



BUDGET REQUEST

**COMMISSION ON SECURITY AND
COOPERATION IN EUROPE
FISCAL YEAR 2015**

Commission on Security and Cooperation in Europe
Budget Request for Fiscal Year 2015

I. Budget Authority and Appropriation Request for FY 2015

The Commission was created on June 3, 1976, pursuant to Public Law 94-304, codified as 22 U.S.C. 3001, et. seq. This statute authorizes and directs the Commission ". . . to monitor the acts of the signatories which reflect compliance with or violation of the articles of the Final Act of the Conference on Security and Cooperation in Europe, with particular regard to the provisions relating to human rights and Cooperation in Humanitarian Fields." Information on the Commission's activities in 2013 is submitted pursuant to the provisions of 22 U.S.C. 3006.

The Final Act was agreed to in Helsinki in 1975 by 35 countries, including the United States, Canada, West and East European states, and the Union of Soviet Socialist Republics. The states which emerged as a result of the breakup of the USSR, Czechoslovakia, and Yugoslavia subsequently joined the Helsinki process, at which time each new participating State signed the Helsinki Final Act and explicitly and unconditionally agreed to all commitments of the Helsinki process. Mongolia joined the OSCE as a fully participating State in 2012, bringing OSCE membership to 57 countries.

Algeria, Egypt, Israel, Jordan, Morocco and Tunisia are OSCE Mediterranean Partners for Cooperation, and Afghanistan, Australia, Japan, the Republic of Korea and Thailand are Partners for Cooperation. (See Appendix (C) for a list of OSCE participating States and Partners).

As of January 1, 1995, the Conference on Security and Cooperation in Europe (CSCE) was renamed the Organization for Security and Cooperation in Europe (OSCE), reflecting its post cold-war focus on the promotion of free elections, human rights, democracy, and conflict prevention and management. The organization is headquartered in Vienna, Austria. Specialized offices of the OSCE are also in The Hague and Warsaw, and the OSCE maintains field offices in a number of other countries. The OSCE Parliamentary Assembly is based in Copenhagen, Denmark.

A substantial amount of Commission work is shaped by breaking developments that emerge over the course of any given year, both with respect to human rights as well as emerging conflicts or escalating inter-state tension. The Commission is most effective and relevant when it has the flexibility to respond to these issues as they arise.

The Commission anticipates that in 2014, Russia's invasion of Ukraine will be a central focus of Commission engagement. In addition,

- Throughout the year, the Commission will participate in OSCE observer teams for key elections in the region, including in planned early elections in Ukraine.
- Commissioner participation in the meetings of the OSCE Parliamentary Assembly, particularly the annual meeting in July in Azerbaijan. In addition to raising and advancing implementation of OSCE agreements at these meetings, some Commissioners serve in leadership positions of the Assembly.
- Engagement in the OSCE Human Dimension Implementation Meeting, Europe's largest annual multilateral human rights meeting. It is likely that, as Russia and like-minded

countries intensify their choke-hold on civil society at home, they will continue efforts to undermine the OSCE as a human rights and democracy promotion institution. In this context, U.S. leadership on human rights will be even more critical.

In FY 2015, through hearings, briefings, and other tools (described below in the reporting on last year's activities), the Commission will focus on:

- countries or regions in which Commissioners have particular interest, including Russia, Ukraine and the Balkans,
- areas of instability, particularly where there has been or is the threat of violence and interethnic or interstate tension,
- respect for fundamental freedoms (speech, religion, assembly and association), democratic foundations (rule of law, checks and balances, independence of judiciary) and corruption,
- issues relating to the integration of minorities and combating hate crimes, extremism, anti-Semitism, historical revisionism, and related phenomenon, and
- possible spill-over effects in OSCE countries arising from developments in neighboring countries (e.g., impact in Central Asia of U.S. troop withdrawals from Afghanistan; refugee flows into Turkey and OSCE Mediterranean Partner Countries from Syria).

In accordance with section 3 of Public Law 99-7 (March 27, 1985), codified as title 22 U.S.C. 3007(a), there are authorized to be appropriated to the Commission for each fiscal year such sums as may be necessary to enable it to carry out its duties and functions.

For fiscal year 2015, the Commission requests an appropriation of \$2,579,000 for salaries and expenses, in keeping with the President's budget request for fiscal year 2015.

II. Commission Membership

The Commission is composed of twenty-one Commissioners, nine each from the United States Senate and the U.S. House of Representatives, appointed respectively by the President of the Senate and the Speaker of the House. In addition, there are three Commissioners from the executive branch, one each from the Departments of State, Defense, and Commerce, appointed by the President of the United States.

At the beginning of each odd-numbered Congress, the President of the Senate designates a Senate Member as Chairman and the Speaker designates a House Member as Co-Chairman. At the beginning of each even-numbered Congress, the Speaker designates a House Member as Chairman and the President of the Senate designates a Senate Member as Co-Chairman. (See Appendix (A) for the list of Commissioners in the 113th Congress).

III. Commission Personnel

Staff responsibilities are noted in Appendix (B). Over the years, the Commission has benefited from the assignment of a Senior Foreign Service Officer, detailed from the Department of State on a full-time basis. The Government Printing Office also details a printing clerk to the Commission on a full-time basis.

Since its establishment, the Commission has maintained a small but highly motivated and exceptionally capable professional staff. In addition to their expert knowledge in the geographical areas of the OSCE and in the human rights, military security, and economic and environmental dimensions of the Helsinki process, current staff members are proficient in languages including Belarusian, Chinese, French, German, Italian, Portuguese, Romanian, Russian, and Ukrainian.

Moreover, due to the extensive experience and service of the Commission staff and their primary focus on OSCE issues, the Commission provides a continuity and unmatched reservoir of institutional knowledge within the U.S. government on such matters, and helps contribute to the development of a consistent and principled policy in keeping with its statutory mandate. This institutional knowledge has been utilized by the Congress and U.S. government agencies, most especially the Department of State, in its preparation for and participation in a wide variety of OSCE meetings, as well as by non-governmental organizations and private sector institutions and think tanks. The OSCE community has also recognized the Commission's unique leadership, knowledge and talent, consulting with Commission staff in preparation for meetings and drafting of documents, and other OSCE-related initiatives.

IV. Implementing the Commission's Mandate in the 113th Congress, 1st Session

Commission engagement in the United States and abroad offers a unique avenue for promoting U.S. national interests in the security, economic, and human dimensions. The Commission's unique composition allows it to affect both U.S. foreign policy and congressional support for specific policies, while its expert practice of public diplomacy vigorously advances American values, ideals, and principles.

The Commission is mandated to monitor participating States' compliance with provisions of the Helsinki Final Act and subsequent OSCE agreements, with particular attention to human rights.

All OSCE commitments, including those in the human dimension, have been adopted on the basis of consensus by all participating States. These human rights commitments encompass a broad array of issues, including the freedoms of speech, media, assembly, association and movement; religious liberties; and the treatment of ethnic, religious, and linguistic minorities. In 1991, the participating States at the Moscow Conference on the Human Dimension specifically recognized "the commitments undertaken in the field of the human dimension of the [Helsinki process] are matters of direct and legitimate concern to all participating States *and do not belong exclusively to the internal affairs of the State concerned.*" [Emphasis added.] The "Decalogue" of the Helsinki Final Act established ten core principles for relations among the participating States, including respect for territorial integrity and sovereign equality.

Of the 57 OSCE participating States, the Commission pays particular attention to those where persistent violations of human rights or democratic norms occur (especially states where authoritarian regimes cling to power); to countries and regions in which there is potential, ongoing or residual conflict; and to countries where particular political developments open windows of opportunity to advance human rights goals. Additionally, the Commission has focused on some aspects of the United States' own implementation record.

The Commission pursues its mandate in a variety of ways. Public hearings and briefings offer the most visible forum to highlight violations of human rights and other OSCE commitments. For certain topics, Administration officials testify on U.S. government policies, and Commissioners have also utilized these hearings to press the executive branch to take more resolute actions where circumstances warrant. These hearings find an audience among other U.S. government agencies, non-governmental organizations, the media, the general public, and among embassy personnel and other officials from OSCE participating States. Webcasting has expanded their reach. Moreover, the records of these public hearings and briefings are utilized by human rights activists throughout the OSCE region as a tool for building support for human rights improvements. (For a complete listing of Commission hearings, briefings, reports, and articles, see Appendix.)

The Commission also serves as a venue for closed-door briefings and meetings for Hill staff. In 2013, the Commission organized meeting with or briefings by State Department officials, OSCE representatives and NGOs dealing with, i.a., the Balkans, Russia, Belarus, Central Asia, the situation of Roma and online freedom.

In addition, specific instances of human rights abuses or shortcomings are often raised with countries of concern in Commissioner meetings with officials and representatives (at home or abroad), and through correspondence. Commissioners occasionally offer relevant legislation, resolutions and Congressional Record statements. When warranted by human rights improvements, Commissioners draw attention to positive developments as well.

Members of the Commission regularly communicate their views to senior officials at the Department of State and other relevant U.S. government agencies and, when necessary, seek to raise or improve the level of U.S. engagement regarding specific countries, cases or issues, including related OSCE policies. Ongoing staff contact with the U.S. Mission to the OSCE, the State Department country desk officers and human rights officers at U.S. Embassies abroad – posts with noticeably high turnover – helps ensure that these offices are kept informed of longstanding issues or emerging trends of concern to Commissioners. Significantly, the work of the Commission has resulted in some notable successes in helping to resolve human rights violations.

Commissioners or Commission staff members have served as members of U.S. delegations to all of the major OSCE human rights meetings since the Commission was established, a fact which strengthens the Commission's institutional knowledge and influence. The multilateral context affords the Commission an important additional venue for advancing its mandate to monitor and promote compliance by OSCE participating States with their freely undertaken commitments. Participation in these meetings uniquely enables the Commission to contribute to the process of standard-setting and establishing priorities and goals to advance implementation of the OSCE commitments, and to monitor the organizational development of the OSCE.

Although an independent agency of the U.S. government with Commissioners from both the executive and legislative branches, the Commission's leadership rests in the Congress and its membership is primarily drawn from the Congress. This structure reinforces an understanding in foreign capitals that the Congress and the American people attach significant importance to respect for individual human rights and other aspects of the Helsinki process. The Commission's bipartisan and bicameral nature, its tenure, and its efforts reaffirm that respect for such rights is a matter of basic principle for Americans. Equally important, the Commission's work facilitates an understanding by foreign governments of the singular involvement of the U.S. Congress in foreign affairs, an aspect of American politics that is often not well understood overseas.

The Commission continues to be an active and highly effective proponent of public diplomacy, reaching out to the private sector, think tanks, media, public groups and individuals to explain and promote the principles of the Helsinki Final Act and other OSCE documents. Commissioners and staff attended public fora, delivered presentations, lectured at the Foreign Service Institute and other venues, participated in panel discussions, made media appearances in domestic and foreign press – especially the Voice of America and Radio Free Europe/Radio Liberty – in an effort to heighten public awareness of Helsinki commitments and issues involving specific OSCE participating States, and engaged both organizations and individuals in the promotion of democracy, human rights, and the rule of law as essential components of European security and cooperation. These activities reinforce in the public mind the leadership of the Congress on individual rights.

The Commission has been particularly instrumental in introducing private citizens directly into the activities of the OSCE by supporting the inclusion of public members on U.S. delegations to OSCE meetings, seminars and specialized events. With the assistance of Commission staff, these individuals have made important contributions to these meetings and have acquired for themselves a unique awareness of the value and mission of the OSCE. Participation of public members also increases transparency regarding the OSCE's work. The Commission has been the single most active voice for ensuring that the meetings and processes of the OSCE are as open as possible, and that non-governmental organizations can have full participation in OSCE human dimension activities.

V. Countries and Regions of Particular Focus

Ukraine

Ukraine continued to be a focus of Helsinki Commission attention in 2013, both because Ukraine held the chairmanship of the OSCE and because of continued democratic backsliding that, by year's end, had led to massive street protests.

In May, following a long-standing Commission practice of receiving testimony from the country serving as OSCE Chair-in-Office (CIO), Ukrainian Foreign Minister Leonid Kozhara testified before the Commission regarding Ukraine's priorities for the year. Throughout the year, the Commission also worked with Ukraine to advance anti-trafficking training for the transportation and hospitality industries. Co-Chairman Smith traveled to Kyiv in June to participate as keynote speaker in a conference on human trafficking organized by the Ukrainian CIO and Commission staff members were actively engaged in the negotiations on the Kyiv Ministerial decision on trafficking.

Over the course of the year, however, Ukraine continued to experience a democratic regression. Members of the Commission spoke out (including at the hearing with Ukrainian Foreign Minister Kozhara and in other meetings with Ukrainian officials) regarding human rights concerns and politically motivated imprisonments, notably of former Prime Minister and opposition leader Yulia Tymoshenko. By the time of the OSCE Ministerial in Kyiv in early December, public opposition to the government had sparked massive street demonstrations, marred by violence against protesters on the eve of the Ministerial.

Ukrainian and other civil society activists urged the OSCE participating States to continue to participate in the Ministerial and called for the OSCE participating States to create a "group of experts" to follow up on events in Ukraine after the Ministerial. Representatives from the United States and other countries used the occasion to visit protesters on Independence Square and to speak in defense of freedom of assembly and freedom of expression. Commission staff participated in the U.S. delegation, reporting on both the civil society parallel conference and escalating tension in the streets.

Russia

Russia's crackdown on civil society continued in 2013, notwithstanding Moscow's preparations to host the 2014 Sochi Olympics. Implementation of the Magnitsky Act, spearheaded by Chairman Cardin and passed into law in December 2012, was a focus of Commission work in 2013. The Act succeeded the Jackson-Vanik Amendment and imposes a public visa ban and assets freeze on corrupt officials and human rights violators in Russia.

Members of the Commission also sought to address and ameliorate problems relating to inter-country adoptions in H. Res. 34 (calling on the United States and Russia to continue cooperation in securing safe and loving homes for unparented children) and in a resolution on intercountry adoptions sponsored by Commissioner Wicker at the annual meeting of the OSCE Parliamentary Assembly.

Central Asia and the Caucasus

Concerns about human rights and democratization in Central Asia and the Caucasus were raised by the Helsinki Commission, including at a July 2013 briefing on authoritarianism in Azerbaijan that addressed restrictions on freedom of the media, assembly and politically motivated imprisonment. Commission staff observed the Armenian presidential elections in February. Participation in the election observation team for October elections in Azerbaijan was planned but curtailed due to the government closure.

The Commission also examined issues related to the United States withdrawal from Afghanistan and questions regarding the impact that will have in neighboring countries. To assist Afghanistan's economic development, the U.S. Government has accelerated efforts to integrate Afghanistan with the economies of Uzbekistan, Tajikistan, Kyrgyzstan, Kazakhstan and Turkmenistan. A July 2013 Commission briefing on "The New Silk Road Strategy" addressed questions about the ability of these governments to create the necessary conditions for more trade and exchange, including infrastructure development, efficient customs regimes and reliable transportation networks. Commission staff participated in the election observation of Tajikistan's presidential elections in November and in the U.S. delegation to the 2013 Annual Bilateral Consultations with Uzbekistan in December.

Western Balkans, Turkey, Partner States

The Commission continued its long-standing engagement on the Western Balkans. All Western Balkan countries, including NATO member Albania, have continued their efforts to realize their aspirations for European union membership; Croatia joined in 2013. Serbia will have the chairmanship of the OSCE in 2015.

In May, the Commission held a hearing to assess the degree to which democratic progress has begun to fall short of expectations at home and abroad, and what can be done to accelerate the pace of further reforms related to good governance. Commission staff participated in the election observation mission for the June parliamentary elections in Albania.

In connection with the OSCE Parliamentary Assembly winter meeting in February, Chairman Cardin led a congressional delegation to Israel and Turkey. In Turkey, the delegation visited refugee camps at the border with Syria. In June, the Commission held a hearing on Syrian refugees in the OSCE region as part of its examination of the impact of the civil war in Syria on OSCE participating States and Partner Countries. Commission staff also traveled to Turkey and Jordan in August for follow-up work on this issue.

The Commission also held a hearing on "Resolving Crises in East Asia through a New System of Collective Security: the Helsinki Process as a Model" in December 2013. Witnesses examined the situation in East Asia, and the North Korean peninsula in particular, and discussed how a Helsinki-type process might help defuse tensions and promote greater cooperation in Northeast Asia.

Hungary

Since 2010, the Hungarian Government has pursued a dramatic legal remaking of the country,

prompting Freedom House President David J. Kramer to characterize Hungary (along with Ukraine) as being “at the forefront of democratic decline in central and eastern Europe” and that the two countries, “under the pretext of so-called reforms, have been systematically breaking down critical checks and balances.”

In March, the Commission held a hearing to examine Hungary’s constitutional changes with a particular view to the independence of the judiciary, present-day Hungary’s relationship to its Holocaust-era past, and the implications of Hungary’s sweeping legal changes for civil society, including an independent media and religious organizations.

VI. U.S. Policy towards the OSCE and Helsinki Commission Leadership at OSCE Meetings

The Commission continues to focus on the relationship between U.S. foreign policy, human rights, and the OSCE. Engagement with senior Department of State officials provides an important avenue for commissioners to help influence related U.S. policy. In this regard, the Commission maintains a regular dialogue with the Bureaus of European and Eurasian Affairs; South and Central Asian Affairs; and Democracy, Human Rights, and Labor.

The Commission leadership has also placed importance on direct engagement with senior political leaders of the Vienna-based organization and has convened hearings with the foreign minister serving as the OSCE Chairperson-in-Office since 2001.

In addition to the 2013 hearing with the OSCE Chair-in-Office Ukrainian Foreign Minister Kozhara, the Commission held a hearing with the Janez Lenarcic, the Director of the Office for Democratic Institutions and Human Rights and a hearing with the OSCE Special Representative and Coordinator for Combating Trafficking in Human Beings Dr. Maria Grazia Giammarinaro.

Commission staff contributed greatly to U.S. preparations for the annual Human Dimension Implementation Meeting (HDIM). The HDIM is Europe’s largest annual human rights meeting, especially significant for the opportunity it presents for direct civil society engagement. Commission staff members participated as members of the U.S. delegation bringing expertise on specific countries as well as issues such as combating anti-Semitism and racism. In 2013, the HDIM included special focus on freedom of religion or belief, freedom of assembly and association, and democratic elections and election observation.

As the meeting opened, the high-profile case of imprisoned former Prime Minister Yulia Tymoshenko remained unresolved, casting a pall on Ukraine’s OSCE Chairmanship. GOLOS, a Russian NGO that reports on the integrity of elections in Russia, remained suspended in a wave of increased repression; Russian representatives protested against GOLOS participation at the HDIM. Former political prisoner and RFE/RL correspondent Dovletmyrat Yazkuliyeu was not allowed to leave Turkmenistan to participate in the HDIM. Kazakhstani businessman Mukhtar Ablyazov and several of his former colleagues were held in various countries on the request of the government of Kazakhstan – while his wife and daughter were illegally deported from Italy

to Kazakhstan. Commission staff ensured that all of these cases, and many other others, were raised in U.S. statements.

In recent years, the HDIM has become a battlefield in a proxy war against human rights reform waged by countries like Belarus – making U.S. leadership on human rights issues there even more important. Russia continues its sharp escalation of Russian measures against civil society, and continuing efforts by Russia and like-minded countries to curtail and otherwise undermine the space for human rights review in the OSCE and the return of the Soviet lexicon.

Promoting Fundamental Freedoms

The Commission actively promotes fundamental freedoms within the OSCE region, including online, exemplified by Co-Chairman's Smith's Global Online Freedom Act of 2013 (H.R. 491). Commission staff also participated in a conference on freedom of expression on the internet organized by the OSCE Representative on Freedom of the Media and organized a roundtable of NGOs and U.S. government participants to discuss moving the internet freedom agenda forward.

On World Press Freedom Day, Chairman Cardin spoke out against violence against journalists, raising specific cases from Russia, Ukraine, Kyrgyzstan and Uzbekistan as well as the case of Serbian journalist Slavko Curuvija. Curuvija testified at a hearing of the Helsinki Commission just months before he was gunned down outside his apartment in Belgrade in 1999 and his unsolved murder has been a long-standing concern for Commissioners. In January 2014, Chairman Cardin and Co-Chairman Smith welcomed arrests in Serbia relating to Curuvija's murder.

Commissioners also raised concerns about freedom of religion or belief, including the case of an imprisoned pastor in Kazakhstan and the fate of unrecognized or deregistered faiths in other countries. During the OSCE Parliamentary Assembly meeting in Istanbul, Members of the U.S. delegation participated in a side event on religious tolerance. Commission staff represented the United States at an OSCE roundtable on inter-religious dialogue. The Commission continued to raise and report on bans in the OSCE region on religious attire (including headscarves), circumcision, and ritual slaughter as undue restrictions on religious liberties. One of the decisions at the Kyiv Ministerial addressed advancing freedom of religion and the protection of religious sites.

Tolerance and Nondiscrimination: Combatting anti-Semitism, Racism and Xenophobia

The Commission continued to monitor and further efforts that would combat intolerance and discrimination in the OSCE region amidst a rise in prejudice and violence toward migrants, Roma, Muslims and other minorities. The Commission also monitored and reported on manifestations of anti-Semitism and the issue of security for religious communities.

The Commission continued to support the work of the three Personal Representatives of the OSCE Chair-in-Office tasked with promoting tolerance. Their work was addressed at the Commission's hearing with OSCE Chair-in-Office Ukrainian Foreign Minister Kozhara and the hearing with ODIHR Director Lenarcic. Staff participated in the OSCE High-Level Conference on Tolerance in Tirana.

Co-Chairman Smith raised concern about violence and discrimination against Roma with Romanian Prime Minister Ponta and the Commission organized a briefing for Hill staff with Ivan Ivanov of the European Roma Rights Center. Commission staff participated in an OSCE meeting on Romani human rights issues and contributed to the negotiations on a decision adopted at the Kyiv Ministerial that, i.a., seeks to enhance Romani political participation.

Commissioners also sought to advance domestic and global diversity and inclusion measures to complement existing anti-discrimination and civil rights measures in national security and U.S. foreign policy. The Commission organized, with the German Marshall Fund, an event on “Mission Critical: Transatlantic Security and Diversity” at which Chairman Cardin presented a keynote address. In November, the Commission held a briefing on “Europeans of African Descent ‘Black Europeans’: Race, Rights, and Politics.” The briefing was timed to coincide with a week-long study visit of a delegation focused on minority inclusion organized with the OSCE.

Dealing with Legacies of the Past

The Commission continues to examine and address some of the complex issues that are legacies of the Nazi and Communist eras. Chairman Cardin made a statement observing the 80th anniversary of the Soviet-engineered genocide by famine in Ukraine and other parts of the Soviet Union. The Commission also screened the award-winning film, “*Age of Delirium*,” which chronicles the fall of the Soviet Union through the personal stories of those who lived this momentous transformation.

Commissioners continue to advocate in various fora for the prompt, just and non-discriminatory restitution of or compensation for wrongly stolen properties. Unresolved private and communal property claims were raised regarding Romania and Poland. The Commission continued to advocate for the return of the Schneerson Collection and Archives to the Chabad community. The sacred texts are currently held by the Russian Federation.

Chairman Cardin and Ranking Senator Wicker co-sponsored S. Res. 290, commemorating the 75th anniversary of *Kristallnacht*, a series of pogroms in Jewish neighborhoods in Germany, German-occupied Austria, and German-occupied Czechoslovakia that marked a turning point in the Holocaust. Following what is now a long-standing practice, during the OSCE annual human dimension implementation meeting in Warsaw, Commission staff organized a visit for members of the U.S. delegation to Auschwitz.

Concerns regarding historical revisionism and the rehabilitation of fascist ideologues were also raised at the Commission’s hearing on Hungary in March.

Trafficking

The Commission continued to be a leading voice in the fight against human trafficking. In his capacity as Special Representative to the President of the OSCE Parliamentary Assembly on Human Trafficking, Co-Chairman Smith submitted reports on trafficking to both the Winter Meeting and the Annual Session.

Co-Chairman Smith also introduced a resolution at the OSCE Parliamentary Assembly Annual Session on Trafficking Victim Watchfulness that was adopted.

There was particular engagement with Ukraine, as OSCE Chair-in-Office, on implementing anti-trafficking training for the transportation and hospitality industry. Co-Chairman Smith addressed a conference on this issue in Kyiv that was included in the conference outcome document. That, in turn, became the foundation for a decision adopted by the participating States at the Kyiv Ministerial.

In September, the Commission held a hearing on “OSCE Efforts to Combat Human Trafficking: Outlook and Opportunities” examining the role and mandate of the OSCE Special Representative and Coordinator for Trafficking in Human Beings and her leadership of efforts to combat modern day slavery in the OSCE region.

Promoting Democratic Elections

Significantly, OSCE observation of the 2012 elections in Georgia facilitated respect for the outcome of the elections and a peaceful transition of government in a potentially explosive environment. Election observation there sharply illustrated why the OSCE remains both relevant and a contested battleground.

In 2013, Commission staff participated in OSCE election observation teams for the Presidential elections in Armenia in February (during which one of the candidates was wounded by gunshot), early elections in Bulgaria in May following wide spread street protests throughout the country (the first time the OSCE has mounted a full-scale mission in an EU country), in Albania in May, and in Tajikistan for presidential elections in November.

The Military Political Security Dimension

Key Commission priorities in the Military Political Security dimension included supporting the OSCE’s efforts to enhance its conflict management tools, and to bolster key arms control and confidence and security building mechanisms (CSBMs).

Commission staff participated in the Annual Implementation Assessment Meeting and the OSCE Annual Security Review Conference. In addition, staff traveled to Bosnia and Herzegovina and Serbia to examine issues related to securing small arms and light weapons and stockpiles of conventional ammunition, humanitarian de-mining, and persons missing as a result of conflict.

The Economic and Environmental Dimension

The Commission’s efforts in the economic and environmental dimension focused on advancing good governance and anti-corruption. Chairman Cardin continued to advocate for greater transparency and accountability in the oil, gas and mining sectors through advocacy during the Securities and Exchange Commission (SEC) rulemaking process for the Cardin-Lugar provision (Sec. 1504) of the Dodd-Frank Wall Street Reform and Consumer Protection Act. In 2013, the Commission focused on the implementation of the Cardin-Lugar provision, including through engagement with the Securities and Exchange Commission. Commission staff also participated in the biennial EITI conference in Sydney and met with Australian government officials in Canberra regarding the adoption of Cardin-Lugar titles.

Commission staff also participated in meetings of the Economic and Environmental Forum and supported participation in these events by the Department of Commerce Commissioner.

Legislative Initiatives

The Commission's expertise in the countries and issues of the OSCE region have made it a resource not only for its Legislative Branch Commissioners but for other members of Congress. Commission staff provided drafting, analysis, and/or background for Members related to:

- S. Res. 290 Commemorating the 75th anniversary of Kristallnacht, or the Night of Broken Glass
- S. 744 McCain-Cardin language regarding Iraqi and Afghan Special Immigrant Visa (SIV) programs
- Implementation of Cardin-Lugar Sec. 1504 of the Dodd-Frank Wall Street Reform and Consumer Protection Act
- Implementation of the Sergei Magnitsky Act
- H.R. 491 Global Online Freedom Act of 2013
- H.R. 898 Trafficking Victims Protection Reauthorization Act of 2013
- H.R. 2283 Human Trafficking Prioritization Act
- H.R.3212 Sean and David Goldman International Child Abduction Prevention and Returned Act
- H.R. 3585 Walter Patterson and Werner Foerster Justice and Extradition Act
- H.RES. 34 Calling on the United States and Russia to continue cooperation in securing safe and loving homes for unparented children.
- H.Res. 62 Expressing the sense of the House of Representatives that the Secretary of State should seek to amend Article 22 of the statute of the International Court of Justice to move the seat of the court from the Netherlands.
- H.Con. Res. 61 Expressing the sense of the House of Representatives regarding the execution-style murders of United States citizens Ylli, Agron, and Mehmet Bytyqi in the Republic of Serbia in July 1999

VII. The Parliamentary Dimension of the OSCE

Both Commissioners and Commission staff have continued to participate in the work of the OSCE Parliamentary Assembly, as well as to solicit the involvement of other Members of Congress in these activities. Representation at these inter-parliamentary events demonstrates a solid, ongoing congressional commitment to maintaining and strengthening United States-European relations.

The primary task of the Copenhagen-based OSCE Parliamentary Assembly is to promote parliamentary involvement in the activities of the OSCE and to facilitate inter-parliamentary dialogue and cooperation among parliamentarians from the OSCE participating States. Other important objectives of the Assembly are: to assess the implementation of OSCE commitments by participating States; to discuss subjects addressed during meetings of the Ministerial Council and summit meetings of OSCE Heads of State or Government; to develop and promote mechanisms for the prevention and resolution of conflicts; to support the strengthening and consolidation of democratic institutions in the participating States; and to contribute to the development of OSCE institutional structures and of relations and cooperation with other OSCE institutions.

A total of 323 parliamentarians, including as many as 17 members of the U.S. Congress, can participate in the Assembly's major meetings, which include a Winter Meeting in Vienna, an Annual Session in changing locations, and a Autumn Meeting which also has a changing venue from year-to-year. The Bureau, an equivalent to an executive committee, also meets every April and December, and every two years or so there have been Spring conferences focused on economic issues. Beyond these meetings, parliamentarians also contribute their political and regional expertise by serving as Special Representatives, members of Ad Hoc Committees and participants on election observation missions undertaken by the Assembly throughout the year.

U.S. participation in the OSCE Parliamentary Assembly goes beyond meeting attendance; many Members of Congress have traditionally played an active leadership role in the Assembly. In 2013, Commissioner Robert B. Aderholt continued to serve in his first term as one of nine Assembly Vice Presidents. He also participated on an ad hoc subcommittee to review and propose changes to the OSCE PA rules of procedure. Chairman Smith has continued to serve as the OSCE PA Special Representative on Human Trafficking Issues, and Commissioner Hastings, who served as Assembly President from 2004-2006, has done the same as Special Representative on Mediterranean Affairs.

Chairman Cardin led the United States Delegation to the Winter Meeting held in Vienna, Austria, on February 21 and 22, 2013. The delegation included House Commissioners Aderholt, Hastings and McIntyre from the House of Representatives, Commerce Department Commissioner Michael C. Camuñez and Senator Bernie Sanders of Vermont and arrived after important visits to Israel and Turkey. Chairman Cardin participated in a lengthy debate on OSCE election observation practices, while Commissioner Hastings made a presentation on his observations of the delegation's visit to the Turkish-Syrian border to start a special debate on the international response to the conflict in Syria. Commissioner Camuñez served as a guest speaker in the Second Committee, focusing primarily on economic issues and calling for operationalizing OSCE commitments on good governance and transparency. The delegation also had bilateral

meetings with the Ukrainian Chair-in-Office envoy, the OSCE Secretary General, the ODIHR Director and a visiting human rights activist regarding the situation in Belarus. Commissioner Hastings, in his capacity as Special Representative, hosted a working session with delegates from Mediterranean Partner countries.

Commissioner and Assembly Vice President Aderholt, accompanied by Commission staff, participated in the OSCE PA Bureau Meeting in Copenhagen, Denmark, on April 14 and 15, 2013.

The Assembly's 22nd Annual Session took place in Istanbul, Turkey from June 29 to July 3, 2013. Led by Senate Commissioner Wicker, the delegation included Co-Chairman Smith, Commissioner Aderholt, Senator Mike Crapo and Representative Doc Hastings. U.S. achievements at the Annual Session included passage of two resolutions drafted by the United States, one by Commissioner Wicker on Intercountry Adoptions and one by Co-Chairman Smith on Trafficking Victim Watchfulness. Commissioner Aderholt also successfully managed an amendment to a committee resolution that expressed opposition to the premature closing of OSCE field missions in countries where human rights are routinely violated. Useful resolutions on religious freedom, human rights in Belarus and the humanitarian crisis in Syria also passed, but the Standing Committee unfortunately did not support placing several important resolutions concerning human rights on the agenda. Moreover, a resolution supporting an OSCE partnership with the Palestinian National Authority – defeated in previous years – passed despite vigorous opposition from U.S. delegates. Beyond the formal work of the Annual Session, bilateral meetings were held with the Georgian Delegation (led by their parliament Speaker), the Ukrainian Chair-in-Office and the Israeli Ambassador holding the OSCE portfolio. U.S. delegates also attended a side-event on religious tolerance in Turkey and a screening of a documentary on Russian-American adoptions. While in Turkey, the delegation visited an American Patriot Missile battery near the southern town of Gaziantep, as well as a nearby camp for Syrian refugees. Following the Annual Session, the delegation also visited Azerbaijan and Hungary.

Closure of the U.S. Government made it impossible for a delegation to represent the United States at the OSCE PA Autumn Meeting which convened in Budva, Montenegro, from October 13 through 15, 2013.

The Helsinki Commission also continued to participate in OSCE PA election observation missions in 2013. More specifically, Commission staff observed elections under Assembly auspices in Albania, Bulgaria and Tajikistan.

Hearings, Briefings and Congressional Delegations in 113th Congress, 1st Session

A. Hearings

The Trajectory of Democracy – Why Hungary Matters (March 19, 2013)

Democracy in Albania: the Pace of Progress (May 6, 2013)

Ukraine’s Leadership of the OSCE (May 8, 2013)

The OSCE Office for Democratic Institutions and Human Rights: Accomplishments and Challenges (May 21, 2013)

Fleeing to Live: Syrian Refugees in the OSCE Region (June 13, 2013)

OSCE Efforts to Combat Human Trafficking: Outlook and Opportunities (September 17, 2013)

Europeans of African Decent ‘Black Europeans’: Race, Rights, and Politics (November 19, 2013)

Resolving Crises in East Asia through a New System of Collective Security: the Helsinki Process as a Model (December 11, 2013)

B. Briefings

Troubled Partner: Growing Authoritarianism in Azerbaijan (July 16, 2013)

Age of Delirium (July 21, 2013)

The New Silk Road Strategy: Implications for Economic Development in Central Asia (July 31, 2013)

Congressional Delegation

February:

Senator Cardin, Congressman Hastings, Congressman Aderholt, Congressman McIntyre, Fred Turner, Marlene Kaufmann, Robert Hand, and Alex Johnson travelled to Israel, Turkey, and Austria to meet with national security leaders and in-country U.S. officials in Israel and Turkey, and participate in the OSCE Parliamentary Assembly meeting in Austria.

April:

Congressman Aderholt and Robert Hand travelled to Copenhagen, Denmark to attend a Bureau Meeting of the OSCE Parliamentary Assembly.

June:

Senator Wicker, Senator Crapo, Congressman Smith, Congressman Aderholt, Congressman Doc Hastings, Mark Milosch, Fred Turner, Robert Hand, Alex Johnson travelled to Turkey, Azerbaijan and Hungary to attend the OSCE Parliamentary Assembly Annual Session. Allison Hollabaugh travelled to Istanbul, Turkey to attend the OSCE Parliamentary Assembly Annual Session.

Congressman Smith and Mark Milosch travelled to Ukraine to consult with foreign government and OSCE officials and NGOs about legislative and advocacy issues connected to human rights and trafficking in persons.

Staff Delegation

January:

Janice Helwig travelled to Vienna, Austria as the Commission's Representative to USOSCE.

Allison Hollabaugh travelled to Kiev, Ukraine to participate in airline trafficking training coordination and rollout meetings arranged by the government of Ukraine.

February:

Shelly Han travelled to Vienna, Austria to participate in a conference organized by the OSCE's Representative on Freedom of the Media.

Paul Carter travelled to Yerevan, Armenia to observe the Armenian elections.

Shelly Han travelled to Vienna, Austria to participate in the OSCE Economic and Environmental Forum Meeting.

March:

Janice Helwig travelled to Vienna, Austria to represent the Helsinki Commission at

USOSCE.

Alex Johnson travelled to Vienna, Austria to fulfil his duties by representing the Commission at the U.S. Mission to the OSCE.

Fred Turner travelled to Australia to attend the 2013 OSCE- Asia Partners Conference.

Mischa Thompson and Alex Johnson travelled to Brussels, Belgium to attend the Transatlantic Inclusion Leaders Network (TILN) Training.

Shelly Han travelled to Toronto, Canada to participate in a conference organized by the Canada Centre for Global Security Studies at the Munk School of Global Affairs, University of Toronto.

Winsome Packer travelled to Vienna, Austria to attend the Annual Implementation Assessment Meeting (AIAM) and Security Day.

Janice Helwig travelled to Adelaide, Australia to attend the OSCE Asian Partner Conference.

April:

Shelly Han travelled to Kyiv, Ukraine to attend the second meeting of the OSCE Economic and Environmental Forum.

Mischa Thompson travelled to Paris, France and to Brussels, Belgium to attend the European Network Against Racism (ENAR) Ad Hoc Committee Meeting on Black Europeans. In Paris, Dr. Thompson conducted follow up meetings on anti-discrimination efforts with the French government and civil society.

May:

Shelly Han travelled to Australia to attend the Extractive Industries Transparency Initiative (EITI) Global Conference and board meeting.

Alex Johnson travelled to Tirana, Albania to attend the “OSCE High-Level Conference on Tolerance and Non-Discrimination (Including Human Rights Youth Education on Tolerance and Non-Discrimination.”

Winsome Packer travelled to Strasbourg, France to attend an international terrorism conference.

Erika Schlager travelled to Vienna, Austria and Bulgaria to participate in the OSCE Roundtable Meeting on Inter-Religious Dialogue on Promoting Freedom of Religion or Belief. In Bulgaria, Ms. Schlager participated as a short-term election observer and held additional consultations on human rights issues.

June:

Allison Hollabaugh travelled to Kyiv, Ukraine to attend the conference titled “Strengthening the Coherence of the OSCE Response to Trafficking in Human Beings.”

Alex Johnson traveled to Albania to observe the parliamentary elections.

Winsome Packer travelled to Vienna, Austria; Bosnia and Herzegovina; and Serbia to attend the OSCE’s 2013 Annual Security Review Conference in Vienna. In Serbia and Bosnia and Herzegovina, Ms. Packer conducted a field study on securing small arms and light weapons and stockpiles of conventional ammunition, humanitarian demining, and of persons missing as a result of conflict.

August:

Marlene Kaufmann travelled to Lebanon, Turkey and Jordan to hold meetings with U.S. and Lebanese officials, UNHCR, and other NGOs; attended a conference held by the Syrian American Council; met with U.S. and Jordanian officials, UNHCR, the International Organization for Migration (IOM) and other NGOs.

September:

Alex Johnson travelled to Vienna, Austria to fulfill his duties by representing the Commission at the U.S. Mission to the OSCE.

Shelly Han travelled to Prague, Czech Republic to attend the OSCE Economic and Environmental Forum.

Fred Turner, Erika Schlager, Janice Helwig, Mischa Thompson, Kyle Parker and Alex Johnson travelled to Warsaw, Poland to attend the 2013 OSCE Human Dimension Implementation Meeting.

Mischa Thompson travelled to Germany to speak at Amerika Haus and German Marshall Fund events and to hold meetings with government and civil society leaders on tolerance issues.

October:

Marlene Kaufmann and Mischa Thompson travelled to Monaco to attend the 2013 OSCE Mediterranean Conference.

Mischa Thompson travelled to Morocco to attend a conference held by the German Marshall Fund and held meetings on tolerance and non-discrimination.

November:

Erika Schlager travelled to Vienna, Austria to attend the Supplementary Human Dimension Meeting.

Janice Helwig travelled to Tajikistan and Kazakhstan to participate in the OSCE PA Presidential election observation mission.

Fred Turner travelled to India to attend the seventh India Trilateral forum.

Orest Deychakiwsky, Erika Schlager, Allison Hollabaugh travelled to Kyiv, Ukraine to attend the 2013 OSCE Ministerial Conference.

December:

Allison Hollabaugh travelled to Vienna, Austria to hold consultations on the Addendum to the OSCE Plan of Action to Combat Trafficking in Human Beings.

Appendix (A)

Commission on Security and Cooperation in Europe
113th Congress

Legislative Branch Commissioners

United States Senate

Benjamin L. Cardin, Maryland
Chairman

Sheldon Whitehouse, Rhode Island
Tom Udall, New Mexico
Jeanne Shaheen, New Hampshire
Richard Blumenthal, Connecticut
Roger F. Wicker, Mississippi
Saxby Chambliss, Georgia
John Boozman, Arkansas

United States House of Representatives

Christopher H. Smith, New Jersey
Co-Chairman

Joseph R. Pitts, Pennsylvania
Robert B. Aderholt, Alabama
Phil Gingrey, Georgia
Michael C. Burgess, Texas
Alcee L. Hastings, Florida
Louise McIntosh Slaughter, New York
Mike McIntyre, North Carolina
Steve Cohen, Tennessee

Executive Branch Commissioners

Department of State, vacant as of March 2013

Department of Commerce, vacant as of July 2013

Department of Defense, vacant as of February 2012

Appendix (B)

COMMISSION ON SECURITY AND COOPERATION IN EUROPE
(2013)

Staff Members

Orest Deychakiwsky	Policy Advisor Belarus, Bulgaria, Romania, Ukraine, NGO Liaison, Security Officer
Shelly Han	Policy Advisor Economics, Environment, Energy Security, OSCE Asian Partners for Cooperation, Labor Migration, Trade, Good Governance
Bob Hand	Policy Advisor Albania, Bosnia and Herzegovina, Croatia, Macedonia, Montenegro, Slovenia, Serbia, Kosovo, OSCE Parliamentary Assembly
Janice Helwig	Policy Advisor Afghanistan, Central Asia, Policing, Combating Sexual Exploitation of Children, Women's Issues
Allison Hollabaugh	Counsel Trafficking in Persons
Alex T. Johnson	Policy Advisor Environmental Human Rights, Environmental Justice Policy, Trafficking in Persons, OSCE Mediterranean Partners
Marlene Kaufmann	General Counsel
Mark S. Milosch	Deputy Chief of Staff
Winsome Packer	Policy Advisor Security Issues
Kyle Parker	Policy Advisor Russian Federation, Duma-Congress Inter-Parliamentary Exchange, Estonia, Latvia, Lithuania, Moldova
Katie Peters	Printer/Proofreader (Detailee from the Government Printing Office)

Daniel Redfield	Director of Administration
Erika Schlager	Counsel for International Law Czech Republic, Hungary, Poland, Slovakia, Romani Minority Issues, OSCE and International Legal Issues, Domestic Compliance Issues
Mischa Thompson	Policy Advisor Tolerance (Racism, Xenophobia, Anti-Semitism, Anti-Muslim), Migrant Rights and Integration, Western Europe (European Union), Corporate Social Responsibility
Fred Turner	Chief of Staff
<i>(Vacant)</i>	<i>Communications Director</i>
<i>(Vacant)</i>	<i>Policy Advisor</i>
<i>(Vacant)</i>	<i>Policy Advisor</i>
<i>(Vacant)</i>	<i>Senior State Department Advisor</i>
<i>(Vacant)</i>	<i>Staff Associate</i>

Appendix (C)

OSCE Participating States as of March 2014

Country	Participating States
Albania	admitted as observer on June 20, 1990; admitted as fully participating State on June 19, 1991
Andorra	admitted as new participating State on April 25, 1996
Armenia	admitted as new participating State on January 30, 1992
Austria	original participating State
Azerbaijan	admitted as new participating State on January 30, 1992
Belarus	admitted as new participating State on January 30, 1992
Belgium	original participating State
Bosnia-Herzegovina	admitted as new participating State on April 30, 1992 (previously participated as part of Yugoslavia, an original participating State)
Bulgaria	original participating State
Canada	original participating State
Croatia	admitted as observer on January 31, 1992; admitted as fully participating State on March 24, 1992 (previously participated as part of Yugoslavia, an original participating State)
Cyprus	original participating State
Czech Republic	admitted as new participating State on January 1, 1993 (previously participated as part of Czechoslovakia, original participating State)
Denmark	original participating State
Estonia	admitted as new participating State on September 10, 1991
Finland	original participating State
France	original participating State
Georgia	admitted as new participating State on March 24, 1992
Germany	originally participated as two separate countries, the Federal Republic of Germany and the German Democratic Republic; participation as single country began with German unification on October 3, 1990
Greece	original participating State
The Holy See	original participating State
Hungary	original participating State
Iceland	original participating State
Ireland	original participating State
Italy	original participating State
Kazakhstan	admitted as new participating State on January 30, 1992

Kyrgyzstan	admitted as new participating State on January 30, 1992
Latvia	admitted as new participating State on September 10, 1991
Liechtenstein	original participating State
Lithuania	admitted as new participating State on September 10, 1991
Luxembourg	original participating State
Macedonia	admitted as observer as of April 1993; admitted as new, fully participating State on October 12, 1995 (previously participated as part of Yugoslavia)
Malta	original participating State
Moldova	admitted as new participating State on January 30, 1992
Monaco	original participating State
Mongolia	admitted as a participating State on December 2, 2012
Montenegro	admitted as new participating State on June 26, 2006 (previously participated as part of Yugoslavia, and then as part of Serbia and Montenegro)
Netherlands	original participating State
Norway	original participating State
Poland	original participating State
Portugal	original participating State
Romania	original participating State
Russian Federation	original participating State as the Soviet Union; Russia succeeded to the Soviet Union's seat on January 11, 1991
San Marino	original participating State
Serbia	originally participated as Yugoslavia; suspended from participation in decision making on May 12, 1992; suspended from participating in meetings on July 7, 1992; re-admitted as new, fully participating State November 10, 2000; renamed Serbia and Montenegro on February 4, 2003; Montenegro separated from Serbia by referendum in May 2006
Slovak Republic	admitted as new participating State January 1, 1993 (previously participated as part of Czechoslovakia, an original participating State)
Slovenia	admitted as an observer on January 31, 1992; admitted as new, fully participating State March 24, 1992 (previously participated as part of Yugoslavia)
Spain	original participating State
Sweden	original participating State
Switzerland	original participating State
Tajikistan	admitted as new participating State January 30, 1992
Turkey	original participating State
Turkmenistan	admitted as new participating State January 30, 1992
Ukraine	admitted as new participating State January 30, 1992

United Kingdom	original participating State
United States	original participating State
Uzbekistan	admitted as new, fully participating State January 30, 1992

OSCE Mediterranean Partners for Cooperation

Algeria	affiliated with the Helsinki process since 1973
Egypt	affiliated with the Helsinki process since 1973
Israel	affiliated with the Helsinki process since 1973
Jordan	admitted as a Mediterranean partner for co-operation on May 22, 1998
Morocco	affiliated with the Helsinki process since 1973
Tunisia	affiliated with the Helsinki process since 1973

OSCE Partners for Cooperation

Afghanistan	admitted as a Partner for Cooperation on April 3, 2003
Australia	admitted as a Partner for Cooperation on January 1, 2010
Japan	affiliated with the Helsinki Process since July 10, 1992; formally designated Partner for Cooperation on December 7, 1995
Republic of Korea	formally designated Partner for Cooperation on December 7, 1995
Thailand	admitted as a partner for co-operation on Nov. 9, 2000