



Organization for Security and Co-operation in Europe

Office of the Secretary General Action against Terrorism Unit

Contribution by Mr. Raphael Perl, Head of the Action against Terrorism Unit

Mr. President,
Excellencies,
Ladies and gentlemen,

Terrorism is a global, regional and local phenomenon. Hence, counter-terrorism work requires an approach which incorporates all these factors. The United Nations Global Counter-Terrorism Strategy recognizes and calls for the active role of regional organizations in the fight against terrorism. In this regard the Organization for Security and Co-operation in Europe (OSCE) and the other regional organizations represented here today have a lot to offer.

The Global Counter-Terrorism Strategy (the Strategy) provides important guidance for the OSCE counter-terrorism activities. It outlines a comprehensive global approach towards countering terrorism and as such is indispensable for our counter terrorism work.

As a regional arrangement under Chapter VIII of the UN Charter, the OSCE recognizes that the UN plays the leading role in all counter terrorism matters in a global perspective. As you might know, we are the largest regional organization with 56 participating States from North America to Central Asia, and also 11 partner countries in North Africa, the Middle East and Asia. The organization follows a comprehensive approach to security, linking the politico-military, economic and environmental, as well as human dimensions of security. This comprehensive approach has been especially important to OSCE counter-terrorism efforts.

Terrorism poses a threat to the whole OSCE region, and as such, it is a grave concern to all of our participating States. Over the years, the OSCE has developed a framework for comprehensive counter-terrorism action. We have been actively contributing to the global effort to fight terrorism by developing a variety of wide-ranging commitments to adhere to and implement the international counter terrorism regime and also by helping national authorities develop their counter-terrorism capacities.

Since the adoption of the strategy on 8 September 2006 we have looked upon this important document as providing both a political framework and vital guidance for our counter-terrorism activities. This was reflected in a *Ministerial Statement on Supporting the United Nations Global Counter Terrorism Strategy (MC.DOC/3/07)* which the OSCE participating States adopted at the 2007 Ministerial Council in Madrid.

Herein they confirmed the importance of the Strategy and agreed to continue with the implementation of the OSCE counter terrorism commitments. Moreover, they recognized the leading role of the United Nations in the international efforts against terrorism and supported the UN Global Counter-Terrorism Strategy, which they “look upon as providing guidance for OSCE counter-terrorism activities, since the Strategy outlines a comprehensive global approach towards countering terrorism by addressing not only its manifestations, but also the conditions conducive to its spread, within a framework based on human rights and the rule of law and complying with all obligations under international law, in particular international human rights law, refugee law and humanitarian law”.

Pursuing a comprehensive approach to security, the largest part of what the OSCE is doing in the politico-military, economic and environmental and human dimensions, in one way or another contributes to meeting the goals of the strategy.

Different structures of our organization are active in each of the four pillars outlined in the strategy, namely (i) measures to address the conditions conducive to the spread of terrorism, (ii) measures to prevent and combat terrorism, (iii) measures to build our States’ capacity to prevent and combat terrorism as well as (iv) measures to ensure respect for human rights for all and the rule of law as the fundamental basis of the fight against terrorism.

The Action against Terrorism Unit (ATU) of the OSCE Secretariat assists participating States, the OSCE Chairman-in-Office and the Secretary General in their activities aimed at preventing and fighting terrorism. ATU co-ordinates OSCE counter-terrorism activities and is the focal point for international co-operation in this area. However, other OSCE institutions and units also contribute to addressing the terrorism threat. Among them are the OSCE Office for Democratic Institutions and Human Rights (ODIHR) working in the field of human rights in the fight against terrorism, the OSCE Office of the Co-ordinator of Economic and Environmental Affairs (OCEEA) providing assistance on countering terrorist financing and Strategic Police Matters Unit and Borders team, active in police, including border police, capacity-building.

The OSCE action is guided by the conviction that we as a Regional Organization have an essential role in the implementation of the strategy. We see the OSCE as an important transmission belt between the United Nations or global level and our participating States in the implementation of their counter terrorism obligations. Our organization is ideally situated to develop approaches which take into account region specific issues, to facilitate the sharing of good national practices and lessons learned from national implementation and to develop frameworks of regional experts and institutions dealing with different aspects of the strategy. We try to identify emerging threats and capacity gaps. At times we have the ability to perhaps move even faster than the United Nations.

Before describing our counter terrorism programme in detail allow me to emphasize one important point. In countering terrorism and in promoting implementation of the strategy no State, no Organization, be it Regional or International, can succeed alone. Engagement with others, co-operation and co-ordination is of utmost importance. This is particularly relevant when it comes to vertical co-operation with the United Nations and International Organizations. However, of similar importance is lateral and horizontal co-operation among Regional Organizations.

The OSCE continuously aims at improving such co-operation. To illustrate in 2006 and 2007 my unit organized roundtables for counter terrorism practitioners from Regional Organizations at the working level. These meetings aimed at discussing the role of Regional Organizations in promoting the implementation of the Strategy, as outlined in Section III, paragraph 2 of the Strategy. The discussions were frank, open and output oriented and proved to be instrumental in strengthening horizontal co-operation between our Regional Organizations.

Another such example: The United Nations, Council of Europe and OSCE high level Tripartite Meeting which takes place annually. Upon OSCE initiative the last such meeting, which was hosted by the OSCE in February 2007, focused on Promoting the implementation of the Strategy. Participants agreed that preventing and combating terrorism remained a top priority for their organizations and discussed concrete ways in which their organizations could contribute to the promotion of the Strategy. They underlined that the Strategy can be efficiently implemented only through the consistent long-term efforts of society as a whole.

And of course such co-ordination and information exchange is also required with and between our OSCE participating States. During the 2003 Ministerial Council, the OSCE participating States acknowledged the need to strengthen the co-ordination of counter-terrorism measures and information sharing between OSCE participating States and within their capitals and decided to establish the OSCE Counter-Terrorism Network (CTN). The Network facilitates timely exchanges of information on counter terrorism capacity-building programmes, training and legal developments initiated by the OSCE and participating States, as well as on open-source analyses concerning trends in terrorist phenomena.

The CTN Newsletter, the main conduit for sharing information, debuted in February 2004 and is published monthly in English and Russian. By sharing assistance information and training opportunities, CTN is aimed at helping to identify overlap and addressing outstanding counter-terrorism assistance needs. Counter-terrorism news from the UN 1267 Committee, Council of Europe Counter-Terrorism Task Force, NATO, OAS CICTE are regularly circulated through the CTN.

Allow me now to give you some concrete examples for how the OSCE strives to contribute to the implementation of the strategy. As we are regularly reporting to relevant United Nations structures, I will try to focus on new developments and recent activities (taking place in 2007 and beginning of 2008).

The Strategy (in preambular paragraph 2a) stresses the importance of becoming party without delay to the existing international conventions and protocols against terrorism. I am glad to report that the OSCE has a success story to tell in this regard. We are promoting the ***International Legal Framework against Terrorism*** in line with relevant OSCE commitments, namely the OSCE Bucharest Ministerial Council decision (2001) committing OSCE participating States to become party to the Universal Anti-terrorism Instruments (UATI) and Brussels (2006) Ministerial Statement on supporting and promoting the international legal framework against terrorism. The OSCE ATU regularly assesses the status of the universal anti-terrorism conventions and protocols in the OSCE area, circulates status updates to participating States and informs about the progress in Counter-Terrorism Network newsletters. Furthermore, in co-operation with the UNODC, technical assistance is provided to participating States, upon their request, in enhancing their capabilities to review existing legislation or drafting new legislation necessary to ratify and implement the UATI.

Recently, the OSCE ATU partnered with the UNODC in co-organizing the following workshops at national and sub-regional level:

- Nuclear terrorism workshop for countries of Central Asia, held in Tashkent in April 2007;
- Workshop for Member States of the Commonwealth of Independent States on criminal law aspects of countering nuclear, chemical and biological terrorism in the light of relevant universal instruments, held in Minsk in January 2008,
- National legislative drafting workshop on the criminal law aspects of the universal legal framework against nuclear terrorism, held in Belgrade in February 2008.

As a result of these efforts, to a certain extent, 50 of the 56 OSCE participating States are now party to all 12 UATI which were in force at the time of the Bucharest Ministerial Council in 2001 and the overall ratification rate of those in the OSCE area has risen from 65% in 2001 to 95,5% now. Currently 16 participating States are party to the International Convention for the Suppression of Acts of Nuclear Terrorism. As seen from the themes of the most recent workshops, the aspect of national legislative implementation of universal treaties related to the threat of nuclear terrorism is of strong interest to the OSCE participating States.

The Strategy (in Section II, paragraphs 2, 3, 4) also emphasizes the importance that States cooperate fully in the fight against terrorism and to bring to justice, on the basis of the principle of extradite or execute, any person who supports, facilitates, participates or attempts to participate in the financing, planning, preparation or perpetration of terrorist acts or provides safe havens.

Again, the OSCE ATU is exceptionally active in this regard. In response to UN CTED and UNODC requests, ATU developed in 2005 a *programme on Enhancing Legal Co-operation in Criminal Matters*. Ministerial Council Decision No. 4/05 on enhancing legal co-operation in criminal matters to counter terrorism guides us in these activities.

In 2007-2008 ATU, in co-operation with UNODC, organized a number of training workshops for prosecutors, judges and other judicial officials on legal co-operation in criminal matters related to terrorism, mainly extradition and mutual legal assistance:

- OSCE-wide workshop for 56 participating and 11 partner for co-operation States, held in Vienna in March 2007,
- Sub-regional workshop in Antalya, Turkey (February 2007) for Central Asia and Southern Caucasus,
- Sub-regional workshop in Helsinki (October 2007) for Baltic and Scandinavian countries,
- National workshop in Ankara (April 2008). The Council of Europe joint OSCE and UNODC in co-organizing the event.

These workshops focused on the following objectives:

- Building-up political will in favour of international co-operation in criminal matters related to terrorism;
- Promoting the international legal framework against terrorism, on which such co-operation could be based;

- Promoting human rights in the fight against terrorism as a pre-requisite for successful legal co-operation in criminal matters;
- Promoting UNODC technical assistance tools for co-operation in criminal matters;
- Facilitating sub-regional judicial and law enforcement networking and informal information exchange.

One of the longest running OSCE programmes addresses an area highlighted in the Strategy (Section II, p. 16), that is, the need to “step up efforts and cooperation at every level, as appropriate to improve the security of manufacturing and issuing identity and travel documents and to prevent and detect their alteration or fraudulent use, which particularly mentions the database on stolen and lost travel documents of the International Criminal Police Organization”.

Our *programme on Travel Document Security* began already in 2003. The OSCE participating States pledged to prevent the movement of terrorist individuals or groups through effective border controls and controls of issuance of identity papers and travel documents, as well as through measures for ensuring the security of travel and identity documents by preventing their counterfeiting, forgery and fraudulent use. The OSCE Travel Document Security Programme facilitates multi-faceted, target-oriented assistance across the entire spectrum of travel and identity document security.

The OSCE offers an integrated international platform for implementation of international travel document security standards, in particular those of our long-standing partners such as the International Civil Aviation Organization (ICAO) - especially its Universal Implementation of Machine Readable Travel Document programme - and Interpol, as well as of the International Organization for Migration (IOM).

Travel Document Security Programme operational objectives are:

1. Upgrading technological security features of travel documents, to make it more difficult for terrorists and other criminals to forge or counterfeit them;
2. Implementing the ICAO Minimum Security Standards for Handling and Issuance of Machine-Readable Passports and other Travel Documents to enhance the reliability and trustworthiness of the process;
3. Enhancing capacities and improving cross-border co-operation in detecting and preventing the use of fraudulent and counterfeit travel documents;
4. Reducing the possibility of such lost and stolen passports being used for terrorist and other criminal purposes by implementing the commitment to report lost and stolen travel documents to Interpol.

In 2007-2008 the ATU organised the following TDS workshops with comprehensive agendas covering new technologies, handling and issuance and Interpol’s Stolen/Lost Travel Document Database:

- OSCE-wide TDS workshop, held in Vienna in July 2007,
- National TDS workshop for Uzbekistan, held in Tashkent in March 2007,

- Sub-regional TDS workshop for the Mediterranean Basin, held in November 2007 in Madrid.

The ATU also organized two national two-week long trainings on forged documents for border and customs officials of the former Yugoslav Republic of Macedonia, held in September 2007 in Skopje and of Montenegro in February-March 2008. ATU organized in November 2007 an OSCE/Interpol Needs Assessment Mission to Moldova with the objective to determine the feasibility of connecting Moldova's border control points to Interpol's Lost/Stolen Travel Document (SLTD) Database via relevant technical platforms. It was noted that the technical platform Mobile Interpol Network Database (MIND) would provide an optimal solution to enable the Moldovan Border Service and the Customs to place real-time queries on documents, persons and vehicles against Interpol databases.

Pursuing a comprehensive approach to security, the OSCE as you would expect, is also addressing the important issue of money-laundering and financing of terrorism (Section III p. 8) and is encouraging States to implement the comprehensive international standards embodied in the Forty Recommendations on Money-Laundering and Nine Special Recommendations on Terrorist Financing of the Financial Action Task Force (Section II, p.10).

The OSCE Office of the Co-ordinator of Economic and Environmental Affairs (OCEEA), in co-operation with the UNODC, through its Global Programme against Money Laundering (GPML), has co-operated closely on a range of activities aimed at ***combating money laundering and suppressing the financing of terrorism*** within the OSCE region since 2002. Several OSCE Ministerial meetings encouraged the OCEEA to continue supporting OSCE participating States' efforts to strengthen their ability to prevent and suppress terrorist financing. This was also reiterated in the Strategy Document for the economic and environmental dimension, adopted by the 2003 Ministerial Council.

In a co-operative effort, UNODC's GPML and the OCEEA have developed national workshops on combating money laundering and suppressing the financing of terrorism. The workshops constitute a first phase of awareness-raising and needs assessment. The approach consists of legal framework development, implementation assistance ("mentorship" programme) and capacity-building (including specific training elements). So far, workshops have been implemented with the governments of Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Montenegro, Romania, Uzbekistan, Tajikistan and Turkmenistan. Follow-up roundtables to the workshops, aiming at assistance in creating anti-money laundering mechanisms, have so far been organized in four of the countries. Additionally, the OCEEA is also helping participating States build capacity of their Financial Intelligence Units (FIUs) to counter money laundering. Related activities have been conducted in Armenia, Georgia, Kazakhstan and Kyrgyzstan. The OCEEA has also organised a number of regional events for judges, prosecutors and financial sector supervisors on combating money laundering, for example in Central Asia, South Eastern Europe or for countries with advanced AML/CFT systems in Central and Eastern Europe.

Moreover, we are working in the area of transport security as stipulated in the Strategy (Section III, p. 12). In this respect particular reference shall be given to our cooperation with the World Customs Organization (WCO) and the Framework of Standards to Secure and Facilitate Global Trade.

In line with the 2004 Ministerial Council decision on *Enhancing Container Security*, the ATU is raising awareness among participating States' authorities about the vulnerability of container shipments to terrorist attacks and facilitated information exchange on fast-moving developments related to international efforts to improve container security and plans for future activities. As a follow-up, another Ministerial Council decision was adopted in Ljubljana in 2005, committing all OSCE participating States to take measures recommended in the WCO Framework of Standards to Secure and Facilitate Global Trade (SAFE) as soon as possible and in particular aim to promptly incorporate into their national procedures and regulations the Seal Integrity Programme for Secure Container Shipments contained in the Framework. The ATU was tasked to support the work of the WCO with regard to the implementation of SAFE, as well as the activities of other relevant organizations with regard to the security of the supply chain. In 2007 the OSCE ATU and the WCO organized in January - February 2007 in Belgrade the National Action Plan Workshop on SAFE implementation in Serbia. A similar workshop for Kazakhstan was organized by ATU in Astana in April 2007. These events provided national experts with a useful platform to discuss with representatives from the WCO, OSCE and other relevant organizations concrete steps to be taken by national authorities in relation to SAFE implementation.

In an attempt to *counter incitement to commit terrorist acts*, an area duly reflected in the Strategy (Section I, p. 4), the OSCE partnered with the Council of Europe in organizing an Expert Workshop on Preventing Terrorism: Fighting Incitement and Related Terrorist Activities, which was held in October 2006 in Vienna, OSCE continued its involvement in the subject. Becoming party to and fully implementing the CoE Convention on the Prevention of Terrorism, as well as compliance with the UN Security Council resolution 1624 is promoted at OSCE counter-terrorism events dedicated to anti-terrorism legal framework, co-operation in criminal matters and countering the use of the Internet for terrorist purposes. By now 10 OSCE participating States have become party to the CoE Convention on the Prevention of Terrorism and 31 signed it.

We are particularly proud to report that the OSCE has been very active with regard to the growing importance of the Internet, an area that is as well addressed in the Strategy (Annex II point 12 a and b). Following up on the Ministerial Council decision No. 3/04 (2004) on Combating the *Use of the Internet for Terrorist Purposes*, the ATU has organized in November 2007 the third OSCE-wide event on this issue. The 2007 Expert Workshop on Combating Incitement to Terrorism on the Internet was attended by 130 participants from 40 OSCE participating and Partner for Co-operation States and 13 international organizations. Proceedings centred on online radicalization, the definition of target audiences and approaches for influencing them, as well as measures to curb terrorist use of the Internet while preserving the right to privacy; rebutting objectionable or illegal online content by spreading positive counter-messages, the role of civil society in combating incitement to terrorism on the Internet as well as streamlining at the international level measures adopted at the national level.

Countering incitement to terrorism and the use of the Internet for terrorist purposes are closely intertwined with and constitute integral parts of the OSCE efforts aimed at *addressing extremism and radicalization leading to terrorism*. In October OSCE will be organizing a workshop to better identify the steps in the process of countering radicalization leading to terrorism and the appropriate responses. Such event will be organized in line with the above mentioned OSCE Madrid Ministerial Statement on Supporting the Global Counter Terrorism Strategy (MC.DOC/3/07) which *inter alia* recommends that the Permanent Council consider

how the OSCE can contribute to the development of a better understanding of the phenomena of violent extremism and radicalization that lead to terrorism, through sharing of national practices.

In 2007 and 2008 the OSCE ATU will continue to build momentum for **public-private partnerships (PPP) in countering terrorism**, partnerships without which we will not succeed and which have to encompass both the business sector and civil society. The Strategy mentions public-private partnerships in the context of the protection of vulnerable targets (Annex III point 13). However, we consider such partnerships to be essential for countering terrorism in a number of areas. Recognising this importance of public-private partnership in countering terrorism, OSCE organized in May-June 2007 in Vienna the OSCE Political Public-Private Partnership Conference: “Partnership of State Authorities, Civil Society and the Business Community in Combating Terrorism”. At this event, the OSCE addressed the important subject of how the forces of state authorities, civil society and the business community can be combined to combat terrorism. By bringing together these groups, the conference provided a unique forum for all sectors of society to discuss how to share responsibility in the struggle against terrorism. The conference followed up on previous work of the OSCE to develop public-private partnerships in a number of counter-terrorism programmes and built on and contributed to ongoing international efforts in this regard. Different aspects of PPP were covered with the objective of identifying existing gaps, possible improvements and best practices. Issues discussed included, *inter alia*, underlying factors conducive to terrorism, human-dimension as well as media related issues, protection of critical infrastructures and countering the financing of terrorism. The conference demonstrated that collaboration of public and private sectors is essential for devising and implementing successful national counter-terrorism strategies.

Preparations for a follow-up OSCE PPP conference to be held in Vienna on 15-16 September 2008 are ongoing as we talk. The two-day conference will focus on public-private co-operation, including with the media, to counter violent extremism, and on PPPs to protect critical infrastructures and major events against terrorist attacks, as well as to block channels for terrorist financing.

An area of particular relevance for the OSCE is of course the fourth pillar of the Strategy, the measures to **ensure respect for human rights for all and the rule of law** as the fundamental basis of the fight against terrorism.

In the OSCE Charter on Preventing and Combating Terrorism participating States reaffirmed their commitment to take the measures needed to protect human rights and fundamental freedoms, especially the right to life, of everyone within their jurisdiction against terrorist acts. They also undertook to implement effective and resolute measures against terrorism and to conduct all counter-terrorism measures and co-operation in accordance with the rule of law, the United Nations Charter and the relevant provisions of international law, international standards of human rights and, where applicable, international humanitarian law. These human rights commitments are taken into consideration by all OSCE bodies and institutions, involved in counter-terrorism activities in close cooperation with the OSCE Office for Democratic Institutions and Human Rights (ODIHR) Human Rights and Anti-Terrorism Programme.

The overall goal of this ODIHR Programme is to enhance compliance with OSCE commitments and to strengthen democratic institutions while preventing and combating

violent extremism and terrorism. In addition to this, the Programme is mandated to support the UN in implementation of UN Security Council Resolution 1373 and, on formal request by interested participating States and where appropriate, offer technical assistance on legislative drafting necessary for the ratification of international instruments, in close co-operation with other organizations, including the UNODC. The following activities are performed within this Programme:

Training programme on the protection of human rights in the fight against terrorism: This three-day training course is a key element of the ODIHR's mandate to provide technical assistance and support to participating States in the development and implementation of effective counter-terrorism strategies. It is aimed at senior public officials and counter-terrorism practitioners. Previous course participants included, inter alia, representatives from the Ministries of the Interior, Justice, Defence, Foreign Affairs, and the Law Enforcement Agencies. The course has so far been organised in Kyrgyzstan and Austria (regional) in 2005, Serbia and Kazakhstan in 2006, Azerbaijan, the United Kingdom and Turkmenistan in 2007.

Manual on "Countering Terrorism, Protecting Human Rights": This ODIHR-produced manual is designed as both a stand-alone tool and as a complement to the ODIHR training programme for policy makers and practitioners working in counter-terrorism in OSCE participating States. The English version was launched on 21 February 2008 and the Russian version will be available by the end of 2008. The manual is available online.

Solidarity with victims of terrorism. In cooperation with the Spanish Chairmanship of the OSCE, the ODIHR organised a High-level Meeting on Victims of Terrorism that took place on 13-14 September 2007 in Vienna. The Meeting provided more than 200 representatives from states, civil society groups (including victims' associations) and legal professionals from across the OSCE region with a forum to discuss experiences, lessons-learned and views on how to address solidarity with victims of terrorism, including through tailored assistance programmes and specific protection in legal proceedings. With contributions from more than 50 representatives from the civil society, the Meeting addressed the active role of civil society networks in relation with solidarity with victims and highlighted the key role of a free and vibrant civil society in addressing victims' needs, holding participating States accountable to their commitments and playing a role in preventing terrorism by tackling the dehumanization of victims of terrorism. The ODIHR is compiling legislation from across the OSCE region in relation to assistance and compensation for victims of terrorism, so as to promote the exchange of good practice in this area.

In 2008-2009, the ODIHR will be implementing a project entitled "***Strengthening Human Rights in Central Asia***" which aims at the prevention of radicalisation and violent extremism. The project will include project activities in Kazakhstan, Tajikistan and Kyrgyzstan.

Background papers and reports: The ODIHR has produced a number of background research papers on key human rights-related issues, namely: human rights considerations in combating incitement to terrorism and related offences; protecting human rights while combating the use of the internet for terrorist purposes; solidarity with victims of terrorism; extradition and human rights in counter-terrorism.

In conclusion I would like to reiterate that the OSCE with its comprehensive approach to security, has been active in the implementation of all four pillars of the Strategy. Through its dedicated work the organization has become a recognized and valued partner to many bodies and organizations from within the UN family and beyond, and can be relied upon to continue to provide important contribution to the global effort against terrorism.