in both Serbia and Montenegro to deal with a number of crucial areas within the development of an effective Border Police Service. However, much remains to be done. The transfer of border control from the military to the newly created Border Police Services of Serbia and Montenegro has meant considerable needs as regards equipment, training and capacity. The Mission has been active in the co-ordination of significant amounts of equipment and specialist training in this area, as well as in assisting and advising both the Montenegrin and Serbian Ministries of the Interior in formulating the strategies for the control of illegal immigration; increased public safety through an enhanced ability to curtail smuggling networks; and assistance towards the fight against organized crime, especially drugs and human trafficking. In addition, this programme area has commenced an anti-trafficking project and continues to foster a regional approach to border policing issues.

The core benefits of an improved Border Police Service include improving the control of illegal immigration within Europe; increased public safety through an enhanced ability to curtail smuggling networks; and assistance in the fight against organized crime, especially drugs and human trafficking. A further benefit includes increased international safety by improved co-operation and effectiveness in the globally co-ordinated fight against terrorism.

Democratic Control of Armed Forces (DCAF), the European Agency for Reconstruction (EAR) and the OSCE carried out assessments on the needs for the establishment of a Border Security System. The Law Enforcement



Department is currently involved in developing an implementation plan that would increase the effectiveness of the border police.

The department is actively involved in providing support to the Ministry of Interior Working Group in the realization of projects to develop and improve border police staff and provide critical investment for border crossings. In association with IOM, a procedure was set up to assist the border police in dealing with and processing victims of human trafficking. A separate detention center was set up to provide shelter, while a project is being developed for training on issues of trafficking for the border police service.

2003

Major Activities

- Throughout 2003, **Border Policing Co-ordination roundtables**, chaired by department representatives, have been held on a regular basis. These roundtables are organized to ensure co-ordination among the international and national stakeholders and customs officials engaged in Serbia and Montenegro in the area of policing, management and control, and to focus international assistance on specific issues in need of attention. The fourth Border Policing Co-ordination Roundtable was held in Danilovgrad, Montenegro, on 23 September. The series of roundtables is designed to co-ordinate international assistance in the areas of policing, border management and control in

Montenegro, and to ensure focus on relevant areas of priority.

- **Border Police Service Capacity Development:** This project, running from January to July 2003, aimed at developing all aspects of the Border Police Service. This includes providing IT and document verification equipment and suitable training at border crossings, and the introduction of an All Border Control System to enable fast data exchange, installation of special software and links to central databases.
- From May to June 2003, a project of **IT Capacity Building** was carried out. This involved the provision of IT training for the Border Police officers of the Serbian Ministry of the Interior. This project should be seen as a support to the OSCE/IOM/British Immigration Service/Ministry of Interiors of Serbia and Montenegro joint efforts in establishing a comprehensive and effective chain of Migration Management within the Border control system. Upon delivery of the equipment through the "Capacity Building in Migration Management Project", border police officers received training aimed at developing computer skills and enhancing professional capacity.
- October to December 2003 saw a number of projects underway. **The technical Upgrade of Fingerprints Database**, for scanning and recording of fingerprints and the transfer of existing paper copies into an electronic database for faster verification; the **Suppression of Organized Vehicle Theft**, delivering training for border police officers on procedures for vehicle identity verification; and the **Regional Co-operation on Cross Border and Organized Crime Issues**, facilitating regional conferences for trust building and information exchange.
- **The All Border Control project, which began in October 2003**, follows the recommendations of the Way Forward Document from the Ohrid Conference on Regional Cooperation on Travel Documents, which was presented to the donor community. The Project is linked with the Stability Pact "Green Border Project" and complements all other ongoing security projects in Serbia - connected to the vision/strategy documents compiled by the Border Police Directorate of the Serbian Ministry of the

Interior. Being a result of continuous assessment of illegal migration and human trafficking trends performed jointly by the OSCE and the Serbian Ministry of the Interior, it shows border crossings in essential need of equipment for the effective documentation verification procedure and access to the national and international database. This presentation creates a path for bilateral and multilateral support to the Border Police Directorate of the Serbian Ministry of the Interior.

- In fulfilling its co-ordination role, the OSCE has directed joint efforts of the IOM/British Immigration Service and Ministries of Interior of the Republics of Serbia and Montenegro aimed at **establishing a comprehensive and effective chain of Migration Management within the Border control system**. This project aims to provide specialist, up-to-date immigration training and advice to border guards within Serbia and Montenegro, as well as to introduce technical standards of migration flow control and minimize the number of illegal migrants in the area. A mobile training team comprised of experienced experts from the UK Immigration service (IMMPACT team) will deliver practical instruction at border crossing points identified by the OSCE and the Ministries of Interior. The IMMPACT training programme is based on the European border model. The Western Balkan countries undertake a commitment to develop an Integrated Border Security approach covering all aspects of border policy and aims at promoting internal security, combating illegal migration, preventing the trafficking of human beings and economic exploitation of migrants.
- In July 2003, an OSCE expert team conducted **the initial assessment at the Port of Bar border crossing** for the construction of a see-through security fence that will separate the border-crossing area from the public walking zone and for construction of a spot light system helping to illuminate the border-crossing area at night. It is envisaged that the implementation of this small project can significantly contribute to the reduction of the number of illegal migrants arriving in Italy and the European Union.

6.

Community Policing Programme

In close partnership with the Serbian Ministry of the Interior, the Community Policing Policy aims to develop a co-operative partnership between the police service and the public. Community policing is a philosophy of policing used by police around the world. Several expert assessments and surveys conducted in this area of reform have resulted in a draft implementation plan for the establishment of community policing initiatives and structures both locally, in the designated pilot districts for implementation of the programme, and at national level. Planning is currently underway to launch community policing nationally across Montenegro.

2003

Major Activities

- The information gathered in these assessments were utilized in the development of a strategy, in conjunction with the Ministry of the Interior, for the implementation of community policing initiatives in 10 pilot project areas, including three in southern Serbia. The aim of these initiatives is to develop a closer partnership between the police and the public it serves, to prevent crime and facilitate investigation when crime occurs. In October the Serbian Ministry of Interior and the OSCE officially launched community policing training in southern Serbia. The OSCE is co-ordinating different international community policing projects on the national level but, through this project, plans to place a

particular focus on southern Serbia. The objective is to train police officers to be posted at police stations, who will act as community policing mentors to their colleagues. Separate training will also be provided to members of the media and local community groups and local government officials.

- **Community Police Training:** From June to November of this year, a project was carried out which aimed to identify and facilitate the delivery of police training necessary to implement community policing. Ramesses, a UK-based consultancy group provided the majority of these training needs which were co-ordinated by the OSCE Mission.
- **Ministry Capacity Building:** aims to reform the Ministry through training to adopt a more bottom-up management structure conducive to community policing.
- **Infrastructure and Resource Needs:** aims to improve the accessibility of police by assessing the need to renovate police buildings, provide equipment and set-up a non-emergency free-phone help-line.
- **Citizens' Training:** aims to identify and deliver training to relevant community opinion leaders and establish structures for regular consultative fora with police.
- **Local Authority Development:** aims to develop more qualitative two-way interaction between police and locally elected representatives.
- **Police Training:** aims to create, plan and begin training for police in a number of key areas, including strategic management training, human rights training, ethical leadership, media training, external and parliamentary oversight, complaints handling and informant handling and control.
- **Local Police/Community Consultation:** aims to improve police-community relations by setting-up local citizen review boards and establishing citizen consultation groups. It also focuses on media relations and the need to improve the quality and quantity of information available to the general public.

Additional issues within the Department:

- The department has recently carried out an assessment of the police reform process in Serbia. The report aimed at assessing the current policy of the Ministry of the Interior, together with the engagement of the OSCE and the international community. These policies have been analyzed in light of the current constraints on the reform process, the current political reality and the need for re-alignment of current strategies in order to meet agreed objectives. The report provides 93 clear recommendations which should represent the focus of international assistance and the basis of the Ministry's reform priorities for the next two years.
- In April the department commenced publication of the newsletter "Police Reform - Developments in Serbia and Montenegro". The newsletter is now in its third edition, and acts as a policy platform for the OSCE on the issues of police reform, whilst being an information tool for the international community. The response to the newsletter has been positive and underlines the Mission's role as "co-ordinator of the police reform process" in Serbia and Montenegro.



Democratization

Department

In line with the Mission's mandate to strengthen state institutions and civic society, the Democratization Department is active in four distinct fields: human rights, parliamentary support, gender issues, and anti-trafficking activities.

Via its **Human Rights Programme**, the Mission is assisting the Ministry for Human and Minority Rights in the implementation of the Law on the Protection of Rights and Freedoms of National Minorities. The Mission is supporting the election of minority Councils and provides training for elected members of national councils. The programme is implemented in close co-operation with the OSCE office of the High Commissioner on National Minorities. In co-operation with the Council of Europe, UNHCR and UNOCHA, the Mission helped draft the National Strategy for the Integration and Empowerment of Roma in Serbia and Montenegro, and is engaged in the process of its adoption.

The Human Rights Programme, in co-operation with the OSCE Missions in Bosnia-Herzegovina and Croatia, is also working to create favourable conditions for the return of refugees at a regional level. The Mission participated in the development of the Joint Action Plan (JAP), an activity plan for regional return, based on the OSCE Framework of Common Principles. Also in support of human rights the Mission this year established an inter-departmental Human Rights Task Force in order to monitor the human right situation and to decide on appropriate action.

The **Parliamentary Support Programme** is designed to assist in strengthening the institutional and human capacities of the parliaments of the State Union and its member states, Serbia and Montenegro. The department provides regulatory and training assistance to MPs, committees, and parliamentary staff through seminars, workshops and practical 'coaching'. The programme pays special attention to the role of parliament in European integration and to parliamentary oversight of the armed forces. It also runs an internship programme to give students the opportunity to gain experience in parliament.

Through its **Gender/Equal Opportunity Programme**, the Mission aims at establishing gender equality mechanisms at all levels of government and throughout the wider society in

general. The OSCE Mission in Serbia and Montenegro promotes the application of a wide range of gender equality and equal opportunity principles. The Gender programme is focused on the establishment, and capacity building of gender and equal opportunity focal points in municipalities throughout Serbia and Montenegro. Regular assistance is provided to government officials so as to help the country meet its international obligations with the official introduction of gender equality mechanisms, in accordance with the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW, 1979), the Beijing Platform for Action (1995) and UN Security Council Resolution 1325 (2000).

The department is also active in the area of combating trafficking in human beings in its Anti-Trafficking Programme. The has assisted in the protection of trafficking victims through the development and implementation of a comprehensive National Referral Mechanism (NRM) addressing all relevant target groups. The NRM aims to ensure the identification and deferential treatment of trafficked persons and their referral to specialized institutions, which would offer medical, social, psychological, and legal specialist services in a safe environment.

The anti-trafficking programme also aims at strengthening and empowering the Republican Team to Combat Trafficking in Human Beings. Assistance is provided to relevant Ministries in the Republic of Serbia and to specialized non-governmental organizations (NGOs) in their efforts to develop and implement a multi-year National Plan of Action to combat trafficking in human beings. Particular emphasis is placed upon the judiciary and law enforcement. With the department's support, the Republican Team was established within the framework of the Stability Pact Task Force on Trafficking in Human Beings.

1.

Human Rights Programme

Four distinct areas of activity are undertaken within the Human Rights Programme:

- I. Refugees/Internally Displaced Persons (IDPs)
- II. National Minorities
- III. Support to Local Governance
- IV. Human Rights

I. Refugees/IDPs

The department works in close co-operation with the Serbian Commissariat for Refugees, the Ministry for Human and Minority Rights and other Ministries. The programme activities are designed to address specific problems with regard to refugees, as well as to IDPs from Kosovo.



2003

Major Activities

- **Refugees:** The Mission has adopted a **regional approach** in removing obstacles to return still present in the countries of origin for refugees who fled from Bosnia-Herzegovina and Croatia. Obstacles still exist with regards to the repossession of property, acquired rights, as well as favourable economic opportunities necessary for sustainable return and (re)integration. Programme activities have been implemented in close co-operation with the OSCE Missions to Croatia and Bosnia and Herzegovina, the respective governments and all international actors active in the field of refugee protection.
- In the area of **refugees**, progress has been made this year by means of **the adoption of "Common Principles" and a Joint Action Plan co-ordinated between the three OSCE Missions**. Additionally, the year has seen the setting up of a **regional Legal Assistance Programme** to accelerate the resolution of the difficulties pertaining to property rights, statutory rights and acquired rights.
- **IDPs from Kosovo:** Almost 230,000 IDPs from Kosovo presently live in Serbia and Montenegro. The department's activities in this regard are focused on **the protection of IDP rights during displacement** and, in co-operation with other international actors, supporting their return.
- This year, the department has gained **membership in the IDP working group established under the leadership of UNOCHA and presently led by UNHCR**. The IDP working group produced a legal gap analysis on the position of IDPs in Serbia and Montenegro. From this basis it has advocated **legislative reform which incorporates UN Principles on Internal Displacement** into domestic laws and practices.

II. National Minorities

Over twenty different national minority groups currently live in Serbia and Montenegro, approximately 15% of the overall population. Against this background, the Mission assisted the Ministry for Human and Minority Rights in the implementation of the Law on the Protection of the Rights and Freedoms of National Minorities.



2003

Major Activities

- The Mission supported the **National Minority Councils** which came into being following the government's adoption of the Federal Law on Protection of Rights and Freedoms of National Minorities in February 2002. This has been followed in 2003 by the adoption of the Charter on Human and Minority Rights as an integral part of the constitution. The law provided for the establishment of the Federal Council for National Minorities, comprised of representatives of all National Minority Councils. These councils consist of elected members of respective minorities, with a mandate to represent the interests of their national minority in the fields of 1) language, 2) education 3) media and 4) culture.
- Following the adoption of the law, the department has been heavily involved in its implementation, supporting the Ministry in the **process of electing National Councils**. Much progress has been made in this area: to date, 10 Minority Councils have been elected, although the election of the Albanian National Council has not yet taken place.
- The Mission, together with UNHCR, UNHCHR and UNOCHA, funded and oversaw the drafting of a National Strategy for the Integration of Roma. During 2003 the document has been publicly discussed. This will continue in 2004 and consequently will be adopted by the Serbian Parliament and the Roma National Council. The recommendations formulated within the Strategy should become part of national legislation.
- Further progress in 2003 can also be seen from the fact that the Mission, again together with UNHCR, UNHCHR and UNOCHA, funded the work of a **Roma Secretariat**, within the Ministry for Human and Minority Rights, whose role is to facilitate debate and the further adoption of the Roma Strategy.

Further issues within the area of national minorities:

There are obstacles to the implementation of legislation. Firstly, the future position of the National Councils is uncertain. Their status, competencies and financing are still unclear. Secondly, although these bodies are envisaged at State Union level, most only operate at the level of the republic (with the exception of the recently elected National Council of Bosniaks which includes ten members from Montenegro). Thirdly, the provisions regarding the role of National Councils, included in the (formerly Federal) Law on the Protection of the Rights and Freedoms of National Minorities, are vague. Although the fields of competency are defined, the implementation mechanisms are not, however, prescribed.

Furthermore, legislation is outstanding. At state union level, a Law on National Councils should be adopted by the end of 2003. However, it is not clear whether the law will introduce direct elections instead of the present system of electors.

III. Support to local governance

The programme aims to assist local communities in developing necessary skills and knowledge, in accordance with the provisions of the Law on Local Self-Government.



2003
Major Activities

- Emphasis this year has been placed on issues related to the new role of local self-government with respect to the **Law on Protection of Rights and Freedoms of National Minorities** and to human rights international law.
- The Mission has introduced an **internship programme** with municipal authorities in southern Serbia, as well as instigating training in human rights, local administration, communication skills, and public relations in municipalities.

IV. Human Rights

Here the department is active in three areas. Firstly, in the area of Human Rights Information Management (HRIM). The HRIM project is a management tool in the department, aimed at prioritizing the provision of accurate and timely internal information about human rights activities in the Mission. HRIM also serves as a mechanism for assessing how the Mission's human rights mandate is reflected in the Mission's activities. It allows an analysis of the progress made by the Mission's human rights work by measuring developments in Serbia and Montenegro in the field of human rights against the objectives specified in the Mission's mandate.

Secondly, in Human Rights Monitoring (HRM). HRM builds on HRIM by prioritizing the collation of relevant, accurate and communicable information on the human rights situation in Serbia and Montenegro. HRM is used as a management tool, a tool for analysis of policy and practice of the Serbia and Montenegro authorities, and as a vehicle for advising the authorities and non-governmental bodies on the Mission's evaluation of the human rights situation in the country. It is also a vehicle for advocating reform of the state's policies and practices.

Thirdly, in the field of access to justice/legal aid. Providing legal assistance to those without the means is an obligation of states under international human rights law. The main objective of this project is to assist the process of reform of the quality of legal aid in Serbia and Montenegro to ensure better access to justice to its citizens.

2003

Major Activities

- The department worked in partnership with the Sectorial Sub-Commission for the **Reform of Relations between the Citizens and the Judiciary of the Ministry of Justice**. In 2003, the department carried out a study on the state of the legal aid system with the Centre for the Advancement of Legal Studies (CUPS) and the Standing Conference of Towns and Municipalities of Serbia and Montenegro.
- A study was carried out on the state of **legal aid in Serbia**, and a roundtable arranged to discuss proposals in the survey.
- The Mission has provided **training on the international mechanisms of redressing human rights violations** to NGOs, lawyers and judges.

2.

Parliamentary Support Programme



The parliaments at the Republican and State Union levels face severe problems in terms of defining their roles and developing their capacities. Since the election of the Serbia and Montenegro parliament at the beginning of 2003, the adoption of new House Rules and the creation of working bodies have been delayed. In Montenegro, political polarization has resulted in a boycott of parliament by all opposition parties. As a result, the modernization of the House Rules and other parliamentary reforms are deaccelerated.



The main priorities of the Parliamentary Support Programme in 2003 have been, firstly, the institutional development of parliamentary bodies and improving the overall quality of parliamentary work.



Secondly, the programme has aimed towards building the capacity of parliament in the legislative process, as well as in oversight mechanisms towards the executive. Thirdly, the Mission has attempted to raise the awareness of parliament in terms of its role in the democratic control of armed forces and the European integration process. Fourthly, the Parliamentary Support Programme has contributed to creating regional parliamentary networks in Southeastern Europe.



2003

Major Activities

Major activities this year have been carried out on various levels:

Assembly of Serbia and Montenegro, National Assembly of Serbia, Assembly of Montenegro:

- In July, the Mission held a first awareness-raising parliamentary conference on Serbia and Montenegro's prospects for European integration. From October to December, as a follow up to this event, the Mission organised **topical one-day courses on European integration issues** for Members of Parliament and staff, in order to

create a group of MPs specialized in EU-related matters.

- In June and September, the Mission organised two **roundtables for MPs on avenues for effective parliamentary oversight of the security and defence** sectors, and the ongoing army reform.

Assembly of Serbia and Montenegro:

- In December, **in-depth training** was offered to the staff of the assembly on specific issues such as scrutiny of legislation.

National Assembly of Serbia:

- The Mission commissioned an expert study on the necessary **reform of the committee system** in the Serbian Parliament. In April, the recommendations were presented to senior parliamentarians at a one-day round table and a committee reform action plan was drafted though not implemented due to the dissolution of the parliament.
- **Tailor-made training** sessions for the staff of the assembly (legislation procedures, scrutiny, and English language) were undertaken between September and December.
- The Mission sponsored a **Human Resource Advisor** in the assembly during the period September to December. The Advisor was responsible for assessing the human resource development needs of parliamentary staff and for designing a training strategy.

Assembly of Serbia and Montenegro, National Assembly of Serbia, four selected Serbian Ministries:

- While the first generation of 59 interns completed their nine-month **parliamentary internships** in July 2003, the Mission has sponsored a second group of interns in various government and parliamentary institutions. In cooperation with the University of Belgrade, 45 students are working for parliamentary bodies and four selected Serbian Ministries from October 2003 to July 2004. This is introducing them to

democratic institutions and providing parliament and ministries with additional human resources.

Assembly and Executive Council of the Autonomous Province of Vojvodina:

- From October 2003 to July 2004 a further **internship programme** has been instigated. In co-operation with the University of Novi Sad, 20 students are working for the Provincial Assembly and the Executive Council.

Regional networks:

- The Mission co-organized a **regional parliamentary conference** together with the other OSCE Missions in Southeastern Europe (SEE) and ODHIR. This concentrated on the role of parliament in promoting economic and human development. Parliamentarians from throughout SEE were able to compare their experiences with development strategies.

3.

Gender/Equal

Opportunity Programme

The activities of the Gender/Equal Opportunity Programme focus primarily on gender equality mechanisms, gender and equal opportunity focal points, the political empowerment of women, and spreading a culture of gender equality.



2003 Major Activities

- An analysis of the current legal position of women within the Labour and Pension system was carried out in August 2003.
- Throughout 2003, the Mission has been involved in the development of a mutual strategy of co-operation of international organizations dealing with the political empowerment of women, for example the Stability Pact Gender Task Force (SB GTF), the National Democratic Institute (NDI), the Norwegian People's Aid (NPA) and OSCE.
- A memorandum of understanding was prepared between the Mission and Vojvodina's Provincial Secretariat for Labour, Employment and Gender Equality regarding the implementation of the OSCE-led project of establishing Municipal Gender and Equal Opportunity Focal Points in the Autonomous Province of Vojvodina.

- Between April and December, the Mission was responsible for initiating the establishment and capacity building of gender and equal opportunity focal points in municipalities. These focal points are currently established in 33 municipalities.
- Following on from work begun in June 2002, an analysis was undertaken of one-year's work of OSCE's Gender and Equal Opportunity Focal Points on change of practice in targeted local environments. This was completed in August 2003.
- The Mission has given assistance in drafting the Law on Gender Equality. This is comprised of measures of affirmative action for women, focusing on the economic and social policy sphere, political engagement at all political decision-making levels, education and culture and penalties for gender based violence, trafficking, as well as sanctions for acts of discrimination against women.
- The publishing of a book on 'Standards and Mechanisms for Gender Equality in Democratic Countries'.
- The publishing of a booklet on 'Gender Equality' and a leaflet on 'Women in Politics'.
- The department co-operated with the Stability Pact Gender Task Force in regard to the projects: "Women Mayors' Link", "SEE Women's Role in Conflict Prevention, Resolution, and Post Conflict Dialogue", "Euro-Regional Political Women's Co-operation" and "Economically Equal".

4.

Anti - Trafficking Programme

In line with the mandate of the Mission in Serbia and Montenegro, the department has been active in assisting the fight against trafficking in human beings. This is being carried out on two fronts. Firstly, through the National Referral Mechanism (NRM) and, secondly, via the strengthening and empowerment of the Republican Team to Combat Trafficking in Human Beings.



2003

Major Activities

National Referral Mechanism:

The department identified the actors who may get in contact with trafficked persons, and linked these actors together within in a co-operative framework. In close co-operation with the Ministry of Social Affairs, the Centre for Social Work in Belgrade and two main non-governmental organizations with expertise and practice in victim assistance and protection, a Referral and Counseling Centre (RCC) was established. The RCC is foreseen to be the main

counseling and co-ordination body of the NRM in Serbia. A memorandum of understanding, standard operating procedures, and instructions on obligations and standards of behaviour towards identification, and the treatment of trafficking victims for relevant officials involved in detection, detention, reception and processing of potential victims of trafficking, are crucial for ensuring a fully operational NRM.

- The department initiated the creation of **a sustainable and effective NRM.**
- **Co-ordination and co-operation** among relevant national and international agencies and officials have been enhanced.

Republican Team of Republic of Serbia to Combat Trafficking in Human Beings:

In the framework of the Stability Pact Task Force on Trafficking in Human Beings, the Mission supported the establishment of the Federal and the two Republican National Teams consisting of representatives from relevant Ministries, anti-trafficking NGOs as well as IOs. The teams were established so as to initiate national institutional structures, to co-ordinate and develop activities and projects to combat trafficking in human beings. The constitutional changes in early 2003 led to a reduction in the activities of the Federal Team, and an eventual take-over of its tasks and responsibilities by the Republican Team of the Republic of Serbia. The team consists of representatives from relevant ministries and anti-trafficking NGOs, as well as IOs. Activities are conducted in partnership with the National Co-ordinator of the Team, the relevant Ministries, national and international Anti-Trafficking NGOs, the Stability Pact Task Force as well as IOM, UNOHCHR, and UNICEF.

- The department has developed a stronger **consultation mechanism on policy development and anti-trafficking activities** among the government, local NGOs and international organizations.
- It has supported the role of the **Republican Team** as a co-ordination body for anti-trafficking initiatives in Serbia.
- The department has participated regularly in the work of the Republican Team, seeing through the creation of specialised Working Groups within the Team.

- It has overseen the elaboration of a multi-year **National Plan of Actions** to prevent and combat trafficking in human beings.
- The department has been responsible for **reviewing relevant areas of the legislation**.
- In 2003, **training seminars for social service provider** were developed.

Human Rights Task Force

The broad scope of human rights programmes and activities demonstrates the commitment of the Mission to working with the government and civil society in Serbia and Montenegro on improving the human rights situation in the country. The Mission decided to reinforce this commitment by setting up the Human Rights Task Force (HRTF). The HRTF serves to further stress the importance of human rights in the Mission's work. At the same time, it will serve as a forum for collating information and coordinating activities designed to promote, promote and enhance human rights, ensuring their optimal strategic impact.

The HRTF has identified an assortment of areas in which the Mission's human rights work has room for improvement. The initial focus of the HRTF will be on setting up a mechanism that will provide a more comprehensive overview of the Mission's activities in this area. This mechanism will list the Mission's human rights activities designed to directly promote, protect and enhance human rights in Serbia and Montenegro. It will detail the content and nature of the activities including their description, objective, current status, detailing the extent to which they have been completed and exactly what remains to be done, and any major achievements relating to these activities.

Another endeavor aimed at presenting a clearer view of the Mission's human rights activities is the Rolling Brief - a

briefing paper summarizing the Mission's view on the overall human rights situation in Serbia and Montenegro in terms of its Mandate. This is done by measuring developments to date in Serbia and Montenegro in the field of human rights against the objectives specified in the Mission's Mandate. It is to be updated on a monthly basis, or more frequently should conditions require this.

The goal of this project, which will also include the creation of a website, is to provide accurate and timely internal information about the human rights activities of the Mission, in order to ensure a consistent and coherent account of the Mission's human rights activities and standpoints. It also serves as a mechanism for assessing the extent to which the Mission's human rights mandate is in fact mainstreamed in the Mission's programme activities.

Media

Department



The media department of the OSCE Mission to Serbia and Montenegro assists and advises governmental authorities as well as print and electronic media in their endeavour to reform the media sector.

Drafting media legislation

In close co-operation with the media division of the Council of Europe, the department has assisted Serbian legislators in developing three key pieces of media legislation: the Act on Broadcasting, the Act on Telecommunications, and the Act on Public Information. The department also assists in drafting new laws on freedom of information, advertizing standards, and a review of media-related provisions in the Civil and Penal codes. To widen political support and speed up adoption of draft laws, the department also organizes and facilitates working groups and roundtables.

Radio Television Serbia

To assist in the transformation of the state-owned station into a public broadcasting service, the Mission proposed an independent audit, financed by the European Agency for Reconstruction. The Media Department acts as a focal point for co-ordination of the station's contacts with international donors and advisers. The department also assists other state-controlled media, such as the "Politika" media house and "Tanjug" News Agency.

Training and development

As part of various development projects aimed at improving professional and ethical standards, the department facilitates or contributes to training initiatives for media managers, editors, journalists and technicians. Training also focuses on promoting co-operation and confidence between different ethnic communities. A number of services include facilitating dialogue between the two main journalistic associations and monitoring cases of violations of journalists' rights. In this regard, the department is working on the establishment of a freedom of the media-monitoring unit.

The Media Department is divided into a number of programmes, which are active in the following fields:

- **Internet:** The Programme supports legislators as well as Internet providers' and users' associations to help develop a free and pluralistic Internet market, according to OSCE's Freedom of the Media 2003 priorities. (on hold pending hiring of new SNLA)
- **Media Awareness:** The Media Awareness Programme has been responsible for several media awareness campaigns and training exercises, in both Serbia and Montenegro, on anti-trafficking, war crime trials and the environment.
- **Media Legislation:** Offers support to the rapid parliamentary adoption of the Access to Public Information Act. The Programme instigated a series of six roundtable discussions in various cities in Serbia. These were organized by the Department in co-operation with the Ministry for Culture and Media and the Council of Europe, with the participation of Serbian NGOs, Article XIX, Transparency International and independent international legal experts.
 - It has supported the implementation of the Broadcasting Act (currently on hold).
 - It promotes the decriminalization of defamation (libel and insult). A legal assessment has been prepared and forwarded to the Serbian Ministries of Justice and Culture and Media.
- **Freedom of the Media:** Close monitoring and reporting by the department's Freedom of the Media Section on cases of alleged pressures upon,

and threats to, media operators and journalists in Serbia.

- Monitoring and mediation on ongoing tension between the government of Serbia and some media outlets regarding alleged pressures and political interference.



- **Minority Media:**

Support to transformation (legal/financial/organizational/editorial) of municipal media outlets into multiethnic/multilingual local public services (southern Serbia; Sandzak; Vojvodina).

- Support to Roma media outlets.



- **Parliamentary Support:** Support to the three parliaments (Serbia, Montenegro, and state union) and their Media Committees.
- **Public Broadcasting Services:** Support for the transformation of state-owned RTS (Serbia) and RTCG (Montenegro) into public broadcasters.

- **Professional Issues:** Mediation between journalistic associations.

2003

Major Activities

The Department has completed a number of projects in 2003.

- **Montenegro Media Monitoring Project - Presidential Elections (repeated first round).** Completed on 9 February, 2003. The project provided advice to the Board for Mass Media Supervision appointed by the Parliament of the Republic of Montenegro, and was responsible for monitoring media conduct during the election campaign.
- **RTCG Council,** March 2003. The Mission's media experts and three external consultants delivered presentations on topics including RTCG Council's powers and duties, the Council and protection of Editorial Independence, public broadcasting service as a concept and how to reform a State-owned radio television. The presentations, which were given at a retreat, provided an opportunity for the RTCG Council members to talk to experts and address questions about practices in other countries.
- **The transformation of RTS into a public service broadcaster (PBS).** The aim of the project was the transformation of the State-owned broadcaster into a true public broadcasting service. The first and the second phases of the project were completed by end of April 2003. A new structural framework for a new PBS has been prepared together with follow up documentation and training courses for management.
- **Media and Prison Workshop.** The project was carried out by the Rule of Law and Human Rights Department with the co-operation of the Media Department in an advisory role. The project consisted of a roundtable involving the participation of media representatives and prison administration officials with the intention of improving communication between the two parties.

- **Media Awareness Workshop for journalists reporting on trafficking issues.** The aim of the workshop was to provide journalists from the Montenegrin media with tools that would enable them to raise awareness among the public about trafficking. The aim, therefore, was to stimulate public debate and provide an incentive for the adoption of political measures to combat trafficking in human beings. The Department has now begun a follow up this project and offers in-house training to four print and four media outlets in Serbia and Montenegro.
- **Co-production of shows in Radio Bujanovac, Presevo and Medvedja.** Productions of multilingual shows concentrating on community issues were prepared via co-operation of radio staff and OSCE trainees. The shows have been broadcast on all three (Bujanovac, Medvedja and Presevo) radio stations.
- This year also saw the **establishment of the Freedom of the Media (FoM) Section**, which will be extended for one year, as of January 27, 2004. The objectives of the FoM Section is to monitor the Serbian media, as well as to provide legal advice in cases of pressure and violations of the freedom of expression.

In addition, the Department has instigated a number of projects that are currently ongoing:

- In autumn 2003, a **Parliamentary Reporting Programme/Serbia** was commenced. This will aid the development of effective communication skills among parliamentarians and help promote more professional reporting within the country's media. Activities include media training for parliamentarians, awareness building and training of the media, and encouraging the co-operation between parliament and media.
- The Department **offers support to municipal media in ethnically mixed regions**, a project which began in July this year. The primary aim has been the transformation of municipal media into public service broadcasters in Bujanovac, Presevo and Medvedja, as well as in other ethnically mixed regions at a later stage of the project. In this way, the project is helping meet the needs of

community for objective information in their own languages. The Media Department's strategy is to implement a step-by-step transformation through professional training, legal advice, sustainability training and programming advice.

Economy and Environment Department



Economic development is crucial to the process of long-term stability in the region. The links between the environment, energy and the economy are integral parts of solid, long term, sustainable development.

Economic and environmental problems in Serbia and Montenegro must be seen against the background of many years of overall economic, social and political deterioration.

The state of the environment in the country is, to say the least, grave. This is, therefore, placing a heavy burden upon the shoulders of the authorities. This situation has come about as a result of many factors: firstly, there has been an absence of appropriate economic and environmental structures at all levels. Secondly, legislation has been poor, both in taxation policy as well as in the lack of an environmental funding policy. Thirdly, co-operation with neighbouring countries has been insufficient and, furthermore, Serbia and Montenegro has been excluded from international processes in this field. Finally, public awareness of the environment has been at a low level.

Despite the considerable changes that have taken place since 5 October 2000, many difficulties remain. Poor governance in economic matters and a lack of transparency can threaten security and stability. However, in order to

achieve a balanced and sustainable development that takes into account the needs of all, as well as the impact on the local environment, it is necessary to obtain a high level of awareness of all the stakeholders. This must be combined with the existence of political will to solve the problems, an increased institutional capacity, appropriately skilled experts, as well as economic strength. Behind inadequate governance and economic distress lie fragile institutions. It follows that, in order to address the risks to economic and environmental security, the Mission must target both local weaknesses and attract sources of outside support. This particularly relates to the introduction of the criteria of the Aarhus Convention: extensive public participation in the process, full transparency, access to all relevant information for all concerned, as well as an unbiased information exchange.

The main priorities of the department fall under four broad areas:

1. To raise public awareness and promote public participation in order to provide transparency and good governance.
2. To promote an environmentally sound economy and renewable energy use by supporting institutions and raising the accountability of all stakeholders.
3. To support the development of economic and environmental legislation, its implementation combined with regional cooperation
4. To promote institutional and human resources capacity building, facilitating education and economic development, and ensuring environmental security, particularly by creating conditions conducive to SME development.

These four priorities have been approached in the following ways:

1. To raise public awareness and promoting public participation to provide transparency and good governance by:

- Supporting the creation and implementation of a strategy for the Serbian Ministry for Natural Resources and Environmental Protection in order to provide more transparency and accountability of the Ministry and its

work. Furthermore, promotion of the National Waste Management Strategy will be the focus of joint activities.

- Preparing a concept paper for a national anti-drugs trafficking strategy containing the state of the current situation and recommendations in order to enable an appropriate approach to this sensitive problem.

- Continuing to support sustainable development of the Bjelasica and Komovi region in Montenegro via efficient cooperation of all the stakeholders: authorities, civil sector and business.

2. To promote an environmentally sound economy and renewable energy use by:

- Introducing the link between energy, environment and economy as a highly important package for economic and political stability, as well as co-operation in the region.

- Helping to draft legal documents and a strategy for the energy sector.

- Promoting the dissemination of public information on environmental alternatives and energy resources, including renewable energy - wind, thermal, solar and bio-gas - however, with a strong emphasis upon a national regional development policy

- Raising consumer awareness on energy use that has a large impact on the economy and environment.

- Maintaining dialogue between various stakeholders concerned with the environment and energy issues, being part of national and regional political processes.

- Participating in generating a national energy strategy that would take into consideration contemporary energy policies.

- Promoting sustainable development by way of an appropriate environmental policy and use of renewable energy sources.

- Helping local initiatives in the public participation process by supporting the introduction of appropriate procedures, obtaining access to information and implementing legal regulations.

- Fostering regional co-operation on environmental and energy issues as an important factor for sustainable economic development.

3. To support economic and environmental legislation development, its implementation and regional cooperation by:

- Ensuring the adoption and implementation of the Serbian Environmental Law and related by-laws that the Mission supported in the drafting and public consultation process.

- Helping to harmonize existing laws and legal regulations with "acquis" and European standards.

- Supporting the introduction of Serbia and Montenegro into the international processes in order to enable international and regional cooperation.

- Facilitating a collaborative and consultative process whereby key public officials in South Eastern Europe (SEE), as well as their development partners, integrate the links between natural resources, economic development and foreign and development policy in government activities, and in so doing promote peace and human security.

4. To promote institutional and human resources capacity building, facilitating education and economic development, and ensuring environmental security, particularly by creating conditions conducive to SME development by:

- Helping to strengthen the institutions through intersectional co-operation.

- Supporting civil society development in order to provide its participation in the decision-making process and its access to information.

- Promoting public-private partnership.

- Ensuring the respect of basic (environmental) human rights and access to justice.

- Strengthening SMEs as key players in economic development and the unbiased distribution of natural resources with an appropriate environmental approach, in accordance with European standards.

- Promoting networking, knowledge sharing and entrepreneurial training.

- Reducing socio-economic tensions and the improved co-operation of major stakeholders at the local and national levels.

- Stimulating investments as a prerequisite for economic development, taking into account a number of factors; these include responsible public governance, transparency, corporate taxation, labour legislation, infrastructures (transport and communication), the banking system and credit markets, macro-economic conditions, the convertibility regime and exchange rates, and trade regulations.

2003

Major Activities

The department has instigated a number of projects at the regional, national and local levels. Regional projects have included:

- The **Sava River Initiative** has seen the creation and implementation of a multilateral agreement between Slovenia, Croatia, Bosnia-Herzegovina and Serbia and Montenegro on the integrated management of the Sava River. The programme is co-ordinated with the Stability Pact and SECI. The Department supported a number of activities in producing Protocols for Sava River.
- The **Sava River Initiative - Creation of the Euroregion Danube 21** - has been supported by the Mission and aims at increasing institution and capacity building in the region which includes the local communities of Serbia and Montenegro, Bulgaria and Romania along the banks of the River Danube. The Euroregion has now been established, a strategy produced, and an action plan prepared. The project has now begun; the Economic Forum Danube 21 took place earlier this year.
- **Environment for Europe:** the Department supports the involvement of stakeholders in Serbia and Montenegro in the process of the Kiev 2003 Pan-European Ministerial Conference on the Environment. The Department helped extensively in the preparation process for the conference, encouraged the active participation of the NGO sector and was present at the Conference.

At the **national** level, the Department has been active in a number of projects:

- The **3E (Energy, Economy, Environment) Programmes** aim at introducing the link between energy, economy and environment as a highly important package for economic development, political stability and co-operation in the region. A booklet on the potential of renewable energy in Serbia and Montenegro was published in October of this year.
- The **Economic Capacity Building Programme** is dedicated to improving the capacity of governmental bodies and ministries in managing government projects. The project offered training for government employees in project preparation skills as a means of aiding the Ministry for Privatization and Economy.
- The Mission devised a **PR strategy for the Environment Ministry**, a programme aimed at

improving the communication strategy of the Ministry for Natural Resources and Environmental Protection. The Mission advised the ministry as to how it could provide better and more efficient internal and external communication via public awareness campaigns, training and capacity building of the ministry. Special emphasis was placed on a National Waste Management Strategy. A memorandum of understanding with the Ministry was signed. The Ministry called for tender in this field and the Department assisted in the realization of the programme in accordance with the memorandum of understanding.

- The mission offered **support for environmental legislation and institutional structuring in Serbia and Montenegro**. The programme aimed at helping authorities to draft appropriate laws and to harmonize the existing corpus of laws with European standards. The Serbian Ministry has been established, the Minister appointed, and the new Environmental Law is before parliament waiting for adoption. Some of the by-laws were drafted and are also before parliament.
- **Environmental capacity building**. This was a follow up to the programme offering support for environmental and institutional structuring. It set up an inter-agency Task Force within the Environment Ministry. A final report was delivered with recommendations for restructuring the Environment Agency as well for intersectional cooperation.
- As part of the **Environment for Europe** programme, the Department fostered the participation of Serbia and Montenegro official representatives and NGOs at the Fifth Pan-European Ministerial Conference in Kiev in 2003. The programme is now finished.
- 2003 saw the production of a concept paper on **drug trafficking**, a project aimed at developing a framework and strategy to combat drug trafficking in Serbia and Montenegro. The project analyzed the current situation in this area, and proposed possible solutions and recommendations for combating the problem. It is an ongoing project.



- The first project in the **Local Environmental Security Partnership** has been completed. This is a programme aimed at securing and strengthening the co-operation of local stakeholders in the venture towards sustainable planning and development.
- The Mission has instigated the **Local Authority Educational Programme**, aimed at the capacity building of local authorities in strategic planning and in the development of co-operation with NGOs and local businesses. The first project has been completed.
- **NGO Management:** A project for environmental NGO capacity building aimed at enabling NGO management to act as responsible partners at the local level. The first project is finished.
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- A set of projects that aim at raising the capacities of SMEs in Serbia and Montenegro and to promote their export capabilities was carried out under the guise of the **SME Support Programme**. This programme is comprised of a number of projects for Serbia and Montenegro. It is currently at the preparatory and fund raising stage.
- A **Local Socio-Economic Partnership** has been established during 2003. This is a project to promote public-private partnership in order to create improved efficiency in decision-making at the local level by providing tripartite dialogue and paving the way for good governance and

sustainable (economic) development. A memorandum of understanding with the Employers' Union was signed and the Department has supported the establishment of four offices of local social-economic councils.

- As part of the **Local Good Governance Programme**, support has been given to local parliaments in the area of sustainable development aimed at introducing elements from the Aarhus Convention into the local community.
- International legislative terms from international contracts, conventions, protocols and treaties in the area of the environment have been put together by the Department in the form of a **dictionary/glossary**. This project arises from the human resources development OSCE priorities for 2004.

Confidence and Security Building Measures

The OSCE Mission in Serbia and Montenegro is contributing to confidence and security building in a variety of ways. The Mission's security-building activities are co-ordinated by a national Confidence and Security Building (CSBMs) Advisor, working in close co-operation with the OSCE Conflict Prevention Centre in Vienna, the Serbia and Montenegro Foreign and Defence Ministries, and the Army.



In this context, close working relationships have also been established by the CSBMs Advisor with the Ministry of Defence (MOD), relevant MFA sections, Parliamentary Defence and Security Committees, and national and international NGOs in a number of areas, particularly as regards the democratic control of the armed forces and army reforms

relevant to the recent Serbia and Montenegro application for membership of the Partnership for Peace.



Destruction of small arms - In accordance with the OSCE Document on Small Arms and Light Weapons, the Missions to Serbia and Montenegro supports a programme funded through the Stability Pact and the United Nations Development Program (UNDP) to enable the destruction of surplus quantities of small arms and light weapons. This process was launched in 2001 and a Regional Clearinghouse was established in Belgrade in April 2002 to co-ordinate the destruction of small arms and light weapons in South Eastern Europe.



Communications network - Another important step realized with the help of the Advisor on CSBMs was the incorporation of Serbia and Montenegro in the OSCE communication network for CSBM notifications in October 2001.



Other areas of activity - The CSBM Advisor also focuses on the implementation of the Vienna Document on Confidence and Security Building Measures (1999) and the analysis of politico-military developments in the country for the OSCE Conflict Prevention Centre. As measures are taken to enhance parliamentary control over the armed forces, increasing attention is paid to raising public awareness on the OSCE Code of Conduct on Politico-Military Aspects. To this end the CSBM Advisor maintains regular contacts with specialized NGOs and relevant parliamentary committees for defence and security.

2003

Major Activities

- As part of the Mission's continued assistance to defence and security sector reforms, the CSBM section has concentrated upon projects aimed at strengthening parliamentary capacities for oversight over the armed forces through a series of workshops, study visits and other activities aimed primarily at members of Parliamentary Defence and Security Committees, but also for other Serbia and Montenegro government participants (MOD and MFA officials).
- The section has improved its preparedness, in anticipation of an invitation from the Serbia and Montenegro partner government institutions, to assist in activities such as the elaboration of the new defence strategy, military doctrine, relevant laws and regulations from the defence sphere, the reorganization of the military judiciary, etc.
- The section has been involved in issues related to the control and destruction of small arms and light weapons (SALW) in Serbia and Montenegro, which is closely related to the implementation of the relevant OSCE SALW Document, adopted in 2000. The Mission's efforts in this regard have been closely co-ordinated with the Regional SALW Clearinghouse (SEESAC), established under the auspices of the UNDP and the Stability Pact for South Eastern Europe.

- The Mission has contributed to SALW control by including SALW issues in its training programmes for community policing run by the Law Enforcement Department.
- The Mission has remained in close contact with relevant local and international think tanks and organizations (Saferworld, etc.) on projects and programmes relating to raising awareness of SALW issues.

Southern Serbia



The situation in southern Serbia has long been a major concern of the OSCE Mission in Serbia and Montenegro and has prompted it to see its role in the stabilization process in the region as one of its main priorities.



The Mission has established a special, ongoing programme for its activities in southern Serbia, and has a constant presence in the region. The programme incorporates many

areas of the work that the Mission undertakes throughout Serbia and Montenegro, however, a special emphasis has been placed on the establishment and training of a multi-ethnic police element in southern Serbia. In this way, the Mission sees its role as assisting in conflict prevention measures which will ease ethnic tension and provide a representative professional police service for the region.



The **Law Enforcement Department** has been particularly active in numerous operations in southern Serbia during 2003:

- **Training in southern Serbia of the Multi-Ethnic Police Element (MEPE)** and other officers in the region was completed in September of this year. The training focused on enhancing the investigation skills of officers. Courses that will now be developed include drugs identification, crime scene management, conflict resolution and community policing related topics. To date 600 officers in southern Serbia have been trained in modern policing methods.
- **Multi-ethnic police (MEP) training** began in April 2001 with pilot courses established to commence the integration of Albanians into police structures, followed by a series of training using joint instructors from both the international community and the Serbian Police Academy. OSCE training activities of MEP are still ongoing, from basic to complex and specific police investigation skills, including Human Rights and Ethics Training.
- As part of the Law Enforcement Department's Community Policing Programme, three of the pilot projects for **community policing** initiatives are located in southern Serbia. In October of this year, the Serbian Ministry of the Interior and the OSCE officially launched community policing training in southern Serbia. The Mission will place special emphasis on the region as part of its overriding aim of training police officers to be posted at police stations who will act as community policing mentors to their colleagues.

Given the background of ethnic conflict in southern Serbia, this is of major importance.

- The results achieved in southern Serbia with the MEP have great importance, especially considering that this process began during the period of confrontation between diverse populations and armed conflict in the region. The results achieved demonstrated that with the appropriate strategic approach - a strong will and the belief that the coexistence of all ethnic groups in the region is possible - success is feasible. The MEP project also curtailed the problem of unemployment in the region.
- At the end of May 2003, the Law Enforcement Department visited southern Serbia in order to conduct an evaluation of the situation with regards to **security issues**, especially the units of the multi-ethnic police and their functioning, the general socio-economic situation which could influence the work of the police, grounds for professional police development, and possible changes to the organizational set-up within the police units. It has been decided to re-allocate the current training staff in southern Serbia towards having a more direct role in the development of community policing initiatives in the region. OSCE staff will be co-located with those MUP personnel who are responsible for the development and implementation of community policing initiatives and who can provide in-service advice and guidance.

In addition to the work of the Law Enforcement Department, the Mission has also been active in southern Serbia in other areas, in line with its prioritization of the reduction of ethnic conflict in the region.

- The Mission's **Democratization Department** has been responsible for introducing an internship programme with municipal authorities in southern Serbia, as well as instigating training in human rights, local administration, communication skills, and public relations in municipalities.
- **Minority Media:** The **Media Department** has given much support to the transformation (legal/financial/organizational/editorial) of municipal media outlets into

multiethnic/multilingual local public services in southern Serbia.

- As part of the Mission's commitment to **Confidence and Security Building Measures**, it is now involved in a project on the public awareness, and reduction, of small arms and light weapons in southern Serbia.
- On 27 June in Bujanovac, the Mission initiated a roundtable focusing on how to positively respond to the **social and economic challenges facing southern Serbia**. The event was co-organized by the Head of the South Serbia Co-Ordination Body, Deputy Prime Minister Nebojsa Covic, and was opened by Head of the OSCE Mission, Ambassador Maurizio Massari.



Office in Podgorica

The Office in Podgorica was opened on 1 January 2002 in accordance with OSCE Permanent Council decision no. 444. Initially, the Office has built on the experience and activities previously initiated by the OSCE Office for Democratic Institutions and Human Rights in Montenegro. In addition, the Office assesses needs and potential projects

with a view to expanding the engagement of OSCE in the area.



Ongoing programmes: Existing human dimension programmes focus on issues such as gender equality, trafficking in human beings, assistance to the Roma community, development of an Ombudsperson institution, prison reform and review of legislation.



The Office specifically focuses on the following activities:

- Police reform and assistance, based on implementation of State Police Law, Code of Conduct and other internal regulations of the OSCE Report on Policing;
- Media development, including training, transformation of state-controlled media and assistance to the establishment of independent media outlets;
- Implementation of internationally recognized anti-corruption approaches, norms and institutions;

- Assistance in the re-education of judges, magistrates and prosecutors, and establishment of a Prosecutors' Association;
- NGO development at municipal level;
- The initiation of a Parliamentary Support Programme;
- Support in establishing a training centre for staff working in penal institutions, and assistance in drafting new legislation on the execution of criminal sanctions;
- Establishment of a Trial Monitoring Project Board, involving local NGOs and international partners, to monitor the legal system and legal proceedings in criminal cases;
- Anti-trafficking activities.

Anti-Trafficking:

The Office co-chairs the Montenegro Anti-Trafficking Project Board, an inter-agency body of governmental, non-governmental, and international organisations. This was established in early 2001, initially under the auspices of the Stability Pact Task Force on Human Trafficking. Among its members are the OSCE, the Government of Montenegro, the International Organization for Migration, the Office of the UN High Representative for Human Rights, UNICEF, as well as local NGOs, such as the Safe Women's House Shelter and the Montenegro Women's Lobby.

Montenegro being the only state in the region which has signed a memorandum of understanding between specialised law enforcement teams and local NGOs, the Board also plays a role in monitoring the progress of ongoing cases. In so doing, the Board is also able to assist in the early warning identification of potential victims of human trafficking.

The Office also seeks to assist the Montenegrin authorities in further institutionalizing counter-trafficking policies and programmes through the Montenegro Office for Counter-Trafficking at the republic level and, equally important, devolving and expanding concrete and effective anti-trafficking measures to the municipal level. In the

aftermath of the prosecutor's decision not to move forward with court proceedings against the accused in the Moldovan trafficking case, the Office continued to monitor developments and assisted the OSCE-COE Expert Team during its stay in Podgorica.

2003

Major Activities

Participation on a special anti-trafficking governmental working group enabled the Office to provide policy advice and expert assistance in development of the Republic level Montenegro Anti-Trafficking Strategy, adopted by the Government of Montenegro in November 2003.

The Office supported the Montenegro Women's Lobby for the continued operations of the SOS Anti-Trafficking Hotline and training workshop for teachers, school administrators and psychologists. Additional support to the Safe Women's House to implement a Training of Trainers program for women police officers deployed throughout Montenegro at local police stations was also provided.

Support for the establishment of a Government shelter for victims of trafficking.

Democratization Section

Local Democracy and Governance

Effective and regular public participation and consultation in local decision and policy making is an essential element of democratic local governance. With the adoption of a new legal framework for the financing of municipalities now on the horizon, greater civic involvement in determining how local resources should be spent is central to the economic recovery and development of communities throughout Montenegro. To this end, the Office assists local non-governmental and governmental partners to institutionalize public participation in municipalities through the establishment of five citizen information and education centres in the north, central and coastal regions. Centres serve as key resource bases and clearinghouses for training and technical assistance activities targeted at municipal officials and local NGOs, as well as other civic groups.

2003

Major Activities

- Public discussions were organized and held in all five municipalities on a variety of topics selected by each community: substance abuse (Pljevlja); property tax (Cetinje); implementing environmental regulations (Herzeg Novi); strategies to promote greater civic involvement in local decision making (Bijelo Polje); and coastal management (Ulcinj).
- A programme of Training-for-Trainers was completed in the summer of this year. Participants received a certificate of completion at a ceremony organized in October.

Anti-Trafficking:

The Office co-chairs the Montenegro Anti-Trafficking Project Board, an inter-agency body of governmental, non-governmental, and international organisations. This was established in early 2001, initially under the auspices of the Stability Pact Task Force on Human Trafficking. Among its members are the OSCE, the Government of Montenegro, the International Organization for Migration, the Office of the UN High Representative for Human Rights, UNICEF, as well as local NGOs, such as the Safe Women's House Shelter and the Montenegro Women's Lobby.

National Minorities and Human Rights:

In collaboration with the OSCE Office of the High Representative on National Minorities and the Mission's Democratization Department in Belgrade, Office activities are designed to foster and promote tolerance and respect for human rights within the framework of the new Union Charter on National Minorities and Human Rights and federal law. The Office addresses this key objective by empowering institutions and communities to build a sustainable policy for minority communities. Also in line with the Union Charter and OSCE's conflict prevention and confidence building mandate, the Office assists minority communities by strengthening the legal and institutional framework for minority rights in the Republic of Montenegro. This includes advising and assisting the Montenegrin Ministry for the Protection of National Minorities and interested minority NGO representatives who are given the task of harmonizing the constitution and proposed republic-level legislation with the Constitutional Charter and the Charter

on National Minorities and Human Rights of the State Union of Serbia and Montenegro.

2003

Major Activities

- The Office continued to implement a comprehensive training programme designed to increase the professional skills and capabilities of ministry personnel, as well as elected and appointed members and staff of key parliamentary committees and NGOs.
- In collaboration with the office of the OSCE High Representative on National Minorities, international best practices in such matters as minority protection of identity, language, education and representation were introduced through hands-on training workshops, as well as larger seminars and roundtables members and staff of key parliamentary committees and NGOs.
- In collaboration with the office of the OSCE High Representative on National Minorities, international best practices in such matters as minority protection of identity, language, education and representation were introduced through hands-on training workshops, as well as larger seminars and roundtables.

Environment and Economy Section

Institutional Capacity Building in the Bjelasica and Komovi Area:

In March 2001, on the initiative of the OSCE Office (ODIHR Office at the time), a working group began a programme of sustainable development and integrative tourism in the area of the Bjelasica mountain and the National park "Biogradska gora". This group was composed of representatives of the ministries of Tourism and Environmental Protection and

Urban Planning, the northern municipalities of Andrijevica, Berane, Bijelo Polje, Kolasin and Mojkovac, the national park "Biogradska gora", as well as NGOs. Objectives of the programme are:

- To make a contribution to the economic development in this neglected region of northern Montenegro by supporting tourism and related developmental projects;
- The promotion of democratization by initiating co-operation between diverse municipalities, the government, and local NGOs.

2003

Major Activities

- On 18 June, 2003, the Memorandum of Understanding and Co-operation for the development of the Bjelasica and Komovi region was signed by the Government of Montenegro, ministries, municipalities and the National Park. This formalised the current and future support and co-operation of these actors. At the same time the taskforce/working group of the project was institutionalised.
- Two of the four workshops planned as part of the capacity building part of the project were held this year. In addition, one extra seminar was organized in mid-August due to the fact that a lack of knowledge of tour management became apparent.

YUGOLEX Phase II, Harmonization of Montenegro's environmental legislation with EU standards:

Recognising and building upon the co-operative working relationship between OSCE and the Ministry for Environmental Protection and Urban Planning, Republic of Montenegro (MEPUP), co-operation took place in implementing the Finnish-led project "Environmental Legislation Development in Montenegro". This project is compatible with the OSCE programme for "Support to Environmental Legislation and Institutional Building". The OSCE is a member of the Project Steering Committee. The first informative meeting was held in May; a second meeting at the beginning of October.

The Office has also been preparing future projects for Montenegro:

Support to SMEs to increase the competitiveness of Montenegrin companies in international markets:

Analyses have shown that the competitiveness of domestic organizations, products and services in Montenegro, are at a very low level. This is seen as resulting from the overall bad situation in the economy, as well as internal legislative and administrative restrictions, due to the fact that Montenegro is in a process of transition. The absorption power of the domestic market is not sufficient to speed up development and growth in Montenegro. It is, therefore, necessary to try to aid improvement in the competitiveness of domestic entrepreneurs in domestic and foreign markets, as well as to encourage them to distribute their products in other markets. In addition, for products to be competitive in foreign markets, local entrepreneurs must recognize the benefits of implementing up-to-date production techniques in processing and packing, and also of finding new means of selling. Moreover, it is essential to harmonize standards and other regulations with those of the EU. Problems exist for start-ups in the field of administration and in the lack of knowledge of entrepreneurs (business management, PR, marketing, business plans, etc). Work has already been done in this field, although there is some way to go.

Capacity building of local governments on the coast of Montenegro. Effective communication with international donors and investors:

Tourism is recognized as a strategic area for development by the Montenegrin government. Local governments along the coast of Montenegro, however, lack the knowledge and experience in dealing with foreign investors and international donors. Local governments dealing with these matters are inexperienced and do not know how to attract donors and investors, as well as how to manage their projects.

The goal of the project is to provide relevant training in this area and, at the same time, in the field of coastal management. This will provide know-how and knowledge related to the specific problems faced by coastal municipalities.

It is envisaged that this will be merely the first phase of a larger project which should eventually offer training in

tourist management and development in the mountain regions of Montenegro.

Police Section

2003

Major Activities

Organized Crime:

- The section supported the participation of representatives from the Organized Crime Unit of the Montenegrin Ministry of the Interior at the Annual Police Expert Meeting which took place on 18/19 September in Vienna. The main topic of the meeting was the fight against trafficking in human beings.

Border Policing:

- Three cycles of the IMMFACT (Immigration Pact - a regional approach to immigration issues) training course were delivered to 300 border police officers from four border crossings in Montenegro: Port Bar, Podgorica Airport, Ilijino Brdo, and Debeli Brijeg. Training was held at the Higher Police School in Danilovgrad during the period June-September. OSCE was asked to provide continued support for IMMFACT training for a period lasting until the end of November with regard to transport and the provision of a training room at Danilovgrad. Up to 200 border guards received training during this period.
- The Third Border Co-ordination meeting was held on June 25 in Port Bar. The Fourth Co-ordination meeting was held at the Higher Police School Danilovgrad on September 23. The participants were made up of members of the international community and ministry officials from the region.
- The section supported the participation of the Border Police Directorate of the Montenegrin Ministry of the Interior at the XII meeting of the project "Lessons Learned from the Establishment of Border Security Services". The

meeting was organized by Democratic Control of the Armed Forces and Hungarian Border Guard and took place in Hungary from 27-30 August. The meeting aimed at improving the leadership and management skills of managerial staff of the western Balkan states' border services by sharing personal experiences and common successfully implemented strategies.

- In September, the Police Section facilitated meetings related to the project "The Development of Criminal Intelligence Analysis for the Border Police Service" for the Assessment Team from the UK Criminal Intelligence Unit and representatives of the Ministry of the Interior of Montenegro. The overall goal of the project was to establish structures of effective detection and the suppression of various forms of cross-border organised crime activities by introducing and developing a modern system of criminal intelligence gathering and analysis for the Border Police Service.
- On 1-2 October, the Police Section facilitated meetings of the Assessment Team Mission on Border Security and Management in Southeast Europe and representatives of the respective Ministries, the Higher Police School, and the European Agency for Reconstruction in Montenegro. The aim of the meetings was to explore the possibility of promoting and planning a regional border police training initiative involving all countries of Southeast Europe.

Community policing:

- Organized by the Ministry of the Interior of Montenegro, the Police Section participated in a Community Policing Seminar held in Bijela from June 30 - July 4. The seminar was directed at managers, chiefs and supervisors within the police service in Montenegro.

Further Activity:

- From September 16-18, staff members participated and successfully completed the project "Negotiation and Diplomatic Skills, Training for Professionals" which took place at the OSCE

Mission's HQ in Belgrade. The aim of the training was to strengthen the negotiation and diplomatic skills of the staff of the OSCE Mission to Serbia and Montenegro.

Media Section

The Media Section is permanently involved in monitoring and information gathering activities on the most topical Montenegrin political events.

2003

Major Activities

- The Media Officer has been preparing a licensing project proposal for the Montenegrin Broadcasting Agency. The project proposal is being developed in line with OSCE activities and within the framework of the Montenegro Media Donors' conference on the Media Action Plan.

Legislation & Institution Building Section

2003

Major Activities

Criminal Law Reform:

- On 23/24 June 2003, the Office in Podgorica co-organized, together with ODIHR and the Council of Europe, a two-day seminar on criminal law reform with regard to the fight against trafficking in human beings.
- The Ministry of Justice of Montenegro prepared the draft Criminal Procedure Code and Criminal Code of Montenegro and gave an opportunity for

experts to discuss applicable international standards in fields such as witness/victim protection in criminal proceedings, the confiscation of assets, special investigative means, the definition of trafficking as criminal offence, etc. At the end of the seminar, policy makers in the Ministry were able to consider recommendations made by the experts and re-draft the provisions in a manner that reflected international standards. Based on these results and comments, the Ministry of Justice of Montenegro will finalise the relevant legislative acts and forward them to the Government and Parliament for further adoption.

- The OSCE Office in Podgorica continued its support of the reform of the Prosecution in Montenegro. In June 2003, in co-operation with ODIHR, the Office organised a workshop on the Draft Law on the State Prosecutor, one of the key elements of the overall reform of the judiciary in Montenegro. The workshop aimed at improving the current version of the Draft Law. The provisions that became the main subjects for discussion concerned the independence of the prosecution vis-a-vis the executive, as well as the transparency of selection and appointment procedures. Particular attention was paid to provisions regulating the establishment of the Office of Special Prosecutor for Organized Crime. Based on conclusions from this workshop, the Ministry of Justice prepared the consolidated version of the law, which was then sent to the government for adoption. The final discussion on the Draft Law on the State Prosecutor took place on 22 September 2003 at the roundtable organized by the OSCE Office in Podgorica.
- On 28/29 July, the Office in Podgorica organized a workshop on the integration of the Statute of the International Criminal Court (ICC) into the new criminal legislation that is currently being prepared by the Ministry of Justice of Montenegro. The objective of the workshop was to discuss and propose concrete recommendations to the Ministry, such as definitions of crimes against humanity, war crimes and genocide, as well as the responsibility of commanders and other superiors, which needed to be incorporated into the new Criminal Code of Montenegro. Aspects of criminal procedure, such as extradition, surrender and investigation, were also discussed.

- As part of its activity on the reform of criminal legislation, the OSCE Office organised a workshop on the Draft Criminal Code on 30 September 2003, and another on Criminal Procedural Law on 3 October 2003.

Capacity Building of Institutions:

- Within the project "Improving Access to Legal Information", the Office in Podgorica prepared a set of recently adopted laws by the Assembly of Montenegro for publication in an English version of the Ministry of Justice web-site. This concerns the Law on Protector of Human Rights and Freedoms (Ombudsman), the Law on State Administration, the Law on Local Self-Government and the Law on Election of Mayors.
- The Office provided a short-term expert to the Ministry of Justice who will assist the Ministry in creating the conditions for easy access to up-to-date laws and important jurisprudence in electronic and printed forms, including the construction and management of legal databases. The expert will also be responsible for setting up a system of developing and updating the weekly electronic presentation of the most important activities of the Ministry of Justice, in particular those pertaining to the reform process supported by OSCE. Finally, in collaboration with Heads of Sectors in the Ministry, the expert will propose a long-term strategy for the development of access to legal information, including access to European Union law, and case law of the European Court of Human Rights and Court of Justice of the European Communities.

Ombudsman:

- On 8 July 2003, the Assembly of the Republic of Montenegro passed a law on the Protector of Human Rights and Freedoms (Ombudsman). In accordance with the law, the first Ombudsman was appointed within 3 months of the law coming into force.
- The Office in Podgorica, which assisted the government in drafting the law, organised a Donors Conference on 16 September 2003 in co-

operation with the Ministry of Justice, where further technical and financial support was discussed. The participants came from international organisations and agencies that had previously supported the drafting of the Law on the Protector of Human Rights and Freedoms. All participants were willing to continue their support by assisting in the establishment of the Protector's Office.

Prison reform:

- On August 27, the Institution Building Unit attended an informative meeting with Mr. Zeljko Jovic, Director of the Institution for the Enforcement of Penal Sanctions (IEPS). Mr. Jovic briefed the Unit on the activities and results achieved to date and discussed plans for further activities.
- The OSCE Office in Podgorica continued its support of the work of the Prison Service Training Centre (PSTC).
- The Office approved a contribution of 5,876 for refurbishment of the prison gym which is to be used for the training of prison staff in martial arts. It is believed that such training will lead to a reduction in the use of firearms.
- In order to support the work of the PSTC in developing the prison management training course, the OSCE Office in Podgorica organized a study visit to the Netherlands on 30 August 2003. This study visit was part of the Prison Management Training organised in co-operation with the Human Rights and Rule of Law Department in Belgrade. A three-member delegation from the IEPS attended.
- A working group on amending the Law on the Enforcement of Penal Sanctions has completed its work. The draft law has been submitted to the Ministry of Justice. OSCE will also assist in drafting the bylaws and internal regulations once the Law has been adopted.



Consolidated
List of
Voluntary
Contributions
Needs

No	Department	Projects	Budget	Targeted Missions:
1	Democratisation	Municipal Assembly Support Project	€ 354,500.00	Switzerland Germany The Netherlands Canada Norway Sweden (optionally)
2		Support to refugee/IDP return through legal aid	€ 132,600.00	United Kingdom
3	Law Enforcement	Community Policing Implementation in South Serbia	€ 145,800.00	DFID, United Kingdom Switzerland (optionally) Canada (optionally)
4	Rule of Law/human Rights	International Technical Assistance Office for the Special Court on War Crimes in Serbia	N/A	United Kingdom
5		Assessment of Needs for Establishing a Witness Protection Programme in Serbia	€ 60,760.00	Germany United Kingdom
6		Needs Assessment for Creation of Database on Organised Crime for the Special Prosecutor's Office	€ 18,960.00	Norway
7	Media	Financial Support needed for Training Journalists in Investigative Reporting (precise project contents not yet defined)	N/A	N/A
8	Economy & Environment	3E (Energy, Economy, Environment)	€ 380,000.00	N/A

Budget Outline 2003

In line with the Mission's agenda and planned activities, the budget for 2003 was based upon the following criteria:

Mission Staffing for 2003:

Department	No. of International Posts
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Head's Office	9
Media	3
Democratization	6
Human Rights and Rule of Law	4
Law Enforcement Administration	4
and Finance	3
Office in Podgorica	8
Total	37

Southern Serbia	17
Police Training Belgrade	9
Programme expert	
Police Reform - Podgorica	1
Total	27

International Staff

The total number of staff suggested for 2003 was 64. 37 positions for core Mission staff (29 in Belgrade and 8 in the Office in Podgorica) and 27 positions for programme activities relating to Law Enforcement Police Trainers, Experts and Advisors. The board and lodging allowance for all internationally contracted and seconded posts were calculated for 340 days in a calendar year, whereas no provision for hazard pay was included.

National Staff

The total number of national staff suggested was 134. Out of these, 12 are national professional posts. The Mission budget for national staff costs was based upon the UN Belgrade salary scale. This meant an increase of µ 795,000 in salary costs as compared to the previous year. However, savings were identified throughout the budget and the total increase over the Budget Outline was submission was µ 516,248. This represents approximately a 30% increase in the Local salary provision, but only a 5.5% increase in the total budget.

Resources

Head of Mission:

Staff costs

In 2003 the HOM office consisted of 9 international posts, 3 national professional posts and 7 support staff posts.

Board & lodging allowance

The board and lodging allowance of μ 327,600 covers nine Mission members for 340 days at a rate of μ107.

Other services and utilities

The major items under this category are:

- Outreach Programme (μ17,800)
- Membership fees and subscription for wire agencies (μ12,000)
- Design of promotional materials, such as pens, notebooks, leaflets, posters, banners, stickers and pins/badges with the OSCE logo (μ6,600)

Administration and Finance Department:

The Department is comprised of the following sections:

- Management
- Finance
- Administrative and General
- Services
- Personnel/Training
- Logistics
- Communications/IT
- Security

Board and lodging allowance

The board and lodging allowance of μ109,200 covers three Mission members for 340 days at a rate of μ107.

Other services and utilities

The major items in this category are:

Rental of premises (μ342,800)
Maintenance of premises, equipment and utilities
(μ120,600)
Bank charges (μ57,000) Vehicle maintenance and
insurance (μ80,000)
Communication costs (μ174,000)

Investment costs

These costs include:

Provisions for software and licence fees (μ73,000)
Computer hardware requirements (μ40,100)
Replacement of 6 vehicles (μ93,000)
Communication and security equipment (μ34,500)

Supplies

Stationary, newspapers, periodicals and books, publications and printed materials, spare parts, fuel and lubricant and kitchen supplies (μ229,600)

Law Enforcement department:

Staff costs

For 2003, the Department proposed 30 International Staff, 29 National Staff and 5 Subject Matter Experts. The international posts were reduced by 11 as compared to 2002.

The **international staff** is comprised of:

- 1 Head of Department
- 1 Police Reform Co-ordinator
- 1 Police Operating and Training Co-ordinator
- 5 Project Managers
- 6 Advisors
- 12 police Trainers
- 4 Police Trainers (Police Monitoring Group for Southern Serbia)

National Staff: In addition to 29 national posts there are two additional posts to support the Southern Serbia Co-ordinator. The majority (21) of the national posts in the department are language assistants and interpreters for police training lecturers.

Board and lodging allowance

The board and lodging allowance of $\mu 1,092,000$ covers 30 Mission members for 340 days at a rate of $\mu 107$.

Other services and utilities

The major costs here are:

- Special service agreements for SME ($\mu 161,500$)
- IT courses for police management ($\mu 81,600$)
- Printing of training materials ($\mu 49,000$)
- Communication costs ($\mu 18,000$)
- Contractual services to maintain the Advanced Training Centre and the Southern Serbia Police School ($\mu 14,200$)
- Costs of Southern Serbia Co-ordinator ($\mu 50,000$)

Investment costs

This represents minor educational equipment and teaching aids for the training centres ($\mu 78,200$).

Supplies

Supplies were estimated at $\mu 19,700$. The cost of heating oil at $\mu 54,600$. Costs of all training and course materials, publications, fuel, food, and transportation of trainees were estimated at $\mu 97,800$.

Rule of Law and Human Rights Department:

Board and lodging allowance

The board and lodging allowance of $\mu 145,600$ covers four Mission members for 340 days at a rate of $\mu 107$.

Travel costs

Travel costs include:

- The cost of accommodation for seminar participants (μ24,000)
- Local transportation for seminar participants (μ6,300)
- Costs for experts (μ8,000)
- Staff inside and outside the Mission area (μ27,000)

Other services and utilities

Costs include:

- Rental of premises and supporting services for seminars, workshops and conferences (μ2,000)
- Fees for lecturers and experts (μ78,000)
- Printing services (μ10,500)
- Public awareness campaign against corruption (μ30,000)
- Creation of data base and case file system for claims (μ20,000)

Supplies

The major items under this category are supplies for roundtables and workshops and refreshments provided at seminars (μ21,000)

Media Department:

Board and lodging allowance

The board and lodging allowance of μ109,200 covers three Mission members for 340 days at a rate of μ107.

Travel costs

The costs of μ35,800 include:

- Accommodation for trainers and consultants
- Local transportation for participants
- Travel and accommodation for staff members travelling to Montenegro

Other services and utilities

The costs of $\mu 112,200$ include:

- SSAs for trainers Special consultant fees for the production of media materials and printing costs Rental of premises for training/workshops/seminars/conferences

Supplies

The costs of $\mu 19,000$ include:

- Special supplies for meetings, seminars, workshops, training, and special publication materials

Democratization Department:

Staff costs

The Democratization Department consists of:

- 6 international posts
- 2 national professional posts
- 10 support staff

Board and lodging allowance

The board and lodging allowance of $\mu 218,400$ covers six Mission members for 340 days at a rate of $\mu 107$.

Travel costs

The total travel costs of $\mu 126,500$ covers:

- Regular travel of democratization staff within Serbia and Montenegro Travel to twice-yearly strategy sessions Travel costs of lecturers, experts, participants at conferences, seminars, workshops, etc.

Other services and utilities

The proposed budget here amounted to $\mu 290,100$ and includes:

- Implementation of programme activities Programmes in southern Serbia ($\mu 75,000$ of total)

Language services

The total costs of translation and interpretation services during seminars, workshops and training, as well as for translation of official documents, amounts to μ29,800.

Supplies

Supplies were estimated at μ43,200 and cover all course/training materials, publications and food and refreshments at events.

Economic and Environmental Department :

Travel costs

The travel costs of μ47,000 includes:

- Travel costs for the Serbia and Montenegro Delegation to the Pan-European Ministerial Conference in Kiev
- Travel expenses for the Prague Seminar Third Preparatory OSCE Seminar for sponsored participants
- Expenses to visit seminar on European integration Costs relating to attendance at meetings, roundtables and seminars (listed below)

Other services and utilities

The budget estimates under this category include:

- Preparatory meeting of Serbia and Montenegro Delegation for the Pan-European Ministerial Conference in Kiev
- Series of 12 seminars for the training of 360 representatives of the Municipal, Regional and Trade Courts, Prosecutors, Attorney Chamber, to enable them to contribute to the implementation of the new Environmental Protection Law

- 18 training seminars for 260 key players from government authorities and institutions, educational institutions, and public enterprises dealing with environmental issues
- 3 round tables with 60 participants including local and international experts
- Preparatory seminar of Serbia and Montenegro delegation for Prague
- Organization of Economic Forum Djerdap 2003 with 100 participants
- Series of 4 meetings (working groups)
- Series of 4 training seminars with 45 representatives of local authorities from Euroregion DANUBE 21
- Environmental education and 3E Programme

Supplies

Supplies were estimated at $\mu 20,000$ to cover all meetings and seminar materials, publication, as well as food and refreshment requirements.

Office in Podgorica:

Board and lodging allowance

The board and lodging allowance costs of $\mu 327,600$ covers 9 Mission members for 340 days at a rate of $\mu 107$.

Other services and utilities

These include:

- Rental costs ($\mu 96,000$)
- Security ($\mu 26,400$)
- Communication ($\mu 42,000$)
- Vehicle repairs ($\mu 10,000$)
- Programme activities - Democratization ($\mu 60,000$)
- Programme activities - Media ($\mu 45,000$)
- Programme activities - Legislation and Institution Building ($\mu 45,000$)
- Programme activities - Police Reform ($\mu 60,000$)
- Programme activities - Inter-Ethnic Programme ($\mu 35,000$)

Investment costs

These include:

- Additional 3 vehicles (μ48,600)
- Computer hardware and software (μ36,500)
- Communication and other equipment (μ20,000)

Supplies

The cost of supplies was estimated at μ61,800 and covered all supplies needed for office use, seminars, conferences and workshops.

Head of Mission facility:

The Head of Mission Fund for 2003 was proposed at μ50,000. This was to be broken down into the following:

- Capacity and confidence building projects in Southern Serbian municipalities (35%)
- Internship and training programmes for students and civil servants from Serbia and Montenegro (20%)
- Support of common projects in Serbia and Montenegro (23%)
- Development of supplementary special programme activities relating to the Mission's mandate (20%)

2003 Budget

Narrative

1.

Overview

The Permanent Council decision no. 527, dated 30 December 2002, approved the Unified Budget 2003 and post table. In accordance with the Financial Regulation 2.09 and para. 5 of the above mentioned decision referring to the mid-year review of the 2003 budget, the Mission was requested to prepare a proposal for a mid-year budget review.

The approved budget for the year 2003 (PC.DEC/527)

The approved budget for the year 2003 was structured according to the programmes/areas of activities and comprised eight major components: Office of the Head of Mission, Department of Administration and Finance, Department of Law Enforcement, Department of Democratisation, Department of Media, Department of Rule of Law/Human Rights, Department of Economy and Environment, and Office in Podgorica. A separate budget of EUR 50,000 was provided as Head of Mission Facility.

The 2003 budget authorized 65 international posts and 134 national posts. The BLA for international staff calculations were computed on an average occupancy rate of 340 days vis-a-vis 365 days in the 2003 budget. Furthermore, the budget provided for the salaries and entitlements of 122 national general services staff and 12 national professional staff.

The Mission started implementation of its planned activities for the 1st quarter in accordance with the approved 2003 budget. However, the changed environment in the host country, in particular due to the creation of the state union of Serbia and Montenegro in February and the 12 March assassination of the Serbian Prime Minister, required refocusing of the Mission's operational programmes. As a result, some programme activities had to be refocused. In addition, the Mission's programme managers were requested to re-examine and subsequently redirect their planned activities in accordance with the new environment. The

redirected Mission activities also had to be discussed and agreed with the host Government.

The refocused programmes were primarily designed to provide the host Government with assistance in fighting organised crime, carrying out judicial reform and strengthening democratic institutions. This required minor budgetary adjustments for the remaining of 2003 to reflect the remaining of 2003 to reflect the changes. The budgetary requirements to meet the programme implementation as planned were to be made by reallocating funds between budget lines and operational programmes. In 2003 the Mission required no additional funds to carry out the revised activities.

The mid-year budget review was characterised by the following factors:

(A) Expenditure / Forecast

The implementation of the 2003 budget proceeded in the first quarter as planned, within the projected implementation rate. The cumulative implementation rate for January was 8 %, February 18 %, and 26 % for March. The expenditure authorisation for the same period was based on the approved programmes and in accordance with the planned programme expenditure. In April, with the change in the political environment in the host country which required the Mission to re-examine and reschedule its planned activities, the implementation rate had increased by only 3% vis-a-vis March, with the overall implementation rate of 29 % in end-April. The implementation rate for May was 36 % (increased by 7 %), or below the overall implementation rate by 4 %. Again, this is explained by the fact that the Mission had to re-examine the commitments made and establish new ones to match the refocused activities. During the last quarter of the year, the rate of the implementation followed its normal path.

(B) Increases / Reductions

The Mission requested two additional international posts: Senior Co-ordinator for Judicial and Legal Reform and Administrative Services Officer. The post of Senior Co-ordinator for Judicial and Legal Reform was needed to address the programme emphasis on fight against organised crime. The Administrative Services Officer post was required in order to cater for the restructuring and distribution of responsibilities within the Administration and Finance Department in compliance with the external auditor's strong recommendation. There were no increases or reductions in the 2003 budget to be made in this regard, as

the two posts were financed by existing resources. Further, there were no monetary BLA savings, as the expected vacancy rate at the time of the 2003 budget preparation was in line with the expectations. The budgetary reallocation made within the 2003 budget reflected the adjustments made to the programme activities.

2.

Status of sub-programmes

Office of the Head of Mission

The Office of the Head of Mission continued to implement its activities and provide guidance to the Mission activities in accordance with the mandate. The changed political environment in Serbia and the creation of the state union of Serbia and Montenegro resulted in minor budgetary reallocations within the current budget lines and an increase of EUR 69,100 in the travel budget. The request for increased travel budget was made to cover the travel of the Mission Management to Montenegro to strengthen the presence, as well as planned visits of the Head of Mission to appeal for extra budgetary contributions to complement Mission programmes. This increase was suggested to be financed by reallocating savings made in the budget of the Office in Podgorica.

Department of Administration and Finance

The budget of the Department of Administration and Finance covered operational and investment costs of the Mission. It also accounted for the allocation of the bulk of general services related expenses, such as costs of utilities and fleet maintenance for offices and other departments and programmes. While no increase was suggested, the Department of Administration and Finance requested a new international post entitled "Administrative Services Officer" (seconded), which was financed through reallocation of funds. The establishment of this post was in compliance with the auditor's recommendation to restructure and distribute the

responsibilities within the Department to match the operational requirements. The responsibilities of the new post included the communications, IT, transport and security sections.

Department of Law Enforcement

The Law Enforcement Department implemented its activities with a major emphasis on the fight against organised crime. Advanced and specialised police training continued to be conducted in APTC Zemun - Trainer Development Course, PTC Bujanovac - Police Development Course and PTC Danilovgrad - Police Development Course.

Budgetary reallocations were made to the Law Enforcement Department budget to account for the new emphasis on countering organised crime and the expansion of operations in the southern Serbia municipalities. The Law Enforcement Department posts were re-titled on the basis of planned structures and activities.

Department of Human Rights/Rule of Law

The Rule of Law and Human Rights Department re-examined and planned its activities for 2003, to address the revised Mission priorities, mainly the fight against organised crime, war crimes trials, reform of the judiciary, fight against corruption and drafting of the Serbian Constitution, and continued its work on human rights institutions and prison reform. The changed environment and activities required that the Department be reinforced with an additional international post entitled "Senior Co-ordinator for Judicial and Legal Reform". The main responsibilities of the new post were on reform of the judiciary and fight against organised crime. In order to enable the Department to meet its programme priorities and planned activities, an increase of EUR 50,000 was suggested. This increase was met by reallocation within the Mission 2003 budget.

Department of Media

The Media Department continued with its objectives as initially planned. Minor reallocations were proposed within the Media Department budget based on the experience during the first half of the year.

Department of Democratization

The Democratization Department continued to tailor its 2003 activities around a structure of two main pillars: support

to the state union and republican parliaments and support to the institutionalization of human rights, including the creation of institutions for equal opportunities and initiatives to combat trafficking in human beings. In order to implement its comprehensive anti-trafficking programme and at the expense of the youth programme, the Department expanded the anti-trafficking unit by one international position. This change was in line with the Mission priorities for 2003.

To further develop the efforts of the Mission to stabilize peace in southern Serbia, the Department expended its activities with civil society and political players of all ethnic groups through a community centre in Bujanovac, southern Serbia.

The Department continued to foster the very close working relationship with national institutions and organizations so that ownership of the process was ensured and sustainability secured. Most of the Department's programme activities included either the participation of Montenegrin representatives or envisioned a distinguished activity for Montenegro to be implemented in conjunction with the programme staff in the Office in Podgorica.

Department of Economy and Environment

The Economic and Environmental Department continued the planned operation in supporting the environmental legislation and institutions, regional co-operation on the Sava River management and environmental civil society development. The sub-programme required no additional funds, however, some minor budgetary reallocation between the cost categories for travel and other services and utilities were proposed. EUR 41,100 from this budget was reallocated to other programmes.

Office in Podgorica

The Office in Podgorica continued its activities and programmes to harmonise the standards of the two Republics, which included: police and judicial reform, media development, anti corruption issues, parliamentary support and other institution and capacity-building. The operation of programme activities received full support from the programme departments in Belgrade through provision of expertise and carrying out common/mirrored activities.

The amount of EUR 78,800 was reallocated from this budget to other programme departments.

OSCE Mission in Action

