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The Swiss Chairmanship of the OSCE 2014

Final report

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Content

<i>Summary</i>	3
1. Introduction: OSCE Chairmanship and Swiss foreign policy.....	6
2. Preparing for the Chairmanship.....	8
2.1. Candidacy and partnership with Serbia	8
2.2. Formulating the priorities of the Swiss Chairmanship	10
2.3. Setting up the OSCE Task Force and strengthening the Swiss representation in Vienna	11
3. The Swiss Chairmanship in 2014	11
3.1. Crisis management in Ukraine.....	11
3.2. Implementing the Swiss priorities	17
3.2.1. Reconciliation and cooperation in the Western Balkans.....	17
3.2.2. Dialogue and confidence-building in the South Caucasus	18
3.2.3. Modernisation of the Vienna Document and exchange of ideas on conventional arms control in Europe	20
3.2.4. Strengthening of governance in the security sector.....	20
3.2.5. Implementation of the commitments in the human dimension	21
3.2.6. More reliable management of natural disasters.....	22
3.2.7. Combating transnational threats.....	23
3.2.8. Further developing the OSCE: 40 years of the Helsinki Final Act	24
3.2.9. Strengthening of mediation capacities	25
3.2.10. Enhanced involvement of civil society, and in particular of young people.....	25
4. Ministerial Council Basel.....	26
5. Managing the Chairmanship.....	29
5.1. Leadership structure in Bern.....	29
5.2. The Chairmanship in Vienna.....	30
5.3. Domestic policy support for the Chairmanship	31
5.4. Costs of the Chairmanship: budget and final account	32
6. Results and outlook	34
Annex I: Abbreviations	37
Annex II: Chronology of important events and OSCE meetings	38
Annex III: Important speeches by the OSCE Chairperson-in-Office	40
Annex IV: Press Releases of the OSCE Chairperson-in-Office and his Representatives	42
Annex V: Audit of the Swiss Federal Audit Office (French text).....	48

Summary

In 2014, Switzerland became the first state to hold the Chairmanship of the Organization for Security and Co-operation in Europe for the second time, following its first term in 1996. By taking on this challenging role, it demonstrated its willingness to honour its commitment to a responsible foreign policy by playing its part in the joint building of security in the OSCE area.

Like Switzerland, the OSCE is committed to conflict resolution through the use of dialogue and engagement. It stands for cooperative and comprehensive security, to be achieved through inclusive dialogue, confidence-building, common standards and cooperation on a broad range of topics. Other similarities to Switzerland include its consensus-based approach and the political nature of its commitments.

The OSCE Chairmanship in 2014 coincided with a challenging time. The Ukraine crisis developed into a new burning issue of security policy that threatened to divide Europe. In this context, the crisis of European security erupted after having been dormant for many years. Under these difficult circumstances, the opportunities inherent in Switzerland's autonomous, bridge-building foreign policy were visibly brought to the fore. As the country holding the Chairmanship, Switzerland engaged in intensive diplomatic negotiations within the OSCE that resulted in compromise solutions, and succeeded in demonstrating the organization's great relevance while also helping to revitalise it.

In 2011, Switzerland and Serbia put forward their joint candidacy for the Chairmanship in 2014 and 2015 respectively. They coordinated the planning of their consecutive Chairmanships closely. For the first time in the history of the OSCE, a two-year work plan was drawn up, serving as a common framework for the priorities set by each of the two states. This move gave the OSCE greater continuity and planning security.

Switzerland set itself three priorities for its Chairmanship under the leitmotif of "creating a security community for the benefit of everyone". It aimed, firstly, to contribute to security in Europe, secondly, to improve people's lives and, thirdly, to strengthen the OSCE's capacity to act. To implement these three objectives, Switzerland defined ten priority action areas as the focus for its commitments.

In the preparatory phase, in parallel to thematic planning, the Federal Department of Foreign Affairs (FDFA) set up the structures required to manage the Chairmanship operations and support the Head of Department as OSCE Chairperson-in-Office. A task force with 19 persons began its work in Bern in August 2013, and staff numbers at the Permanent Representation of Switzerland to the OSCE in Vienna were increased to a total of 24. As the Ukraine crisis evolved, the Task Force was expanded to include another three positions in Bern and Kiev.

Switzerland's Chairmanship was dominated by the Ukraine crisis. Due to vigorous political and diplomatic efforts, Switzerland succeeded in establishing the OSCE as the main international actor in the crisis-management, and in making effective use of its instruments. At the forefront of these endeavours were the OSCE Special Monitoring Mission to Ukraine and the Trilateral Contact Group, consisting of high-ranking representatives from Ukraine, Russia and the 2014 OSCE Chairmanship. The Trilateral Contact Group established itself as a key format for discussions and negotiations on

resolving the conflict in the eastern parts of Ukraine, and represented the only structured channel for dialogue with the separatists. Although the OSCE was unable to prevent the Ukraine crisis, it did play a significant role in de-escalating the situation and made important contributions in terms of conflict management.

Thanks to the excellent preparation for the Chairmanship, Switzerland was able to implement the planned activities designed to promote its priorities, despite the significant additional burden of crisis management in Ukraine. The overall picture varies from topic to topic. The erosion of trust and political polarisation in the context of the Ukraine crisis also had a negative impact on the work of the OSCE, though to a varying degree.

In spite of these difficult circumstances, Switzerland succeeded in achieving progress in key issues with cooperative approaches to solution-finding. These include respect for human rights commitments in the fight against terrorism, the protection of human rights defenders and the involvement of civil society. Switzerland also succeeded in putting relevant topics, such as security sector reform, disaster risk reduction, gender equality and the involvement of young people, onto the OSCE's political agenda and launching initiatives that had previously proved difficult in the OSCE context. The fact that the security situation in the frozen conflicts in the South Caucasus and Republic of Moldova did not deteriorate much further as a result of the Ukraine crisis must be characterised as positive. In this respect, Switzerland was forced to limit its goals to continuing the dialogue and retaining the existing negotiation formats as a basis for future progress.

The OSCE Ministerial Council meeting in Basel on 4-5 December 2014 concluded the political work of the Swiss Chairmanship. The record attendance of 53 ministers and more than 1,800 delegates, civil society and media representatives testified to the event's great relevance. Discussions on Ukraine were frank and direct but, as expected, failed to reach a consensus. However, the participating States were able to agree in other areas: despite the tangible political tensions, 21 joint decisions and declarations were adopted, thus underscoring the OSCE's capacity to act. The organisation sent an important signal by confirming Germany and Austria as Chairmanships in the years 2016 and 2017. This major political event, which also required the police to provide a considerable security presence, with assistance from the army, was staged at Basel's Congress Centre without a hitch.

The Swiss government and parliament traditionally work together closely in OSCE-related matters. With the OSCE Chairmanship in mind, the FDFA stepped up its coordination of topics with parliament. The approval by parliament of an additional credit of more than CHF 13 million enabled the Swiss OSCE Chairmanship to extend its commitment in the Ukraine crisis and increased its room for manoeuvre on an issue of central importance to the future of European security and of the OSCE.

Personnel costs totalling CHF 12 million over four years were fully compensated within the FDFA. Parliament approved an additional CHF 16.2 million for the Ministerial Council meeting in Basel. The FDFA also utilised CHF 0.5 million from the existing budget for a project to enhance the involvement of young people and for three OSCE Chairmanship conferences in Interlaken, Montreux and Bern. The total budgeted costs for the OSCE Chairmanship thus came to CHF 28.7 million. All budget targets were met. The costs of the Ministerial Council meeting came in at around CHF 1.6 million under budget, thanks to strict cost management, which means overall costs of CHF 27.6 million are to be expected for the period 2012-2015.

The Federal Council assessed the Swiss OSCE Chairmanship as positive. Switzerland was able to make useful contributions to fostering security and cooperation in Europe

through the OSCE Chairmanship. In doing so, it honoured a core concern of its foreign policy strategy while at the same time strengthening what constitutes a key foreign policy framework. Through its engagement in the OSCE Chairmanship, Switzerland was able to boost the credibility of its foreign policy and draw on its competent and reliable diplomacy. The bilateral partnerships and strong multilateral networking that ensued from the Chairmanship are of particular importance to an independent actor like Switzerland.

Resolving the crisis of European security and further enhancing the OSCE's capacity to act remain a priority of Swiss foreign policy in 2015, as a member of the Troika, and beyond. In this context, Switzerland and its Troika partners Serbia and Germany launched an independent Panel of Eminent Persons on European Security as a Common Project, which will produce two reports in 2015 featuring proposals for strengthening the OSCE and fostering cooperative security in Europe. In addition, Switzerland will use its experiences from the OSCE Chairmanship to promote the fostering of cooperative security through dialogue and confidence-building in eastern Asia and other parts of the world

1. Introduction: OSCE Chairmanship and Swiss foreign policy

The Organization for Security and Co-operation in Europe (OSCE) has served as a key multilateral framework for Swiss foreign policy since its inception four decades ago. It stands for cooperative and comprehensive security, to be achieved through inclusive dialogue, confidence-building, common standards and cooperation on a broad range of topics. In addition, since the 1990s, the OSCE has had a varied toolbox of civil instruments for preventing and managing conflicts at its disposal. Today, it serves both as a platform for dialogue and as an actor for crisis prevention and resolution.

Like Switzerland, the OSCE is also committed to conflict resolution through the use of dialogue and engagement. Other similarities to Switzerland include the organisation's consensus-based approach and the political nature of its commitments. Moreover, at Switzerland's insistence, the right to neutrality was enshrined in the Helsinki Final Act of 1975, the OSCE's founding document.

The independent and constructive nature of Swiss foreign policy has enabled the country to make its presence felt within the OSCE. Together with other neutral and non-aligned states, Switzerland played an important role as an intermediary between East and West during negotiations on the Helsinki Final Act, which took place in Geneva from 1973 to 1975. It has remained committed to the OSCE ever since, repeatedly building bridges within the organisation and contributing innovative ideas. As a link between the Euro-Atlantic and Eurasian regions, the OSCE needs conciliatory input of this kind to enable the current 57 participating States from three continents to agree on joint measures for fostering security and stability in Europe.

In 2014, Switzerland became the first state to hold the OSCE Chairmanship for the second time, following its first term in 1996. By taking on this challenging role, it demonstrated its willingness to honour its commitment to a responsible foreign policy by playing its part in building cooperative security in the OSCE area.

The OSCE Chairmanship in 2014 coincided with a challenging time. The Ukraine crisis developed into a new burning issue of security policy that threatened to divide Europe. In this context, the crisis of European security erupted after having been dormant for many years. The annexation of Crimea calls into question central pillars of European security and its foundations. The widespread failure to respect the Helsinki Principles (see Chapter 3.2.8) during the Ukraine crisis has eroded trust and made security policy developments less predictable. The polarisation between Russia and the West had negative consequences for Europe in terms of both security and economic growth.

Under these difficult circumstances, the opportunities inherent in Switzerland's autonomous foreign policy were visibly brought to the fore. As the country holding the Chairmanship, over the past year Switzerland engaged in intensive diplomatic negotiations within the OSCE that resulted in compromise solutions, and succeeded in demonstrating the organisation's great relevance while also helping to revitalise it.

The credibility of the Swiss Chairmanship was based on a number of different factors. As a European nation that advocates Western values without being a member of the European Union or NATO, Switzerland plays a specific role in the peace-building process. It has freedom to act and can build bridges in the crisis-laden and increasingly polarised

international environment, drawing on its considerable experience and expertise in this field as well as its international reputation as an impartial and competent intermediary.

Switzerland's credibility in the context of the Ukraine crisis was aided by the fact that the Federal Council condemned the annexation of Crimea by Russia as a breach of international law, while also keeping the dialogue channels with Moscow open. Switzerland's position on imposing sanctions was equally credible and independent. Switzerland did not adopt the EU sanctions against Russia, but took the necessary steps to ensure that the sanctions could not be circumvented using Swiss national territory.

The assessment of the OSCE's handling of the Ukraine crisis under the Swiss Chairmanship varies according to perspective. The OSCE established itself as the main international crisis management actor in Ukraine, in part due to Switzerland's facilitation efforts. It is the only permanent forum for dialogue in which all the relevant actors remain in dialogue with one another. It made significant contributions to de-escalating the conflict and lobbied tirelessly for a political solution by means of inclusive dialogue. At the same time, the Ukraine crisis clearly revealed the OSCE's limits. The OSCE's ability to act depends almost entirely on the support and willingness to compromise of all the participating States. This organisation does not have any instruments of power or means of punishment that would allow it to enforce a ceasefire or move towards a political settlement against the will of the parties involved in the conflict. The OSCE's strengths are also its weaknesses.

On a positive note, despite the Ukraine crisis, Switzerland did succeed in carrying out the activities defined in its Chairmanship programme. Even though the overall picture differs from topic to topic, it was of great significance that Switzerland never tired in its efforts to enhance cooperation within the OSCE. At the Ministerial Council meeting in Basel in December 2014, by adopting a whole series of consensus decisions and declarations in key areas such as the fight against terrorism, the OSCE participating States underscored the necessity for cooperative approaches to solution-finding as a means of effectively addressing common security challenges, especially in times of heightened tension.

Switzerland was able to make useful contributions to fostering security and cooperation in Europe through the OSCE Chairmanship. In doing so, it honoured a core concern of its foreign policy strategy while at the same time strengthening what constitutes a key foreign policy framework. Through its engagement in the OSCE Chairmanship, Switzerland was able to boost the credibility of its foreign policy and draw on its competent and reliable diplomacy. Appearances by the OSCE Chairperson-in-Office at the United Nations Security Council, the European Union Foreign Affairs Council, the NATO summit in Wales or the ambassadors' conferences in Berlin and Tallinn helped raise international awareness of Switzerland's responsible foreign policy.

The OSCE Chairmanship allowed Switzerland to deepen its relations with many countries. The bilateral partnerships and strong multilateral networking that resulted from the Chairmanship are of particular importance to an independent actor like Switzerland. The diplomacy gains in terms of experience were impressive at every level.

Overall, the Federal Council assessed the Swiss OSCE Chairmanship as positive. Switzerland has demonstrated that it has a specific and valuable part to play in international efforts to manage conflicts and common challenges, especially in times of crisis. Thanks to its neutrality, it has a special responsibility in this respect. Switzerland's commitment to peace and security does not just benefit the community of states. Above all, it also benefits Switzerland.

This final report on the OSCE Chairmanship provides information on Switzerland's candidacy and preparations before focusing on its activities during the Chairmanship. It also contains details of how the Chairmanship was managed in Bern and Vienna, and information on domestic support for this special foreign policy engagement and the costs involved. Finally, the report takes a closer look at the results of the Swiss Chairmanship and outlines Switzerland's continuing commitment to the OSCE in the wake of its Chairmanship. Strengthening the OSCE's capacity to act will remain a priority of Swiss foreign policy in the coming years.

2. Preparing for the Chairmanship

2.1. Candidacy and partnership with Serbia

On 9 November 2011, at the request of the FDFA, the Federal Council agreed to endorse Switzerland as a candidate for the Chairmanship of the Organization for Security and Co-operation in Europe (OSCE) in 2014. Switzerland thus became the first of the 57 OSCE participating States to seek leadership of the organisation for a second time. It stood as a joint candidate alongside Serbia, which was bidding to take the helm in 2015. On 7 December 2011, the OSCE Ministerial Council confirmed the Chairmanship of Switzerland in 2014 and of Serbia in 2015. The decision came into force on 10 February 2012 following expiry of a silence procedure.

Brief portrait of the OSCE

The OSCE is the world's largest regional security organisation and comprises 57 States spanning Europe, North America and Central Asia.

- Founded in 1972/73 as the Conference on Security and Co-operation in Europe (CSCE), renamed the Organization for Security and Co-operation in Europe (OSCE) in 1994
- Regional security organisation pursuant to Chapter VIII of the United Nations Charter (regional arrangement for the maintenance of international peace and security)
- Headquarters: Vienna, Austria
- 57 participating States (including all European countries, the United States, Canada, all successor states of the former Soviet Union and, since 2013, Mongolia)
- 6 Mediterranean countries (Egypt, Algeria, Israel, Jordan, Morocco and Tunisia) and 5 Asian states (Afghanistan, Japan, Thailand, South Korea, Australia) as Partners for Co-operation
- Chairmanship rotates annually. 2013: Ukraine, 2014: Switzerland, 2015: Serbia, 2016: Germany, 2017: Austria
- Secretary General: Lamberto Zannier (Italy)
- Annual budget 2014: approx. EUR 142 million (of which about 70% for field activities)
- Decisions are adopted on the basis of consensus agreement
- Comprehensive security concept in three dimensions: the politico-military dimension, the economic and environmental dimension, and the human dimension (human rights, rule of law and democracy)
- 3 independent institutions: the Office for Democratic Institutions and Human Rights in Warsaw, the Representative on Freedom of the Media in Vienna, and the High Commissioner on National Minorities in The Hague
- Parliamentary Assembly

– 18 field operations in South-East Europe, Eastern Europe, the South Caucasus and Central Asia, of which two were established during the Swiss Chairmanship: Special Monitoring Mission to Ukraine; Observer Mission at the Russian Checkpoints Gukovo and Donetsk

Central role of the Chairmanship

Unlike other multilateral organisations, the OSCE is steered to a large extent by the country holding the Chairmanship rather than its permanent bodies such as the Secretariat; the function of Chairperson-in-Office is exercised by the Minister of Foreign Affairs of that state. The Chairperson-in-Office is not only vested with political responsibility for the work of the OSCE, but also oversees the organisation's day-to-day executive work. He appoints the heads of the field missions and manages the budget process. The Chairperson-in-Office heads the OSCE Ministerial Council, the organisation's highest decision-making body. The ambassador of the country holding the Chairmanship presides over the Permanent Council, which meets once a week in Vienna. The Chairmanship determines the agenda, is responsible for consultation on business requiring a consensus decision and sets the tone for cooperation. Last but not least, it occupies a central role in crisis management.

In performing its duties, the Chairmanship is supported by the Secretary General. It is also assisted by the two states from which the preceding and succeeding Chairmanships hail; together they form the OSCE Troika. Switzerland therefore took on a broad spectrum of tasks and a great deal of responsibility through its Chairmanship in 2014. At the same time, it also enjoyed significant room for manoeuvre in this capacity.

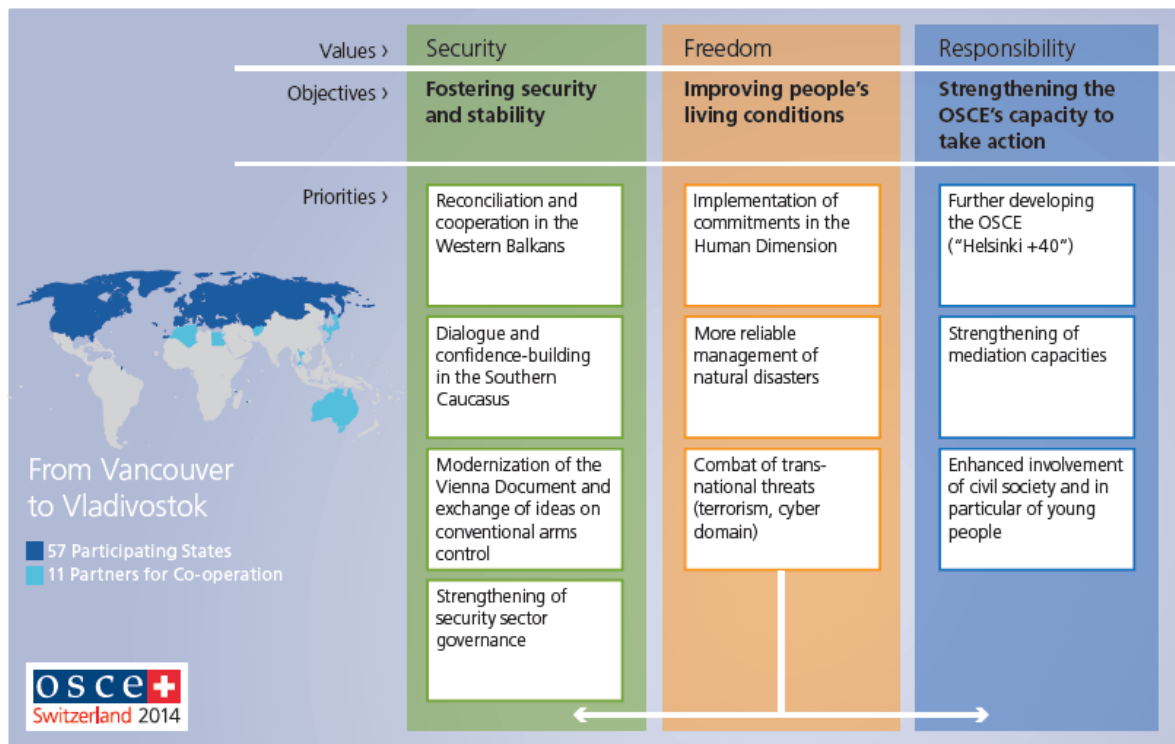
The concept of two consecutive Chairmanships was developed in the second half of 2011 and adopted by the Ministerial Council on 7 December 2011. Part of the decision involved shared principles of cooperation defining the partnership with Serbia. Serbia and Switzerland agreed, wherever possible, to appoint the Special and Personal Representatives of the Chairperson-in-Office for a period of two years, in order to provide the greatest possible continuity. These include the deployment of Swiss Ambassador Gérard Stoudmann as Special Representative on the Western Balkans for the duration of the Swiss and Serbian chairmanships. Swiss Ambassador Angelo Gnädinger was named Special Representative for the South Caucasus and Colonel Markus Widmer Head of the High-Level Planning Group (see Chapter 3.2.2) for 2014 and 2015, while Serbian Ambassador Radojko Bogojevic was also named Special Representative for the Transdniestrian Settlement Process for a two-year term.

A biennial work plan was drawn up during the course of 2012, setting out the main priority issues on which both the Swiss and Serbian chairmanships wished to focus. These included resolving political crises and conflicts on OSCE territory, fighting terrorism, improving the implementation of commitments in the Human Dimension and enhancing cooperation with civil society, as well as measures to strengthen the OSCE and its institutions by expanding its mediation capacities, creating a clearer division of duties between Chairmanship and Secretary General and introducing a two-year budget cycle. The work plan served as a joint framework for the priorities of both countries to strengthen continuity within the OSCE.

2.2. Formulating the priorities of the Swiss Chairmanship

Switzerland determined the priorities of its Chairmanship within this framework, based on an analysis of the OSCE's most pressing needs, traditional focus areas of Swiss foreign and security policy, and existing peace-building commitments. The priorities were identified by the Head of the FDFA following wide-ranging consultation with all the relevant parties in the Federal Chancellery, FDFA, DDPS and FDJP, and discussions with the Foreign Affairs and Security Policy committees and Swiss Delegation to the OSCE Parliamentary Assembly. The Federal Council was informed of the priorities of the Swiss OSCE Chairmanship on 14 June 2013. Federal Councillor Didier Burkhalter presented them to the OSCE Permanent Council in Vienna on 2 July 2013 together with the then Serbian Minister of Foreign Affairs Ivan Mrkic.

Switzerland set itself three priorities for its Chairmanship in line with its leitmotif of "creating a security community for the benefit of everyone". It aimed, *firstly*, to contribute to security in Europe, *secondly*, to improve people's lives and, *thirdly*, to strengthen the OSCE's capacity to act. To implement these three objectives, Switzerland defined ten priority action areas.



Switzerland intentionally set a relatively large number of priorities. In doing so, it took into consideration the OSCE's broad understanding of security, one of the organisation's strengths, which also shows similarities to the broad approach to security that characterises Swiss foreign policy (human security and international security). In addition, experience from earlier chairmanships had shown that progress on individual topics was difficult to predict and highly dependent on the level of cooperation and willingness to compromise among all 57 OSCE states.

2.3. Setting up the OSCE Task Force and strengthening the Swiss representation in Vienna

In May 2012, the FDFA established the structures that would prepare for and manage the Swiss OSCE Chairmanship. It was determined that the Task Force should report directly to the Head of the FDFA, a key choice ensuring short decision-making channels. A core team of four staff laid the ground work from August 2012.

A task force with 19 staff began its work in Bern in August 2013. Staff numbers at the Permanent Representation of Switzerland to the OSCE in Vienna were increased to a total of 24. An additional Ambassador was assigned to head the United Nations Mission in Vienna, to enable the incumbent Head of Mission to concentrate on the OSCE Chairmanship. For this purpose, a pool of experienced FDFA diplomats was established and additional experts recruited. In putting together the team, emphasis was laid on assembling subject-matter expertise (security policy, economic and environmental issues, human rights) and knowledge of the key conflict regions in the OSCE region (Balkans, Caucasus, Central Asia), as well as on establishing sufficient management capacity to cover peak workloads. In terms of staffing, the Swiss Chairmanship had similar resources to that of its predecessors. The important point was ensuring that the Task Force in Bern and delegation in Vienna were big enough to cope with any unforeseen tasks during the Chairmanship.

Close cooperation took place with various offices within the FDFA (Cabinet of the Head of Department, Information Service, Directorate of International Law, the Swiss Agency for Development and Cooperation, Directorate for European Affairs, Human Security Division, Europe and Central Asia Division, Division for Security Policy) and with other offices within the Federal Administration (namely Federal Chancellery, DDPS, FDJP, DETEC). During the Chairmanship, representatives of the DDPS were seconded to the Task Force in Bern and the Mission in Vienna.

In addition, the presence of Swiss nationals in key positions within the OSCE and its structures was deliberately strengthened in preparation for the Chairmanship. Ambassador Peter Burkhardt has been the Head of the OSCE Mission to Serbia since 2013, Markus Müller heads the OSCE Office in Tadjikistan, Ambassador Fred Tanner is the Senior Advisor to the OSCE Secretary General in Vienna and five more Swiss nationals work in various positions within OSCE structures. During the Chairmanship, Alexander Hug also became Deputy Chief Monitor of the newly created Special Monitoring Mission to Ukraine. These Swiss citizens helped ensure close communication and an informal exchange with important OSCE institutions and field missions during the Chairmanship. In addition, the Swiss Chairmanship appointed Special Representatives for the major crisis regions: Angelo Gnädinger for the South Caucasus, Gérard Stoudmann for the Western Balkans and Tim Guldemann and Heidi Tagliavini for Ukraine.

3. The Swiss Chairmanship in 2014

3.1. Crisis management in Ukraine

The Ukraine crisis largely dominated the work of the Swiss OSCE Chairmanship, presenting Swiss diplomacy with a considerable challenge while also creating an opportunity to deploy the OSCE's instruments to advantage in a conflict which has been described by many as the worst political confrontation to date in 21st-century Europe.

In its first phase from autumn 2013 to February 2014, the crisis primarily took the form of an internal confrontation between the Ukrainian leadership under President Viktor Yanukovich and the protest movement centred around Kiev's Maidan Nezalezhnosti (literally, Independence Square). The demonstrations had been sparked mainly by the then government's decision not to sign the Association Agreement with the European Union and the related agreement on a comprehensive free trade area, but rather to seek closer political and economic ties with Russia. The initially peaceful demonstrations gradually became overshadowed by acts of violence and reports of the mistreatment of demonstrators and journalists at the hands of special police units began to mount.

Against this background of escalating tension, OSCE Chairperson-in-Office Didier Burkhalter stepped up his diplomatic contacts, meeting Ukrainian Prime Minister Mykola Azarov on the margins of the World Economic Forum in Davos on 24 January 2014, Ukrainian Foreign Minister Leonid Koshara on the margins of the Munich Security Conference on 1 February 2014, and President Viktor Yanukovich on the margins of the Winter Olympic Games in Sochi on 7 February 2014. He offered the OSCE's support in dealing with issues affecting human rights, minority rights and freedom of the press, and in the dialogue between government and opposition. However, the Ukrainian government did not take up the OSCE's offer.

Nevertheless, the Swiss OSCE Chairmanship's facilitation efforts scored their first ad hoc success on 16 February 2014 when the Maidan demonstrators signalled their willingness to vacate occupied buildings once parliament had passed an amnesty bill. In his capacity as Representative of the OSCE Chairperson-in-Office, the Swiss ambassador in Kiev negotiated the handover by protesters of Kiev's captured City Council and State Administration building to the municipal authorities.

Following a bloody escalation on the Maidan when snipers fired into the crowd, deliberately targeting individuals, the foreign ministers of Germany, France and Poland and a Russian emissary succeeded on 21 February 2014 in reaching agreement on bringing forward the date of the next elections and on a series of measures aimed at de-escalating the situation between the president and the opposition. However, that night, President Yanukovich suddenly fled to Russia. The Ukrainian parliament then formed a transitional government under Prime Minister Yatsenyuk, former Prime Minister Yulia Tymoshenko was released from prison and the constitution of 2004 was reinstated.

On 24 February 2014, in an address to the United Nations Security Council, the OSCE Chairperson outlined a comprehensive package of measures aimed at stabilising Ukraine. He appointed Ambassador Tim Guldemann as his Personal Envoy on Ukraine. He called for an OSCE Human Rights Assessment Mission to lose no time in investigating crimes allegedly committed during the Maidan protests and proposed establishing an international contact group in which the key actors would coordinate their policies on stabilising Ukraine. Ambassador Guldemann arrived in Kiev that same day and during the course of the week received the consent of the interim government in Kiev to an OSCE Human Rights Mission, a visit by the OSCE Representative on Freedom of the Media and by the OSCE High Commissioner on National Minorities, and for the OSCE to send observers to the early presidential elections. On 28 February 2014, the Federal Council decided to freeze assets in Switzerland belonging to the former Ukrainian president and his entourage to avoid the risk of any misappropriation of financial assets belonging to the Ukrainian state. No licences have been issued for the export of war materials to Ukraine since the end of 2013 and a similar embargo has been in place for Russia since the beginning of March 2014.

On 1 March 2014, armed units took over public buildings in Crimea. Within a few days, they had brought the peninsula under their control, effected a change of political leadership and held a so-called referendum on accession to Russia. On 18 March 2014, Russia decided to annex Crimea. The European Union, the United States and a number of other states imposed sanctions against Russia, which were to be gradually tightened in the months that followed, in some cases triggering Russian countermeasures in response. The intervention in Crimea and subsequent annexation marked the beginning of the second phase of the Ukraine crisis in which it became an international conflict.

On 18 March 2014, the OSCE Chairperson-in-Office condemned the Russian annexation as a breach of international law and a violation of the Helsinki Final Act, the document defining the fundamental OSCE commitments. The OSCE Chairperson called for a frank and honest dialogue to resolve the situation. The Federal Council also condemned the annexation of Crimea by Russia and decided on 2 April 2014 to take all measures required to ensure that Switzerland's national territory would not be misused to circumvent the sanctions.

On 21 March 2014, the OSCE Permanent Council approved the mandate for a Special Monitoring Mission to Ukraine. Unarmed, civilian OSCE observers were tasked with reporting on political developments, in particular regarding security, human rights and minority rights, and facilitating dialogue on the ground. The aim of the mission is to contribute to reducing tensions and fostering peace, stability and security, as well as monitoring and supporting the implementation of all OSCE principles and commitments. This resolution, which required the consensus of all 57 OSCE states, had been preceded by intensive negotiations by the OSCE Chairmanship in Vienna and other important capital cities, and by numerous telephone calls by the Chairperson-in-Office, including to Russian President Vladimir Putin. The first OSCE monitors were deployed in Kiev just 48 hours after the consensus decision.

The OSCE Special Monitoring Mission to Ukraine (SMM) quickly became a key instrument for the community of states in managing the international crisis in Ukraine: as the "eyes and ears" of the international community, its daily updates provide independent, fact-based reports from ten areas in Ukraine, including the disputed regions of Luhansk and Donetsk. This makes the OSCE the only international organisation to maintain a sizeable presence in the conflict regions. Since the signing of the Minsk Protocol and Minsk Memorandum in September 2014 and agreement of a further package of measures in February 2015, the SMM has additionally taken on an important role in implementing these commitments. In 2014, 13 Swiss citizens were involved in the SMM and two in the Checkpoint Observer Mission. Switzerland additionally provided the SMM with CHF 2.9 million in funding, making it one of the key contributors.

In March and April 2014, armed groups occupied numerous public buildings in various cities in eastern Ukraine and set up roadblocks. The main spokespersons appeared to come from Russia. Ukrainian troops launched a series of counter-offensives, with the support of (semi-)autonomous volunteer battalions. The violent escalation of the conflict in eastern Ukraine, which by the end of 2014 had claimed the lives of 4,700 people and turned hundreds of thousands more into refugees, heralded the third and to-date bloodiest phase of the Ukraine crisis. The SMM reported on these events, but was powerless to prevent them.

Eight SMM members, including one Swiss citizen, were taken hostage by separatist forces at the end of May 2014, restricting the SMM's freedom of movement. The unconditional release of these hostages was only achieved after more than a month of intensive negotiations with the actors on the ground and diplomatic contacts at all levels.

At a meeting in Geneva on 17 April 2014, Ukraine, the Russian Federation, the United States and the European Union agreed on a joint declaration calling for all sides to refrain from violence, illegally armed groups to be disarmed, occupied buildings and public places to be returned, and a transparent and inclusive constitutional process to be established that should include a broad national dialogue. The OSCE Special Monitoring Mission was accorded a leading role in implementing these measures.

In view of the slow progress being made in the efforts to de-escalate the situation, the Swiss Chairmanship drew up a road map for distribution to the four Geneva parties, setting out concrete measures and promising to step up OSCE support in implementing the Geneva Statement. During a visit to Moscow by the President of the Swiss Confederation, Didier Burkhalter, on 7 May 2014, President Vladimir Putin described the early Ukrainian presidential elections – whose legitimacy Russia had previously questioned – in positive terms for the very first time ("a step in the right direction") and appealed for a national dialogue.

In the context of this visit, President Putin also publicly urged the self-proclaimed people's republics of Donetsk and Luhansk to postpone their planned referendums on independence. When the separatist powers failed to comply, Putin restricted himself to "respecting" (and therefore not "recognising") the referendum results. The OSCE Chairperson described this popular vote as unconstitutional and therefore illegal.

To promote a national dialogue in Ukraine, the OSCE Chairperson appointed Ambassador Wolfgang Ischinger as his Special Representative for National Dialogue Roundtables. Subsequently, Ambassador Ischinger conducted a series of nationwide discussions on national unity that were hosted by the Ukrainian government, with OSCE support, in the run up to the early presidential elections. The three round tables brought together actors from every political camp and civil society representatives from all parts of the country. The discussions resulted in a Memorandum of Understanding containing measures regarding constitutional reform, decentralisation, reform of the security forces, and the status of the Russian language. These measures were endorsed by a large majority of the then parliament. Following the Ukrainian presidential elections, the Chairmanship advocated the re-establishment of the national dialogue on several occasions. However, the Ukrainian government did not take any such step during the Swiss Chairmanship.

Petro Poroshenko won the presidential elections of 25 May 2014 with a clear majority in the first round. The Election Observation Mission of the OSCE Office for Democratic Institutions and Human Rights (ODIHR) – the largest such mission in the OSCE's history, deploying over 1,300 observers – confirmed that the process had largely been in line with international commitments and shown respect for fundamental freedoms. However, voters in Crimea and some areas in eastern Ukraine had been unable to participate in the election or had faced serious obstacles in doing so. A second OSCE/ODIHR election observation mission deployed for the early parliamentary elections of 26 October 2014 reached very similar conclusions in its preliminary report. Representatives of the OSCE Parliamentary Assembly, the Council of Europe, the European Parliament and NATO took part in the election observation missions.

Two weeks after entering office, President Poroshenko presented a comprehensive peace plan. German Chancellor Angela Merkel met with the French, Ukrainian and Russian presidents to discuss Ukraine on the margins of the ceremony to commemorate the 1944 Allied landings in Normandy. The next day, on 7 June 2014, President Poroshenko created the Trilateral Contact Group in which Ukraine, Russia and the OSCE Chairmanship are represented. The OSCE Chairperson-in-Office appointed Ambassador Heidi Tagliavini as his Special Representative in Ukraine and in the Trilateral Contact

Group. The group established itself as the only permanent body to tackle pressing issues with a view to finding a political solution to the conflict. It not only created a direct communication channel between Russia and Ukraine, but also provided a platform for direct, formal talks with the separatist representatives by holding joint meetings and video conferences. Together with the SMM, the Trilateral Contact Group made important contributions to the exchange of prisoners and in negotiating access for the international fact-finding mission following the Malaysia Airlines disaster. Implementing the Minsk Agreements has been the focus of the debates since autumn 2014.

The foreign ministers of Ukraine, the Russian Federation, France and Germany published a joint declaration on 2 July 2014 following a meeting in Berlin, in what is referred to as the "Normandy format". They welcomed the Russian Federation's readiness to invite OSCE observers to two Russian checkpoints on the Russian-Ukrainian border. This observer mission was officially established by a consensus decision of the OSCE Permanent Council on 24 July 2014. The mission's mandate has since been extended several times. Various participating States have called for its size and geographic scope to be expanded to include further border checkpoints, but consensus is still lacking.

On 17 July 2014, Malaysian Airlines passenger flight MH 17 was shot down over eastern Ukrainian territory. The airplane came down in an area controlled by separatists, making it extremely difficult to recover the bodies of the dead and investigate the crash. Switzerland offered its assistance on behalf of the OSCE Chairperson in recovering the bodies and identifying the victims. There were no Swiss among the 298 dead; however three passengers and their families lived in Switzerland. A Swiss Disaster Victim Identification (DVI) advance team travelled to Kharkiv on 20 July 2015. As the overwhelming majority of the victims were Dutch citizens, Ukraine invited the Netherlands to take the lead in the identification process. The victims' remains were to be returned to the Netherlands for this purpose. The DVI advance team was thus given the task of supporting the local and Dutch authorities in preparing the bodies for repatriation. In this unexpected crisis situation, Switzerland once again demonstrated its ability to come up with fast, feasible solutions.

On 5 September 2014, a protocol was signed in Minsk as a result of consultations of the Trilateral Contact Group on the next steps towards implementing Ukrainian President Poroshenko's peace plan and President Putin's initiatives. The signing of the protocol enabled a ceasefire to come into effect that same day. On 19 September 2014, all parties to the Minsk Protocol signed a memorandum on the further implementation of the agreed ceasefire. As was the case with earlier diplomatic initiatives, the OSCE Special Monitoring Mission was once again accorded a central role: it was tasked with observing compliance with the ceasefire. On the basis of a bilateral agreement, the Ukrainian and Russian general staffs of the armed forces posted officers to eastern Ukraine to jointly monitor the 30-kilometre wide security zone along the "Line of Contact" between either side's positions and to register ceasefire violations. This structure is known as the Joint Centre for Control and Coordination (JCCC). The SMM regularly reports on the JCCC's activities and also works with it.

At the end of 2014, the SMM deployed more than 350 international observers (of whom currently 11 are Swiss nationals) under the leadership of the Turkish Ambassador Ertugrul Apakan, with Switzerland's Alexander Hug as his deputy. Following the start of the ceasefire on 5 September 2014, the Mission continually expanded its presence, especially in eastern Ukraine, to enable it to perform the tasks associated with monitoring the ceasefire. During its Chairmanship, Switzerland provided the Mission with substantial financial support in the amount of CHF 2.9 million. The Mission was able to expand its technical capacities from November 2014 onwards when it began using drones for aerial

information-gathering, even though these were not always able to be deployed owing to difficult meteorological conditions or attempts to shoot them down and to jam the electronic signals. An additional emergency credit line totalling more than CHF 6 million, approved by both chambers of the Swiss parliament in 2014, made it possible for Switzerland to provide support for the SMM, the OSCE Observer Mission at the checkpoints, the Contact Group, the OSCE election observation missions and other commitments of the OSCE Chairmanship in Ukraine in terms of both funding and personnel.

When it came to implementing the Minsk documents, the ceasefire remained fragile. Progress was made in the release of prisoners, with the SMM monitoring the release of at least 500 people. At the same time, the process suffered set backs such as when "elections" were held by illegally armed groups on 2 November 2014, contravening the Minsk Agreements. Switzerland continues to work towards resolving the Ukraine crisis in 2015 as part of the OSCE Troika, consisting of Serbia, Switzerland and Germany, and in close cooperation with the Serbian Chairmanship. Ambassador Heidi Tagliavini also continues to hold the role of Representative of the OSCE Chairperson-in-Office in the Trilateral Contact Group in 2015. At the same time, Switzerland is expanding its bilateral commitment to the promotion of development and peace in Ukraine in 2015.

Under the Swiss Chairmanship, the OSCE succeeded in deploying a number of the instruments at its disposal in a targeted manner. The monitoring and independent reporting activities of the SMM made a direct contribution to de-escalation in an environment highly prone to mutual recriminations. The Observer Mission at the Russian Checkpoints created occasional transparency in a highly sensitive environment. The Trilateral Contact Group, the facilitation missions of Special Representatives Tagliavini and Guldemann and the crisis diplomacy of the OSCE Chairperson himself, plus the commitment to a national dialogue in Ukraine, enabled compromises to be reached and facilitated progress on multiple occasions. The election observation missions, the joint human rights mission of ODIHR and the High Commissioner on National Minorities (HCNM) at the beginning of the year, and the silent diplomacy of the HCNM and the Representative on Freedom of the Media all played a key role in strengthening the fragile Ukrainian state at critical moments. The Permanent Council in Vienna served as a platform for dialogue throughout the year, allowing the 57 participating States to engage in an – admittedly often polarised – exchange of views on the Ukraine crisis. At the same time, the overall trajectory of the crisis clearly demonstrated the limits of the OSCE's influence: whenever the parties involved in the conflict showed even the slightest willingness to de-escalate the situation, the OSCE was able to encourage compromises and shore up their implementation. However, in those moments in which escalation logic and military violence dominated, the OSCE's peace efforts reached the limits of what they could achieve.

In the context of the Ukraine crisis, under the Swiss Chairmanship the OSCE succeeded in demonstrating its continued relevance in terms of security and cooperation in Europe. However, the growing polarisation between Russia and the West has left its mark on the OSCE, restricting its room for manoeuvre and making its work more difficult. The consensus decisions to create the Special Monitoring Mission to Ukraine and the Observer Mission at the Russian Checkpoints have proven that the OSCE retains its capacity to act, despite international tensions, and that joint solutions are possible.

3.2. Implementing the Swiss priorities

While the Ukraine crisis dominated the public's perception of the Swiss OSCE Chairmanship, Switzerland also continually worked on implementing its ten previously defined priorities during this time. Thanks to the excellent groundwork that had been laid for the Chairmanship, Switzerland was still able to pursue all the activities designed to further its priorities, despite the significant additional burden of crisis management. The overall picture varies from topic to topic. The erosion of trust and political polarisation in the context of the Ukraine crisis had a negative impact on the work of the OSCE, though to a varying degree.

3.2.1. Reconciliation and cooperation in the Western Balkans

Both Switzerland and the OSCE have been engaged in the Western Balkans for many years. It was therefore only logical to include this region as a priority of the OSCE Chairmanship. Under the auspices of the OSCE, Switzerland was committed to strengthening regional cooperation and achieving further progress in the reconciliation process. In his capacity as OSCE Chairperson, Didier Burkhalter appointed Ambassador Gérard Stoudmann as his Special Representative on the Western Balkans. The latter assisted with the normalisation efforts in northern Kosovo, regional cooperation, the integration of minorities, confidence-building and reconciliation, as well as the holding of elections, through his high-level contacts, shuttle diplomacy and mediation.

The visit of the President of the Swiss Confederation, Didier Burkhalter, to Serbia, Albania and Kosovo in his capacity as OSCE Chairperson-in-Office on 24 and 25 April 2014 had three main aims: *First*, to provide the political support required on the part of the OSCE to help normalise the situation in northern Kosovo and demonstrate the OSCE's relevance in implementing the historic agreement reached between Belgrade and Pristina in April 2013. *Second*, to encourage reconciliation within the region, particularly in resolving the issue of missing persons. And *third*, to address the intensification of regional cooperation efforts at the highest level. The Swiss Chairmanship thus supported the OSCE's role in the parliamentary elections in northern Kosovo on 8 June 2014 – the first time such elections had been held throughout the entire territory. The OSCE specifically supported the organisation of the election in four municipalities in the north of the country. The OSCE also stepped up its activities in northern Kosovo, in consultation with the European Union and Serbia. Examples include delivering training to Kosovo Serb police officers and the newly elected municipal authorities, thus helping to integrate them within the country's legal structures.

Thanks to the support of the Swiss Special Representative, the four heads of state of Bosnia and Herzegovina, Croatia, Montenegro and Serbia agreed to sign a historic declaration on the role of the State in addressing the issue of missing persons on 29 August 2014. This represents an important step in advancing reconciliation processes in the Western Balkans and paves the way for further improved cooperation in the region. Serbia has defined the Western Balkans as a priority of its OSCE Chairmanship and will continue to receive support from the Swiss Special Representative on the Western Balkans in 2015.

3.2.2. Dialogue and confidence-building in the South Caucasus

The unresolved conflicts surrounding Nagorno-Karabakh (Azerbaijan) and the Georgian regions of South Ossetia and Abkhazia have been hampering development in the South Caucasus for more than 20 years. Building on its experience in the region, Switzerland had set itself the goal during its OSCE Chairmanship of providing fresh impetus in resolving the outstanding conflicts in the region, strengthening the basis of trust between the conflict parties and encouraging an exchange of views with civil society.

Ambassador Angelo Gnädinger was named Special Representative for the South Caucasus by the Chairperson-in-Office and is continuing his work under the Serbian Chairmanship. This continuity is appreciated by the conflict parties and co-mediators. He represents the OSCE as a co-mediator in the Geneva talks on the Georgia conflict and assists with the efforts of the OSCE Minsk Group to find a peaceful solution to the Nagorno-Karabakh conflict. The tensions in Ukraine have hampered the dialogue between the West and Russia on possible solutions in the South Caucasus.

After two difficult rounds of the Geneva discussions on the conflict over the two Georgian regions of South Ossetia and Abkhazia in the first half of 2014, intensive consultations in the summer ensured that negotiations would be continued. From autumn onwards, progress could once again be made on efforts to draft a joint declaration on the non-use of force. Tbilisi and Sukhumi agreed on 10 December 2014 to cooperate on the issue of cultural assets affected by war. This is the first project the OSCE has been able to carry out within Abkhazia since the war of August 2008.

The Incident Prevention and Response Mechanism at the administrative border between Georgia and South Ossetia functioned smoothly in 2014, thus helping to stabilise the security situation. Various arrests and criminal activities were quickly cleared up thanks to the pragmatic cooperation between the security actors on both sides of the conflict, which considerably improved the working atmosphere. For example, in April Special Representative Gnädinger was involved in securing the release, within 24 hours, of three Georgian journalists who had been detained at the South Ossetian administrative border. A Swiss proposal for investigating the fate of missing persons met with a generally positive response in both Tbilisi and Tskhinvali (South Ossetia). Thankfully, there were no fatalities at the administrative borders in 2014.

Furthermore, under the Swiss Chairmanship a variety of meetings were facilitated between Georgia, Russia, Abkhazia and South Ossetia, including some involving artists and young people and others at the official level. The Swiss Chairmanship also launched a small project in South Ossetia aimed at delivering groceries to elderly people in isolated villages by van. This was the first Swiss project in South Ossetia since the 2008 war. An unusually high number of casualties was reported at the Armenian-Azerbaijani ceasefire line in the context of the Nagorno-Karabakh conflict, particularly in the first half of the year. The overall death toll for 2014 is thought to amount to at least 60 people. The work of the Personal Representative of the OSCE Chairperson on the Nagorno-Karabakh conflict, Andrzej Kasprzyk, and the three Co-Chairs of the OSCE Minsk Group (the United States, Russia and France) was therefore difficult. However, it turned out to be constructive and received effective support from the High-Level Planning Group (HLPG), whose current head is a Swiss national.

The HLPG was established in 1994 with the mandate of developing a plan on behalf of the OSCE Chairmanship for a multinational OSCE peacekeeping force in Nagorno-Karabakh. As no peace settlement has been achieved to date, this plan has not yet been applied and the Group has slipped from view somewhat in recent years. Thanks to the

support of the Swiss Chairmanship, and especially the Swiss Mission in Vienna, the HLPG was successfully repositioned and its profile within the OSCE raised considerably; this led to a joint presentation being made to the Permanent Council by the Co-Chairs of the Minsk Group, the Personal Representative of the OSCE Chair and the HLPG; the Group was able to significantly improve its cooperation with these important actors. At the invitation of the Personal Representative, it took part in monitoring the Line of Contact on four occasions, delivering valuable insights that enhanced the understanding of the conflict and thus contributed to operational planning. The Swiss Chairmanship strongly promoted dialogue between the conflict parties, international mediators and civil society. The Minsk Co-Chairs and civil society experts from the region thus gathered for a conference in Bern on 26 May 2014. This marked the start of the international mediators' and Swiss Chairmanship's involvement in an informal Nagorno-Karabakh contact group of experts from the region.

On his visit to the South Caucasus in early June 2014, the Chairperson-in-Office lobbied for support for his idea of intensified negotiations and a structured process leading towards a peaceful resolution of the Nagorno-Karabakh conflict. Today, the mediation process primarily consists of a series of *ad-hoc* meetings between the presidents and foreign ministers of Armenia and Azerbaijan. The Swiss proposal met with a positive response from the media and Co-Chairs, and remains a topic of debate. US Secretary of State John Kerry discussed the proposal with the presidents of Armenia and Azerbaijan in Wales on 4 September 2014 on the margins of the NATO summit and France's President Hollande revisited the issue with both parties in Paris on 27 October 2014. The Swiss Special Representative will continue to provide input to the Minsk process in 2015, as he did when developing the structured negotiation process.

Mediation of the OSCE Chairmanship in Moldova and Transdniestria

The OSCE Chairmanship also provided facilitation support in a third conflict on the territory of the former Soviet Union in 2014 which was overshadowed by the Ukraine crisis and the situation in the Caucasus: the gridlocked conflict between the Republic of Moldova and the breakaway region of Transdniestria, in which the OSCE has been facilitating a solution since 1992. Switzerland had deployed Serbian Ambassador Radojko Bogojevic as Special Representative for this conflict. During the Ukraine crisis, this forgotten conflict – a legacy of the collapse of the Soviet Union – was suddenly thrust back into the limelight, with mixed results. Negotiations in the first half of 2014 failed to reach a successful outcome: determined diplomatic efforts brought about the abolition of unilateral customs duties and charges and prevented the closure of Romanian-language minority schools in Transdniestria. Thanks to the intervention of the OSCE Special Representative, the European Union Border Assistance Mission for the Republic of Moldova and Ukraine was once again granted access to the working groups dealing with confidence-building measures.

Nevertheless, the increasing tensions in and around Ukraine were quickly reflected in the situation between the Republic of Moldova and Transdniestria. Instead of the five official rounds of negotiations that were planned, only two took place. In view of the polarised environment, the interest of the opposing parties in working towards a settlement of the conflict waned. Ultimately, the OSCE Chairmanship's efforts ensured that the dialogue continued, thus helping prevent further escalations.

Despite these difficult circumstances, the Swiss Chairmanship succeeded towards the end of the year in reaching a consensus agreement among the parties involved in the process that the fundamental principles for resolving the Transdniestria issue, including respect for the territorial integrity of the Republic of Moldova, retain their validity. A joint

declaration by all 57 participating States at the Ministerial Council in Basel supports this process.

3.2.3. Modernisation of the Vienna Document and exchange of ideas on conventional arms control in Europe

In the 2011 Vienna Document on confidence- and security-building measures, the OSCE participating States undertake to give one another prior notification of major troop movements and military manoeuvres, exchange data on major weapons systems and military personnel, and permit inspections and evaluation visits. The Vienna Document thus plays an important role in creating transparency and building confidence in Europe. Switzerland had adopted the objective of promoting full implementation of the Vienna Document. It also worked towards updating the Vienna Document to reflect 21st-century military realities by moving away from a purely quantitative approach and shifting the focus onto military capabilities and doctrines when considering arms control policies. However, in view of the Ukraine crisis, no tangible progress could be achieved in the planned modernisation of the Vienna Document. In the current crisis situation, upholding the Vienna Document in its present form represents a success in itself.

Talks on conventional arms controls in Europe have been blocked since the non-ratification of the Adaptation of the Treaty on Conventional Armed Forces in Europe (ACFE) of 1999 by the NATO states and the subsequent suspension of implementation of the Treaty on Conventional Armed Forces in Europe (CFE) by Russia in December 2007. Ongoing discussions held in Vienna since 2009 on establishing a mandate for future negotiations on modernising the conventional arms control regime in Europe reached an impasse owing to a lack of consensus at the Ministerial Council meeting in Dublin in December 2012. The aim of the Swiss OSCE Chairmanship to conduct an exchange of ideas on conventional arms control was to play a part in breaking this impasse using existing OSCE vehicles and informal formats.

This ambitious project was impacted by the Ukraine crisis, which resulted in a renewed stalemate in the OSCE bodies, making any significant progress on this issue during the 2014 Swiss Chairmanship impossible. The various sections of the Vienna Document and the measures they contain were applied multiple times during the Ukraine crisis. On the one hand, Ukraine invited military observers to visit in accordance with the provisions on "Risk reduction". On the other, bilateral inspections were conducted in Ukraine under the terms of the section on "Regional measures". The latter *de facto* made it possible to maintain a continuous presence of inspectors, especially from NATO states. One of the tasks of the upcoming discussions on the use of the Vienna Document in crisis situations will be to look at the lessons learned from the Ukraine crisis on the basis of an in-depth analysis and, in light of these, to explore the possibilities for modernising the Vienna Document while preserving the *acquis* in relation to confidence-building.

3.2.4. Strengthening of governance in the security sector

The democratic control of armed forces has been enshrined as a transversal issue in the United Nations in recent years, but not yet in the OSCE. Switzerland therefore identified it as a priority topic. Among other things, the Chairmanship commissioned an early study comprehensively documenting the OSCE's activities in the field of security sector reform and governance. To raise awareness among the participating States, it organised a conference on strengthening governance in the security sector together with the United

Nations. OSCE-internal guidelines on this topic are now in the process of being developed. In addition, an OSCE Group of Friends was set up and hosted by the Slovak Republic, with the aim of generating political support. For this matter, the Office of the OSCE Secretary General appointed a focal point. Serbia will continue to prioritise this topic and is arranging a regional conference on the subject in 2015.

20 years ago, Switzerland had been heavily involved in the drafting of the OSCE Code of Conduct on Politico-Military Aspects of Security and had played a key role both in ensuring that the commitments undertaken in the document were implemented and extending the latter's outreach beyond the OSCE. During the Swiss Chairmanship, great value was placed on continued awareness-raising and improved implementation of the Code of Conduct. Activities were conducted for the first time with the OSCE Partners for Co-operation in the Mediterranean and Asia in mind. The event held in Vienna to mark the 20th anniversary of the Code of Conduct was a highlight, and prompted the Ministerial Council in Basel to issue a commemorative declaration. The Swiss Chairmanship also produced a publication celebrating 20 years of the OSCE Code of Conduct. Furthermore, together with the Swiss delegation to the OSCE Parliamentary Assembly, the Swiss Chairmanship drew up a parliamentary resolution on the OSCE Code of Conduct, which will be submitted to the 2015 OSCE Parliamentary Assembly for adoption.

3.2.5. Implementation of the commitments in the human dimension

In recent years, the OSCE participating States have taken on wide-ranging commitments relating to human rights. When it comes to implementing these commitments, serious deficits are to be found in several participating States. Switzerland therefore identified this as a priority topic. Alongside an active government and organised civil society, implementation requires coordinated cooperation between the various international actors on the ground.

As members of civil society, human rights defenders play an important role in implementing human rights-related commitments, but are also coming under pressure in more and more OSCE participating States. Consequently, the Swiss Chairmanship put the role of human rights defenders back on the OSCE agenda for the first time in years, and organised a conference on the subject jointly with Serbia and the OSCE Office for Democratic Institutions and Human Rights (ODIHR) in Bern in June 2014. This event garnered considerable attention. In a key move, the Swiss Guidelines on the Protection of Human Rights Defenders were presented to the conference and the associated ODIHR guidelines launched.

Cooperation between the OSCE and other relevant international organisations, such as the Council of Europe and the United Nations, contributes to improved implementation of the commitments in the human dimension. Switzerland therefore strengthened cooperation with these partners. Switzerland also invited relevant experts from regional and international organisations and institutions to all the OSCE events. To exploit specific synergies between the Council of Europe and the OSCE, Switzerland and the Austrian Chairmanship of the Council of Europe in February 2014 jointly organised a conference on human trafficking, which resulted in a framework for action. In addition, thanks to an agreement facilitated by Switzerland, the UN Office of the High Commissioner for Human Rights (OHCHR) and ODIHR agreed to work together more closely. Switzerland hopes that this exchange of ideas and the contacts made in the process will improve coordination among the international bodies and provide them with mutual support in tackling this topic.

In response to a concern raised by civil society representatives from the OSCE region, Switzerland decided to lead by example and become the first country to voluntarily submit to an assessment of its performance by an independent and competent national body. The Swiss Centre of Expertise in Human Rights (SCHR) evaluated the implementation of the OSCE commitments in Switzerland and issued recommendations for improvements. The assessment served as the basis for fruitful discussions between Swiss non-governmental organisations (NGOs) and authorities, which also published their written reactions to the SCHR report. Serbia likewise intends to conduct a similar assessment in 2015, and Germany has already announced that it will continue this practice. On the whole, the example set by the countries chairing the organisation should result in better implementation of OSCE commitments.

In keeping with the priorities of Swiss human rights foreign policy, a thematic focus was placed on torture prevention and gender equality. Switzerland succeeded in having two consensus decisions adopted on the latter topic at the Ministerial Council meeting in Basel. One was a decision on formulating an addendum to the gender action plan and the other on preventing and combating violence against women, including domestic violence.

Switzerland succeeded in putting the prevention of torture high on the OSCE agenda again and in creating room for concrete discussions on this topic. Non-governmental organisations and state authorities were able to exchange views on recommendations for the effective prevention of torture in the OSCE at several events launched by Switzerland throughout the year. Although no consensus was reached for a ministerial decision on torture prevention, Switzerland will continue to support the OSCE in the implementation of the objectives.

Ten years after the first conference on anti-Semitism and the adoption of the Berlin Declaration, the Swiss Chairmanship and Germany co-hosted a conference on the subject in Berlin. The conference, opened by Didier Burkhalter, President of the Swiss Confederation, together with Federal Minister Frank-Walter Steinmeier and Michael Georg Link, the Director of the ODIHR, in mid-November 2014, attracted high-level participants from many OSCE participating States and met with great interest on the part of civil society. On the basis of the Swiss Chairmanship's conclusions at the end of the conference, a Ministerial Council declaration was issued in Basel, strengthening the OSCE's response to current challenges.

3.2.6. More reliable management of natural disasters

To improve people's lives in the OSCE region, Switzerland focused on a more reliable management of natural disasters. Its goals included fostering cooperation between the states – and thus creating a confidence-building measure in the OSCE region – and shifting the emphasis in political planning away from a purely reactive response approach towards more of a prevention approach. The unprecedented floods in Serbia, Bosnia and Herzegovina, and Croatia in May 2014 tragically illustrated the urgency of this topic in the OSCE region.

Switzerland tackled the prevention of natural disasters in the context of several thematic meetings of the 2014 OSCE Economic and Environmental Forum. In coordination with international partners, it focused on practical issues such as the management of natural disasters and on exchanging tried-and-tested practices in disaster risk reduction. The Swiss Chairmanship was able to embed this topic within the OSCE on the basis of a Ministerial Council decision in Basel on enhancing disaster risk reduction. In this respect,

the OSCE considers it important that cooperation also takes place in conflict regions in order to build mutual trust through the management of shared problems.

To offer insights into Switzerland's risk management system for dealing with natural disasters, the Swiss Chairmanship organised field trips to Valais for OSCE representatives and experts from the 57 OSCE countries. One visit centred on cross-border cooperation in the mountain region between Italy and Switzerland and the effects of climate change along the Great St Bernard route. The second field visit focused on the connection between natural hazards and industrial accidents in the commune of Monthey in the Rhône Valley.

Several projects were also launched during the Chairmanship devoted to the components of a successful integrated risk management approach: good governance, participatory approaches, awareness-raising and capacity-building, especially at the local level. Serbia is building upon the Swiss projects by choosing water governance in the OSCE area as the focus of the 2015 Economic and Environmental Forum. Switzerland (SDC) will continue to support OSCE capacity-building in this area in 2015.

3.2.7. Combating transnational threats

Despite geopolitical upheavals, the fight against terrorism is one topic where it is possible to cooperate across political divides. Switzerland organised an anti-terrorism conference in Interlaken at the end of April at which experts and representatives of the OSCE states, international organisations and non-governmental organisations discussed proposals for suppressing the financing of terrorism, upholding human rights in the fight against terrorism and the issue of so-called "foreign fighters", i.e. ways in which to prevent individuals from OSCE states from joining armed groups and taking part in violent confrontations. In this respect, the states also have to deal with the threat to their internal security posed by the return of such individuals.

In terms of the financing of terrorism, intensive discussions were held in Interlaken on the problem of kidnapping for ransom, which is the foremost source of funding for terrorist actions. The Swiss Chairmanship urged all states to forge a united front and put an end to the payment of ransom as a source of terrorist financing. The Chairmanship presented its conclusions at the end of the conference. These served as the starting point for further debates within the OSCE on combating terrorism.

The Ministerial Council issued declarations on the OSCE Role in Countering Kidnapping and Hostage-Taking Committed by Terrorist Groups and the Phenomenon of Foreign Terrorist Fighters. In the case of foreign terrorist fighters, the declaration called upon the participating States to enhance cooperation to bring foreign fighters to justice, for example. The declaration on kidnapping for ransom is related to the implementation of UN Security Council Resolution 2133, which calls upon all states to prevent terrorists from benefiting from ransom payments and political concessions. The OSCE declaration calls upon all participating States to curb the phenomenon of kidnapping for ransom.

At the end of 2013, the OSCE participating States had adopted a first series of confidence-building measures in relation to information and communication technologies ("cyber security"). During its Chairmanship, Switzerland engaged in efforts to implement these measures and develop them further within the OSCE. Together with Germany, it submitted a total of six new proposals on improving cooperation between states. Switzerland also promoted the catalogue of measures outside the OSCE. On 7 November 2014, Switzerland organised a conference on confidence-building measures in

cyberspace to promote a holistic process. Participants included representatives from the business and academic communities.

Switzerland also provided fresh impetus on police cooperation and drug-related issues. The 2014 Annual Police Experts Meeting was dedicated to enhancing institutional cooperation at both the national and international levels. The aim was to explore ways in which to improve cooperation between various state agencies (police, public prosecutors, judicial authorities) in combating transnational crime. At the same time, innovative forms of international police cooperation were presented. A presentation on the Police Cooperation Convention in the Western Balkans gave Serbia the opportunity to explain its own engagement in this area.

Likewise, the conference on combating illicit drugs provided Switzerland with a platform for the dissemination of tried-and-tested approaches. The idea of promoting partnership between the law enforcement agencies and other institutions active in drug-related areas (health authorities and social services, NGOs, etc.) met with great interest and positive reactions, even from traditionally repressive states. With a relatively large contingent of specialists from fedpol, Swissmedic and the Canton of Zurich in attendance and high-level, internationally recognised experts engaged to speak, Switzerland was able to send a clear signal and lay out its own position with regard to drug policy.

3.2.8. Further developing the OSCE: 40 years of the Helsinki Final Act

Forty years after the signing of the Helsinki Final Act (see box), the OSCE is intent on reforming itself to make itself fit for the future and strengthen its capacity to act. This ongoing reform process was launched in 2012 and is known as the "Helsinki+40" process. At the end of 2013, Switzerland, Serbia and Ukraine presented a joint roadmap that provided for the continuation of the reform process based on eight thematic working groups.

The Helsinki Final Act

The Final Act of the Conference on Security and Co-operation in Europe (CSCE) was signed in Helsinki on 1 August 1975 after two years of negotiations in Geneva. The Helsinki Final Act is not an international treaty, but a self-binding statement of intent on the part of the signatories. The CSCE's objectives were to reduce the antagonism between East and West by developing common principles and norms for European security and to increase the security of all the participating States through dialogue, confidence-building measures and cooperation. In 1994, the CSCE was transformed into the organisation now known as the OSCE.

The 10 principles guiding relations between states set forth in the Final Act still form the basis for European security today:

1. Sovereign equality, respect for the rights inherent in sovereignty
2. Refraining from the threat or use of force
3. Inviolability of frontiers
4. Territorial integrity of States
5. Peaceful settlement of disputes
6. Non-intervention in internal affairs
7. Respect for human rights and fundamental freedoms, including the freedom of thought, conscience, religion or belief
8. Equal rights and self-determination of peoples
9. Cooperation among States

10. Fulfilment in good faith of obligations under international law

Work on this reform process was hampered by the Ukraine crisis, which raised fundamental political questions. A number of participating States take the view that the Russian Federation's annexation of Crimea – a violation of the principles enshrined in the Helsinki Final Act – has undermined the Helsinki+40 process, and that this process can no longer be continued. As a result, the Helsinki+40 institutional reform process made only halting progress. Nevertheless, the Ukraine crisis has demonstrated the OSCE's relevance and highlighted the necessity of reinforcing its conflict prevention and conflict management toolbox. The next few years will tell whether the heightened political interest in the organisation will make the reform process easier or more complicated. Most of the participating States at the Basel Ministerial Council viewed the OSCE reform progress as important and felt that the organisation retained its relevance as an effective platform for addressing European security issues through dialogue. The ministers pledged in a Ministerial Council Declaration to take further steps in the Helsinki+40 process and especially promised to support Serbia and the OSCE Troika in their endeavours in 2015.

3.2.9. Strengthening of mediation capacities

The OSCE's role in the Ukraine crisis has shown how important mediation capacities are to this organisation. The Swiss Chairmanship's intention to strengthen mediation capacities therefore became a key concern. The objective was achieved by putting together a Mediation Support Team, training OSCE staff, coaching the Chair's special representatives as mediators and publishing a reference guide. The Swiss Chairmanship not only enhanced capacities in the Secretariat of the OSCE in Vienna but also in the field missions on the ground. In addition, Switzerland incorporated the topic of mediation throughout the entire OSCE conflict cycle tool kit.

In March 2014, Finland, Turkey and Switzerland jointly established a Group of Friends of Mediation with the aim of raising awareness of the topic among the participating States and motivating them to make use of the OSCE's expertise in this area.

3.2.10. Enhanced involvement of civil society, and in particular of young people

Unlike other multilateral organisations, the OSCE is committed to involving civil society in such a way that State and civil society representatives take part in official events on an equal footing. Switzerland and Serbia have made it their stated goal to enhance the added value of the OSCE in this area and to integrate civil society even more closely across the entire thematic spectrum of the OSCE's work.

During his travels as OSCE Chairperson-in-Office, Didier Burkhalter consistently sought a direct dialogue with civil society. Furthermore, Switzerland initiated four regional workshops, which were attended by 150 civil society representatives from more than 30 countries. These workshops aimed to develop concrete recommendations for the OSCE, its field missions, institutions, and the participating States. Didier Burkhalter received the recommendations from civil society at a parallel civil society conference held immediately prior to the Ministerial Council meeting in Basel. These recommendations were submitted to the delegations at the Ministerial Council event.

Dialogue with civil society was also pursued in Switzerland. The Swiss NGOs formed an OSCE Working Group that was invited to all OSCE events, especially the four regional

civil society workshops. The Swiss working group also held regular meetings with the Swiss Chairmanship, including two with the Chairperson-in-Office, Didier Burkhalter.

The Swiss Chairmanship turned the spotlight on youth, with the aim of giving young people a voice within the OSCE and familiarising them with the OSCE's structures and topics. To this end, Switzerland hosted a "Model OSCE" involving 57 young women and men from the OSCE participating States.

The Model OSCE held two rounds of simulated negotiations at which it agreed a Youth Action Plan. The Youth Ambassadors drafted, discussed and ultimately adopted a Model OSCE Youth Action Plan by consensus in the format of informal negotiations, simulated preparatory committees, a simulated Permanent Council meeting and a Model OSCE Ministerial Council meeting. The Youth Action Plan contains 136 recommendations addressed to both the participating States and the OSCE structures, and covering a broad spectrum of topics. For example, the young people highlighted security issues, violent extremism and radicalisation that lead to terrorism, education, employment and entrepreneurship, and the institutionalisation of youth as well as its involvement within the OSCE.

The Model OSCE Youth Action Plan was officially presented to the delegations in Vienna in September 2014. Three Youth Ambassadors were given the opportunity to address the OSCE Permanent Council as guest speakers and share their views on what they, as young people, expect from the organisation. In Basel, the Youth Ambassadors had the chance to present their Youth Action Plan to the Ministerial Council. The Youth Action Plan was also distributed to all the meeting participants in book form.

The Swiss OSCE Chairmanship also made youth the subject of a Ministerial Council declaration whose main concern was to recognise the extraordinary potential of young people to contribute to economic, political and social development, and their role in supporting the participating States in implementing commitments in all three dimensions of the OSCE. The declaration also served to encourage the Serbian Chairmanship to draft a cross-dimensional OSCE Youth Action Plan, a project enshrined in the joint work plan of the Swiss and Serbian chairmanships. The Model OSCE Youth Action Plan is intended to serve as both reference and inspiration in developing the future OSCE youth strategy.

4. Ministerial Council Basel

In assuming the OSCE Chairmanship, Switzerland also took on the task of organising the 2014 Ministerial Council meeting. The Federal Council had agreed in 2012 that it would be held in Basel. The decision of the OSCE Ministerial Council meeting of December 2013 in Kiev had set 4 and 5 December 2014 as the dates for this event.

Preparations for hosting this meeting involved holding an open tender process to recruit a specialist company tasked with the overall coordination of the numerous logistics sub-projects and, in particular, providing the required infrastructure (such as plenary chamber, meeting rooms, offices for the more than 80 delegations), the communications infrastructure, transport for the delegation heads and the over 1,800 delegates and media representatives (although the fact that the meeting was being held at a venue with excellent public transport facilities was taken into account), accommodation and meals. A media centre was also set up and run in line with OSCE requirements.

In coordinating the various planning activities, the Task Force worked closely with the authorities of the canton of Basel-Stadt, focusing mainly on the overlap between organising the event and the security operations, over which Basel-Stadt cantonal police had jurisdiction (with additional assistance from the Swiss Army in a civil support capacity).

Given the political developments surrounding the Ukraine crisis during the Chairmanship 2014, it became apparent that the OSCE, and therefore also the Ministerial Council in its capacity as the top decision-making and governance body, would become the focus of unusually strong public attention.

The Swiss Chairmanship launched an early debate in Vienna on how the Ministerial Council could be made more interactive and dialogue-oriented, thus addressing a current need of the OSCE participating States. Alongside the obvious need to discuss the Ukraine crisis, three main innovations in the format of proceedings were instrumental in generating additional, positive interest in the Ministerial Council:

- Design of the two plenary sessions around major themes, the first on 4 December addressing the "Crisis of European Security" and the second on 5 December devoted to the "Fight against Terrorism: Common Challenges within and beyond the OSCE Area".
- On 3 December, the evening before the conference, the ministers were invited to a working dinner for an informal exchange of views on the Ukraine situation involving only a minimum of protocol; the lunch for the heads of delegations on the first day of the Council meeting, 4 December, was also designed as a working lunch and served as an informal platform for dialogue;
- Speaking times were reduced considerably and limited to 3 minutes, prompting ministers to remain in the plenary chamber and listen to one another. Participating States with a minister in attendance were also given priority in the order of speakers at the plenary sessions.

The Ministerial Council agreed on 21 decisions and declarations by consensus. The remarkable number of decisions and declarations adopted and the broad range of topics covered reflect the Swiss Chairmanship's success in upholding the OSCE's function as a dialogue platform in spite of the Ukraine crisis and the polarisation it caused. This outcome was made possible by the negotiation process, which had been managed by the Swiss delegation in Vienna and was successfully concluded in Basel. It was based on a number of principles. Firstly, Switzerland put forward draft texts on topics it considered relevant to the OSCE (namely, combating terrorism, disaster risk reduction, gender equality). Secondly, the Swiss delegation in Vienna fixed a cut-off date for negotiations on draft decisions and declarations submitted by other delegations that were classified as not sufficiently consensus-oriented. This allowed the delegations and Swiss Chairmanship to concentrate on drafting documents that were actually likely to achieve a consensus. Thanks to Switzerland's balanced, dialogue-oriented and straightforward approach throughout its Chairmanship, numerous delegations were willing to back the Swiss initiatives and proposals. This support became particularly evident following the summary by the Chairperson-in-Office of the first day of the Ministerial Council. Although the draft declaration on Ukraine had to be dropped when the Ministerial Council failed to reach agreement on it, the positions of numerous states on the Ukraine crisis were recorded at the highest level in this summary. Moreover, the compromise solution put forward by Switzerland for the draft commemorative declaration on the seventieth anniversary of the end of the Second World War allowed consensus to be found for four other ministerial texts.

Decisions and declarations adopted at the OSCE Ministerial Council of 4/5 December in Basel

Declarations and other documents

1. Declaration on further steps in the Helsinki+40 Process
2. Ministerial statement on the negotiations on the Transdniestrian Settlement Process in the "5+2" format
3. Declaration on youth
4. Declaration on the Transfer of Ownership to the Parties to the Agreement on Sub-regional Arms Control, Annex 1B, Article IV of the General Framework Agreement for Peace in Bosnia and Herzegovina
5. Declaration on the OSCE role in countering the phenomenon of foreign terrorist fighters in the context of the implementation of UN Security Council resolutions 2170 (2014) and 2178 (2014)
6. Declaration on the OSCE role in countering kidnapping and hostage-taking committed by terrorist groups in the context of the implementation of UN Security Council resolution 2133 (2014)
7. Ministerial commemorative declaration on the seventieth anniversary of the end of the Second World War
8. Declaration on enhancing efforts to combat anti-Semitism
9. Declaration on co-operation with the Mediterranean Partners
10. Declaration on co-operation with the Asian Partners
11. Commemorative Declaration on the Occasion of the Twentieth Anniversary of the OSCE Code of Conduct on Politico-Military Aspects of Security

Decisions

1. Decision on the appointment of the Director of the Office for Democratic Institutions and Human Rights (Michael Georg Link)
2. Decision on the extension of the appointment of the OSCE Secretary General (Lamberto Zannier until 1 July 2017)
3. Decision on the OSCE Chairmanship in the Year 2016 (Germany)
4. Decision on the OSCE Chairmanship in the Year 2017 (Austria)
5. Decision on the prevention of corruption
6. Decision on enhancing disaster risk reduction
7. Decision on preventing and combating violence against women

8. Decision on the addendum to the 2004 OSCE Action Plan for the Promotion of Gender Equality

9. Time and place of the next meeting of the OSCE Ministerial Council (Belgrade, 3-4 December 2015)

10. Decision on small arms and light weapons and stockpiles of conventional ammunition

Source: <http://www.osce.org/node/124148>

The Ministerial Council in Basel was noteworthy not only because of the extraordinary number of ministers in attendance (53 delegations were led by ministers, the highest figure for many years) and the record participation of 1,800 people in total. With 21 declarations and decisions being agreed on by consensus, the political outcome was also remarkable. The OSCE thus demonstrated that it has lost none of its capacity to act even in times of political tension and polarisation.

Thanks to close coordination between all the stakeholders at cantonal and federal level, the Swiss Chairmanship succeeded in staging this major event without a hitch, as was positively noted by many delegations. The various feedback received indicates that Switzerland was seen as an excellent host and that the more than 80 delegations from OSCE countries, partner states and international organisations, and the many media and civil society representatives from around the world, felt they had been received in a hospitable and constructive atmosphere.

5. Managing the Chairmanship

5.1. Leadership structure in Bern

By definition, the OSCE Chairmanship imposes a double burden on the Chairperson-in-Office: alongside his usual tasks as Foreign Minister of his country of origin, the holder makes important political decisions and exercises a series of representative functions in his capacity as OSCE Chairperson-in-Office. In the case of the Swiss Chairmanship in 2014, Didier Burkhalter was also President of the Swiss Confederation at the time. While this coincidence presented many challenges in terms of agenda-planning, it proved beneficial in political terms as it gave the OSCE Chairperson direct access to the heads of state and government of the OSCE participating States.

During his year in office, the OSCE Chairperson made a number of trips on behalf of the OSCE, whether to advance progress in the key OSCE field operations on the ground (Ukraine, Balkans, South Caucasus, Central Asia), take part in OSCE meetings, discuss the Ukraine crisis at important international forums or to expound and strengthen the OSCE's role. OSCE issues also played an important part in his consultations and appearances in Switzerland.

The OSCE Chairmanship also involved a great deal of media work. The OSCE Chairperson-in-Office published 102 media statements, 69 of which were on Ukraine. Further statements were issued by the Special Representatives, the Trilateral Contact Group on Ukraine and the OSCE Secretary General.

The OSCE Task Force under the leadership of Ambassador Heidi Grau coordinated all activities during the Chairmanship and ensured preparations for the Chairperson's official

tasks and appearances. Among implementing the ten priorities that had been set, managing the Ukraine crisis used up considerable capacities.

As the Ukraine crisis evolved, the Task Force was expanded to include another three positions in Bern and Kiev. This allowed it to provide the OSCE Chairperson-in-Office with professional support and advice in his efforts to de-escalate the situation in Ukraine. Nevertheless, the twists and turns of the Ukraine crisis led to several challenges that could not have been predicted, including two simultaneous hostage-takings in eastern Ukraine. The OSCE Task Force was able to rely on the commitment and cooperation of other offices within the FDFA and Federal Administration in coping with these peak workloads. A reduced Task Force headed by Minister Raphael Nägeli continues the efforts to address the crisis in Ukraine and the implementation of Swiss OSCE priorities until the end of 2015.

5.2. The Chairmanship in Vienna

The Swiss Delegation to the OSCE in Vienna played a vital role in preparing for the two consecutive chairmanships, managing the organisation's daily business, the efforts to handle the Ukraine crisis, implementing the Swiss Chairmanship's ten priorities, preparing the format and content of the Ministerial Council meeting in Basel, and negotiating the various decisions and declarations adopted by the ministers.

Managing the organisation: In 2014, the Permanent Council convened for 53 meetings, chaired by Ambassador Thomas Greminger. The Permanent Council also held six joint sessions with the Forum for Security Co-operation. By way of comparison: the Permanent Council met 40 times in 2012 and 43 times in 2013. Meetings were not only more frequent and longer under the Swiss Chairmanship, they also garnered more attention than usual thanks to the Chair's efforts. In 2014, 20 speakers with ministerial status or higher and directors of international organisations, such as the UN Secretary-General, addressed the Permanent Council.

In the course of last year, the Swiss Delegation conducted 332 political dialogues with the most important OSCE delegations (European Union, Russian Federation, United States, Turkey, etc.) to keep the delegations informed, iron out differences, ensure the day-to-day operational work and prepare for the Permanent Council meetings. In addition, Switzerland led the negotiations to adopt the OSCE Unified Budget for 2014. The Swiss Delegation was also tasked with preparing the appointments and contract extensions of the organisation's senior officers, including heads of missions and their deputies, in partnership with the OSCE's main Human Resources department. The appointment of the new ODIHR Director and the extension of the OSCE Secretary General's mandate until 2017 are of particular note.

Efforts to manage the Ukraine crisis: In its efforts to find a solution for the Ukraine crisis within the framework of the OSCE, the Swiss Delegation concentrated on three particular aspects. *First*, as previously mentioned, it endeavoured to maintain a continuous dialogue between the 57 participating States regardless of the crisis and conflict in the eastern part of the country. *Second*, the Swiss Delegation advocated for the decisions reached at the political level to be implemented within the organisation. *Third*, the Swiss Delegation in Vienna worked closely with the Secretariat to provide support to those heading the OSCE's operations on the ground.

The establishment and deployment of the Special Monitoring Mission to Ukraine (SMM) is a good example of the variety of tasks taken on by the Swiss Delegation. The adoption of the decision to create the SMM on 21 March 2014 had been preceded by numerous negotiations, in a variety of constellations, with all the stakeholders. The negotiations were led by the Swiss Delegation in Vienna, which received support in the decisive phases from Bern and through various interventions at ministerial or head-of-state level. Once the decision had been adopted, the Swiss Delegation worked together closely with the Secretariat and states to get the SMM up and running. The Swiss Delegation to the OSCE held consultations with a view to appointing the leadership of the SMM (Chief Monitor and two deputies). It also negotiated the SMM's budget. It instructed the Secretariat to make every effort to ensure that as many observers as possible could be recruited, trained and deployed as quickly as possible. It held numerous consultations with states that were in a position to provide the SMM with material and logistics support, to enable it to carry out its mandate. It also advocated that the SMM be equipped with unmanned aerial vehicles. In September 2014, the Swiss Delegation negotiated an extension to the SMM's mandate, during which the Mission's budget modalities were clarified. In December it pushed through an additional budget, securing financing for all measures scheduled up to March 2015. When flight MH 17 crashed in eastern Ukraine on 17 July 2014, the very next day Switzerland negotiated the adoption of a joint declaration on ensuring an international investigation and preserving the crash site intact with support from the OSCE. In July it facilitated the setting up of the OSCE Observer Mission at the Russian Checkpoints Gukovo and Donetsk.

Priorities of the Swiss Chairmanship: The Swiss Delegation in Vienna helped implement the Chairmanship's priorities by organising a number of conferences and events together with the Secretariat and determining the content of these meetings together with the Task Force. Moreover, it provided assistance to the chairs of the three committees (human dimension, economic and environmental dimension, and security dimension) to make sure that the Swiss priorities were discussed in these bodies. In identifying and preparing projects, which were implemented on the ground thanks to the resources made available by Switzerland, the Delegation cooperated closely with the organisation's Secretariat and various partners in Bern.

5.3. Domestic policy support for the Chairmanship

The Swiss government and parliament traditionally work together closely in OSCE-related matters. The members of the Swiss Delegation to the OSCE Parliamentary Assembly help shape Switzerland's OSCE policy. Numerous members of the Swiss National Council and Swiss Council of States are directly involved in the work of the OSCE through the Parliamentary Assembly or their deployment as election observers or experts.

With the OSCE Chairmanship in mind, the FDFA stepped up its coordination of topics with parliament. During the work on formulating the priorities of the Swiss Chairmanship, the Swiss Delegation to the OSCE Parliamentary Assembly was consulted along with the Foreign Affairs and Security Policy committees. Members of the Swiss Delegation addressed the Swiss Chairmanship's priorities at the OSCE Parliamentary Assembly, even submitting their own motions on strengthening human rights commitments, the Helsinki+40 reform process and cooperation with Serbia, in addition to seeking dialogue with parliamentarians from Ukraine and Russia. The OSCE Chairperson-in-Office, Didier Burkhalter, took part in the OSCE Parliamentary Assembly's summer session in Baku in June 2014.

The autumn session of the OSCE Parliamentary Assembly was held in Geneva from 3 to 5 October 2014 at the invitation of the Swiss Parliament. During its Chairmanship, Switzerland thus also became the host country for one of the three OSCE Parliamentary Assembly sessions held each year. This major event, at which some 200 parliamentarians from more than 50 countries gathered, met with a positive response. Through its calls to consolidate European security, the event also initiated politically relevant discussions.

The OSCE Chairmanship and its engagement in Ukraine became permanent items on the agendas of the Foreign Affairs committees of the National Council and Council of States. Parliament's sympathetic stance was also revealed when it approved additional funds totalling CHF 13 million for engagements to support the activities of the OSCE Chairmanship in Ukraine.

Close cooperation also took place between the OSCE Chairmanship and the Federal Administration. The FDFA issued weekly information bulletins on the OSCE engagements in Ukraine to the Federal Council, thus ensuring that the Federal Council and Federal Administration received timely information on the activities being pursued in the OSCE context.

5.4. Costs of the Chairmanship: budget and final account

The costs of the Swiss OSCE Chairmanship can be broken down into three categories: personnel, projects and Ministerial Council meeting.

Personnel and non-personnel costs: The FDFA had set a total budget of CHF 12 million for personnel costs related to the OSCE Chairmanship, spread over four years. The gradual setting-up and expansion of the Task Force and Mission in Vienna in 2013, the operations during the Chairmanship of 2014 and the active Troika membership in 2015 were financed from this. At its largest, the Task Force numbered 22 people, the OSCE Delegation in Vienna 24 people, including three positions additionally created to manage the Ukraine crisis. The personnel and non-personnel costs were fully compensated within the FDFA.

Projects and conferences: The FDFA budgeted a total of CHF 540,000 for a project to enhance youth involvement (57 young people from 57 OSCE countries came together within the framework of the "Model OSCE" in Vienna, Belgrade and Basel) and for the three OSCE Chairmanship conferences in Interlaken (anti-terrorism), Montreux (disaster risk reduction) and Bern (human rights defenders). These amounts were fully compensated within the FDFA.

OSCE Ministerial Council meeting: On 21 September 2012, the Federal Council authorised the FDFA to budget for expenditure in the amount of CHF 10.77 million (excluding security costs) for the OSCE Ministerial Council meeting in Basel on 4-5 December 2014. The Federal Council requested an additional CHF 5.4 million francs in spending on security for this large-scale event on 28 August 2013 (supplementary proposal as part of the 2014 budget process). The Canton of Basel-Stadt also contributed CHF 2 million towards security costs.

The total costs of the OSCE Chairmanship therefore come to a budgeted CHF 28.7 million for the period 2012-2015.

The final account has only been prepared up to 2014, however, based on the available data it can be assumed that the overall budget for the Swiss Chairmanship will not be

exceeded. All budget targets were met. The costs of the Ministerial Council meeting in Basel will come in some CHF 1.6 million under budget, thanks to strict cost management and an extraordinary contribution from the OSCE. Savings on personnel costs largely offset additional expenditure on non-personnel costs. On the basis of the final accounts to date, the actual costs of the OSCE Chairmanship for the years 2012-2014 will come to CHF 24.4 million. A further CHF 3.2 million are budgeted for the current year, which means overall costs of CHF 27.6 million are to be expected for the period 2012-2015.

	2012 account	2013 account	2014 account	Total 2012- 2014 account	2015 budget	Total 2012- 2015 12-14 account and 15 budget
Personnel costs	470,000	2,790,000	4,850,000	8,110,000	2,550,000	10,660,000
Non-personnel costs		620,000	790,000	1,410,000	600,000	2,010,000
Projects and conferences			390,000	390,000	0	390,000
Ministerial Council meeting / programme			10,060,000	10,060,000	0	10,060,000
Ministerial Council meeting / security			4,440,000	4,440,000	0	4,440,000
Total	470,000	3,410,000	20,530,000	24,410,000	3,150,000	27,560,000

On 29 July 2014, the National Council's Foreign Affairs Committee proposed that the Federal Council request additional funds to support the OSCE Chairmanship's activities in Ukraine. The Federal Council subsequently requested an additional emergency credit of CHF 6 million for 2014 and follow-on funding of CHF 7 million for 2015, which was approved by both chambers of parliament. These funds enabled staff to be seconded to the OSCE Observer Mission in Ukraine and financial contributions to be made. In addition, they covered part of the cost of appointing Ambassador Heidi Tagliavini as Special Representative to the Trilateral Contact Group and a further series of OSCE measures. Over and above that, bilateral activities pursued by Switzerland specifically to build on the work of the OSCE Chairmanship were financed. The available funds were largely used up in 2014 (CHF 5.7 million). As things stand today, the amount granted for 2015 is also likely to be drawn in full. These funds are not part of the direct costs of the OSCE Chairmanship; they are earmarked instead for additional peace-building activities, which have allowed Switzerland to increase its visibility in handling the Ukraine crisis and to continue pursuing this conflict-management role in the year following its OSCE Chairmanship.

The Swiss Federal Audit Office conducted an audit in September and October 2014 of the financial oversight of the OSCE Chairmanship organisation and especially the preparations and ongoing budget controls for the Ministerial Council meeting in Basel. The final report delivered on 6 November 2014 arrived at a positive overall conclusion. The report, which is annexed to this document (Annex IV), does not make recommendations for further measures.

6. Results and outlook

Switzerland's OSCE Chairmanship coincided with a difficult period marked by crisis. While presenting many challenges, it also gave Switzerland the opportunity to make real contributions to stability in Europe and the neighbouring regions. Switzerland was able to place considerable emphasis on the OSCE's crisis management and conflict resolution efforts in the Ukraine crisis, which evolved rapidly from the end of 2013 onwards.

The Swiss Chairmanship succeeded in positioning the organisation as a relevant and effective actor on the international stage. For the first time in many years, the OSCE is playing a key role in defusing a major armed conflict. During the Ukraine crisis, it has demonstrated, under Swiss stewardship, just how vital a role it plays in the pan-European peace and security order.

The OSCE greatly expanded its field presence as a result of the Ukraine crisis. The Special Monitoring Mission to Ukraine and the Observer Mission at the Russian Checkpoints Gukovo and Donetsk were the first new missions to be established by consensus since the 1990s. Two large-scale election observation missions were also conducted. The observation of the early presidential election in Ukraine on 25 May 2014 involving 1,300 monitors constituted the biggest ever election observation mission in the OSCE's history.

During its Chairmanship, Switzerland did not only handle the Ukraine crisis, it also moved forward with the implementation of its ten priorities. Switzerland succeeded in putting relevant topics, such as security sector reform, disaster risk reduction and gender equality, onto the OSCE's political agenda and launching initiatives that had previously proved difficult in the OSCE context. Switzerland was able to make political headway on important topics, such as respect for human rights commitments in the fight against terrorism, the protection of human rights defenders, the involvement of civil society and efforts to give young people a voice.

The Swiss Chairmanship had set itself ambitious goals. The Ukraine crisis made it challenging to achieve them all and pragmatic adjustments had to be made. For example, the fact that the security situation in the frozen conflicts in the South Caucasus and Republic of Moldova did not deteriorate much further as a result of the Ukraine crisis must be characterised as a success. Switzerland's primary objective was therefore to continue the dialogue and retain the existing negotiation formats as a basis for future progress.

Barely any advance was possible in modernising the Vienna document and in the debate on arms control. Both of these topics remained gridlocked during the reporting year. Nevertheless, the politico-military dimension gained in importance during 2014 in the light of the Ukraine crisis. Thanks to close cooperation between the FDFA and the Federal Department of Defence, Civil Protection and Sport (DDPS), Switzerland managed to make its security policy concerns effectively heard.

Developments in 2014 clearly illustrate that peaceful coexistence in Europe cannot be taken for granted. The situation in Ukraine has brought to light the deep-seated problems that exist within the European security architecture, and which are now manifesting themselves in increasingly deadlocked cooperation platforms. At the same time, there is an awareness of the necessity of cooperation with the Russian Federation. The OSCE is the only regional security organisation in which Western countries and the Russian Federation participate on an equal footing. This enables the OSCE to pursue a dialogue

between all the relevant actors and to take inclusive action; however, it also means that the divergent viewpoints – on almost all the key issues – of the Russian Federation and the Western states become visible on a daily basis and allow the organisation to make only slow progress.

The Swiss Chairmanship launched a discussion within the OSCE on the way forward in reconsolidating European security. Addressing an informal gathering of OSCE ministers in New York, held as a side event to the UN General Assembly in September 2014, Chairperson-in-Office Didier Burkhalter proposed setting up a Panel of Eminent Persons on European Security as a Common Project to identify possible avenues for restoring trust and fostering cooperative security in Europe. Following further consultations with the participating States, the Swiss Chairmanship and its future Troika partners Serbia and Germany launched the Panel of Eminent Persons under the leadership of Ambassador Wolfgang Ischinger on 4 December 2014. The increased political and public interest in the OSCE became evident at the Ministerial Council meeting in Basel, which not only concluded the Chairmanship but also represented a high point. The record attendance figures of 53 ministers and around 1,800 delegates, civil society representatives and national and international media representatives testified to the OSCE's growing importance as a European security actor. Against this backdrop, it is all the more remarkable that the 57 participating States were able to agree on 10 joint Ministerial Council decisions and 11 joint Ministerial Council declarations in Basel.

The OSCE's renewed relevance was also reflected in Germany's willingness to take over the Chairmanship in 2016. The fact that it was also decided in Basel to award the Chairmanship to Austria in 2017 gives the OSCE greater continuity and planning security. With Serbia, Germany and Austria holding the Chairmanship from 2015 to 2017, there is good chance that the new dynamics within the OSCE will be sustained going forward.

The consecutive Chairmanship of two countries in 2014 and 2015 was a first in the OSCE's history. Cooperation with Serbia went smoothly in 2014, particularly with regard to the efforts to achieve reconciliation in the Balkans. Implementation of the joint work plan will continue in 2015, as will the engagement in Ukraine initiated by the Swiss Chairmanship. Moreover, Switzerland will continue to provide its services in conflict mediation in the OSCE context, including through the Special Representatives to Ukraine, the Western Balkans and the South Caucasus. In addition, Switzerland remains chair of the High-Level Planning Group for Nagorno-Karabakh in 2015. On top of this, Switzerland supports the Serbian Chairmanship team in terms of staffing and content. Three Swiss experts work in the Serbian Chairmanship teams in Vienna and Kiev. In other respects, the tandem Chairmanship with Serbia has also put bilateral relationships on a new footing and opened up new prospects for Switzerland in South-East Europe.

Switzerland's chosen partnership-based approach of consecutive chairmanships with a joint work plan and the appointment of key personnel for a term of two years is now considered as an innovative approach that strengthens the planning, effectiveness and sustainability of the OSCE. It has met with broad acceptance.

In 2015, Switzerland serves as an active member of the OSCE Troika alongside this year's Serbian Chairmanship-in-Office and next year's German Chairmanship. Parallel to the close cooperation with Serbia entailed by the consecutive chairmanships, a close partnership based on trust began developing with Germany within the OSCE in 2014. The focus was placed on crisis management in Ukraine and efforts to revitalise the OSCE and further boost its effectiveness as an instrument for consolidating security in Europe.

In its final year as a Troika member, Switzerland remains committed to achieving de-escalation in Ukraine and providing support for the engagements of the OSCE Special Monitoring Mission, the Trilateral Contact Group and the creation of working groups pursuant to the Minsk Agreements, all of which should bolster the search for political solutions. Switzerland also backs a variety of initiatives for strengthening European security in 2015.

For example, it supports the work of the Panel of Eminent Persons referred to above. This independent body will present an interim report in June 2015 on the lessons learned for the OSCE from its engagement in Ukraine and a final report featuring recommendations on consolidating European security as a common project at the end of the year. Barbara Haering, a Swiss citizen, is one of the 15 members of the Panel, which conducts an intensive exchange of views with OSCE institutions, OSCE participating States and other relevant actors in the field of European security. Among other activities, the panellists gathered at the Maison de la Paix in Geneva on 5 May 2015 for a working meeting.

While in Geneva, the Panel met with the Head of the FDFA, who presented two Swiss initiatives on enhancing European security. On the one hand, Switzerland aims to stimulate a discussion on the inter-linkage between trade issues and security issues, which will entail efforts to strengthen the OSCE's economic dimension. On the other hand, Switzerland is proposing a review of OSCE peace operations, with the aim of reinforcing the organisation's capacity to act in this field.

In addition, Switzerland chairs the OSCE Asian Partners for Co-operation in 2015, in which it advocates the fostering of cooperative and comprehensive security in East Asia. The OSCE conference with these partners in Seoul in June 2015 will provide a useful starting point. In other parts of the world too, Switzerland endeavours to highlight the benefits of the OSCE's approaches to fostering dialogue, trust and security.

Annex I: Abbreviations

ACFE	Adaptation of the Treaty on Conventional Armed Forces in Europe
CFE	Treaty on Conventional Armed Forces in Europe
CSCE	Conference on Security and Co-operation in Europe
DETEC	Federal Department of the Environment, Transport, Energy and Communications
DDPS	Federal Department of Defence, Civil Protection and Sport
DVI	Disaster victim identification
EU	European Union
FCh	Federal Chancellery
FDFA	Federal Department of Foreign Affairs
FDJP	Federal Department of Justice and Police
fedpol	Federal Office of Police
HCNM	High Commissioner on National Minorities (independent OSCE institution in The Hague)
HPLG	High-Level Planning Group (for an OSCE peacekeeping mission in Nagorno-Karabakh.)
JCCC	Joint Centre for Control and Co-ordination (joint structure of the Russian and Ukrainian general staffs for monitoring the ceasefire line in eastern Ukraine)
NATO	North Atlantic Treaty Organisation
NGO	Non-governmental organisation
ODIHR	Office for Democratic Institutions and Human Rights (independent OSCE institution in Warsaw)
OSCE	Organization for Security and Co-operation in Europe
PC	Permanent Council of the OSCE in Vienna
SCHR	Swiss Centre of Expertise in Human Rights
SDC	Swiss Agency for Development and Cooperation
SMM	Special Monitoring Mission to Ukraine (OSCE-led)
Troika	The current OSCE Chairperson-in-Office supported by the previous and incoming holders. Troika 2014: Ukraine, Switzerland, Serbia. Troika 2015: Switzerland, Serbia, Germany
UN	United Nations Organisation

Annex II: Chronology of important events and OSCE meetings

16 January, Vienna	OSCE Chairperson-in-Office presents Switzerland's priorities to the Permanent Council
16-18 January, Vienna	Model OSCE
17/18 February, Vienna	OSCE conference against human trafficking
20 February, Kiev	Bloody clashes in Kiev, at least 88 fatalities
21 February, Kiev	President Yanukovich flees Kiev, interim government takes power
23 February, Bern	OSCE Chairperson-in-Office appoints Ambassador Tim Guldemann as his Special Representative to the Ukraine
24 February, New York	OSCE Chairperson addresses United Nations Security Council
16 March, Moscow	Russia completes the annexation of Crimea
21 March, Vienna	Adoption of Permanent Council Decision on Deployment of an OSCE Special Monitoring Mission (SMM) to Ukraine
17 April, Geneva	Declaration by foreign ministers of Ukraine, Russia, USA and EU supporting the work of the SMM
28/29 April, Interlaken	OSCE anti-terrorism conference
14-21 May, Ukraine	OSCE organises Round Table Discussions on National Unity in Kiev, Kharkiv, Mykolaiv
20/21 May, Montreux	Second Preparatory Meeting of the OSCE Economic and Environmental Forum
25 May, Ukraine	Petro Poroshenko is elected President of Ukraine. 1,300 OSCE monitors observe the elections.
26/29 May, eastern Ukraine	Two teams of OSCE monitors are taken hostage. They are not released until 27 and 28 June
3 June, Normandy	Meeting of heads of state of Ukraine, Russia, France and Germany
8 June, Bern	Ambassador Heidi Tagliavini appointed Special Representative of the Chairperson-in-Office in Ukraine and in the Trilateral Contact Group (Russia-Ukraine-OSCE)
10/11 June, Bern	Conference on the OSCE and human rights defenders
2 July, Baku	Summer session of the OSCE Parliamentary Assembly, Russian and Ukrainian parliamentarians set up liaison group and call for de-escalation
8-10 July, Belgrade	Model OSCE
11-13 July, Vienna	OSCE gender review conference
17 July, Donetsk	Malaysian Airways flight MH 17 shot down over area controlled by rebels
24 August, Izvarine	OSCE border observation mission begins deployment at two checkpoints on the Russian-Ukrainian border
5 September, Minsk	Under the auspices of the Trilateral Contact Group, Russia, Ukraine and the OSCE Chairmanship sign a ceasefire agreement

10-12 September, Prague	OSCE Economic and Environmental Forum
19 September, Minsk	Following negotiations in which the OSCE is involved, representatives of Ukraine, Russia and certain areas of Donetsk and Luhansk sign the Minsk Protocol in support of the ceasefire
22.9 - 3.10, Warsaw	OSCE Human Dimension Implementation Meeting
3-5 October, Geneva	Autumn meeting of OSCE Parliamentary Assembly
23 October, Mariupol	Inaugural flight of an OSCE Monitoring Mission drone to monitor the ceasefire
26 October, Ukraine	Parliamentary elections, monitored by over 600 OSCE observers
27/28 October, Neum	OSCE Mediterranean conference
13 November, Berlin	OSCE anti-Semitism conference
3/4 December, Basel	Civil society parallel conference
4/5 December, Basel	OSCE Ministerial Council meeting
31 December, Kiev	The OSCE Monitoring Mission to Ukraine is staffed by 370 monitors from 42 states.

Annex III: Important speeches by the OSCE Chairperson-in-Office

1. [Vienna, 2.7.2013 - Speech at the Permanent Council of the Organisation for Security and Cooperation in Europe \(OSCE\): "Creating a security community for the benefit of everyone – Priorities of the Swiss OSCE chairmanship in 2014" \(en\)](#)
2. [Kiev, 6.12.2013 - Statement for the Closing Session at the Ministerial Council of the OSCE: "Common security delivered by all and for all" \(en\)](#)
3. [Vienna 16.1.2014 - Special Meeting of the OSCE Permanent Council: "Into the Swiss Chairmanship: Seizing opportunities to create a security community for the benefit of everyone" \(en\)](#)
4. [Vienna 16.1.2014- Meeting with Youth Ambassadors: "Politics is not just about today. It is also, and most importantly, about tomorrow" \(en\)](#)
5. [New York 24.2.2014 - Speech before the United Nations Security Council:- "Swiss Chairmanship of the OSCE: Creating a Security Community for the Benefit of Everyone" \(fr/en\)](#)
6. [Washington 25.2.2014- Speech before the Helsinki Commission: "Principled and Pragmatic: Swiss Chairmanship Priorities to Revitalize the OSCE" \(en\)](#)
7. [Interlaken 28.4.2014 – Speech by the President of the Swiss Confederation, Mr Didier Burkhalter, at the opening of the Swiss OSCE Chairmanship conference on the subject of combating terrorism: "No ransom, strict on legal standards, and active against foreign fighters: Three propositions for counter-terrorism à la OSCE" \(en\)](#)
8. [Vienna 6.5.2014 – Speech at the Committee of Ministers of the Council of Europe: "Reversing the Logic of Escalation in Ukraine: Next Steps by the Swiss OSCE Chairmanship" \(en\)](#)
9. [Brussels 12.5.2014 - Speech by the President of the Swiss Confederation, Mr Didier Burkhalter, at the Foreign Affairs Council of the European Union: "A Roadmap for concrete steps forward: The OSCE as an inclusive platform and impartial actor for stability in Ukraine" \(en\)](#)
10. [Bern 10.6.2014 – Opening speech at the Chairmanship-in-office Conference on Human Right Defenders: "Renewing our political will to better defend the rights of the defenders" \(en\)](#)
11. [Vienna 24.6.2014 – Speech at the Opening of the OSCE Annual Security Review Conference: "Empowering the OSCE to reconsolidate European security as a common project" \(en\)](#)
12. [Baku, 28.06.2014 Opening Address on the occasion of the 23rd Session of OSCE Parliamentary Assembly: "Transforming the OSCE momentum into durable positive dynamics: Half-term assessment of the Swiss Chairmanship" \(en\)](#)
13. [Tallinn 25.8.2014 - Speech at the Ambassadorial Conference in Tallinn: "Security through Inclusive Dialogue and Action: OSCE Roles in the Ukraine Crisis" \(en\)](#)
14. [Berlin 25.8.2014: Speech at the Ambassadorial Conference in Berlin \(de\)](#)
15. [Newport 5.9.2014 - Statement of the Chairperson-in-Office of the OSCE, Mr Didier Burkhalter, on the NATO Wales Summit: "Implications of the crisis in and around Ukraine for European security at large"](#)
16. [Prague 10.9.2014 – Speech at the 22nd OSCE Economic and Environmental Forum: "More Economic and Environmental Cooperation for More Security in Europe" \(en\)](#)
17. [New York 26.09.2014 – Statement delivered at the high-level week of the 69th session of the General Assembly of the United Nations: "The OSCE in Ukraine: inclusive dialogue and capability to act" \(en\)](#)
18. [New York 26.09.2014 – Statement delivered at the high-level week of the 69th session of the General Assembly of the United Nations: "Addressing the Crisis of European Security: The Way Forward and the Role of the OSCE"](#)
19. [Geneva 3.10.2014 - Opening address the 24th session of the Parliamentary Assembly of the OSCE: "Reconsolidating European security with vision, determination, and a stronger OSCE"](#)
20. [Milan 17.10.2014 - Statement on the occasion of the thematic session "Enhancing Dialogue and Cooperation between Europe and Asia and the Future Directions of ASEM" at the 10th Summit of the Europa-Asia Meeting \(ASEM\): "Cooperative security à la OSCE: Building bridges in Europe and Asia" \(en\)](#)
21. [Berlin 13.11.2014- Opening address at the Conference on Anti-Semitism of the OSCE: "Promoting tolerance and combating anti-Semitism - our collective endeavour because it is our common history and our common future" \(en\)](#)

22. [Basel 3.12.2014: "Statement at the Closing Session of the Parallel Civil Society Conference" \(en\)](#)
23. [Basel 3.12.2014- Opening Statement at the Informal Ministerial Dinner: "The way forward in addressing the crisis in and around Ukraine and the role of the OSCE" \(en\)](#)
24. [Basel 4.12.2014 - Opening address by Mr Didier Burkhalter, Chairperson-in-Office of the OSCE and President of the Swiss Confederation at the 21st OSCE Ministerial Council: "We Swiss will build bridges to strengthen security and cooperation in Europe beyond our Chairmanship" \(en\)](#)
25. [Basel 4.12.2014 - Opening statement at the Working Lunch for the Heads of Delegations of the 21st Meeting of the OSCE Ministerial Council: "European Security as a Common Project" \(en\)](#)
26. [Bern 4.12.2014: "Summary by the Chairperson-in-Office of the discussions of Day 1 at the OSCE Ministerial Council" \(en\)](#)
27. [Basel 5.12.2014 - Introductory remarks at the Plenary session II of the 21st Meeting of the OSCE Ministerial Council. «Fight against Terrorism: Common Challenges within and beyond the OSCE area»: "Strengthening the OSCE in the fight against terrorism: Swiss Chairmanship efforts and priorities" \(en\)](#)
28. [Basel 5.12.2014 - Closing statement by Mr Didier Burkhalter, Chairperson-in-Office of the OSCE and President of the Swiss Confederation at the 21st Meeting of the OSCE Ministerial Council: "Closing Statement at the 21st OSCE Ministerial Council" \(en\)](#)
29. [Munich 7.2.2015 - Speech at the Munich Security Conference in 2015: "Providing the OSCE with the capacity to reconsolidate European security" \(en\)](#)
30. [Munich 7.2.2015 Acceptance speech while receiving the Ewald von Kleist Award presented to the OSCE during the 2015 Munich Security Conference.: "The OSCE – an opportunity we must seize together" \(en\)](#)

Annex IV: Press Releases of the OSCE Chairperson-in-Office and his Representatives

The OSCE Chairperson-in-Office regularly makes statements on matters of relevance to security and on political events in the OSCE area. In doing so, he speaks on behalf of the organisation and not in a national capacity, i.e. his communiqués should not deviate from the positions agreed by all the participating States. At the same time, he refers to the key documents on which the OSCE is based, such as the Helsinki Final Act.

Declarations of the OSCE Chairperson are therefore an important tool in the Chairmanship's diplomatic activities. Alongside the OSCE Chairperson, his Special Representatives may also issue declarations on their areas of responsibility.

1. Press Releases of the Chairperson-in-Office on Ukraine

- 1.1 [Vienna 17.01.2014: Swiss OSCE Chairperson-in-Office expresses "concern" over Ukraine](#)
- 1.2 [Bern/ Vienna 23.01.2014: OSCE Chair calls for restraint by all sides in Ukraine](#)
- 1.3 [Vienna/ Davos 24.01.2014: OSCE Chair brings Organization's proposals for support to Ukraine PM Azarov](#)
- 1.4 [Warsaw 27.01.2014: Situation in Ukraine among topics as OSCE Chair visits ODIHR in Warsaw](#)
- 1.5 [Bern 28.01.2014: OSCE Chair welcomes steps to de-escalate situation in Ukraine](#)
- 1.6 [Munich/ Bern 01.02.2014: OSCE Chair meets acting Foreign Minister of Ukraine, Kozhara, to discuss proposal for support by the Organization](#)
- 1.7 [Sochi 07.02.2014: OSCE Chair discusses crisis in Ukraine with President Yanukovich](#)
- 1.8 [Bern 16.02.2014: OSCE Chair welcomes handover of Kyiv City State Administration Building as another positive step in defusing tensions](#)
- 1.9 [Bern 18.02.2014: All possible steps must be taken to stop violence in Ukraine, says OSCE Chair](#)
- 1.10 [Bern 19.02.2014: Ukraine: Swiss OSCE Chair offers measures to end violence and resume political route out of crisis](#)
- 1.11 [Bern 21.02.2014: OSCE Chair-in-Office welcomes Ukraine agreement](#)
- 1.12 [New York 24.02.2014: OSCE Chair appoints Personal Envoy on Ukraine and announces OSCE team to identify support measures](#)
- 1.13 [Washington, DC 26.02.2014: OSCE Chair and US Vice President Joe Biden: discussions on Ukraine](#)
- 1.14 [Bern 27.02.2014: OSCE Chair in Office announces visit of Personal Envoy and High Commissioner on National Minorities to Crimea](#)
- 1.15 [Bern 01.03.2014: Chairperson in Office urges participating States to refrain from unilateral actions and to engage in a meaningful dialogue](#)
- 1.16 [Bern 02.03.2014: Swiss Chair updates UN Secretary General Ban on latest OSCE activities regarding Ukraine](#)
- 1.17 [Bern 04.03.2014: Swiss OSCE Chair discusses crisis in Ukraine with German Foreign Minister Steinmeier](#)
- 1.18 [Paris 05.03.2014: OSCE Chairperson participates in Paris meeting on crisis in Ukraine to discuss possibility of an international contact group](#)
- 1.19 [Bern 11.03.2014: OSCE Chair says Crimean referendum in its current form is illegal and calls for alternative ways to address the Crimean issue](#)
- 1.20 [Bern 12.03.2014: Swiss OSCE Chair and Russian President discuss ways out of crisis regarding Ukraine](#)
- 1.21 [Bern 16.03.2014: Chairperson-in-Office calls on all sides to commit to resolving the situation regarding Ukraine through dialogue, with peaceful means and respect of international law](#)
- 1.22 [Bern 18.03.2014 OSCE Chairperson calls for diplomacy to overcome the crisis](#)
- 1.23 [Bern 20.03.2014: OSCE to step up its activities in support of Ukraine, Swiss Chair says](#)
- 1.24 [Bern 21.03.2014: All sides will benefit from the decision to deploy an OSCE Special Monitoring Mission to Ukraine, Swiss OSCE Chair says](#)
- 1.25 [Bern 02.04.2014: Swiss OSCE Chair appoints Chief and Deputy Chief Monitors for Ukraine](#)
- 1.26 [Bern 11.04.2014: OSCE Chair to meet Special Monitoring Mission in Ukraine](#)
- 1.27 [Bern 13.04.2014: OSCE Chair calls for stopping confrontation in eastern Ukraine](#)
- 1.28 [Kiev 14.04.2014: Joint responsibility to prevent further escalation, says OSCE Chairperson-in-office](#)
- 1.29 [Bern 17.04.2014: OSCE ready to assist Ukraine in implementing de-escalation measures agreed today in Geneva, says CiO](#)
- 1.30 [Bern 22.04.2014: CiO underlines need for political support to implementation of Geneva measures](#)
- 1.31 [Bern 27.04.2014: Swiss OSCE Chair calls for release of abducted military inspectors, OSCE working at all levels for setting them free](#)

- 1.32 [Bern 03.05.2014: After release of abducted inspectors and Ukrainian hosts, Swiss CiO calls for cooperation and efforts towards political solution](#)
- 1.33 [Bern 12.05.2014: Swiss Chairperson-in-Office receives positive responses to OSCE Roadmap, says implementation is well underway](#)
- 1.34 [Bern 14.05.2014: OSCE Chairperson-in-Office commends Ukraine for successful launching of Roundtables on National Unity](#)
- 1.35 [Bern 23.05.2014: With election day approaching, OSCE Chairperson welcomes progress on national dialogue in Ukraine, calls for stopping violence and provocations](#)
- 1.36 [Bern 26.05.2014: Presidential elections in Ukraine mark milestone for further de-escalation, says Swiss Chairperson-in-Office](#)
- 1.37 [Bern 28.05.2014: Detentions are sabotaging international efforts to overcome the crisis, OSCE Chairperson-in-Office says](#)
- 1.38 [Bern 30.05.2014: Swiss Chairperson-in-Office assures President-elect of OSCE's continuing commitment to de-escalation in Ukraine](#)
- 1.39 [Kiev 07.06.2014: OSCE Chairperson-in-Office, when meeting in Kyiv, commends Ukrainian President for giving fresh impetus to national and international dialogue](#)
- 1.40 [Bern 08.06.2014: OSCE-Chairperson-in-Office, upon request of Ukrainian President, appoints Swiss diplomat to accompany talks between Ukraine and Russia](#)
- 1.41 [Bern 14.06.2014: OSCE Chairperson-in-Office deeply concerned about today's escalation of tension in Ukraine, calls for utmost restraint](#)
- 1.42 [Bern 20.06.2014: Swiss CiO calls on all sides to support ceasefire to pave the way for implementing peace plan](#)
- 1.43 [Vienna 24.06.2014: Swiss Chair discusses next steps in implementing peace plan and calls for reconsolidating European security during visit in Vienna](#)
- 1.44 [Bern 27.06.2014: OSCE Chairperson-in-Office grateful for support in release of four Donetsk-based SMM monitors, calls for release of second team without delay](#)
- 1.45 [Bern 28.06.2014: CiO, relieved about release of Luhansk-based SMM team, says OSCE ready to support implementation of peace plan](#)
- 1.46 [Bern 14.07.2014: Swiss Chairperson-in-Office discusses next steps with Foreign Ministers of Ukraine and the Russian Federation](#)
- 1.47 [Bern 18.07.2014: After tragic crash of the Malaysian Airlines Flight MH17 in Ukraine, CiO offers condolences and OSCE support](#)
- 1.48 [Bern 22.07.2014: Extension of Special Monitoring Mission mandate indicates that scope for co-operative solution in Ukraine persists, Chairperson-in-Office says](#)
- 1.49 [Bern 24.07.2014: Deployment of OSCE observers to the Russian Federation one element to de-escalate situation, Chair says, calling for further and broader measures](#)
- 1.50 [Bern 09.08.2014: Swiss OSCE Chairperson-in-Office acknowledges humanitarian efforts in Ukraine, calls for co-operative measures](#)
- 1.51 [Bern 23.08.2014: With humanitarian aid urgently needed, OSCE Chairperson calls upon all sides to render convoy aid a co-operative endeavor again](#)
- 1.52 [Bern 29.08.2014: Ukraine's sovereignty and territorial integrity must be respected by all sides and at all times, says Chair](#)
- 1.53 [Bern/Vienna 03.09.2014: OSCE Chair in Office and Secretary General at NATO to present the Organization's contribution to co-operative security response regarding Ukraine](#)
- 1.54 [Bern 05.09.2014: Chairperson-in-Office welcomes Minsk agreement, assures President Poroshenko of OSCE support](#)
- 1.55 [Bern 07.09.2014: OSCE Chairperson-in-Office commends SMM for quickly adapting to needs of ceasefire monitoring, calls on States to help expand Mission rapidly](#)
- 1.56 [Bern 17.09.2014: Acknowledging recent progress in implementing Minsk protocol, OSCE CiO says stabilizing cease-fire key for peace process in eastern Ukraine](#)
- 1.57 [Bern 20.09.2014: Memorandum on stabilizing ceasefire another important step towards de-escalation, OSCE Chairperson-in-Office says](#)
- 1.58 [New York 26.09.2014: On the road to Basel Ministerial Council, Swiss Chair launches discussion on ways to overcome the crisis of European security](#)
- 1.59 [Bern 02.10.2014: Truce too important for stabilization to be carelessly put at risk, Swiss OSCE Chair says after new outbreak of violence](#)
- 1.60 [Milano 17.10.2014: Acknowledging further offers to enhance the OSCE's UAV capacities, CiO announces immediate consultations on respective modalities](#)
- 1.61 [Bern 27.10.2014: Elections in Ukraine another step towards stabilization, says CiO, calling for enhanced efforts to implement Minsk commitments](#)
- 1.62 [Bern 31.10.2014: So-called elections not in line with Minsk Protocol, says OSCE Chair, calling for enhanced efforts and dialogue to implement all commitments](#)
- 1.63 [Bern 08.11.2014: Concerned about latest SMM reports of activities undermining Minsk commitments, OSCE Chair calls on all sides to preserve and consolidate ceasefire](#)
- 1.64 [Bern 27.11.2014: Chairperson-in-Office calls for all sides to ensure security and freedom of movement of SMM monitors following shooting incidents in Ukraine](#)

- 1.65 [Basel 04.12.2014: Ukraine in focus as OSCE Chairperson-in-Office Burkhalter opens 21st Ministerial Council in Base](#)
 - 1.66 [Basel 05.12.2014: Summary by the OSCE Chairperson-in-Office Didier Burkhalter of the first day of discussions at the OSCE Ministerial Council](#)
 - 1.67 [Basel 05.12.2014: OSCE proves its value and ability as a forum for dialogue, says OSCE Chairperson-in-Office Burkhalter as Basel Ministerial Council ends](#)
 - 1.68 [Bern 13.12.2014: OSCE Chairperson-in-Office calls on all sides of the conflict in eastern Ukraine to resume efforts aimed at full implementation of Minsk arrangements](#)
 - 1.69 [Bern 26.12.2014: Minsk talks must resume to rapidly advance peace efforts, Swiss Chair says](#)
2. Press Releases of the Trilateral Contact Group on Ukraine 2014
- 2.1 [Kiev 15.07.2014: The Trilateral Contact Group of senior representatives of Ukraine, the Russian Federation and the OSCE met in Kiev on July 15, 2014](#)
 - 2.2 [Kiev 18.07.2014: The Trilateral Contact Group of senior representatives of Ukraine, the Russian Federation and the OSCE convened in Kiev on July 18, 2014](#)
 - 2.3 [Kiev 22.07.2014 by the Trilateral Contact Group](#)
 - 2.4 [Minsk 31.07.2014 by the Trilateral Contact Group](#)
 - 2.5 [Kiev 02.09.2014 by the Trilateral Contact Group](#)
 - 2.6 [Kiev 26.09.2014 by the Trilateral Contact Group](#)
 - 2.7 [Kiev 04.10.2014 by the Trilateral Contact Group](#)
3. Press Releases of the OSCE-Chairmanship in general on Ukraine
- 3.1 [Kiev 06.03.2014: Personal Envoy Guldemann says situation in Crimea calm but very tense](#)
 - 3.2 [Vienna 24.06.2014 Ukraine crisis tops agenda of OSCE annual conference in Vienna](#)
 - 3.3 [Vienna 18.07.2014 OSCE Permanent Council adopts declaration on tragic plane crash in Ukraine, calls for access to site and for an independent investigation](#)
 - 3.4 [Vienna 23.08.2014: Killing of Mykola Zelenc demonstrates urgent need to stop violent escalation in eastern Ukraine, says Swiss OSCE Permanent Council Chair](#)
 - 3.5 [Vienna 22.10.2014 OSCE Permanent Council decided on extension of OSCE Observer Mission at Russian Checkpoints Gukovo and Donetsk for one month](#)
4. Press Releases of Swiss Chairperson-in-Office 2014 on all other topics
- 4.1 [Bern 14.01.2014 OSCE Chairperson-in-Office meets Minsk Group Co-Chairs to discuss Nagorno-Karabakh mediation efforts](#)
 - 4.2 [Warsaw 24.01.2014 States must do more to combat anti-Semitism and other forms of intolerance, raise awareness, says OSCE Chairperson on Holocaust Remembrance Day](#)
 - 4.3 [Bern 31.12.2013: OSCE is best safeguard against new divisions between East and West, says new Swiss OSCE Chair](#)
 - 4.4 [Vienna 16.01.2014: Switzerland to harness OSCE strengths as wide-ranging chairmanship programme revealed](#)
 - 4.5 [Warsaw 27.01.2014: States must do more to combat anti-Semitism and other forms of intolerance, raise awareness, says OSCE Chairperson on Holocaust Remembrance Day](#)
 - 4.6 [Bern 23.04.2014: Swiss OSCE Chairperson-in-Office to visit Western Balkans](#)
 - 4.7 [Belgrade/ Tirana/ Pristina 25.04.2014: Swiss OSCE Chairperson-in-Office welcomes progress on regional co-operation and reconciliation in Western Balkans](#)
 - 4.8 [Interlaken 28.04.2014: Swiss OSCE Chairperson-in-Office Didier Burkhalter opens international conference in Interlaken on fight against terrorism](#)
 - 4.9 [Bern 08.05.2014: OSCE Chairperson-in-Office welcomes appointment of new ODIHR Director](#)
 - 4.10 [Bern 12.05.2014: OSCE Chairperson-in-Office remembers 20 years of Nagorno-Karabakh ceasefire](#)
 - 4.11 [Bern 15.05.2014: Lamberto Zannier re-appointed OSCE Secretary General](#)
 - 4.12 [Baku 02.06.2014: OSCE Chair, in Baku, calls for intensified peace talks on Nagorno-Karabakh conflict, welcomes establishment of OSCE Project Co-ordinator's Office](#)
 - 4.13 [Tbilisi/ Ergneti 03.06.2014: OSCE Chairperson-in-Office discusses OSCE engagement and international mediation efforts in Georgia, meets participants of Ergneti IPRM](#)
 - 4.14 [Yerevan 04.06.2014: In Yerevan OSCE Chairperson-in-Office encourages intensified negotiations on Nagorno-Karabakh conflict and pledges continued OSCE support to reforms](#)
 - 4.15 [Bern 10.06.2014: Political will the key to ensuring the protection of human rights defenders, say participants at OSCE conference in Bern](#)
 - 4.16 [Bern 12.06.2014: OSCE Chairperson-in-Office condemns kidnapping of Turkish diplomatic personnel in Mosul](#)
 - 4.17 [Baku 28.06.2014 Azerbaijan's President, OSCE Chair-in-Office open OSCE PA Annual Session](#)

- 4.18 [Baku 28.06.2014: OSCE Chairperson-in-Office, at the Annual Session of the OSCE Parliamentary Assembly, takes stock of implementation of Swiss priorities at half time](#)
 - 4.19 [Bern 30.06.2014: OSCE Chairperson-in-Office expresses gratitude to outgoing ODIHR Director Lenarčič](#)
 - 4.20 [Bern/ Moskau/ Paris/ Washington 02.08.2014: OSCE Chairperson-in-Office, Minsk Group Co-Chairs deeply concerned about developments at Line of Contact, call for immediate action to defuse tensions](#)
 - 4.21 [Bern/ Mostar 29.08.2014: OSCE Chair welcomes commitment to addressing issue of missing persons in the Western Balkans](#)
 - 4.22 [Prague 10.09.2014: Enhanced efforts needed to prevent, mitigate, and respond to natural disasters, say OSCE forum participants in Prague](#)
 - 4.23 [Bern/ Warsaw 15.09.2014: On International Day of Democracy, OSCE Chairperson-in-Office and ODIHR Director call for greater efforts to promote youth engagement, participation](#)
 - 4.24 [Geneva 03.10.2014 Opening OSCE Parliamentary Assembly, Swiss Chair urges collective effort to restore stability, rebuild common European security understanding](#)
 - 4.25 [Bern 13.11.2014: Concerned about violent incident at Line of Contact, CiO calls on Azerbaijan and Armenia to strictly adhere to ceasefire](#)
 - 4.26 [Berlin 13.11.2014: Anti-Semitism remains a challenge to security in the OSCE region, say participants at high-level OSCE conference in Berlin](#)
 - 4.27 [Bern 19.11.2014: OSCE Chairperson-in-Office Burkhalter to visit Central Asian States](#)
 - 4.28 [Bern 22.11.2014: Central Asia plays important role as a bridge between Asia and Europe, says OSCE Chairperson-in-Office in regional visit](#)
 - 4.29 [Basel 03.12.2014: OSCE Chairperson-in-Office Burkhalter receives civil society recommendations ahead of the Ministerial Council in Basel](#)
 - 4.30 [Basel 04.12.2014: Bosnia and Herzegovina, Croatia, Montenegro and Serbia take ownership of regional arms control, Dayton Agreement Article IV Annex 1/B: Mission accomplished](#)
 - 4.31 [Bern, 30.12.2014: OSCE proven its capacity to act in crisis year 2014 – continued efforts to reconsolidate European security needed, says outgoing Swiss chair](#)
5. Press Releases of the Swiss OSCE-Chairmanship on all other topics
- 5.1 [Vienna 17.02.2014: Governments must step up fight against human trafficking, protect victims, prosecute criminals](#)
 - 5.2 [Belgrade 24.02.2014: Swiss OSCE Chairmanship and OSCE Mission to Serbia support regional dialogue of civil society on torture prevention and fight against hate crime](#)
 - 5.3 [Vienna 08.04.2014: Swiss OSCE Chairmanship, ODIHR and Civic Solidarity provide a platform for civil society dialogue on prevention of torture, right to privacy and non-discrimination issues](#)
 - 5.4 [Vienna 10.04.2014: Co-ordinated efforts necessary to eradicate the practice of torture, say participants at OSCE meeting](#)
 - 5.5 [Interlaken 29.04.2014: Swiss OSCE Chairmanship presents "Interlaken Recommendations" at international Counter-Terrorism Conference](#)
 - 5.6 [Vienna 07.05.2014 Vienna meeting highlights role of inter-religious dialogue in promoting freedom of religion or belief](#)
 - 5.7 [Warsaw 12.05.2014: Participants at Warsaw meeting highlight value of practical co-operation in realizing OSCE commitments in the Human Dimension](#)
 - 5.8 [Montreux 20.05.2014 OSCE meeting in Montreux explores good practices in managing disaster risks at local, regional and international levels](#)
 - 5.9 [Dushanbe 21.05.2014: Swiss OSCE Chairmanship, OSCE Office in Tajikistan support regional dialogue on human rights](#)
 - 5.10 [Vienna 03.07.2014: Freedom of expression, opinion must be improved across OSCE region, conference participants say](#)
 - 5.11 [Vienna 08.07.2014: After 20 years, OSCE Code of Conduct still plays essential role in setting norms in security sector governance](#)
 - 5.12 [Belgrade 10.07.2014 Model OSCE: Second round of negotiations took place in Belgrade](#)
 - 5.13 [Tbilisi 08.09.2014 Swiss OSCE Chairmanship concludes series of four regional civil society workshops with a two-day event in Tbilisi](#)
 - 5.14 [Warsaw 22.09.2014: Defending human rights of most vulnerable crucial to meeting security challenges, say speakers at OSCE conference in Warsaw](#)
 - 5.15 [Strasbourg 09.10.2014: OSCE, Council of Europe join forces to protect human trafficking victims' rights](#)
 - 5.16 [Vienna 10.07.2014: OSCE and States need to take further action to make gender equality a reality](#)
 - 5.17 [Valetta 16.09.2014: Enhanced co-operation needed to better prevent and respond to terrorist kidnapping and hostage-taking, say participants of regional workshop in Malta](#)
 - 5.18 [Vienna 10.10.2014: OSCE remains at forefront of conflict resolution through mediation, say participants of high-level meeting in Vienna](#)

- 5.19 [Vienna 27.10.2014 Promoting partnerships between law enforcement agencies, governments and private sector to combat illicit drugs in focus at OSCE conference](#)
- 5.20 [Vienna 30.10.2014: Participants at OSCE meeting stress need for increased commitment to protecting human rights in times of economic crisis](#)
- 5.21 [Vienna 04.11.2014 Stability, security and respect for human rights are shared UN and OSCE values, UN Secretary General Ban Ki-moon tells OSCE Permanent Council](#)
- 5.22 [Vienna 07.11.2014: Confidence building measures to enhance cybersecurity in focus at OSCE meeting in Vienna](#)
- 5.23 [Berlin 12.11.2014: Governments need to step up their efforts to address anti-Semitism, say participants at OSCE Civil Society Forum](#)
- 5.24 [Basel 05.12.2014 Commemorative Publication marks 20 years of key OSCE document on promoting democratic control of armed and security forces](#)
- 5.25 [Basel 11.12.2014 OSCE think tanks and academic network discusses role of Panel of Eminent Persons on European security](#)

6. Press Releases of the Personal and Special Representatives of the OSCE Chairperson-in-Office during the Swiss Chairmanship 2014

6.1. Personal Representatives of the OSCE Chairperson-in-Office combatting discrimination and promoting tolerance Rabbi Andrew Baker, Professor Alexey Avtonomov, Professor Talip Küçükcan

- 6.1.1 [Washington, D.C. 28.05.2014: Representative of OSCE Chairperson-in-Office on Combating Anti-Semitism condemns attack at Jewish Museum in Brussels](#)
- 6.1.2 [Washington, D.C. 22.07.2014: Political leaders need to speak out against the anti-Semitic and racist rhetoric and acts, OSCE tolerance representative says](#)
- 6.1.3 [Washington, D.C. 24.07.2014: OSCE Chairperson's Personal Representatives on tolerance in first joint country visit to United States](#)
- 6.1.4 [Copenhagen 11.09.2014: OSCE Chairperson's Personal Representatives on tolerance in joint country visit to Denmark](#)
- 6.1.5 [Moscow 17.10.2014: OSCE Chairperson's Personal Representatives on tolerance make first joint country visit to Russian Federation](#)
- 6.1.6 [Istanbul 10.12.2014: OSCE Chairperson's Personal Representatives on tolerance make first joint country visit to Turkey](#)

6.2. Special Representative of the OSCE Chairperson-in-Office for the Transdniestran Settlement Process Ambassador Radojko Bogojevic

- 6.2.1 [Chisinau 30.01.2014 OSCE Special Representative for Transdniestrian settlement process visits region ahead of official 5+2 talks](#)
- 6.2.2 [Vienna 28.02.2014: Transdniestrian settlement talks conclude in Vienna with progress on freedom of movement](#)
- 6.2.3 [Chisinau 27.03.2014: OSCE Special Representative Bogojević, in Moldova, says regional developments should not impact Transdniestrian talks](#)
- 6.2.4 [Bern/ Belgrade 08.04.2014: OSCE ready to organise next round of 5+2 as soon as possible, says OSCE Chair's Special Representative](#)
- 6.2.5 [Chisinau 21.05.2014: OSCE Special Representative visits Chisinau, Tiraspol, ahead of Transdniestrian settlement talks](#)
- 6.2.6 [Vienna 06.06.2014: Transdniestrian settlement talks sending positive signal, says OSCE Special Representative](#)
- 6.2.7 [Freising 11.06.2014: Confidence building between Transdniestria and Moldova discussed at OSCE conference in Germany](#)
- 6.2.8 [Chisinau 02.07.2014: OSCE Special Representative on Transdniestrian settlement encourages more contacts between sides at all levels](#)
- 6.2.9 [Chisinau 29.08.2014: Upcoming Transdniestrian talks would send a positive signal about potential for decreasing tensions, says OSCE Special Representative Bogojević](#)
- 6.2.10 [Chisinau 05.09.2014: OSCE Special Representative and Head of OSCE Mission to Moldova stress importance of continued regular, direct contacts on Transdniestrian settlement](#)
- 6.2.11 [Chisinau 30.10.2014: OSCE Special Representative on Transdniestrian settlement underscores need for frequent contacts between Chisinau and Tiraspol](#)

6.3. Special Representative of the OSCE Chairperson-in-Office for the South Caucasus Ambassador Angelo Gnädinger

- 6.3.1 [Ergneti 21.01.2014 41st IPRM meeting takes place in Ergneti](#)
- 6.3.2 [Ergneti 27.02.2014: 42nd IPRM meeting takes place in Ergneti](#)
- 6.3.3 [Bern 10.03.2014: Swiss OSCE Special Representative for the South Caucasus visits Azerbaijan](#)
- 6.3.4 [Ergneti 22.03.2014 43rd Incident Prevention and Response Mechanism meeting takes place in Ergneti](#)

- 6.3.5 [Geneva 26.03.2014: Ambassador Gnaedinger, OSCE Special Representative for South Caucasus, co-chairs 27th round of Geneva International Discussions](#)
- 6.3.6 [Yerevan 17.04.2014: OSCE Special Representative for South Caucasus meets Armenian senior officials in Yerevan](#)
- 6.3.7 [Ergneti 28.04.2015 44th meeting of Incident Prevention and Response Mechanism takes place in Ergneti](#)
- 6.3.8 [Ergneti 03.06.2014: 45th meeting under Incident Prevention and Response Mechanism takes place in Ergneti](#)
- 6.3.9 [Geneva 18.06.2014: At Geneva International Discussions, OSCE Chair's Special Representative calls for maintaining substantive dialogue](#)
- 6.3.10 [Ergneti 01.07.2014: 46th IPRM meeting takes place in Ergneti](#)
- 6.3.11 [Ergneti 30.07.2014: 47th IPRM meeting takes place in Ergneti](#)
- 6.3.12 [Ergneti 19.09.2014: 48th IPRM meeting takes place in Ergneti](#)
- 6.3.13 [Ergneti 21.10.2014: 49th meeting of the Ergneti IPRM concluded in a constructive atmosphere](#)
- 6.3.14 [Belgrade 24.10.2014: Special Representative Gnaedinger holds consultations on South Caucasus with Serbia's Foreign Minister and incoming Chairperson-in-Office](#)
- 6.3.15 [Vienna 06.11.2014: Geneva International Discussions remain unique and indispensable forum, Co-chairs tell OSCE Permanent Council](#)
- 6.3.16 [Ergneti 17.11.2014: Ergneti IPRM 50th meeting completed today, OSCE and EUMM co-facilitators commend participants' continued engagement](#)
- 6.3.17 [Bern 26.11.2014: Consultations by OSCE Special Representative Angelo Gnaedinger in Tbilisi, Tskhinvali, Sukhumi and Moscow](#)
- 6.3.18 [Geneva 10.12.2014 Broad range of security and humanitarian concerns raised at 30th round of Geneva International Discussions](#)

6.4. Personal Representative of the OSCE Chairperson-in-Office on the conflict dealt with by the OSCE Minsk Conference Ambassador Andrzej Kasprzyk

- 6.4.1 [Moscow 12.03.2014: Press Release by the Co-Chairs of the OSCE Minsk Group](#)
- 6.4.2 [Moscow 24.03.2014: Press Release by the Co-Chairs of the OSCE Minsk Group](#)
- 6.4.3 [Moscow 04.04.2014: Press Release by the Co-Chairs of the OSCE Minsk Group](#)
- 6.4.4 [Baku 20.05.2014: Press Release by the Co-Chairs of the OSCE Minsk Group](#)
- 6.4.5 [Vienna 23.07.2014: Press Release by OSCE Minsk Group Co-Chairs](#)
- 6.4.6 [Tbilisi 04.08.2014: Statement by OSCE Chairperson's Personal Representative Ambassador Andrzej Kasprzyk](#)
- 6.4.7 [New York 25.09.2014: Minsk Group discusses preparations for Paris summit on Nagorno-Karabakh with Armenian and Azerbaijani Foreign Ministers](#)
- 6.4.8 [Moscow/ Paris/ Washington 19.11.2014: Statement by the OSCE Minsk Group Co-Chairs](#)
- 6.4.9 [Vienna 12.11.2014: Press Statement by the Minsk Group Co-Chairs](#)

6.5. Special Representative of the OSCE Chairperson-in-Office for the Western Balkans Ambassador Gérard Stoudmann

- 6.5.1 [Sarajevo 18.02.2014: OSCE Chair's Special Representative for Western Balkans urges BiH authorities to address citizens' concerns](#)
- 6.5.2 [Belgrade 13.05.2014: OSCE Special Representative for Western Balkans welcomes progress on search for missing persons](#)

6.6. Special Representative of the OSCE Chairperson-in-Office on Gender Issues June Zeitlin

- 6.6.1 [Bern/ Belgrade 4.04.2014: OSCE Special Representative on Gender Issues visits Albania, encourages improvement in implementation of gender-related commitments](#)
- 6.6.2 [Dushanbe 4.11.2014: OSCE Special Representative on Gender Issues visits Tajikistan](#)
- 6.6.3 [Minsk 19.12.2014: OSCE Special Representative on Gender Issues visits Belarus](#)

On the OSCE Model project a book has been published. An electronic version can be found here: https://www.eda.admin.ch/content/dam/eda/en/documents/topics/aussenpolitik/internationale-organisationen/150325-OSZE-Jugendbotschafter-Buch_EN.pdf

Annex V: Audit of the Swiss Federal Audit Office (French text)

RAPPORT D'AUDIT

EIDGENÖSSISCHE FINANZKONTROLLE
CONTRÔLE FÉDÉRAL DES FINANCES
CONTROLLO FEDERALE DELLE FINANZE
SWISS FEDERAL AUDIT OFFICE



6 novembre 2014

Audit de la surveillance financière du Conseil ministériel 2014 de l'OSCE

Département fédéral des affaires étrangères
(DFAE)

L'essentiel en bref

Le Contrôle fédéral des finances (CDF) a procédé à un audit de surveillance financière auprès du Département fédéral des affaires étrangères (DFAE). L'audit a porté sur l'examen des processus liés à l'organisation par la Suisse du Conseil ministériel de l'Organisation pour la sécurité et la coopération en Europe (OSCE). L'organisation de ce conseil, qui se tiendra à Bâle en décembre 2014, fait partie des obligations qui incombent à la Présidence 2014 de l'OSCE, assumée par le Président de la Confédération et Chef du DFAE. L'engagement financier de la Confédération pour ce sommet est estimé à 16.2 millions de francs. Il se compose des frais de logistique pour 10.8 millions de francs et des frais de sécurité pour 5.4 millions de francs auxquels il faut rajouter la contribution aux frais de sécurité du canton de Bâle-Ville qui se monte à 2 millions de francs.

L'audit a donné un bon résultat d'ensemble. Bien que le Conseil ministériel n'ait pas encore eu lieu au moment de l'audit, le CDF a pu s'assurer que les tâches et les processus prévus ont été organisés de manière professionnelle et en appliquant les principes de la gestion de projet. En effet, les expériences faites précédemment dans l'organisation d'autres manifestations de cette envergure (Sommet de la Francophonie, World Economic Forum) ont été utiles pour la mise sur pied de ce Conseil ministériel important pour l'image de la Suisse.

Le CDF a constaté que le DFAE a mis en place une structure spécifique appelée Task Force Présidence OSCE. Celle-ci est formée de quatre groupes organisationnels dont un est responsable de la gestion globale du Conseil ministériel. La répartition des tâches a été prévue dans plusieurs sous-projets. La sécurité générale incombe à la Police cantonale de Bâle-Ville qui est secondée dans sa mission par le Département fédéral de la défense, de la protection de la population et des sports (DDPS). Un accord nommé « IKAPOL » permet un soutien supplémentaire par d'autres polices cantonales.

L'organisation de la partie logistique a été confiée à un prestataire de services désigné à la suite d'un appel d'offres public. Celui-ci remplit le rôle d'entrepreneur général et est chargé de sélectionner ses sous-traitants en appliquant les dispositions des marchés publics. Le montant des deux contrats (phase conceptuelle et mise en application) se monte à 1.1 million de francs. Durant son audit, le CDF a constaté que les sous-traitants ont été désignés suite à des appels d'offres sur invitation. Il relève également que deux mandats particuliers qui concernent la diffusion télévisée du sommet et les « scanning » de sécurité ont été passés de gré à gré. Cette dernière procédure a été validée à la fois par la Task Force, le Centre de compétence en contrats et marchés publics DFAE et par son Secrétaire général.

Generelle Stellungnahme des EDA zur Prüfung:

Das EDA sieht sich mit Blick auf die positiven Ergebnisse des Audit Berichts der EFK in der gewählten Vorgehensweise und im Projektmanagement zur Organisation des OSZE-Ministerrats bestätigt. Die EFK hat keine Empfehlungen zur Anpassung unserer Arbeitsabläufe und des Projektmanagements ausgesprochen, so dass diese Kommentierung gänzlich entfallen kann; wir möchten in unserer Stellungnahme daher einige Punkte aus dem Bericht hervorheben, die aus unserer Perspektive besonders nennenswert scheinen:

- Das EDA ist der Ansicht, dass die guten Ergebnisse, die das Audit festhält, dem Umstand adäquat Rechnung tragen, dass für die Vorbereitungsarbeiten und Organisation des Ministerrats solide Abläufe und Organigramme sowie zielführende Zusammenarbeitsformate mit spezialisierten Stellen (innerhalb des EDA wie auch in der weiteren Bundesverwaltung) rechtzeitig etabliert wurden.
- Der Audit Bericht beschreibt insbesondere die enge Kooperation mit dem Kompetenzzentrum für Verträge und Beschaffungen im GS des EDA und EDA Finanzen. Beide Kooperationen werden unseres Erachtens richtigerweise als Schlüsselemente des guten Projektmanagements erfasst.
- Der Audit Bericht stellt dem EDA unserer Meinung nach ein gutes Zeugnis aus betreffend der Dokumentation der verschiedenen Prozesse und betont in dieser Hinsicht die verschiedenen Beschaffungsverfahren, die zur Anwendung kamen. Wir sind uns bewusst, dass die professionelle Bearbeitung eines komplexen Grossprojektes bei den verschiedenen Stellen auch ausserhalb der Task Force Struktur erheblichen Aufwand generiert und möchten hiermit allen beteiligten Stellen unsern herzlichen Dank aussprechen.
- Der Audit Bericht erwähnt die Bedeutung des OSZE-Handbuchs zur Organisation eines OSZE-Ministerrats; das Handbuch ist tatsächlich ein sehr hilfreiches Instrument und zeigt auf, dass für diesen spezifischen Gross-Anlass klar definierte Standard-Erfordernisse bestehen, von denen nur auf der Basis guter Argumente und eindeutiger Kommunikation abgewichen werden kann. Auf der Grundlage bestehender Erfahrungen – der Audit Bericht beschreibt passenderweise, dass im EDA auf solche bewusst zurückgegriffen wurde – hat das EDA Anpassungen an die spezifischen Gegebenheiten des Austragungsortes vornehmen und gemeinsam mit seinen Partnern sinnvolle Adaptionen machen können.

Table des matières	
1	Mission et déroulement de l'audit 51
1.1	Contexte 51
1.2	Objectifs et questions d'audit 51
1.3	Etendue de l'audit et principes 52
1.4	Documentation et entretiens 52
2	Le Conseil fédéral accepte de prendre la Présidence annuelle de l'OSCE pour 2014 52
2.1	Décision du Conseil fédéral du 9 novembre 2011 52
2.2	Décision du Conseil fédéral du 21 septembre 2012 52
2.3	Annonce tardive du crédit supplémentaire pour les mesures de sécurité 52
2.4	L'Assemblée fédérale accepte l'engagement limité de l'armée 53
3	Organisation de la Présidence de l'OSCE par le DFAE 53
3.1	Le DFAE a mis en place une Task Force pour assumer la Présidence de l'OSCE 53
3.2	Une étude de faisabilité désigne Bâle-Ville pour la tenue du Conseil ministériel 54
4	Mesures organisationnelles pour la Conférence ministérielle de l'OSCE 54
4.1	Une organisation nécessitant plusieurs partenaires 54
4.2	Des projets partiels ont été préférés à une direction stratégique 55
4.3	Les conseils et les expériences d'événements précédents, un atout important de réussite 55
5	Des appels d'offres publics ou sur invitation ont été effectués 55
5.1	La recherche d'un entrepreneur général a fait l'objet d'un appel d'offres public 55
5.2	Le contrat a été attribué à la société « dany waldner ag » 55
5.3	Une procédure sélective appliquée pour des appels d'offres aux sous-traitants 56
5.4	Des contractants choisis selon une procédure de gré à gré 56
6	Les contrôles comptables et de gestion ainsi que le système de rapport sont adéquats 56
6.1	Un crédit spécifique a été attribué pour le Conseil ministériel de l'OSCE 56
6.2	Le crédit budgétaire à mi-septembre 2014 est bien tenu 57
7	Entretien final 57
	Annexe 1: Bases légales 58
	Annexe 2: Abréviations, glossaire, priorité des recommandations du CDF 58

1 Mission et déroulement de l'audit

1.1 Contexte

Conformément aux articles 6 et 8 de la Loi sur le Contrôle des finances (RS 614.0), le Contrôle fédéral des finances (CDF) a procédé à un audit de surveillance financière et des processus appliqués par le Département fédéral des affaires étrangères (DFAE) pour l'organisation à Bâle du Conseil ministériel 2014 de l'Organisation pour la sécurité et la coopération en Europe (OSCE).

1.2 Objectifs et questions d'audit

Le CDF a décidé d'examiner les processus de gestion et la structure organisationnelle mis en place par le DFAE pour cet événement important au niveau de la politique extérieure de la Suisse. Les questions d'audit suivantes ont notamment été traitées :

- Est-ce que le DFAE a mis en place une structure spécifique pour assumer la Présidence de l'OSCE ?
- Est-ce qu'une organisation générale, une gestion de projet ainsi qu'un contrôle financier permettant au DFAE de répondre aux critères de la bonne gestion ont-ils été prévus pour l'organisation de la Conférence ministérielle de l'OSCE de décembre 2014 ?
 - Quels sont les intervenants dans une telle organisation (Autorités/collectivités publiques locales, autres offices de la Confédération, etc.) ?
 - Est-ce que les dépenses budgétées pour cet événement ont été formellement validées et comment ont-elles été contrôlées ?
 - Est-ce que l'organisation logistique du Conseil a été sous-traitée auprès d'un prestataire externe (entrepreneur général ou mandataire) ?
 - Est-ce que les prestations acquises ont fait l'objet d'appels d'offres et de contrats ?
 - Les expériences relatives à d'autres grandes manifestations organisées par la Suisse (Sommet de la Francophonie en 2010, World Economic Forum de Davos ou d'autres

conférences internationales) servent-elles de référence à la tenue du Conseil ministériel 2014 de l'OSCE ?

1.3 Etendue de l'audit et principes

L'audit a été conduit et exécuté par M. Ariel Decrauzat. Il a porté sur l'examen de documents (arrêtés, messages, instructions, directives, procès-verbaux de réunions, concept d'organisation, etc.). L'audit du processus global a été mené essentiellement auprès de la Task Force Présidence OSCE du DFAE. Des informations complémentaires ont été également requises auprès du Centre de compétence en contrats et marchés publics DFAE, auprès de la Direction des ressources du DFAE et auprès du collaborateur du Département fédéral de la défense, de la protection de la population et des sports (DDPS) responsable des aspects financiers de cette organisation pour son département. Aucun contrôle n'a été exécuté auprès du Canton de Bâle-Ville et de l'entrepreneur général. Les aspects comptables ont aussi été abordés. Toutefois, au moment de l'exécution de l'audit, seules quelques factures relevant essentiellement du mandataire chargé des aspects logistiques ont été comptabilisées.

1.4 Documentation et entretiens

Le CDF tient à exprimer ses remerciements pour l'obligeance et l'amabilité avec lesquelles les informations et les documents requis lui ont été fournis par le personnel du DFAE.

2 Le Conseil fédéral accepte de prendre la Présidence annuelle de l'OSCE pour 2014

2.1 Décision du Conseil fédéral du 9 novembre 2011

Le Conseil fédéral accepte par sa décision du 9 novembre 2011 le principe de prendre la Présidence de l'OSCE pour l'année 2014. Cette décision a été validée par les ministres de l'OSCE lors de la Conférence ministérielle des 6 et 7 décembre 2011 de Wilna (Vilnius) en Lituanie. La présidence 2014 de l'OSCE est assurée par le Chef du DFAE.

Les coûts pour assumer une présidence suisse sont estimés entre 10 et 15 millions de francs. Une dotation en personnel de 10 à 20 postes supplémentaires sont prévus. Toutes ces ressources doivent être compensées au sein du DFAE.

2.2 Décision du Conseil fédéral du 21 septembre 2012

Dans sa décision du 21 septembre 2012, le Conseil fédéral autorise le DFAE à prévoir dans son budget 2014 un montant supplémentaire plafonné à 10.77 millions de francs pour l'organisation et la mise en œuvre de la réunion du Conseil ministériel de l'OSCE à Bâle. Les frais de sécurité ne sont pas inclus dans l'estimation de ces dépenses (voir ci-dessous).

2.3 Annonce tardive du crédit supplémentaire pour les mesures de sécurité

Le Conseil fédéral a annoncé pour le budget 2014 aux Commissions des finances du Conseil national et du Conseil des Etats le 28 août 2013 son besoin pour un crédit supplémentaire de 5.4 millions de francs destiné aux mesures de sécurité. Il a également décidé que :

- 1) Le message et le projet d'arrêté fédéral relatifs à la sécurité du Conseil ministériel de l'OSCE à Bâle en 2014 sont approuvés.
- 2) L'engagement d'un effectif maximal de 5000 militaires en service d'appui au profit des autorités civiles dans le cadre des mesures de sécurité qui seront prises lors du Conseil ministériel de l'OSCE à Bâle en 2014 est approuvé pour la période comprise entre le 30 novembre 2014 et le 7 décembre 2014, sous réserve de changement de date du Conseil ministériel, mais pour une durée de huit jours au maximum.
- 3) L'usage de l'espace aérien pour le trafic aérien civil dans la région de Bâle est restreint, selon les besoins alors nécessaires et en respectant les modalités de gestion particulières sur l'aéroport de Bâle-Mulhouse, pour assurer la souveraineté sur l'espace aérien suisse et sa sécurité, conformément à l'art. 7 de la Loi fédérale du 21 décembre 1948 sur l'aviation.
- 4) Le chef de l'Etat-major de conduite de l'armée est désigné comme commandant de l'engagement subsidiaire de sûreté.

- 5) Les prestations du DDPS avec incidence immédiate sur les finances en faveur des autorités civiles et de l'organisation du déroulement de la manifestation, qui ne sont pas en lien direct avec l'engagement subsidiaire de sûreté de l'armée, relèvent du budget ordinaire du DDPS, mais sont facturées au canton de Bâle-Ville ainsi qu'aux organisateurs, conformément aux directives du DDPS du 30 novembre 2006 concernant les activités commerciales.
- 6) La lettre aux deux Commissions des finances des deux Conseils concernant la la décision du Conseil fédéral sur les coûts de sécurité du Conseil ministériel à Bâle en 2014 et l'annonce tardive portant sur les conséquences de cette décision par rapport au budget 2014 est approuvée.
- 7) La réponse à la lettre des autorités du canton de Bâle-Ville du 19 juin 2013 demandant à la Confédération un appui pour garantir la sécurité du Conseil ministériel en décembre 2014 est approuvée.

Suite à cette décision, le budget du DFAE a été modifié comme suit pour le crédit relatif au Conseil ministériel de Bâle¹ :

Année 2014	Millions de francs
Budget pour le Sommet de l'OSCE de Bâle	10.77
Supplément budgétaire pour la sécurité	5.40
Total	16.17

L'estimation des sources de financement des frais de sécurité du Conseil ministériel de l'OSCE de décembre 2014 à Bâle se présente comme suit :

Dépenses prévisionnelles de sécurité en millions de francs				
Prestations et/ou unité d'organisation	Coûts	A charge de la Confédération		A charge de Bâle-Ville
		Compensation	Inscription tardive	
Police cantonale de Bâle-Ville	5.4	--	3.4	2.0
Engagement d'appui de la troupe	20.0	20.0	--	--
Prestations supplémentaires de la troupe à charge du DFAE (Forces aériennes, IKAPOL et matériel spécial)	2.0	--	2.0	--
Mise à disposition de matériel de l'armée	2.5	2.5	--	--
Total des dépenses de sécurité estimées	29.9	22.5	5.4	2.0

Les prestations fournies par l'Office fédéral de l'aviation civile (OFAC) pour le contrôle du trafic aérien dans le cadre du Conseil ministériel de l'OSCE n'auront pas d'incidence financière. Elles seront simplement reportées à son budget ordinaire 2014.

2.4 L'Assemblée fédérale accepte l'engagement limité de l'armée

Dans l'Arrêté fédéral relatif à la sécurité du Conseil ministériel de l'OSCE à Bâle en 2014 du 17 mars 2014, l'Assemblée fédérale a décidé les mesures suivantes :

- L'engagement d'un effectif maximal de 5000 militaires en service d'appui et
- L'engagement de l'armée pour une durée de huit jours au maximum.

3 Organisation de la Présidence de l'OSCE par le DFAE

3.1 Le DFAE a mis en place une Task Force pour assumer la Présidence de l'OSCE

L'OSCE constitue la plus grande organisation de sécurité régionale au monde. Elle compte en effet sur la participation de 57 Etats en Amérique du Nord, en Europe et en Asie. Elle œuvre en faveur de

¹ Crédit de l'année 2014 « A2111.0281 » modifié en « A2111.0287 »

la paix, de la démocratie et de la stabilité pour plus d'un milliard de personnes. L'OSCE a une conception globale de la sécurité. En 2014, la Présidence de l'OSCE est assumée par le Président de la Confédération, M. Didier Burkhalter, Conseiller fédéral et Chef du DFAE.

Ainsi, la direction générale pour l'organisation du Conseil ministériel qui découle de cette présidence relève donc de la compétence du DFAE. Au sein du département, la direction du projet est du ressort de la Task Force Présidence OSCE.

Les tâches des collaborateurs au sein de cette structure sont réparties dans les quatre groupes suivants :

- Equipe Secrétariat
- Equipe Conseil des ministres et communication
- Equipe Aspects thématiques
- Equipe Aspects géographiques.

Le Conseil ministériel se déroulera au début du mois de décembre 2014. La gestion opérationnelle de celui-ci est assurée par le groupe de la Task Force « Equipe Conseil des ministres et communication ».

3.2 Une étude de faisabilité désigne Bâle-Ville pour la tenue du Conseil ministériel

Le lieu de la tenue du Conseil ministériel a fait l'objet d'une étude de faisabilité. Elle a porté sur les critères suivants :

- Estimation des coûts / Budget
- Evaluation du lieu de la tenue de la conférence
- Suite de la procédure et organisation du projet

La société bernoise « reflecta ag » a rédigé son rapport de faisabilité le 27 juillet 2012. L'étude a été faite auprès de différentes structures implantées dans les villes de Genève, de Lausanne, de Berne et de Bâle. A l'appui du dossier élaboré par la société mandatée pour cette analyse, le Conseil fédéral a communiqué le 12 septembre 2012 avoir choisi la ville de Bâle pour abriter, en décembre 2014, le Conseil ministériel de l'OSCE. En effet, située aux confins de trois pays et à proximité immédiate d'un aéroport international, Bâle est idéalement placée pour accueillir cette conférence. Les autorités bâloises ont assuré la Confédération de leur soutien à cette manifestation qui permettra à la Suisse de renforcer sa tradition de pays d'accueil de grandes conférences internationales.

Le Gouvernement du Canton de Bâle-Ville a aussi de son côté avalisé le tenue de cette conférence sur ses terres. Il a confirmé² sa participation à hauteur de 2 millions de francs pour les dépenses liées à la sécurité de l'événement qui se déroulera au Centre de congrès. Les hôtels, situés à proximité de celui-ci et dans lesquels résideront les ministres, entreront dans le cercle de sécurité.

4 Mesures organisationnelles pour la Conférence ministérielle de l'OSCE

4.1 Une organisation nécessitant plusieurs partenaires

L'organisation du Conseil ministériel, qui incombe au pays assumant la présidence annuelle de l'OSCE, nécessite la collaboration de plusieurs institutions du pays hôte. Pour la Suisse en 2014, les partenaires principaux sont :

- Task Force Présidence OSCE (Direction du projet),
- Gouvernement du Canton de Bâle-Ville,
- Police cantonale de Bâle-Ville,
- Département fédéral de la défense, de la protection de la population et des sports (DDPS),
- Office fédéral de la police (fedpol),
- Entrepreneur général (mandataire) et ses sous-traitants pour la logistique.

² Lettre du 19 septembre 2012 du Gouvernement de Bâle-Ville adressée au Conseil fédéral

4.2 Des projets partiels ont été préférés à une direction stratégique

La Task Force Présidence OSCE avait initialement prévu qu'une direction stratégique devait être assurée par un comité de pilotage. Celui-ci devait être composé des institutions mentionnées ci-dessus, hormis les sous-traitants. Néanmoins, au vu de la diversité des tâches et dans un esprit d'efficacité, la direction du projet a finalement opté pour la création de plusieurs sous-projets. L'organisation prévue s'appuie sur le document « Durchführungskonzept II (V2.2) OSZE Ministerrat 2014 Schweiz » du 30 juin 2012 qui mentionne onze projets partiels. Le CDF estime que les critères d'une bonne gestion sont réunis. Par ailleurs, cette manière de faire offre l'avantage que seuls des responsables d'activités spécifiques se réunissent lors des séances de travail. Celles-ci sont fixées à la carte, en fonction des besoins temporels. Des procès-verbaux des séances sont émis pour chaque discussion. Les membres de l'équipe de la Task Force sont informés de l'avancement des travaux pour chaque sous-projet.

4.3 Les conseils et les expériences d'événements précédents, un atout important de réussite

Le Service de conférence du Secrétariat de l'OSCE à Vienne conseille les pays chargés de la présidence de l'OSCE. Il a mis à disposition de la Task Force le document « Logistical and administrative aspects relating to ministerial council meetings³ ». Celui-ci contient les informations logistiques importantes et nécessaires pour l'organisation d'une telle conférence ministérielle. Ce document a d'ailleurs été inclus dans l'appel d'offres publié lors de la recherche d'un prestataire de services pour la partie logistique.

Des membres de la Task Force et du Canton de Bâle-Ville ont suivi de près l'organisation des sommets de Dublin (décembre 2012) et de Kiev (décembre 2013). Par ailleurs, les expériences acquises par les collaborateurs de délégations suisses ayant participé à des conférences internationales ou à l'organisation du Sommet de la Francophonie en 2010, respectivement du World Economic Forum de Davos ont été mises à profit par la Task Force. Des collaborateurs expérimentés officieront à Bâle comme agents de liaison. Ainsi, toutes les expériences acquises précédemment constituent un atout significatif pour la gestion d'une organisation de cette importance.

5 Des appels d'offres publics ou sur invitation ont été effectués

5.1 La recherche d'un entrepreneur général a fait l'objet d'un appel d'offres public

La Task Force a publié, avec la collaboration du Centre de compétence en contrats et marchés publics DFAE, un appel d'offres visant à trouver un mandataire compétent, fiable et solide qui puisse fournir les prestations de services nécessaires en terme de conseil, de conception, d'organisation et de gestion en vue de la tenue à Bâle de la Conférence ministérielle de l'OSCE en 2014. Cet appel d'offres a été publié le 6 mars 2013 sur le site du système d'information sur les marchés publics en Suisse (www.simap.ch). Ainsi, la Task Force qui a émis cet appel d'offres a respecté la Loi fédérale du 16 décembre 1994 sur les marchés publics.

5.2 Le contrat a été attribué à la société « dany waldner ag »

Quatre offres sont parvenues dans les délais. Deux des quatre soumissionnaires ont été écartés après l'évaluation des critères de qualification, d'adjudication et du prix, comme cela était indiqué dans l'appel d'offres.

Après une procédure qui a fait l'objet d'une première adjudication contestée par l'un des candidats, le mandataire sélectionné en définitive pour remplir les tâches d'entrepreneur général est la société « dany waldner ag » de Zurich. L'attribution du mandat à cette société a été fait en deux étapes. D'une part, un contrat pour la conception du projet (phase I) a été conclu en janvier 2014 pour une somme de presque 169'000 francs, TVA comprise. Ensuite, un contrat de mise en oeuvre du concept (phase II) décrit lors de la phase I a été signé entre les contractants à mi-juillet 2014. Un montant maximal de quelque 909'000 francs, TVA incluse représente les dépenses d'exécution du projet par le mandataire.

³ du 28 janvier 2014 établi par « Organization for Security and Cooperation in Europe / Secretariat / Supervisor, Meeting Services and Documentation Unit (S/MSDU) »

Ce montant couvre la période comprise entre le 1er mars 2014 et le 30 juin 2015. Le mandataire a reçu les conditions générales des contrats applicables aux affaires de la Confédération et il a été appelé à les respecter pour les appels d'offres des sous-contractants.

5.3 Une procédure d'invitation à soumissionner appliquée pour des appels d'offres aux sous-traitants

L'entrepreneur général est contractuellement responsable de lancer les appels d'offres et de sélectionner lui-même les sous-traitants. Dans le cas des prestations logistiques inhérentes au Conseil ministériel de Bâle, plusieurs appels d'offres ont été formulés selon une procédure d'invitation à soumissionner. En effet, l'espace temporel entre le début de la sélection et les dates de l'échéance du Conseil ne permettaient raisonnablement pas de publier les offres publics dans le marché public international. Ainsi, les appels d'offres selon une procédure d'invitation à soumissionner ont porté sur les prestations suivantes :

Genre de prestation	Entreprises sélectionnées	Décision de sélection	CHF (TVA incluse)
Matériel de bureau	Quatre	Offre la plus économique	14'800
Infrastructure ICT temporaire	Cinq	Offre économique avec un partenaire jouissant d'une bonne infrastructure en Suisse	1'833'000
Mobilier	Six	Deux soumissionnaires n'ont pas répondu. Choix de la société qui couvrait tous les besoins et mettant en location le nombre requis de meubles	247'000
Montage des stands y compris l'installation électrique	Sept	Fournisseur local avec une offre économique	1'213'000

Avant d'attribuer formellement une offre à la société sélectionnée par l'entrepreneur général, celui-ci requiert également l'avis de la Task Force. Le mandataire libelle le document « Vergabeantrag » avec la liste des soumissionnaires concernés et le choix qu'il prévoit. La Task Force peut soit indiquer qu'elle a pris connaissance du choix et qu'elle n'a pas d'objection. La responsabilité du choix revient alors entièrement au mandataire. Soit, elle peut refuser cette décision en motivant son refus. Le CDF n'a pas eu connaissance de tels cas.

5.4 Des contractants choisis selon une procédure de gré à gré

Pour le contrat relatif aux prestations du diffuseur hôte (« Host broadcaster »), l'entrepreneur général ainsi que la Task Force estimaient qu'un seul soumissionnaire entrerait en considération en raison de particularités techniques en lien avec la collaboration avec l'Union Européenne de Radio-Télévision. Il s'agit de « SSR SRG ». Les prestations se montent à environ 600'000 francs, TVA incluse. La justification de cette procédure de gré à gré a été validée par l'une des représentantes de la Task Force, par un collaborateur du Centre de compétence en contrats et marchés publics DFAE et par le Secrétaire général du DFAE à fin août 2014.

L'entrepreneur général ainsi que la Task Force ont également estimé que la société « Ruag Defence » est le seul prestataire susceptible de fournir les scanners de personnes et ceux pour les bagages. De surcroît, ce prestataire travaille déjà avec la Confédération. Il accède aux propres appareils de cette dernière. Ainsi, les prestations « TP07, Xrays » lui ont été attribuées dans une procédure de gré à gré pour une somme de 50'000 francs environ.

6 Les contrôles comptables et de gestion ainsi que le système de rapport sont adéquats

6.1 Un crédit spécifique a été attribué pour le Conseil ministériel de l'OSCE

Le crédit A2111.0287 a été réservé pour les dépenses liées au Conseil ministériel de l'OSCE de Bâle en 2014. Les instructions pour la comptabilisation des dépenses affectées à ce crédit sont claires. Elles précisent que sept comptes des classes de comptes 3113 et 3119 sont concernés. Les dépenses doivent être imputées par le biais des numéros d'ordres du système SAP 603200 à 603209, 603214, 603215, 603217 et 603218.

Aucun frais de personnel des collaborateurs du DFAE ne sera mis à la charge du crédit A2111.0287. Ce genre de dépenses demeurent dans les frais d'exploitation ordinaires du DFAE.

6.2 Le crédit budgétaire à mi-septembre 2014 est bien tenu

La vérification des comptabilisations effectuées jusqu'à mi-septembre 2014 a permis de constater que les mouvements comptables étaient à ce moment encore limités aux factures du mandataire. Sur les quelque 718'000 francs comptabilisés au crédit 2111.0287, seule une somme d'environ 8'500 ne concernait pas « dany waldner ag ». Ce montant relevait des frais d'avocats versés par le DFAE au candidat concurrent dans le cadre de son recours émis lors de l'appel d'offres.

Le CDF prend note du soutien de la Direction des ressources du DFAE à la Task Force pour le paiement des factures qui seront imputées audit crédit budgétaire. Par ailleurs, le personnel de la Task Force s'appuiera sur les connaissances du responsable financier du DDPS qui s'est engagé à vérifier les prestations liées à la sécurité qui seront facturées par le Canton de Bâle-Ville. Le CDF estime que cette manière de faire respecte les principes de la bonne gestion.

Au niveau des recettes, il n'est pas usuel d'encaisser des contributions de sponsors pour ce genre de manifestations. Toutefois, il est normal que certains fournisseurs octroient des rabais sur leurs prestations et/ou fournitures, mais il n'y a pas lieu de les considérer comme du parrainage qu'il faudrait comptabiliser. En effet, du petit matériel sera offert en nature (cravattes et foulards), ce qui ne représente que quelques milliers de francs au total.

7 Entretien final

La discussion finale à la Task Force Présidence OSCE du DFAE a eu lieu le 28 octobre 2014. Les personnes suivantes y ont pris part :

DFAE : Monsieur Benno Bättig, Secrétaire général du DFAE
 Madame Heidi Grau, Cheffe de la Task Force
 Madame Tamara Mona-Münger, Cheffe Equipe Conseil des ministres et
 communication
 Madame Séverine André Poirot, collaboratrice scientifique
CDF : Monsieur Didier Monnot, responsable de mandats
 Monsieur Ariel Decrauzat, responsable de l'audit

La prise de position du DFAE a été envoyée au CDF par courrier électronique en date du 6 novembre 2014. Celle-ci a été intégrée sans modification dans le présent rapport.

Le CDF remercie l'attitude coopérative et compréhensive manifestée par les différents interlocuteurs et les en remercie vivement.

CONTROLE FEDERAL DES FINANCES

Didier Monnot

Ariel Decrauzat Responsable de mandats
Responsable d'audit

Annexe 1: Bases légales

Loi sur le Contrôle des finances (LCF, RS 614.0)

Loi sur les finances (LFC, RS 611.0)

Loi sur l'organisation du gouvernement et de l'administration (LOGA, RS 172.010)

Loi fédérale du 16 décembre 1994 sur les marchés publics (LMP, RS 172.056.1)

Ordonnance sur les finances (OFC, RS 611.01)

Ordonnance sur l'informatique dans l'administration fédérale (OIAF, RS 172.010.58)

Ordonnance du 11 décembre 1995 sur les marchés publics (OMP, RS 172.056.11)

Manuel de gestion budgétaire et de tenue des comptes (MGB + TC)

Directives comptables du Département fédéral des Affaires étrangères (DFAE)

Ordonnance sur l'organisation du Département fédéral des Affaires étrangères (DFAE)

Annexe 2: Abréviations

AFF	Administration fédérale des finances
CDF	Contrôle fédéral des finances
DFAE	Département fédéral des affaires étrangères
DFF	Département fédéral des finances
DDPS	Département fédéral de la défense, de la protection de la population et des sports
DR	Direction des ressources du Département fédéral des affaires étrangères
fedpol	Office fédéral de la police
OFCL	Office fédéral des constructions et de la logistique
OSCE	Organisation pour la sécurité et la coopération en Europe
PRS	Présence Suisse
RW Z	Rechnungswesen Zentrale
SCI	Système de contrôle interne
SG DFAE	Secrétariat général du DFAE
simap	Système d'information sur les marchés publics en Suisse (www.simap.ch)
TF	Task Force Présidence OSCE du DFAE
UO	Unité d'organisation