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CONSOLIDATED REFERENCE FOR OSCE ANTI-TERRORISM EFFORTS

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FOREWORD

This Consolidated Reference sets out international legal norms and OSCE commitments in the field of preventing and countering terrorism, as well as generic information regarding projects and programmes in this field developed by the OSCE Secretariat and Institutions. Updated annually, it serves as a reference document for OSCE Executive Structures and international partner organizations.

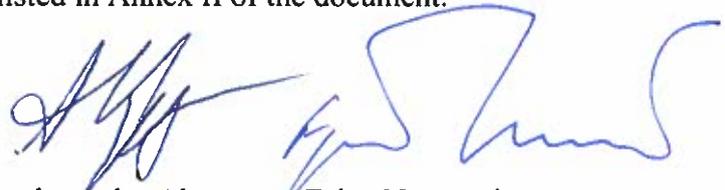
Intended as a practical tool, the Consolidated Reference includes examples of recent and planned anti-terrorism efforts. The document may also be used as a reference for conceptualizing, planning and implementing activities on preventing and countering terrorism across the OSCE area.

The Action against Terrorism Unit of the Transnational Threats Department (TNTD/ATU), as the focal point, information resource and implementation partner on OSCE activities related to preventing and countering terrorism, compiles this document with a view to strengthening co-operation and co-ordination of efforts among the OSCE family.

In accordance with its mandate and upon request, the Transnational Threats Department stands ready to continue to lend its full support to OSCE participating States and OSCE Partners for Co-operation in the design, planning and implementation of their counter-terrorism activities.

The Transnational Threats Department also looks forward to continuing its close co-operation with other OSCE Executive Structures and to strengthening partnerships with other international organizations in this field.

Feedback, proposals for co-operation and technical assistance requests are most welcome. Please contact us at atu@osce.org or address your comment or query directly to the points of contact listed in Annex II of the document.



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FRAMEWORK

The legal and political framework for OSCE activities related to preventing and countering terrorism is formed by several UN and OSCE documents detailed in this Consolidated Reference. They also mandate related OSCE activities in co-operation with the UN agencies and other international and regional organizations.

UN Security Council resolutions (UNSCRs), the Universal Anti-Terrorism Instruments (UATI), and the UN Global Counter-Terrorism Strategy constitute a solid and comprehensive legal basis for combatting terrorism universally and provide a clear road map for the steps that need to be taken.

The UN Global Counter-Terrorism Strategy (Strategy) provides important guidance for the OSCE activities related to preventing and countering terrorism. The Strategy was adopted by the General Assembly on 8 September 2006 and is reviewed every second year. It is the first ever comprehensive, collective and internationally approved global framework tackling the problem of terrorism. The last revision of the document was made on 26 June 2018 ([A/RES/72/284](#))

The Strategy sets out a plan of action for the international community based on four pillars: measures to address the conditions conducive to terrorism; measures to prevent and combat terrorism; measures to build States' capacity to prevent and combat terrorism and to strengthen the role of the United Nations system in this regard; and measures to ensure respect for human rights for all and the rule of law, as the fundamental basis for the fight against terrorism.

On 15 June 2017, the [UN Office of Counter-Terrorism](#) (UNOCT) was established through the adoption of UN General Assembly resolution 71/291. As suggested by UN Secretary-General Antonio Guterres in his report ([A/71/858](#)) on *the Capability of the United Nations to Assist Member States in implementing the United Nations Global Counter-Terrorism Strategy*, the Counter-Terrorism Implementation Task-Force (CTITF) and the United Nations Security Council Counter-Terrorism Committee (UNCTC) were moved into UNOCT.

The [UN Plan of Action to Prevent Extremism](#) was issued on 24 December 2015, as a Report of the

UN Secretary General. The Plan focuses on preventive measures for addressing violent extremism, including by reinvigorating those measures covered under pillars I and IV of the Strategy, ensuring a more comprehensive implementation of lessons learned over the past decade. The Plan discusses the impact of violent extremism, the context and drivers of violent extremism and includes an appeal for concerted action.

All UNSCR relevant to fight terrorism can be found [here](#). Among them, the most significant are the following:

United Nations Security Council Resolutions (related to preventing and countering terrorism)

Sanctions against Al Qaida, the Taliban and ISIL

UN Security Council Resolution 1267 (1999), followed by UNSCRs 1989 (2011) and 2253 (2015) established sanctions regimes as a practical response to the threat to international peace and security posed by terrorist groups recognized by the United Nations. Based on these Resolutions, the *Security Council Committee pursuant to resolutions 1267 (1999), 1989 (2011) and 2253 (2015) concerning ISIL (Da'esh), Al-Qaida and associated individuals, groups, undertakings and entities* ('the 1267 Committee') oversees the sanctions measures imposed by the Security Council.

The above resolutions have been adopted under Chapter VII of the UN Charter and require all States to: freeze the assets of, prevent the entry into or transit through their territories, and prevent the direct or indirect supply, sale and transfer of arms and military equipment to any individual or entity associated with Al-Qaida, and/or the Taliban, as designated by the 1267 Committee. The primary responsibility for the mandatory implementation of these measures rests with Member States.

In addition to overseeing States' implementation of the sanctions measures, the 1267 Committee maintains the [Consolidated List](#). Member States

can submit new names of individuals and associated entities for inclusion on the List. The 1267 Committee also considers requests for delisting², provides recommendations to the Council and handles requests for exemptions. You can find here narrative summaries of [reasons for listing](#). The Committee is assisted in its work by the Analytical Support and Sanctions Monitoring Team, a group of experts that examines sanctions implementation and offers suggestions on improvements. Committee documents and Team reports can be found on the [1267 Committee website](#).

With a view to suppressing the financing of terrorism, the Security Council, under Chapter VII of the UN Charter adopted [Resolution 2253 \(2015\) to expand](#) the UN sanctions framework to ISIL/Dae'sh. Accordingly, Sanctions Committee was re-named into “**1267/1989/2253 ISIL (Da'esh) and Al-Qaida Sanctions Committee**”, and the related List into “**ISIL (Da'esh) and Al-Qaida Sanctions List**”. The Security Council reaffirmed that those responsible for committing, organizing or supporting terrorist acts must be held accountable, and urged States to provide full coordination in investigations or proceedings involving ISIL, Al-Qaida and associated individuals and entities. In that context, it reiterated States' obligation to ensure that their nationals and persons in their territory do not make available economic resources to those actors — which applied to both direct and indirect trade in oil, modular refineries and related chemicals and lubricants, among other natural resources. The Council also decided that States would take appropriate measures to promote enhanced vigilance by their nationals, persons subject to their jurisdiction and entities incorporated on their territory, to prevent ISIL, Al-Qaida and associated individuals and groups from obtaining, handling, storing, using or seeking access to all types of explosives or raw materials that could be used in their manufacture.

UNSCR 1373 (2001)

As a response to the terrorist attacks of 11 September 2001, the UN Security Council adopted [Resolution 1373](#), declaring that “acts, methods and practices of terrorism are contrary to the purposes and principles of the United Nations”.

UNSCR 1373 is the basic document adopted under Chapter VII of the UN Charter, which imposes certain legal obligations and calls upon all UN Member States to become party to and implement the applicable UN anti-terrorism conventions and protocols related to the fight against terrorism. Based on UNSCRs 1373 (2001) and 1624 (2005) the Counter-Terrorism Committee of the Security Council (CTC), works to increase ability of UN Member States to prevent terrorist acts both within their borders and on a regional level.

The Counter-Terrorism Committee Executive Directorate (CTED) carries out the decisions of the CTC, conducts expert assessments of UN Member States and facilitates technical assistance.

Among the actions required to be taken according to Resolution 1373, States shall:

- (a) Prevent and suppress the financing of terrorist acts;
- (b) Deny safe haven to those who finance, plan, support or commit terrorist acts, or provide safe havens;
- (c) Ensure that any person who participates in the financing, planning, preparation or perpetration of terrorist acts or in supporting terrorist acts is brought to justice and ensure that (...) such terrorist acts are established as serious criminal offences in domestic laws and regulations and that the punishment reflects the seriousness of such terrorist acts;
- (d) Provide (...) assistance in connection with criminal investigations or criminal proceedings relating to the financing or supporting of terrorist acts, including providing assistance in obtaining evidence in

² In Resolution 1904 (2009), the Council authorized the establishment of an independent ombudsperson to assist the Committee in its consideration of delisting requests.

their possession necessary for the proceedings.

In elaborating means to accomplish these mandatory obligations, Resolution 1373 called upon States to:

- (a) Become parties to the relevant international conventions and protocols related to preventing and countering terrorism, including the International Convention for the Suppression of the Financing of Terrorism;
- (b) Increase co-operation and fully implement the relevant international conventions and protocols relating to terrorism and UNSCR 1269 (1999) and 1368 (2001).

UNSCR 1540 (2004)

The objective of [UNSCR 1540](#) is to prevent individuals and organizations, including terrorist groups, from developing or obtaining Weapons of Mass Destruction (WMD). Adopted under Chapter VII of the UN Charter, Resolution 1540 obliges States to take a range of steps aimed at preventing the proliferation of nuclear, chemical and biological weapons, their delivery systems and related materials, especially by non-State actors. The Resolution affirms support for the multilateral treaties whose aim is to eliminate or prevent the proliferation of WMDs and the importance for all States to implement them fully. By Resolution 1977 (2011), the mandate of the 1540 Committee was extended until the year 2021. In addition, the Security Council adopted Resolution 2325 (2016) building on Resolution 1540, with the aim to facilitate its full and effective implementation. This Resolution was co-sponsored by 78 States. Further relevant information is available on the [1540 Committee website](#).

UNSCR 1566 (2004)

[UNSCR 1566](#) calls upon States to co-operate fully in the fight against terrorism and proposes a definition of a terrorist act in operational paragraph 3. The main elements of such a definition are suggested to be the following: “**Criminal acts**, including against civilians, committed with the intent to cause death or serious bodily injury, or taking of hostages, with the

purpose to provoke a state of terror in the general public or in a group of persons or particular persons, **intimidate** a population or **compel** a government or an international organization to do or to abstain from doing any act, which constitute offences within the scope of and **as defined in the international conventions and protocols relating to terrorism**”.

This resolution also sets up a working group to consider recommendations on further measures that can be used against individuals and entities involved in terrorism and that have not been identified by the Al-Qaida and Taliban Sanctions Committee. This includes examining appropriate approaches for bringing them to justice through prosecution or extradition. Moreover, the Resolution tasks the working group with considering the possibility of an international fund to compensate victims of terrorism and their families.

UNSCR 1624 (2005)

[UNSCR 1624](#) condemns the incitement of terrorist acts and repudiates attempts to justify or glorify terrorist acts that may incite further terrorist attacks. The resolution calls on States to take appropriate steps to prohibit by law incitement to commit a terrorist act, to prevent such conduct and to deny safe haven to any person who has been found guilty of such conduct. For more information, see also the [CTED Global Survey on the implementation of the UNSCR 1624](#).

UNSCR 2133 (2014)

[UNSCR 2133](#) strongly condemns incidents of kidnapping and hostage-taking committed by terrorist groups for any purpose, including raising funds or gaining political concessions. The document calls on States to prevent terrorists from benefiting directly or indirectly from ransom payments or from political concessions and to secure the safe release of hostages. The document encourages States to strengthen their efforts to support victims and people affected by incidents of kidnapping for ransom and hostage-taking committed by terrorists. The Resolution calls upon States to co-operate closely during

incidents of kidnapping and hostage-taking committed by terrorist groups and to involve private sector partners. It also encourages to adopt or to follow relevant guidelines and good practices for preventing and responding to terrorist kidnappings without paying ransoms.

UNSCR 2170 (2014)

[UNSCR 2170](#) concerns territory in Iraq and Syria under the control of Islamic State in Iraq and the Levant (ISIL) and Al Nusra Front (ANF) focusing on the negative impact of their actions on the stability of Iraq, Syria and the entire region. The Resolution calls on States to act to suppress the flow of foreign terrorist fighters (FTFs), terrorist financing and other support to Islamist extremist groups in Iraq and Syria. It calls on States to prevent fighters from travelling from their soil to join these groups, reiterating obligations under previous counter-terrorism resolutions to prevent the movement of terrorists, as well as their supply with arms or financial support. It expressed readiness to consider putting on the sanctions list those who facilitate the recruitment and travel of foreign fighters.

UNSCR 2178 (2014)

[UNSCR 2178](#) expresses concern regarding the increasing threat posed by FTFs, defining them as: “individuals who travel to a State other than their States of residence or nationality for the purpose of the perpetration, planning, or preparation of, or participation in terrorist acts or the providing or receiving of terrorist training, including in connection with armed conflict”. The Resolution obliges States to “prevent and suppress recruiting, organizing, transporting, and equipping of FTFs, and the financing of FTFs and ensure establishment of serious criminal offenses, sufficient to provide ability to prosecute and to penalize.” Moreover, the Resolution calls upon States to prevent entry into or transit through their territories of any individuals believed to be travelling for the purposes of planning, preparation or perpetration of terrorist acts or in supporting terrorist acts. It encourages States to engage in international and (sub-) regional co-operation to prevent FTFs travel, to co-operate in terrorism-related

investigations and prosecution and to assist each other in building the capacity to address the FTF threat. A full list of UN documents related to FTFs can be found on the [UN CTC website](#).

UNSCR 2195 (2014)

[UNSCR 2195](#) condemns terrorism in all its forms regardless of the motivations behind terrorist acts, and reaffirms that terrorism cannot and should not be associated with any religion, nationality, or civilization. The Resolution expresses grave concern about the financial resources and other assets obtained by terrorists, underscoring that these resources will support future terrorist activities. The main concern is that terrorists benefit from transnational organized crime in some regions, including from the trafficking in arms, human beings, drugs and artefacts, and from the illicit trade in natural resources, as well as from kidnapping for ransom and other crimes, like extortion and bank robbery. It also calls upon States to strengthen border management to effectively prevent the movement of terrorists and terrorist groups.

UNSCR 2220 (2015)

[UNSCR 2220](#) reaffirms that States shall eliminate the supply of weapons, including small arms and light weapons, to terrorists, as well as its calls for States to find ways of intensifying and accelerating the exchange of operational information regarding trafficking in arms, and to enhance co-ordination of efforts on national, subregional, regional and international levels. It encourages the Committee established pursuant to resolutions 1267 (1999) and 1989 (2011) and the Analytical Support and Sanctions Monitoring Team, to focus on the threats posed by the accessibility of weapons used by individuals and entities associated with al-Qaida and requests the Analytical Support and Sanctions Monitoring Team to include related information in its next regular report to the Committee and to provide recommendations for actions to enhance the response to such threats; it also encourages the Counter-Terrorism Committee and Counter-Terrorism Committee Executive Directorate (CTED), to focus on States’ capacities and needs

to address the threats posed by accessibility of weapons to terrorists and requests CTED to report to the Counter-Terrorism Committee on gaps in such capacities, to provide concrete plans to facilitate technical assistance for strengthening Member States' capacities and to provide recommendations for action.

UNSCR 2242 (2015) and 2250 (2015)

Through [UNSCR 2242](#), the Council decided to integrate women, peace and security concerns in its agenda. On terrorism, the Council urged States and UN agencies to ensure participation and leadership of women's organizations in devising strategies to prevent/counter terrorism and violent extremism. It requested the Counter-Terrorism Committee and its Executive Directorate to integrate gender as a cross-cutting issue in their respective mandates.

[UNSCR 2250](#) focuses on youth³ in the context of the maintenance of international peace and security. It emphasizes the nexus with countering terrorism and violent extremism leading to terrorism. Recognizing the threat to stability and development posed by the rise of radicalization to violence among young people, the Resolution urges States to give youth a greater voice in decision-making at the local, national, regional and international levels, and to consider setting up mechanisms that would enable young people to participate meaningfully in peace processes and dispute resolution.

UNSCR 2322 (2016)

[UNSCR 2322](#) reaffirms the UN Member States' commitment to counter terrorism by recalling its earlier Resolutions in this regard and emphasizes the need for international co-operation. It calls in particular for an enhanced exchange of information between domestic agencies as well as internationally, in particular "to prevent terrorists from benefitting from transnational organized crime" and "to deny safe haven to those who finance, plan, support, commit terrorist acts (...)." The Resolution furthermore

identifies various avenues for enhancing international co-operation, including through the ratification and implementation of the international counter-terrorism conventions and protocols (UATIs), the enactment and application of effective national laws on extradition and mutual legal assistance, the designation of Central Authorities tasked with the handling of requests for mutual legal assistance and/or extradition in terrorism-related cases, the suggestion to allow for an electronic exchange of such requests between Central Authorities. Finally, a more effective use of existing platforms such as INTERPOL's secure global communication system (I-24/7) and the strengthening of this organization's network of National Central Bureaus is encouraged.

UNSCR 2341 (2017)

By [UNSCR 2341](#), the Council expresses concern that terrorist attacks against critical infrastructure could significantly disrupt the functioning of government and private sector alike. It encourages all States to make coordinated efforts to improve preparedness for such attacks. The Council further calls upon States to consider developing or further improving their strategies for reducing risks to critical infrastructure from terrorist attacks and directed the UN Counter-Terrorism Committee and its Executive Directorate (CTED), to examine States' efforts. As a direct follow-up to this resolution, CTED, UNOCT and INTERPOL published a [UN Compendium of Good Practices on the Protection of Critical Infrastructure against Terrorist Attacks](#) in June 2018.

UNSCR 2354 (2017)

[UNSCR 2354](#) urges States to observe a number of concrete guidelines developed by the Council's Counter-Terrorism Committee, aimed at countering narratives used by terrorist groups, as well as at amplifying positive and credible alternatives to audiences vulnerable to violent extremist messaging. Introducing the [Comprehensive International Framework to Counter Terrorist Narratives](#)" (UN document

³ This resolution defined youth as persons aged 18 through 29.

[S/2017/375](#)), the Council decided that counter-narratives needed to be tailored to the specific contextual circumstances. Moreover, States should consider undertaking efforts aimed at raising public awareness on the issue, amplifying positive alternative counter-narratives and continuing research into the drivers of terrorism and violent extremism.

UNSCR 2370 (2017)

[UNSCR 2370](#) urges States to act co-operatively to prevent terrorists from acquiring weapons and to counter threats posed by improvised explosive devices and to become party to related international and regional instruments. Focusing on improvised explosive devices, the Resolution calls upon States to enhance their institutional capabilities and resources for preventing and countering those threats, including by collaborating with the private sector. The Council also encourages States to take appropriate steps to prevent and disrupt activity that would violate Council-mandated arms embargos. It urges States to ensure their ability to take legal action against those who provide terrorists with weapons and ensure proper security and management of stockpiles of small arms and light weapons.

UNSCR 2396 (2017)

Through [UNSCR 2396](#), the Security Council expresses concern that FTFs connected to Islamic State in Iraq and the Levant (ISIL/Da'esh), the Al-Nusra Front (ANF) and other cells, affiliates, splinter groups or derivatives, are returning to foster radicalization and attacks on soft targets. The UN Security Council urges UN Member States to step up implementation of Resolution 2178 (2014) and to strengthen their efforts to counter threats posed by returning FTFs. UNSCR 2396 asks States to step up implementation of Resolution 2178 (2014) and to adopt measures on border control, criminal justice, information-sharing, soft targets protection and to prevent and counter violent extremism that leads to terrorism. These measures include the setting-up of Passenger Name Record (PNR) and Advance Passenger Information (API) systems, the collection and

sharing of biometric data, the implementation of stricter aviation security standards and the exchange of counter-terrorism information between States. Designed as a practical tool to assist States in stemming the flow of FTFs, the original principles were identified at a special meeting by the CTC held in Madrid in July 2015 ([Madrid Guiding Principles](#)). In light of important developments since, including the adoption of UNSCR 2396 (2017) that focuses on returning and relocating FTFs, the Committee updated these principles in 2018 ([Addendum to the 2015 Madrid Guiding Principles](#)).

UNSCR 2419 (2018)

[UNSCR 2419](#) calls on all relevant actors to consider ways for increasing the representation of young people e.g. in community violence reduction programmes, recognizing that their marginalization is detrimental *inter alia* to building sustainable peace and preventing violent extremism conducive to terrorism.

UNSCR 2462 (2019)

[UNSCR 2462](#) stipulates that all Member States shall criminalize the wilful provision or collection, of funds, financial assets or economic resources with the intention that these funds be used for the benefit of terrorist organizations or individual terrorists. The Resolution urges all States to implement the comprehensive international standards embodied in the revised [Forty FATF Recommendations on Combating Money Laundering, and the Financing of Terrorism and Proliferation and interpretive notes](#). It stipulates that States shall ensure that all measures taken to counter the financing of terrorism as provided for in this Resolution, comply with their obligations under international law, including international humanitarian law, international human rights law and international refugee law. The Resolution also calls upon States to conduct financial investigations in terrorism-related cases and to address the challenges in obtaining evidence to secure related convictions. The Resolution stresses the need for effective implementation of asset freezing mechanisms pursuant to resolution 1373 (2001), including by considering third party requests from other States; last but not least, the Resolutions recognizes the vital role played by

non-profit organizations in national economies and social systems, calls on States to periodically conduct risk assessments of their non-profit sector or update existing ones to determine the organizations' vulnerability to being abused for terrorist financing purposes. It encourages States to work co-operatively with the non-profit sector in order to prevent abuse of such organizations by and for terrorists, while maintaining respect for human rights and fundamental freedoms and recalls the existing guidance by the FATF in that regard, particularly its Recommendation No. 8.

UNSCR 2467 (2019)

[UNSCR 2467](#) emphasizes that “acts of sexual and gender-based violence in conflict can be part of the strategic objectives and ideology of, and used as a tactic by certain parties to armed conflict, including non-state armed groups, designated as terrorist groups”. In this context, UNSCR 2467 affirms that “victims of sexual violence, committed by certain parties to armed conflict, including non-state armed groups designated as terrorist groups, should have access to national reparation programmes, as well as health care, psychosocial care, safe shelter, livelihood support and legal aid and that services should include provisions for women with children born as a result of sexual violence in conflict, as well as men and boys who may have been victims of sexual violence in conflict including in detention settings”; UNSCR 2467 requests the Counter-Terrorism Committee Executive Directorate (CTED) to include in CTED's country assessments, as appropriate, information regarding Member States efforts to address the issue of trafficking in persons and its link with sexual violence in conflict and post-conflict situations committed by terrorist groups as part of their strategic objectives and ideology, and used as a tactic by certain parties to armed conflict, including non-state armed groups, designated as terrorist groups;

The Universal Legal Instruments Against Terrorism

The Universal Legal Instruments and Amendments (later referred to also as “[Universal Anti-Terrorism Instruments](#)”- (UATI) have been

elaborated, within the framework of the UN system, to prevent terrorist acts.

These instruments (in total 19 conventions and protocols) were negotiated from 1963 onwards and have a common format. Typically, the instruments:

1. Define a particular type of terrorist violence as an offence under the convention, such as seizure of an aircraft in flight by threat or use of violence;
2. Require State Parties to penalize that activity in their domestic law;
3. Identify certain bases upon which the Parties responsible are required to establish jurisdiction over the defined offence, such as registration, territoriality or nationality;
4. Create an obligation on the State in which a terror suspect is found, to either prosecute or extradite the individual in question, in order to deny safe haven to those who commit or assist in terrorist acts, as stressed in Security Council Resolution 1373 (2001).

TNTD/ATU produces updates of the [status of ratification in the OSCE area](#), and co-operates with the [UNODC Terrorism Prevention Branch](#) (TPB) in providing specialized assistance to requesting participating States in the process of ratification and implementation of the UATI in compliance with the rule of law and human rights.

The 19 instruments are the following:

a) Related to aviation security

1963 Convention on Offences and Certain Other Acts Committed On Board Aircraft (*Aircraft Convention or Tokyo Convention*) Deposited with the Secretary-General of the International Civil Aviation Organization (ICAO). Information on status provided by ICAO, available on the [ICAO web site](#):

- Applies to acts affecting in-flight safety;
- Authorizes the aircraft commander to impose reasonable measures, including restraint, on any person he or she has reason to believe has committed or is about to commit such an act, where necessary to protect the safety of the aircraft; and

- Requires States Parties to take custody of offenders and to return control of the aircraft to the lawful commander.

This Convention was amended by the **2014 Protocol to the Convention on Offences and Certain other Acts Committed on Board Aircraft** (*Montreal Protocol*). Deposited with the Secretary-General of the International Civil Aviation Organization (ICAO).

This Protocol entered into force on 1 January 2020. Information on status provided by ICAO, available on the [ICAO web site](#):

- It expands the jurisdiction over offences and acts committed on board an aircraft from the State of Registration of the aircraft to the State of the Operator and the State of Landing. Where the State of Registration, the State of the Operator, or the State of Landing has become aware that one or more of the other States are conducting an investigation, prosecution or judicial proceeding in respect of the same offence or act, that State will consult the other States with a view to co-ordinating their actions.

1970 Convention for the Suppression of Unlawful Seizure of Aircraft (*Unlawful Seizure Convention or The Hague Convention*) Deposited with the Governments of the Russian Federation, the United Kingdom and the United States. Information on status provided by ICAO, available on the [ICAO web site](#):

- Makes it an offence for any person on board an aircraft in flight to "unlawfully, by force or threat thereof, or any other form of intimidation, [to] seize or exercise control of that aircraft" or to attempt to do so;
- Requires parties to the convention to make hijackings punishable by "severe penalties";
- Requires parties that have custody of offenders to either extradite the offender or submit the case for prosecution; and
- Requires parties to assist each other in connection with criminal proceedings brought under the Convention.

2010 Protocol Supplementary to the Convention for the Suppression of Unlawful

Seizure of Aircraft (*Beijing Protocol*)

Deposited with the Secretary-General of the International Civil Aviation Organization (ICAO). The Protocol entered into force on 1 January 2018. Information on status provided by ICAO, available on the [ICAO web site](#):

- Supplements the *Convention for the Suppression of Unlawful Seizure of Aircraft* (1970) by expanding its scope to cover different forms of aircraft hijackings, including through modern technological means; and
- Incorporates the provisions of Beijing Convention relating to a threat or conspiracy to commit an offence.

1971 Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation (*Civil Aviation Convention or Montreal Convention*). Deposited with the Governments of the Russian Federation, the United Kingdom and the United States of America. Information on status provided by ICAO, available on the [ICAO web site](#):

- Makes it an offence for any person unlawfully and intentionally to perform an act of violence against a person on board an aircraft in flight, if that act is likely to endanger the safety of the aircraft; to place an explosive device on an aircraft; to attempt such acts; or to be an accomplice of a person who performs or attempts to perform such acts;
- Requires parties to the Convention to make offences punishable by "severe penalties"; and
- Requires parties that have custody of offenders to either extradite the offender or submit the case for prosecution.

1988 Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation, supplementary to the Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation (*Airport Protocol*) Deposited with the Governments of the Russian Federation, the United Kingdom and the United States of America and with the Secretary-General of the International Civil Aviation Organization. Information on status provided by ICAO, available on the [ICAO web site](#):

- Extends the provisions of the Civil Aviation Convention (1971) -see above- to encompass terrorist acts at airports serving international civil aviation.

2010 Convention on the Suppression of Unlawful Acts Relating to International Civil Aviation (*New Civil Aviation Convention or Beijing Convention*) Deposited with the Secretary-General of the International Civil Aviation Organization. The Convention entered into force on 1 July 2018. Information on status provided by ICAO, available on the [ICAO web site](#):

- Replaces the 1971 Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation;
- Criminalizes the act of using civil aircraft as a weapon to cause death, injury or damage;
- Criminalizes the act of using civil aircraft to discharge biological, chemical and nuclear (BCN) weapons or similar substances to cause death, injury or damage, or the act of using such substances to attack civil aircraft;
- Criminalizes the act of unlawful transport of BCN weapons or certain related material;
- A cyber-attack on air navigation facilities constitutes an offence;
- A threat to commit an offence may be an offence by itself, if the threat is credible; and
- Conspiracy to commit an offence, or its equivalence, is punishable.

b) Related to maritime security

1988 Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation (*Maritime Convention or SUA Convention*) Deposited with the Secretary-General of the International Maritime Organization (IMO). Information on status provided by IMO, available on the [IMO web site](#):

- Establishes a legal regime applicable to acts against international maritime navigation that is similar to the regimes established for international aviation; and
- Makes it an offence for a person to unlawfully and intentionally seize or exercise control over a ship by force, threat, or intimidation; to perform an act of violence against a person on board a ship if that act is likely to endanger the

safe navigation of the ship; to place a destructive device or substance aboard a ship; and other acts against the safety of ships.

2005 Protocol to the Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation Deposited with the Secretary-General of the International Maritime Organization (IMO). Information on status provided by IMO, available on the [IMO web site](#):

- Criminalizes the use of a ship as a device to further an act of terrorism;
- Criminalizes the transport on board a ship of various materials knowing that they are intended to be used to cause, or in a threat to cause, death or serious injury or damage to further an act of terrorism;
- Criminalizes the transporting on board a ship of persons who have committed an act of terrorism; and
- Introduces procedures for governing the boarding of a ship believed to have committed an offence under the Convention.

1988 Protocol for the Suppression of Unlawful Acts Against the Safety of Fixed Platforms Located on the Continental Shelf (*Fixed Platform Protocol*) Deposited with the Secretary-General of the International Maritime Organization (IMO). Information on status provided by IMO, available on the [IMO web site](#):

- Establishes a legal regime applicable to acts against fixed platforms on the continental shelf that is similar to the regimes established against international aviation.

2005 Protocol to the Protocol for the Suppression of Unlawful Acts against the Safety of Fixed Platforms Located on the Continental Shelf Deposited with the Secretary-General of the International Maritime Organization (IMO). Information on status provided by IMO, available on the [IMO web site](#):

- Adapts the changes to the Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation to the context of fixed platforms located on the continental shelf.

c) Related to nuclear security

1979 Convention on the Physical Protection of Nuclear Material -CPPNM- (*Nuclear Material Convention*) Deposited with the International Atomic Energy Agency (IAEA). The information on status provided by IAEA is available on the [IAEA web site](#):

- Criminalizes the unlawful possession, use, transfer or theft of nuclear material and threats to use nuclear material to cause death, serious injury or substantial property damage.

2005 Amendment to the Convention on the Physical Protection of Nuclear Material -CPPNM- Deposited with the International Atomic Energy Agency (IAEA). The information on status provided by IAEA is available on the [IAEA web site](#):

- Makes it legally binding for States Parties to protect nuclear facilities and material in peaceful domestic use, storage as well as transport; and
- Provides for expanded co-operation between and among States regarding rapid measures to locate and recover stolen or smuggled nuclear material, mitigate any radiological consequences or sabotage, and prevent and combat related offences.

2005 International Convention for the Suppression of Acts of Nuclear Terrorism (*Nuclear Terrorism Convention*) Deposited with the Secretary-General of the United Nations. Information on status provided by UN, available on the [UN web site](#):

- Covers a broad range of acts and possible targets, including nuclear power plants and nuclear reactors;
- Covers threats and attempts to commit such crimes or to participate in them, as an accomplice;
- Stipulates that offenders shall be either extradited or prosecuted;
- Encourages States to co-operate in preventing terrorist attacks by sharing information and assisting each other in connection with criminal investigations and extradition proceedings; and
- Deals with both crisis situations (assisting States to solve the situation) and post-crisis

situations (rendering nuclear material safe) through the International Atomic Energy Agency (IAEA).

d) Related to protected persons and hostages

1973 Convention on the Prevention and Punishment of Crimes against Internationally Protected Persons, including Diplomatic Agents (*Diplomatic Agents Convention*) Deposited with the Secretary-General of the United Nations. Information on status provided by UN, available on the [UN web site](#):

- Defines an "internationally protected person" as a Head of State, Minister for Foreign Affairs, representative or official of a State or international organization who is entitled to special protection in a foreign State, and his/her family; and
- Requires parties to criminalize and make punishable "by appropriate penalties which take into account their grave nature" the intentional murder, kidnapping or other attack upon the person or liberty of an internationally protected person, a violent attack upon the official premises, the private accommodations, or the means of transport of such person; a threat or attempt to commit such an attack; and an act "constituting participation as an accomplice".

1979 International Convention against the Taking of Hostages (*Hostages Convention*) Deposited with the Secretary-General of the United Nations. Information on status provided by UN, available on the [UN web site](#):

- Provides that "any person who seizes or detains and threatens to kill, to injure, or to continue to detain another person in order to compel a third party, namely a State, an international intergovernmental organization, a natural or juridical person, or a group of persons, to do or abstain from doing any act as an explicit or implicit condition for the release of the hostage commits the offence of taking of hostage within the meaning of this Convention".

e) Related to explosives and bombings

1991 Convention on the Marking of Plastic Explosives for the Purpose of Detection⁴ (*Plastic Explosives Convention*) Deposited with the Secretary-General of the International Aviation Organization. Information on status provided by ICAO, available on the [ICAO web site](#):

- It is considered part of the instruments related to civil aviation security;
- Designed to control and limit the use of unmarked and undetectable plastic explosives (negotiated in the aftermath of the 1988 Pan Am flight 103 bombing);
- Parties are obligated in their respective territories to ensure effective control over "unmarked" plastic explosives; and
- Generally speaking, each party must, *inter alia*, take necessary and effective measures to prohibit and prevent the manufacture of unmarked plastic explosives; prevent the movement of unmarked plastic explosives into or out of its territory; exercise strict and effective control over possession and transfer of unmarked explosives made or imported prior to the entry into force of the Convention; ensure that all stocks of unmarked explosives not held by the military or police are destroyed, consumed, marked, or rendered permanently ineffective within three years; take necessary measures to ensure that unmarked plastic explosives held by the military or police are destroyed, consumed, marked or rendered permanently ineffective within fifteen years; and, ensure the destruction, as soon as possible, of any unmarked explosives manufactured after the date of entry into force of the Convention for that State.

1997 International Convention for the Suppression of Terrorist Bombings (*Terrorist Bombing Convention*) Deposited with the Secretary-General of the United Nations. Information on status provided by UN, available on the [UN web site](#):

- Prohibits any person(s) from intentionally delivering, placing, discharging, or detonating an explosive or other lethal device in, into or against a place of public use, a State or government facility, a public transportation system, or an infrastructure facility with the intent to cause death or serious bodily injury, or with the intent to cause extensive destruction of such a place, facility, or system, resulting in or likely to result in major economic loss;
- Mandates to co-operate in the prevention of such offenses by prohibiting in their territories illegal activities of persons, groups, and organizations that encourage, instigate, organize, knowingly finance, or engage in the perpetration of such offenses.
- Further co-operation is required through the exchange of accurate and verified information; and where appropriate through research and development regarding methods of detection of explosives, consultations on the development of standards for marking explosives in order to identify their origin in post-blast investigations, exchange of information on preventive measures, co-operation, and transfer of technology, equipment, and related materials.

f) Related to terrorism financing

1999 International Convention for the Suppression of the Financing of Terrorism (*Terrorist Financing Convention*) Deposited with the Secretary-General of the United Nations. Information on status provided by UN, available on the [UN web site](#):

- Requires parties to take steps to prevent and counteract the financing of terrorists, whether direct or indirect, through groups claiming to have charitable, social or cultural goals or which also engage in illicit activities such as drug trafficking or gun running;
- Commits States to hold those who finance terrorism criminally, civilly or administratively liable for such acts; and
- Provides for the identification, freezing and seizure of funds allocated for terrorist

⁴ This Convention is included into the "Explosives and Bombings" section of this document. The Convention itself forms part of the "Aviation Security" related Instruments.

activities, as well as for the sharing of the forfeited funds with other States on a case-by-case basis. Bank secrecy is no longer adequate justification for refusing to co-operate.

KEY OSCE COMMITMENTS RELATED TO PREVENTING AND COUNTERING TERRORISM

High-level OSCE meetings produced key documents that shape how the OSCE prevents and combats terrorism.

An [Overview of OSCE Counter-Terrorism Related Commitments](#) is available online.

The most comprehensive document on preventing and countering terrorism adopted in the OSCE is the [Consolidated Framework for the Fight against Terrorism](#).

The framework defines the following strategic areas when considering future OSCE activities related to preventing and countering terrorism, in line with relevant OSCE commitments and existing mandates:

- Promoting the implementation of the international legal framework against terrorism and enhancing international legal co-operation in criminal matters related to terrorism;
- Preventing violent extremism and radicalization that lead to terrorism, following a multidimensional approach;
- Preventing and suppressing terrorist financing;
- Countering the use of the Internet for terrorist purposes;
- Promoting dialogue and co-operation on preventing and countering terrorism, in particular, through public-private partnerships between State authorities and the private sector (business community, industry), as well as civil society and the media;
- Strengthening national efforts to implement United Nations Security Council Resolution 1540 (2004) on non-proliferation of weapons of mass destruction;
- Strengthening travel document security;
- Promoting and protecting human rights and fundamental freedoms in the context of counter-terrorism measures.

PC.DEC/1063, on *Consolidated Framework for the Fight against Terrorism*, was adopted on 7 December 2012, at the time of the Dublin Ministerial Council. It builds on relevant previous decisions of the Ministerial Council and the Permanent Council. It further strengthens the profile of the OSCE in the struggle against terrorism. The Decision highlights the OSCE's anti-terrorism profile, listing comparative advantages of the Organization. It provides guidance for the OSCE outlining strategic focus areas for activities related to preventing and countering terrorism.

Importantly, the Consolidated Framework stipulates that the OSCE will further co-ordinate its efforts internally and co-operate externally with relevant regional and international organizations, including through holding as appropriate and preferably annually, focused, result-oriented, OSCE-wide counter-terrorism conferences.

The Secretary General will continue to ensure coordinated efforts among thematic structures within the Secretariat and other executive structures in the pursuit of activities related to preventing and countering terrorism, in order to maximize the use of resources and available expertise.

The OSCE Secretariat will continue to ensure the facilitation and cross-dimensional and cross-institutional co-ordination of all OSCE activities related to preventing and countering terrorism, without prejudice to the mandates of other OSCE executive structures. To this end, other OSCE executive structures are tasked to proactively inform the Secretariat about their planned and on-going activities related to counter-terrorism. TNTD/ATU will continue to act as the focal point and as an information resource and implementation partner on OSCE activities related to preventing and countering terrorism.

OTHER RELEVANT OSCE DOCUMENTS ADOPTED BY THE MINISTERIAL COUNCIL⁵

2001 Bucharest Ministerial Council

The [Bucharest Plan of Action](#) for Combating Terrorism was a direct outcome of Ministerial Decision No.1 of 2001. It recognized that the respective UN conventions, protocols and Security Council Resolutions constitute the basis for the global legal framework for the fight against terrorism. It established a framework for comprehensive OSCE action to combat terrorism, and includes additional sections on preventive action, as well as on co-operation between the OSCE and other international organizations in line with the OSCE Platform of Co-operative Security.

Based on the mandate from the Bucharest Ministerial Council, the Bishkek International Conference on Enhancing Security and Stability in Central Asia, conducted in December 2001 endorsed a [Programme of Action](#) that outlined a broad number of areas for concrete action to prevent and combat terrorism.

2002 Porto Ministerial Council

The OSCE strengthened its anti-terrorism regime by adopting two documents. These were the [OSCE Charter on Preventing and Combating Terrorism](#), as well as the decision on *Implementing the OSCE Commitments and Activities on Combating Terrorism* ([MC Decision No 1/02](#)).

2003 Maastricht Ministerial Council

It included decisions on *Travel Document Security* ([MC Decision No. 7/03](#)), the establishment of the *Counter-Terrorism Network* ([MC Decision No. 6/03](#)), as well as an endorsement ([MC Decision No. 8/03](#)) of the Forum for Security Co-operation's decision ([FSC.DEC/7/03](#)) on *Man-Portable Air Defence Systems (MANPADS)* in July 2003.

2004 Sofia Ministerial Council

Participating States adopted the Sofia Ministerial Statement on *Preventing and Combating Terrorism* [MC\(12\).JOUR/2](#). The Statement expressed the intention to step up OSCE activities and measures to prevent and combat terrorism. In Sofia were also adopted the decision on *Combating the Use of the Internet for Terrorist Purposes* ([MC Decision No. 3/04](#)); the decision on *Enhancing Container Security* ([MC Decision No. 9/04](#)); the decision on *Reporting lost/stolen Passports to Interpol's automated search facility/stolen travel document database* ([MC Decision No. 4/04](#)). In addition, a decision was taken to further implement the OSCE document on stockpiles of conventional ammunition ([MC Decision No. 5/04](#)), and the decisions of the Forum for Security Co-operation were endorsed: OSCE standard elements of end-user certificates and verification procedures for small arms and light weapons (SALW) exports ([MC Decision No. 6/04](#)), OSCE Principles on the Control of brokering in SALW ([MC Decision No. 7/04](#)), and OSCE principles for export controls of Man-Portable Air Defence Systems (MANPADS) ([MC Decision No. 8/04](#)).

2005 Ljubljana Ministerial Council

It adopted a decision on *Enhancing Legal Co-operation in Criminal Matters Related to Counter-terrorism* ([MC Decision No. 4/05](#)), as well as the decision on *Further Measures to Enhance Container Security* ([MC Decision No. 6/05](#)), the decision on *Combating Transnational Organized Crime* ([MC Decision No. 3/05](#)); *Combating the Threat of Illicit Drugs* ([MC Decision No. 5/05](#)); *Tolerance and Non-Discrimination: Promoting Mutual Respect and Understanding* ([MC Decision No. 10/05](#)); the *Border Security and Management Concept, Framework for Co-operation by the OSCE Participating States* ([MC \(13\) Journal No. 2, Agenda item 8](#)).

2006 Brussels Ministerial Council

A decision was adopted on *Further Measures to Prevent the Criminal Use of Lost/Stolen*

⁵ All other Decisions, relevant for CT, adopted by the Permanent Council and the Forum for Security Co-

operation, are included as an annex at the end of this document.

Passports and Other Travel Documents ([MC Decision No. 6/06](#)), a decision on *Countering the Use of the Internet for Terrorist Purposes* ([MC Decision No. 7/06](#)) as well as the Brussels Ministerial Statement on *Supporting and Promoting the International Legal Framework against Terrorism* ([MC.DOC/5/06](#)); and a [MC Decision No. 10/06](#) on *supporting national implementation of UNSCR 1540*, was also adopted.

2007 Madrid Ministerial Council

A decision was adopted on *Public-Private Partnerships in Countering Terrorism* ([MC Decision No. 5/07](#)), as well as a decision on *Protecting Critical Infrastructure from Terrorist Attacks* ([MC Decision No. 6/07](#)). The Ministerial Statement on *Supporting the United Nations Global Counter-Terrorism Strategy* ([MC Document 3/07](#)) re-affirmed the full support of the OSCE for the implementation of the UN Global Counter-Terrorism Strategy.

2008 Helsinki Ministerial Council

Participating States adopted the Ministerial Decision on *Further Promoting the OSCE's Action in Countering Terrorism* ([MC Decision No. 10/08](#)), calling upon participating States to continue promoting public-private partnerships in preventing and countering terrorism, and to make use of the OSCE in countering violent extremism and radicalization that lead to terrorism. Another CT relevant decision was adopted on *Further Strengthening the Rule of Law in the OSCE Area* ([MC Decision No. 7/08](#)).

2009 Athens Ministerial Council

A decision was adopted on *Further OSCE Efforts to Address Transnational Threats and Challenges to Security and Stability* ([MC Decision No. 2/09](#)). Moreover, participating States adopted a decision on *Further Measures to Support and Promote the International Legal Framework against Terrorism* ([MC Decision No. 3/09](#)), as well as a decision on *Travel Document Security – ICAO Public Key Directory* ([MC Decision No. 11/09](#)). Other decisions and documents are related to the fight against terrorism, such as the Ministerial Decision on *Combating Hate Crimes* ([MC Decision No.](#)

[9/09](#)), the Ministerial Declaration on *Non-Proliferation* ([MC\(17\) Journal No. 2, Agenda Item 8](#)) and the Decision on *Issues Relevant to the Forum for Security Co-Operation* ([MC Decision No. 16/09](#)), that called the FSC to facilitate, where appropriate, the fulfillment by the OSCE participating States of the provisions of UNSCR 1540.

2011 Vilnius Ministerial Council

With Vilnius [MC Decision No. 9/11](#) on *Strengthening Co-ordination and Coherence in the OSCE's efforts to Address Transnational Threats*, the OSCE participating States welcomed the proposal by the Secretary General for the creation of a department to address transnational threats within the Secretariat, with a view to ensuring better co-ordination, strengthened coherence and more efficient use of the OSCE's resources in addressing transnational threats. Another Decision, on the *Proper Role of the OSCE in Facilitation of UNSCR 1540* ([MC Decision No. 8/11](#)), was adopted in Vilnius.

2012 Dublin Ministerial Council

[MC Decision No. 4/12](#) on *OSCE's Efforts to Address Transnational Threats*, adopted in Dublin, welcomed four Decisions approved in the area of transnational threats by the Permanent Council throughout 2012 and tasked the Secretary General to promote the implementation of these decisions: *Development of Confidence-Building Measures to Reduce the Risks of Conflict Stemming from the Use of Information and Communication Technologies* ([PC Decision No. 1039](#)); *OSCE Concept for Combating the Threat of Illicit Drugs and the Diversion of Chemical Precursors* ([PC Decision No. 1048](#)); *OSCE Strategic Framework for Police-Related Activities* ([PC Decision No. 1049](#)) and the *OSCE Consolidated Framework for the Fight against Terrorism* ([PC Decision No. 1063](#)). A [Declaration](#) was also adopted on *Strengthening Good Governance and Combating Corruption, Money-Laundering and the Financing of Terrorism*.

2013 Kyiv Ministerial Council

A Ministerial Declaration was adopted on *Strengthening the OSCE's Efforts to Address*

Transnational Threats ([MC.DOC/2/13](#)) that, *inter alia*, welcomes the Initial set of OSCE confidence-building measures to reduce the risks of conflict stemming from the use of information and communication technologies ([PC Decision No. 1106](#)).

2014 Basel Ministerial Council

Two significant anti-terrorism declarations were adopted during the Ministerial Council in Basel. The declaration ([MC.DOC/5/14](#)) on *The OSCE Role in Countering the Phenomenon of Foreign Terrorist Fighters in the Context of the Implementation of UN Security Council Resolutions 2170 and 2178 (2014)* – hereinafter FTFs – reiterates applicable OSCE commitments and international obligations in terms of preventing the movements of FTFs; co-operating to bring FTF to justice on the basis of the principle of extradite or prosecute; preventing and suppressing the financing of FTFs; countering the use of the Internet for the purpose of inciting and recruiting FTFs; developing public-private partnerships against FTFs; and exchanging information on good practices, policies and measures to counter VERLT⁶. OSCE executive structures are called upon to continue providing assistance and promoting efforts in the areas of international legal and operational co-operation; countering VERLT, in particular at the local level; and travel document security. Furthermore they are called upon to facilitate thematic discussions on FTFs and to promote the GCTF's⁷ "[The Hague-Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon](#)".

The second CT declaration adopted in Basel was ([MC.DOC/6/14](#)) 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* - hereinafter KFR. It calls upon participating States to strengthen efforts to

prevent the kidnapping and hostage-taking committed by terrorist groups, and secure the safe release of hostages. It also calls on States to prevent terrorists from benefitting directly or indirectly from ransom payments or from political concessions. Moreover, the declaration encourages promoting public-private partnerships, sharing experiences, exchange of information and best initiatives and supports the continuance of capacity-building for practitioners, taking into account, *inter alia*, the set of good practices contained in the GCTF's [Algiers Memorandum on Good Practices on Preventing and Denying the Benefits of Kidnapping for Ransom by Terrorists](#).

2015 Belgrade Ministerial Council

Participating States adopted two declarations in the field of countering terrorism: Declaration No. 3/15 on *Reinforcing OSCE Counter-Terrorism Efforts in the Wake of Recent Terrorist Attacks* ([MC.DOC/3/15](#)) condemns the terrorist attacks perpetrated in 2015 across the OSCE area and in its neighborhood, in particular by the Islamic State in Iraq and the Levant, also known as Daesh, Al-Nusra Front (ANF), and all other individuals, groups, undertakings and entities associated with Al-Qaida. The Declaration reiterates the determination of participating States to co-operate fully in the fight against terrorism and their other relevant OSCE commitments.

The Declaration No. 4/15 on *Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism* ([MC.DOC/4/15](#)) provides a blueprint for further OSCE efforts to counter VERLT following a multi-dimensional approach, which is one of the eight strategic focus areas identified for OSCE counter-terrorism activities. The Declaration identifies a number of good policy practices which OSCE participating States undertook to pursue, and the ways in which OSCE executive

⁶ Violent Extremism and Radicalization that Lead to Terrorism

⁷ The Global Counter-Terrorism Forum (GCTF) is an informal, multilateral counterterrorism (CT) platform that focuses on identifying critical CT needs, mobilizing the necessary expertise and resources to address such needs, and enhance global co-operation. It provides a venue for national CT officials and practitioners to meet with their

counterparts from key countries in different regions to share CT experiences, expertise, strategies, capacity needs, and capacity-building programs. It serves as a mechanism for furthering the implementation of the UN Global Counter-Terrorism Strategy and, more broadly, complements and reinforces existing multilateral CT efforts, starting with those of the United Nations.

structures, upon request and within their respective mandates, can assist them. The Declaration also tasks Field Operations to report to the OSCE Permanent Council, through the Secretariat, on their past, current and possible future activities in this field.

2016 Hamburg Ministerial Council

At the Ministerial Council in Hamburg, OSCE participating States adopted a *Declaration on Strengthening OSCE Efforts to Prevent and Counter Terrorism* ([MC.DOC/1/16](#)) and a *Decision on Enhancing the Use of Advance Passenger Information* ([MC.DEC/6/16](#)).

[MC.DOC/1/16](#) condemns the terrorist attacks perpetrated in 2016 and reiterates the determination of participating States to cooperate fully in the fight against terrorism. The Declaration takes positive note of the continued implementation of the “OSCE United in Countering Violent Extremism (#United CVE) campaign”, and stresses the importance of involving where appropriate, civil society, the media and the private sector to prevent and counter terrorism, *inter alia*, to counter terrorist and violent extremism messaging and to offer alternatives. The Declaration also mentions the commitment to refrain from engagement in favour of terrorist organizations in direct or indirect trade in natural resources, such as oil and oil products, in weapons, ammunition and spare parts, in cultural property and other items of archaeological, historical, cultural, rare scientific and religious importance.

With reference to [MC Decision no. 6/16](#), Advance Passenger Information (API) data includes passenger biographical data and basic flight details that are generally collected by airlines from the passenger’s passport or other government-issued travel document. By adopting the Ministerial Council Decision, the OSCE participating States committed themselves to promoting the implementation of key United Nations (UN) Security Council Resolutions [2178](#) (2014) and [2309](#) (2016), which call upon States to require that airlines operating in their territories provide API data to the appropriate national authorities in order to detect the movement on their territories of persons

suspected of intending to commit terrorist acts. The text of the decision stipulates that the OSCE participating States will establish national API systems in alignment with existing international standards and seek to automatically cross-check the data against watch lists. It tasks the OSCE executive structures with supporting participating States in doing this.

The Ministerial Council Meeting also adopted a Declaration on OSCE Assistance Projects in the Field of Small Arms and Light Weapons and Stockpiles of Conventional Ammunition ([MC.DOC/3/16](#)). The Declaration recognizes the relationship between the availability of illicit small arms and light weapons and conventional ammunition and terrorism and welcomes OSCE practical assistance projects aimed to assist the participating States. It also invites OSCE Partners for Co-operation to consider opportunities to jointly engage with the OSCE participating States on mitigating risks arising from the presence and destabilizing accumulations of small arms and light weapons as well as stockpiles of conventional ammunition.

A Decision was also adopted on *Strengthening Good Governance and Promoting Connectivity* ([MC Decision No 4/16](#)) which encourages OSCE participating States to adhere to the standards prescribed by the Financial Action Task Force (FATF) on combating money laundering, financing of terrorism and proliferation.

2017 Vienna Ministerial Council

A Decision was adopted on *Enhancing OSCE Efforts to Reduce the Risk of Conflict Stemming from the Use of Information and Communication Technologies* ([MC Decision No. 5/17](#)). Moreover, participating States adopted a Decision on *Strengthening Efforts to Prevent Trafficking in Human Beings* ([MC Decision No. 6/17](#)), as well as Decision on *Promoting Economic Participation in the OSCE Area* ([MC Decision No. 8/17](#)) and a Decision on *Small Arms and Light Weapons and Stockpiles of Conventional Ammunition* ([MC Decision No. 10/17](#)).

2018 Milan Ministerial Council

At the Ministerial Council in Hamburg, OSCE participating States adopted a Decision on *Strengthening Efforts to Prevent and Combat Child Trafficking, Including of Unaccompanied Minors* ([MC Decision No. 6/18](#)) a Declaration on the *Digital Economy a Driver for Promoting Co-operation, Security and Growth* ([MC.DOC 2/18](#)), a Declaration on the *Role of Youth in Contribution to Peace and Security Efforts* ([MC.DOC 3/18](#)), a Declaration on *Security and Co-operation in the Mediterranean* ([MC.DOC 4/18](#)) and a Declaration on *OSCE Efforts in the Field of Norms and Best Practices on Small Arms and Light Weapons and Stockpiles of Conventional Ammunition* ([MC.DOC 5/18](#))

2019 Bratislava Ministerial Council

It adopted a Commemorative Declaration on the *Occasion of the 25th Anniversary of the OSCE Code of Conduct on Politico-Military Aspects of Security* ([MC.DOC/1/19](#)) and a Commemorative Declaration on the *Occasion of the Twenty-Fifth Anniversary of the OSCE principles Governing Non-Proliferation and Fifteenth Anniversary of United Nations Security Council Resolution 1540* ([MC.DOC/2/19/Corr.1](#))

OSCE'S COMMITMENTS ON PREVENTING AND COUNTERING TERRORISM AT WORK

In the OSCE Consolidated Framework for the Fight against Terrorism, the OSCE participating States reiterate that the fight against terrorism must be built upon a comprehensive approach to security, using the three OSCE dimensions (the politico-military dimension, the economic and environmental dimension, and the human dimension) and all OSCE structures, institutions and Field Operations at the request of, and in close co-operation and agreement with host governments.

The OSCE's comprehensive approach to security gives the Organization an enhanced value, which helps to effectively counter terrorism and at the same time address factors that may feed violent extremism and radicalization that lead to terrorism. Activities carried out by different OSCE Institutions and structures, as well as activities undertaken by Field Operations, are important key elements of the Organization's approach in this regard.

The Transnational Threats Department, Action against Terrorism Unit (hereinafter TNTD/ATU) acts as focal point, information resource and implementation partner on OSCE counter-terrorism activities. TNTD/ATU co-ordinates closely with the United Nations, in particular with the UNOCT and CTED and co-operates with other relevant international and regional organizations to complement efforts and maximize synergies in addressing counter-terrorism issues; the Secretariat, and in particular TNTD/ATU, serves as primary interface in this regard.

This Consolidated Reference contributes to maintaining and intensifying the co-operation between TNTD/ATU and the OSCE Institutions, Field Operations and other structures, in order to streamline anti-terrorism components in relevant activities. The following part of the document contains a description of activities being implemented by different OSCE executive structures and can be used by Field Operations and others as an aid in conceptualizing, planning

and implementing activities within the general scope of OSCE anti-terrorism goals.

Transnational Threats Department (TNTD)

Ministerial Council Decision No. 9/11 on Strengthening Co-ordination and Coherence in the OSCE's Efforts to Address Transnational Threats welcomed the proposal by the Secretary General for the creation of a department to address transnational threats. TNTD became operational at the beginning of 2012. The role of TNTD is to support the Secretary General as focal point for Organization-wide programmatic activities that relate to countering transnational threats, and to ensure co-ordination and coherence of action across all three OSCE dimensions, among all OSCE executive structures, while respecting their mandates.

To further strengthen OSCE's efforts in addressing transnational threats, the Ministerial Council adopted a decision on OSCE's Efforts to Address Transnational Threats in Dublin in December 2012 ([MC.DEC/4/12](#)). This '*chapeau*' decision endorsed four decisions the Permanent Council (PC) had adopted earlier in 2012:

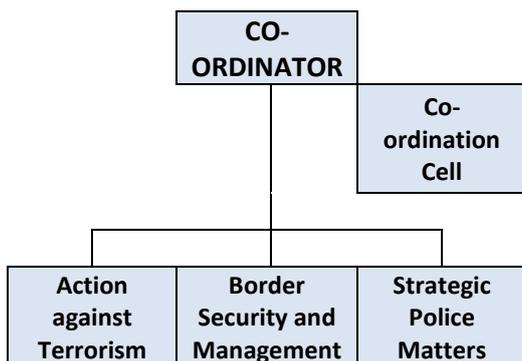
- Development of confidence-building measures to reduce the risks of conflict stemming from the use of information and communication technologies (PC Decision No. 1039);
- OSCE Concept for Combating the Threat of Illicit Drugs and the Diversion of Chemical Precursors (PC Decision No. 1048);
- OSCE Strategic Framework for Police-Related Activities (PC Decision No. 1049);
- OSCE Consolidated Framework for the Fight against Terrorism (PC Decision No. 1063).

PC Decision No. 1039 provided a clear new tasking with regard to cyber/ICT security. The remaining three PC Decisions consolidated already existing operational principles and priorities expressed through various previous decisions. In that respect, they provide an important framework for the activities of the OSCE executive structures regarding TNT-related activities.

At the 2013 Ministerial Council in Kyiv, the participating States adopted a Declaration on Strengthening OSCE's Efforts to address

Transnational Threats (MC.DOC/2/13) which underlines priority areas with regard to TNTs in the OSCE framework. The Ministerial Council also adopted an initial set of cyber/ICT confidence-building measures (CBMs) via PC Decision 1106.

TNTD is led by a Co-ordinator and is comprised of the following units: Co-ordination Cell (CC), Action against Terrorism (ATU), Border Security and Management (BSMU) and Strategic Police Matters (SPMU).



Co-ordination Cell (TNTD/CC)

TNTD/CC supports the Secretary General in ensuring better co-ordination, strengthened coherence and more efficient use of OSCE's resources when addressing TNT-related issues among all OSCE executive structures. To this end, it co-ordinates TNT-related activities within TNTD, the Secretariat, OSCE Field Operations and Institutions.

TNTD/CC supports the Secretary General, the Chairmanship-in-Office and the participating States in all cyber/ICT security related matters and acts as a focal point for participating States' requests for activities aimed at enhancing cyber/ICT security. In line with PC Decisions 1039, 1106 and 1202, as well as MC Decisions 5/16 and 5/17, TNTD/CC continues to support OSCE participating States in their efforts to implement the cyber/ICT security CBMs as well as with identifying additional CBMs.

TNTD/CC provides online information and management support to Field Operations and participating States via the POLIS system (<http://polis.osce.org>). POLIS is a centralized, web-based electronic repository and

communication platform for capturing and sharing TNT-related information, training materials, good practices and lessons learned resulting from OSCE projects, activities, and local initiatives as well as development work with external partners. TNTD uses the system to co-ordinate, complement and support its training and awareness-raising activities in the field of TNT, which includes organizing secure online expert discussion fora and developing e-learning modules on aspects related to countering transnational threats. TNTD/CC also provides technical expertise in the area of cybercrime.

TNTD/CC:

- is the focal point in the OSCE Secretariat for all TNT-related activities in the OSCE area (fight against terrorism, border security and management, police-related issues, cyber/ICT security);
- stands ready to provide substantive guidance on all the above topics, as required;
- can provide online support through POLIS to TNT-related projects;
- serves as a channel for information on TNT-related matters to and from other OSCE Institutions, Field Operations, international, regional and sub-regional organizations, OSCE participating States, as well as OSCE Partners for Co-operation;
- can provide technical expertise with regard to projects or activities related to countering cybercrime.

Action against Terrorism Unit (TNTD/ATU)

The OSCE Action against Terrorism Unit was established in 2002 and since January 2012, it is part of the TNTD at the OSCE Secretariat. The OSCE Consolidated Framework for the Fight against Terrorism ([PC Decision No. 1063](#)) states that TNTD/ATU will continue to act as the focal point and as an information resource and

implementation partner on OSCE counter-terrorism activities.

TNTD/ATU will thus continue implementing the OSCE Consolidated Framework for the Fight against Terrorism in 2020/2021, and all relevant Ministerial Council and Permanent Council decisions and declarations. TNTD/ATU will support participating States in the implementation of their anti-terrorism commitments, and contribute to enhancing their capacities to prevent and combat terrorism. TNTD/ATU will also help OSCE participating States in implementing comprehensive approaches by co-ordinating and facilitating OSCE activities related to preventing and countering terrorism.

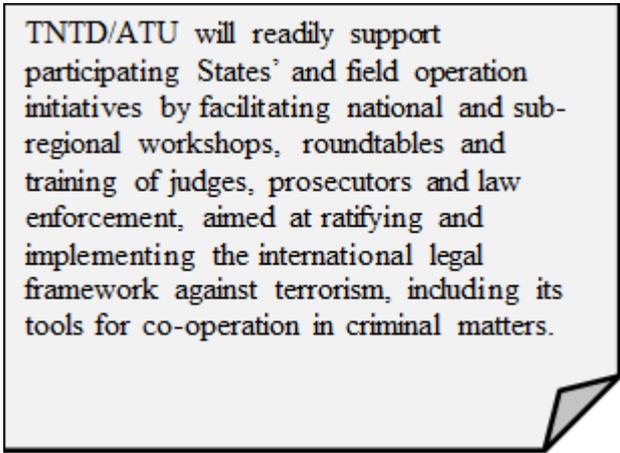
Based on the strategic focus areas for OSCE counter-terrorism activities defined in PC Decision 1063, TNTD/ATU will continue working on:

Promoting the Implementation of the International Legal Framework against Terrorism and Enhancing International Legal Co-operation in Criminal Matters related to Terrorism

TNTD/ATU is partnering with a wide variety of entities. In co-operation with UNODC and ODIHR, TNTD/ATU promotes and supports the ratification and implementation of the 19 Universal Anti-Terrorism Instruments (UATI). It provides training and facilitates information sharing on the use of tools for co-operation in criminal matters, relevant for preventing and countering terrorism. Special attention is also given to legal and criminal justice aspects in relation to the implementation of the MC Declarations on FTFs.

Consistent with promoting the international legal framework, TNTD/ATU also co-operates with the UN Counter Terrorism Committee Executive Directorate (CTED) in support of the implementation of UNSCRs, such as 2178 or 2396; as well as with the [Global Counterterrorism Forum \(GCTF\)](#) and the [International Institute for Justice and the Rule of Law](#) (IIJ Malta) in the organization of seminars in line with recommendations contained e.g. in the [GCTF Rabat Memorandum](#) on Good Practices for Effective Counterterrorism Practice in the Criminal Justice Sector. Accordingly, TNTD/ATU will continue organizing seminars

for criminal justice practitioners and other relevant actors, with the aim of strengthening rule of law compliant criminal justice responses to terrorism.



TNTD/ATU will readily support participating States' and field operation initiatives by facilitating national and sub-regional workshops, roundtables and training of judges, prosecutors and law enforcement, aimed at ratifying and implementing the international legal framework against terrorism, including its tools for co-operation in criminal matters.

Countering violent extremism and radicalization that lead to terrorism (VERLT) following a multidimensional and multi-stakeholder approach.

TNTD/ATU manages an overall awareness-raising and capacity building programme on preventing and countering VERLT with the objectives of:

- (1) Promoting a multidimensional understanding of VERLT, to inform the formulation of context-specific and gender-sensitive preventive actions, with a specific focus on engaging civil society, women and youth and community leaders;
- (2) Supporting the formulation and implementation of human-rights compliant policies and measures to prevent and counter VERLT, including National Action Plans and CVE Strategies;
- (3) Encouraging multi-stakeholder collaboration and dialogue, both in terms of a whole-of-government approach and co-operation between public authorities and civil society, the media and businesses at national and local levels.

Under the VERLT programme, planned TNTD/ATU activities in 2020/2021 include:

- 1 **Support Field Operations in developing viable projects and programmes related to VERLT**, with an emphasis on regional engagement and horizontal collaboration in Central Asia, South-Eastern Europe and the South Caucasus. Help foster a community of practice among VERLT focal points within the OSCE Field Operations and Institutions.
- 2 **Continue to raise the visibility of OSCE political commitments** to, and activities related to, VERLT through the second iteration of the #UnitedCVE communication campaign and policy support activities.
- 3 **Continue to engage and build the capacity of government actors to develop and implement whole-of-society P/CVERLT strategies** through national seminars, conferences and other events.
- 4 **Establish cadres of training facilitators to build capacity of youth, women and community leaders** engaging in P/CVERLT projects under the multi-year OSCE “Leaders against Intolerance and Violent Extremism” (LIVE) initiative; specifically launch the women and community leaders train-the-trainer seminars in South-Eastern Europe.
- 5 **Continue to showcase and promote the series of technical handbooks on specific P/CVERLT practice areas** to include civil society engagement, pre-criminal interventions and referral mechanisms, rehabilitation and reintegration of returning Foreign Terrorist Fighters (FTFs) and their family members, and gender-mainstreaming for security sector personnel involved in countering terrorism and P/CVERLT.
- 6 **TNTD/ATU will continue to explore synergies and seek mutual support and collaboration with international actors** and initiatives in the field of P/CVERLT, in particular with the UN under the UN Plan of Action to Prevent Violent Extremism, and initiatives deriving from GCTF.

TNTD/ATU encourages OSCE Field Operations to approach their respective host authorities to explore how they may provide support in line with Ministerial Declaration No. 4/15 on Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism.

OSCE resources on preventing and countering VERLT are available at the relevant [TNTD/ATU webpage](#).

Countering the Use of the Internet for Terrorist Purposes

Terrorists use the Internet for recruitment and training, collection and transfer of funds for terrorist purposes, the planning and execution of terrorist acts, and the incitement to terrorist violence. OSCE participating States have committed themselves to exchange information, as well as to enhance international co-operation and public-private partnerships, including with a view to countering the use of the Internet for terrorist purposes for inciting violent extremism and radicalization that lead to terrorism or for recruiting FTFs.

The comparative advantage of TNTD/ATU efforts related to this portfolio is that they are embedded within the organization’s broader efforts to promote a comprehensive approach to cyber security. It allows looking at a specific perpetrator group in a cross-dimensional and integrated way, recognizing the inter-linkages of cyber threats and perpetrators while stressing the need for human rights-compliant responses. In practice, this flexibility allows the TNTD/ATU to apply an outside-the-box approach.

In 2020/2021, TNTD/ATU will continue organizing Tabletop Exercises (TTX), which will feature regionally focused and nationally tailored, moderated scenario-based discussions on preventing and countering the use of the Internet for terrorist purposes (PCUITP). The TTX’s interactive format engenders a “whole-of-government” and “whole of society” approaches by bringing wide range of stakeholders from

national, regional, and international institutions with diverse backgrounds and perspectives, including representatives of government, law enforcement, civil society, media, academia, youth, and the private sector, to discuss challenges, share best practices, and develop policy solutions.

In close co-operation with the OSCE/ODIHR and the OSCE/RFoM, TNTD/ATU will organize a series of activities at national and regional levels on issues related to PCUITP and strengthening the understanding of acting responsibly in the virtual environment through using technology appropriately, with specific focus on digital citizenship perspective.

In 2020, TNTD/ATU, in partnership with the UNODC, will develop training modules for law enforcement and judicial authorities on collecting electronic evidence based on UNODC's publication "[Practical Guide for Requesting Electronic Evidence across Borders](#)" that can be used by OSCE Field Operations in their future programmatic activities

TNTD/ATU will translate the updated E-learning Course on Preventing and Countering the Use of the Internet for Terrorist Purposes from English into other OSCE languages.

TNTD/ATU can support and assist OSCE participating States, Partners for Co-operation, Field Operations initiatives, by facilitating national, regional and sub-regional expert workshops, seminars and trainings, in order to raise awareness and build capacities on different aspects of countering the use of the Internet for terrorist purposes.

In addition, TNTD/ATU can assist OSCE's Field Operations in identifying and facilitating contacts with international experts and organizations in this field.

Protecting Critical Infrastructure against Terrorist Attacks

In the OSCE Consolidated Framework for the Fight against Terrorism (PC.DEC/1063), the OSCE participating States identified the protection of critical infrastructure against terrorist attacks as one of the areas in which the Organization will pursue activities to enhance co-operation and build capacity at the national, regional and sub-regional levels to prevent and combat terrorism, upon request of participating States and within the existing mandates.

TNTD/ATU raises awareness and promotes the implementation of good practices with regard to critical infrastructure protection against terrorist attacks. The Unit promotes PPPs, where appropriate and supports State authorities and private sector in identifying protective measures in the area of critical infrastructure protection; it supports the exchange of best practices on all levels of preparedness.

In 2020/2021, the TNTD/ATU, in close partnership with INTERPOL, CTED and UNOCT, will continue to promote the implementation of UNSCR 2341 (2017) and other relevant international commitments through the holding of regional expert workshops, upon request of OSCE participating States.

In the field of protecting critical energy infrastructure against terrorist attacks, TNTD/ATU offers national tabletop exercises based on the recommendations of a relevant guidebook. For more information, please consult TNTD/ATU publication "[Good Practices Guide on Non-Nuclear Critical Energy Infrastructure Protection \(NNCEIP\) from Terrorist Attacks](#)" which aims at raising awareness and promoting good practices to counter possible terrorist threats to NNCEIs, particularly to industrial control systems and cyber-related infrastructure.

Countering Terrorist Financing

In 2017, TNTD/ATU and UNODC's Global Programme against Money Laundering (GPML) developed a comprehensive exercise-based capacity building programme on countering terrorist financing, focused on strengthening inter-agency co-operation, improving analysis and investigation skills, tools and techniques in

this field and on targeted financial sanctions, pursuant to relevant UN sanctions regimes. The training itself, as well as related train-the-trainer courses have been delivered to date in requesting countries from Central Asia and South-Eastern Europe in co-operation with the UNODC and OSCE Field Operations and were funded by Germany, United States and Italy.

Between 2019-2023, the OSCE-UNODC capacity-building programme on countering terrorist financing will be further customized and delivered to the requesting countries from South-Eastern Europe, Eastern Europe, Central Asia and Mongolia. It will build capacity to effectively implement UNSCR 2462 (2019), other relevant UNSCRs, Financial Action task Force (FATF) standards and OSCE commitments.

Practical exercises comprise 80% of the curriculum and are based on scenarios that reflect current threats and local operating procedures in the countries of training. These are developed in consultation with national experts from the countries of training based on areas considered a priority threat.

The OSCE-UNODC training programme is designed so that participants of the train-the-trainer courses go on to become a team of national trainers and together with a tailored curriculum developed as part of the programme, the recipient country will have created its own CFT training capability by the end of the training series.

The courses under the training programme are designed for those working in financial intelligence units, law enforcement and intelligence agencies, prosecuting authorities, policy-making on countering terrorist financing, the private sector and non-profit organizations.

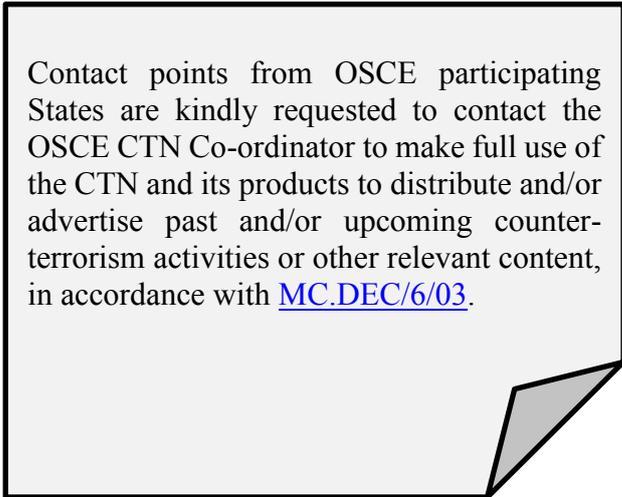
In 2019, fifteen train-the-trainer and training courses were delivered to requesting countries from Central Asia and South-Eastern Europe.

Non-Profit Organizations that are abused for terrorist financing form weak links in the global struggle against the financing of terrorism. In order to raise awareness about these risks, the OSCE plans to organize training courses and round tables promoting public-private partnerships between governments and non-

profit organizations. In addition, the OSCE will promote close co-operation between governments and private sector through customized capacity building activities.

Counter-Terrorism Network (CTN)

Exchange of information is essential for co-ordinated international action against terrorism. TNTD/ATU connects counter-terrorism contact points within OSCE participating States and Partners for Co-operation, regional and international organizations, and OSCE executive structures, through the OSCE Counter-Terrorism Network (CTN). TNTD/ATU notably publishes a bi-monthly [CTN newsletter](#) to keep focal points abreast of the latest counter-terrorism developments in the OSCE area and beyond, and to inform them about OSCE activities in the field of preventing and countering terrorism and VERLT.



Contact points from OSCE participating States are kindly requested to contact the OSCE CTN Co-ordinator to make full use of the CTN and its products to distribute and/or advertise past and/or upcoming counter-terrorism activities or other relevant content, in accordance with [MC.DEC/6/03](#).

Additionally, TNTD/ATU provides:

- Support and assistance in formulating counter-terrorism related programmatic language in the development of the programme outline and unified budget proposals of the Field Operations;
- Support and assistance in identifying and developing project proposals in the counter-terrorism area and their co-ordination with other OSCE executive structures, in conjunction with the Programming and Evaluation Support Unit of the Conflict Prevention Centre;
- Facilitation of liaison with potential donors for obtaining extra-budgetary contributions for counter-terrorism related projects;
- Assistance in identification and liaison with appropriate international experts for the implementation of counter-terrorism related projects;
- Support and assistance with the assessment and evaluation of implemented projects and the development of follow-up activities.

Strategic Police Matters Unit ([TNTD/SPMU](#))

The OSCE Strategic Framework for Police-Related Activities (PC Decision 1049), adopted in 2012, outlines how OSCE police-related activities constitute a key element of the Organization's efforts to address threats to security and stability in the OSCE area posed by criminal activity emanating from organized crime, including terrorism, trafficking in drugs and human beings, and cybercrime. OSCE police-related activities address also police development and reform to the benefit of OSCE participating States and are an integral part of OSCE's efforts in the areas of conflict prevention, crisis management and post-conflict rehabilitation. By this Decision, TNTD/SPMU is designated as the main focal point at the OSCE Secretariat "to address threats posed by criminal activity".

Human Rights in Counter-Terrorism Investigations

Respect for human rights – of terrorism suspects, victims, witnesses and police officers alike – is of paramount importance, as it ensures that the innocents are not wrongly convicted and that the offenders do not walk free. Respect for human rights is, therefore, an integral element of all police operations and an essential part of any successful investigation. Paying attention to the rights and particular needs of the people who are part of the community that a police officer serves, makes the police more effective. This principle applies as much to terrorism-related crimes as it does to other crimes. It is true that the often covert and intense nature of terrorism-related investigations can give rise to acute and specific human rights concerns. However, similar issues often arise in investigations of other serious crimes. It is a fundamental requirement of international human rights law that a fair trial depends on a fair and impartial investigation conducted in full compliance with legal and human rights standards. In 2013, ODIHR and TNTD/SPMU jointly drafted and published a manual on "[Human Rights in Counter-Terrorism Investigations: A practical manual for law enforcement officers](#)".

Investigative and mutual legal co-operation between law enforcement agencies is a critical component in ensuring the success of counter-terrorism investigations. TNTD/SPMU offers specific assistance to the participating States and OSCE Field Operations to this end. Along with providing technical training, TNTD/SPMU is very active in facilitating mutual legal assistance training. In particular, over the past years, TNTD/SPMU has devoted considerable resources to assist some of the OSCE participating States to fully implement the operational articles of the UN Convention on Transnational Organized Crime and its protocols. The training events are directed at the entire spectrum of the criminal justice sector. In order to synchronize further reforms in the different sectors of the criminal justice system, with a view to improve the effectiveness and efficiency of the entire criminal justice process, TNTD/SPMU elaborated a "[Guidebook on Police Reform within the Framework of Criminal Justice System Reform](#)" published in 2013.

Terrorist groups often operate as part of global transnational criminal networks which may involve using the Internet to communicate. In addition to using the Internet for communicating, some groups have financed their activities through proceeds of criminal activities that have been transferred electronically through a network of individuals, companies, funds or financial institutions. To meet this development of increased connections between terrorism and criminal activities, cybercrime and cyber forensics training has become one of the main priorities of the TNTD/SPMU.

The lucrative illicit drug trade is a concern of police responding to terrorism as well. Intelligence collected over the years suggests that some terrorist groups use the proceeds from drug trafficking as means to finance their terrorist activities. As a response, TNTD/SPMU facilitates high-level meetings of law enforcement experts examining new strategies to reduce drugs trafficking and control precursor chemicals.

There is a proven link between trafficking in human beings and terrorism. Laundered profits arising from human trafficking can be used as a source of financing terrorist groups and their activities. Among individuals used by terrorists as suicide bombers there may be people (including children) who have been abducted for or forced to this most brutal form of exploitation. TNTD/SPMU is aware of this trend and has incorporated it into its awareness raising and training activities for the law enforcement in OSCE participating States.

Terrorist activities are trans-border ones. Police activities and investigations to fight against terrorism lead therefore from one country to another. As a consequence, TNTD/SPMU works in close co-operation with TNTD/BSMU to better deal with this particular aspect of terrorism.

TNTD/SPMU is committed to address the improvement of public confidence and trust in the police. TNTD/SPMU's community policing initiatives seek to enhance the co-operation between the police and the general public. It is generally acknowledged that improved community relations are a major contributor in helping law enforcement to develop investigative leads. Healthy relations between the public and the police, based on mutual trust and respect, are a key factor in dealing with recent dangers of recruitment of

young people into terrorist organizations. In this regard, TNTD elaborated a "[Guidebook on Preventing Terrorism and Countering Violent Extremism: A Community Policing Approach](#)", launched in March 2014.

Based on this Guidebook, training material was developed and pilot trainings for community policing officers and representatives of the civil society was organized in co-operation by TNTD and ODIHR in Sarajevo in 2018 and in Tirana in 2019.

In line with its mandate, the OSCE steadily strives to support its participating States in enhancing their competencies, improving the effectiveness of their criminal justice systems, and increasing the capabilities of their law enforcement and police services. The evolution of transnational threats, ever-changing criminal patterns and increasing demand for services provided by the police call for a constant renewal of strategies, priorities, plans and methods. The OSCE "[Guidebook on Intelligence-Led Policing](#)", launched in July 2017, is an important step towards addressing these challenges.

This guidebook presents intelligence-led policing (ILP) as a modern and proactive law enforcement model, and a realistic alternative to traditionally reactive forms of policing for OSCE participating States. ILP, which has already been adopted in a number of countries in recent years with promising results, combines intelligence gathering, evaluation and analysis with informed decision-making procedures and mechanisms, thus providing more efficient and effective management of national law enforcement.

Border Security and Management Unit (TNTD/BSMU)

The ability of a State to properly secure its borders through an effective border security and management regime is a key component in any State's overall effort to combat terrorism. A well designed and properly functioning border security and management apparatus should be designed to contribute to the identification, disruption and dismantling of terrorist networks.

TNTD/BSMU is the primary point of contact in the Secretariat for border security and management related issues.

The Unit works to enhance standards in border services by facilitating the exchange of and promoting good practices through workshops and training programmes, by the co-ordination of a network of national focal points on border security and management, and by supporting the capacity-building activities of OSCE Field Operations on the ground. The Unit also works closely with other regional and international organizations. According to the Border Security and Management Concept (MC.DOC/2/05) adopted by the Ljubljana Ministerial Council, OSCE assistance to requesting OSCE participating States could range from facilitation (such as political dialogue and confidence-building measures) and general forms of contribution (e.g. technical assistance in enhancing the effectiveness of border structures through the sharing of best practices) to specialized assistance.

The unit maintains the OSCE Border Security and Management National Focal Points Network that facilitates dialogue and information exchange among border services, customs agencies, as well as other competent national structures of the OSCE participating States on emerging border security risks and challenges.

Specialized assistance areas include: enhancing inter-agency and cross-border co-operation; identification and prevention of FTFs cross-border travel, to include Travel Document Security/Advance Passenger Information (TDS/API); countering trafficking in cultural property; delimitation and demarcation; prevention of corruption at the borders; gender mainstreaming and the use of technologies in BSM.

Travel Document Security (TDS)

The TDS programme consists of four components which are mutually reinforcing and complement each other in a security cycle consisting of: 1) document security, including the use of the International Civil Aviation

Organization ([ICAO](#)) Public Key Directory (PKD)⁸; 2) identity management and security; 3) border control inspection, including through the use of Advance Passenger Information (API) and Passenger Name Record (PNR) and access to INTERPOL databases and 4) forged document training courses for border police. These focus areas combine to actively prevent the movement of terrorists, in particular FTFs.

Firstly, the TDS portfolio is aimed at enhancing travel documents security. In this way, TNTD/BSMU is assisting participating States and Partners for Co-operation in accomplishing their political commitment to make ePassports more secure by providing them with all the necessary information to support their participation in the ICAO PKD.

Secondly, TNTD/BSMU is also helping OSCE participating States to upgrade their identity management and travel document issuance systems, to avoid the creation of fake identities through the counterfeiting of breeder documents.⁹ In 2017, TNTD/BSMU published jointly with ODIHR a "[Compendium of Good Practices on Identity Management](#)" for States to identify possible security gaps or weak links in their identity management processes. TNTD/BSMU is planning to organize capacity-building workshops based on the good practices identified in the Compendium.

Thirdly, TNTD/BSMU is supporting OSCE participating States in collecting passenger data and cross-checking it against national and international watch lists, based on the provisions included in UNSC resolutions 2178, 2309 and 2396. For that purpose, TNTD will continue providing technical and legislative assistance to support the establishment of API and PNR systems in the OSCE area, in co-operation with IATA, ICAO and the UNOCT.

TNTD/BSMU also has a solid training programme on the detection of imposters and forged documents and organizes courses for

⁸ [The ICAO Public Key Directory](#) (PKD) is a repository where PKD participating countries deposit data other countries need, with a view to ensuring that the ePassports are authentic. The objective is to make the exchange of information easier and faster. The ICAO PKD does not contain personal information about the passport holders. It only contains information to confirm that the ePassport has

been issued by a bona fide authority and that it has not been tampered with since being issued.

⁹ Breeder documents are basic documents that an individual needs to present in order to obtain other documents, such as a passport. Breeder documents include birth certificates or social security cards.

front-line and second-line officers at the border, as well as training of trainers.

The TNTD/BSMU remains available to assist the OSCE Field Operations and other Institutions, by supporting their policy development, capacity building and interactive training workshops, expert meetings, and assessments of host country capabilities in all aspects of border security and management, with a goal of maintaining open and secure borders across the OSCE area.

In addition, the Organization, through its **Border Management Staff College (BMSC)** in Tajikistan, educates and increases awareness of mid-senior level officials on combatting all forms of organized crime including cross-border interdiction, drugs/precursor identification, trafficking in human beings, customs controls, non-intrusive inspection technologies. The OSCE BMSC is a platform that can be used by the OSCE Field Operations and by the OSCE Institutions to support the professional development and enhancement of the competencies of border security and management officials, supports international co-operation, information exchange and development among border agencies of the OSCE participating States and Partners for Co-operation.

Identifying potential Foreign Terrorist Fighters

To address cross-border movement of terrorists and particularly FTFs, TNTD/BSMU established and trained a multi-national mobile training team (MTT) to deliver on-site training to border security and management officials to enable them to better identify and interview potential FTFs, in full compliance with international human rights standards at entry and exit border check points of OSCE participating States. The team is comprised of border officers and counter-

terrorism officials from OSCE participating States and OSCE Partners for Co-operation.

Delimitation and Demarcation

Issues related to international boundary lines are a challenge to States' territorial integrity and for professionals working in border security and management. The Unit conducts workshops supporting the boundary commissions of OSCE participating States, providing a platform for the sharing of good practices and lessons learned on the demarcation and delimitation of borders.

Illicit Trafficking in Cultural Property

To promote the implementation of UNSCR 2199, 2253 of 2015 and 2347 of 2017 aimed to prevent trafficking in cultural property (TCP) the Unit examines this phenomenon through the lens of transnational organized crime, terrorism, money laundering and corruption networks. The Unit's activities focus on ways to better address the cross-border dimension of this emerging transnational threat.

Conflict Prevention Centre / Forum for Security Co-operation Support Section

Terrorist activities to a very large extent depend on the ability of terrorists to acquire weapons and ammunition. The [OSCE's Forum for Security Co-operation \(FSC\)](#) has adopted political measures aimed at fighting the illicit proliferation of small arms and light weapons and conventional ammunition. Along with these commitments, OSCE also raises awareness and provides technical assistance in meeting the OSCE's high standards on controlling these weapons. In addition, the FSC supports UN international efforts in tackling non-proliferation of WMD.

The Conflict Prevention Centre/Forum for Security Co-operation Support Section provides support and expertise to the FSC Troika and to delegations in monitoring and promoting the implementation of the confidence- and security-building measures (CSBMs) agreed in the Vienna Document 2011. The Section further supports the OSCE participating States in fulfilling their commitments under the OSCE Documents of Small Arms and Light Weapons and the

Stockpiles on Conventional Ammunition by developing and implementing relevant projects. It is also the institutional memory of the organization in the politico-military field as it relates to the FSC's work programme.

Conventional Arm Transfers

In order to promote responsible arms transfers of conventional weapons, the OSCE adopted the [Principles for Conventional Arms Transfers](#) in 1993. These Principles promote the exercise of due restraint in transferring arms and provide guidelines for avoiding transfers, notably those supporting terrorist activities. The OSCE participating States annually share information on their transfers of conventional arms.

Small Arms and Light Weapons (SALW) and Conventional Ammunition

The SALW Document ([FSC.DOC/1/00](#)) was adopted by the OSCE Forum for Security Co-operation on 24 November 2000. The Bucharest Plan of Action and the Bishkek Programme of Action both identified it as central to the OSCE's efforts to prevent and combat terrorism. The SALW Document itself is a very broad agreement that commits all OSCE participating States to a range of norms, principles and measures. If properly implemented, the document could help prevent the diversion of arms into the illegal market, which is a source of supply for terrorist groups.

In 2012, the OSCE Document on SALW was re-issued by the FSC to include all relevant FSC decisions on SALW adopted since 2000.

In 2003, the SALW Document was supplemented by the adoption of the [OSCE Document on Stockpiles of Conventional Ammunition](#) (SCA). The SCA Document stipulates the responsibility over safe and secure storage of conventional ammunition. In order to assist in implementation, Handbooks of Best Practices on SALW (2003) and Conventional Ammunition (2008) were developed.

In 2010, the OSCE participating States adopted the [OSCE Plan of Action on Small Arms and Light Weapons](#). The facilitation of the full implementation of agreed measures, along with the consideration of possible new measures in the areas of export and brokering, stockpile

management and security as well as destruction of surplus SALW, constitute the milestones of the Plan.

In 2014, the OSCE Ministerial Council adopted Decision No. 10/14 tasking the FSC to, *inter alia*, ensure coherence and complementarity with the UN framework on SALW, consider the development of an online tool for submission of SALW-related info exchanges and invited OSCE participating States to continue general discussions related to the Arms Trade Treaty.

In 2016, FSC Decision 2/16 was adopted which enables the provision of assistance by the OSCE participating States and the CPC to the OSCE Partners for Co-operation using the procedures outlined in the OSCE Documents on SALW and SCA.

The subsequent [MC Declaration 3/16](#) on SALW and SCA reiterated "*our resolve to jointly address these risks by making full use of OSCE mechanisms to elaborate and implement related assistance projects*".

In 2017, another related [MC decision 10/17](#) encourages OSCE participating States to "*continue further steps to improve the efficiency and outcome of SALW and SCA projects to ensure the maximum possible value in dealing with the challenges associated with SALW and SCA in line with the OSCE assistance mechanisms as outlined in the OSCE Documents on SALW and SCA and relevant FSC decisions*".

In 2018, [MC Declaration 5/18](#) acknowledged "*the need for the OSCE to continue to enhance its SALW- and SCA-related norms and best practices and their implementation*".

Export Control Package on SALW

In 2004, the Forum for Security Co-operation (FSC) decided on the [Principles for Export Controls of Man-Portable Air Defence Systems](#) (MANPADS) (FSC.DEC/3/04). In this Decision there is agreement on principles which have been drawn from the Wassenaar Arrangement's "Elements for Export Controls of Man-Portable Air Defence Systems". It was also agreed to incorporate these principles into national practices,

policies and/or regulations, and to promote the application of these principles in non-OSCE countries. In 2008, the FSC updated these OSCE Principles for Export Controls of MANPADS. The purpose of the update is to ensure their more effective implementation by making the principles more easily understandable for commercial exporters and licensing authorities.

FSC Decision No. 5/04 relates to the content of the End-User Certificate (EUC) provided prior to approval of an export-license for SALW (including SALW manufactured under license) or the transfer of SALW-related technology. The Decision provides for a list of standard elements of the EUC and verification procedures for SALW exports. This allows participating States to work out a common approach regarding application of EUC, while taking due account of their respective national legislations. The CPC, with the help of the Stockholm International Peace Research Institute, has also developed a template for the End User Certificate for voluntary use by States. The template is available under FSC.GAL/153/11.

The Forum has also adopted Decision No. 8/04 on [OSCE Principles on the Control of Brokering in Small Arms and Light Weapons](#). The principles set forth in the Decision have paved the way for the adoption by OSCE participating States of appropriate national legislation to control brokering activities in SALW. In November 2010, the FSC adopted Decision No. 17/10, which requested the OSCE participating States to exchange information on their present regulations concerning brokering activities with regard to SALW by 30 June 2011. A summary report of replies can be found under reference number FSC.GAL/98/12.

Illicit Trafficking of SALW by Air

Furthermore, the FSC introduced the topic of illicit trafficking of SALW by air to its agenda, in an effort to contribute to reducing the risk of diversion of SALW into the illicit market. An initiative was launched, which led to the adoption of [FSC Decision No. 11/08](#) on introducing good practices to prevent destabilizing transfers of SALW through air transport and on an associated questionnaire. The OSCE participating States supported the development of a mechanism to exchange information on national legislation and regulatory frameworks, enhanced dialogue and

increased synergy between actors. By 2014, 47 OSCE participating States provided information on the national practices related to preventing the spread of SALW through air transport.

Practical assistance for combatting illicit trafficking of weapons and ammunition

The FSC Support Section has supported OSCE participating States in their efforts to combat proliferation of weapons and ammunition and reduce the risk of their diversion through development and implementation of programmes and projects within the scope of the assistance mechanism established under the OSCE Documents on SALW and SCA.

The interventions are tailored to the needs of the requesting State and encompass a wide range of prevention measures. Many projects include activities to enhance the knowledge and skills of the personnel responsible for security and safety of weapons and ammunition. Furthermore, assistance is provided to increase the physical security of the existing stockpiles and improve the stockpile management practices. This includes support for greater accountability through record-keeping, assistance for identification of surpluses and subsequent disposal.

The assistance for record-keeping is of paramount importance for conducting the tracing of weapons and ammunition and identifying the point of diversion. By establishing and maintaining up-to-date records of weapons and ammunition, OSCE participating States are able to track the movement of a weapon from its manufacture to when it was seized or otherwise came into the possession of law enforcement agencies.

Non-Proliferation of Weapons of Mass Destruction

The OSCE pays special attention to the fulfillment of the obligations under [UNSCR 1540](#), as re-emphasized by UNSCR 1977. In December 2009, the Ministerial Declaration on Non-Proliferation was adopted at the Athens Ministerial Council Meeting. The Declaration, among others, reaffirmed the adherence of participating States to the international treaties and conventions aiming at preventing and prohibiting the proliferation of weapons of mass destruction (WMD) and reiterated their readiness to further enhance and

strengthen existing international legal instruments against the proliferation of WMD. Another Ministerial Council Decision of 2009, tasked the Organization to facilitate the fulfilment by OSCE participating States of the provisions of UNSCR 1540 (2004). In 2011, in Vilnius, a Ministerial Council Decision No. 8/11 on the Proper Role of the OSCE in Facilitation of United Nations Security Council Resolution 1540 was adopted, in order to identify and strengthen, as appropriate, the specific forms of OSCE's contribution to assist participating States with the implementation of the Resolution. In addition, the OSCE Ministerial Council Decision No. 7/11 of 7 December 2011, "Issues relevant to the Forum for Security Co-operation", tasked the FSC, in particular, to explore ways to update the OSCE Principles Governing Non-Proliferation of 1994 (MC.DEC/7/11/Corr.1 of 7 December 2011). As a result, in December 2013, with Decision No. 7/13, the FSC decided to adopt the Updated OSCE Principles Governing Non-Proliferation. Finally, on 22 July 2015, the FSC adopted a decision on "OSCE's role in support of United Nations Security Council resolution 1540 (2004)" (FSC.DEC/4/15). In the decision, the FSC highlights the leading role of the 1540 Committee, and decides to strengthen the OSCE's support in facilitating the implementation of UN Security Council Resolution 1540, including through effective assistance to OSCE participating States, upon their request, including in preparing national implementation measures.

In 2010, the CPC launched an extra budgetary project to support the regional implementation of UNSCR 1540. Through this project, the OSCE seeks to raise awareness of the commitments laid out in the Resolution and to provide practical assistance, upon request, in drafting national implementation action plans (NAP). The CPC-led extra-budgetary project has moved towards provision of concrete assistance, such as result-oriented trainings and facilitating assistance to interested OSCE participating States in the development and implementation of NAPs on UNSCR 1540.

In October 2011, the OSCE signed a Memorandum of Understanding (MoU) with the United Nations Office for Disarmament Affairs in

order to increase co-operation between the Parties in the implementation of UN Security Council Resolution 1540 by establishing a non-exclusive framework for technical co-operation. This MoU has led to a number of successful national roundtables, continued country-specific dialogues, and over a dozen of national action plans and/or strategies. Regional awareness-raising events and tailored training courses, co-organized by both organizations, have been held throughout the past years. In 2013, 2015 and 2017, the MoU has been extended for two additional years.

Organizing national roundtables have proved to be a beneficial platform for launching a country-specific dialogue where government authorities with the assistance of the OSCE and UNODA and relevant international experts, under the guidance of the 1540 Committee and its Group of Experts, can discuss their national priorities and create a solid basis for further co-operation and result-oriented action, possibly through national implementation action plans.

On 14 December 2011, the FSC adopted a Decision on "Points of Contact on UN Security Council Resolution 1540" (FSC.DEC/19/11), thus establishing a directory of national and OSCE Points of Contact with the purpose to facilitate information-sharing, promoting good practices as well as strengthening relevant international information exchange networks (where appropriate) among OSCE participating States on issues related to the national implementation of UNSCR 1540. The Decision is also seeking to prevent duplication of efforts, including by third parties. The OSCE CPC maintains an up-to-date Points of Contact (PoC) directory on UNSCR 1540 and electronically distributes it to the 1540 Committee. In this connection, the First Annual Meeting of the Points of Contact on UNSCR 1540 has been held in Vienna in April 2014 under the auspices of the Swiss OSCE Chairmanship, and the Second Annual Meeting of the OSCE Points of Contact on UNSCR 1540 took place in Belgrade, in May 2015, co-organized by the Serbian OSCE Chairmanship and the OSCE Conflict Prevention Centre. In 2016 and 2018, the Russian Federation hosted training courses for the OSCE 1540 Points of Contacts in Kaliningrad and Rostov-on-Don respectively.

In addition, since 2012, the FSC Chair has appointed FSC Chairperson's Co-ordinators on Non-proliferation Issues who are tasked with facilitation of discussion in the FSC on the implementation of relevant Ministerial Council decisions, as well as with the preparation of proposals and food-for-thought papers, for the review and approval of the FSC Chairmanship and subsequent consideration by the FSC.

In July 2015, the Forum for Security Co-operation adopted Decision No. 4/15, which outlines a concrete role for the OSCE in the implementation of the Resolution

Finally, in 2019 the Ministerial Council adopted a Commemorative Declaration on the Occasion of the 25th Anniversary of the OSCE Principles Governing Non-Proliferation and 15th Anniversary of UNSCR 1540. This Declaration included a paragraph on further work to be undertaken by the OSCE to provide amongst others input to the Comprehensive Review process for the review of UNSCR 1540 in 2021.

Code of Conduct on Politico-Military Aspects of Security

In 1994, the OSCE participating States adopted the [Code of Conduct on Politico-Military Aspects of Security](#), which, among others, commits them to co-operate fully in combating terrorism.

This document obliges the OSCE participating States to provide for democratic oversight of their armed, internal, para-military and intelligence forces as well as the police. They are also obliged to ensure that their armed forces remain politically neutral and to guarantee that the human rights of security personnel are respected. In addition, the Code of Conduct also contains provisions on the respect of international humanitarian law by the armed forces, as well as the principle of individual accountability. It requires that armed forces are only assigned to internal security missions in conformity with constitutional procedures, under the effective control of the constitutionally established authorities and that the armed forces will take due care to avoid injury to civilians or their property.

OSCE participating States annually share information on the implementation of these

commitments ([answers to the Code of Conduct Questionnaire](#)). The corresponding questionnaire includes four questions on measures to prevent and combat terrorism whereby the OSCE participating States list agreements and arrangements to which they are party, report on adopted national legislation for their implementation, and describe the roles and missions of armed and security forces in preventing and combating terrorism. Furthermore, States are invited to share additional information on national efforts pertaining to preventing and combating the financing of terrorism, border control, travel document security, container and supply chain security, the security of radioactive sources, the use of the Internet and other information networks for terrorist purposes, legal co-operation, prevention of VERLT, public-private partnerships, and critical energy infrastructure protection.

Suggested field projects could include:

- Seminars and workshops for government officials, military personnel, parliamentarians, arms manufacturers and non-governmental organizations on any of the aspects outlined above;
- Specialized seminars or workshops on the democratic control of armed and security forces, constitutional legitimacy of anti-terrorism operations and the individual accountability of armed and security forces personnel, as well as the role of human rights and fundamental freedoms in the fight against terrorism.
- Public awareness programmes in support of weapons collection activities or reform of weapons possession legislation;
- Consultative assistance and project development for any of the areas outlined above (e.g. technical advice for management and security of small arms and ammunition stockpiles, including destruction);

Office of the Co-ordinator of OSCE Economic and Environmental Activities ([OCEEA](#))

Carrying out acts of terrorism and maintaining a terrorist organization both require financing. Commitments to combat the financing of terrorism have been embodied in a number of international instruments including UN Security Council resolutions 1267, 1373, 1377 and 1540, the United Nations Global Counter-Terrorism Strategy, the UN Convention on Transnational Organized Crime, the UN Convention for the Suppression of the Financing of Terrorism, the [Council of Europe Convention on Laundering, Search, Seizure and Confiscation of the Proceeds of Crime](#), and the [FATF \(Financial Action Task Force\) Recommendations](#).

Because the financing of terrorism exploits the same loopholes, opacity and lack of oversight in financial regulations that allow money laundering to occur, and because there is a growing body of evidence that organized crime and terrorist organizations work together, efforts to combat the financing of terrorism are frequently conducted together with those to counter money laundering.

Through numerous decisions and declarations, the OSCE holds a mandate to support the participating States in building capacity to address money laundering and the financing of terrorism and the OCEEA has been tasked with leading these efforts on AML/CFT at the Secretariat and regional levels. On countering terrorist financing and on preventing the abuse of non-profit organizations for terrorism financing purposes, the OCEEA shares its mandates and works closely with TNTD/ATU. The OCEEA maintains working relationships with key international bodies including the United Nations (UN), the Financial Action Task Force (FATF), the Eurasian Group on Combating Money Laundering and Financing of Terrorism (EAG), the Committee of Experts on the Evaluation of Anti-Money Laundering Measures and the Financing of Terrorism (MONEYVAL), and the Egmont Group of Financial Intelligence Units.

The OCEEA also works closely with the Financial Intelligence Units of the OSCE participating States and other law enforcement and intelligence agencies to build capacity to prevent, identify and suppress money laundering and the financing of terrorism in both domestic

and cross-border contexts. The OCEEA follows national, regional, and international developments on anti-money laundering and counter financing of terrorism issues and often responds to national requests for technical assistance on related matters.

How the OCEEA can help OSCE Field Operations:

- The OCEEA has in-house expertise on matters concerning money laundering and the financing of terrorism, and the process of identifying, seizing, confiscating and reallocating illegal assets. Consult the OCEEA to ensure the strongest possible OSCE initiatives;
- The OCEEA is an important source of contacts and information about national, regional and international partners and both public and private sector experts. Leverage their resources to identify appropriate trainers, speakers and partners for capacity building and exchanges of experience;
- The OCEEA serves as a channel for information and requests to international and regional organizations. The OCEEA can assist in conveying key messages from national authorities to standard setting and evaluation bodies such as the FATF, EAG, MONEYVAL and the Egmont Group as well as additional technical assistance providers such as the UNODC, World Bank and the International Monetary Fund.

In return, please keep the OCEEA informed of OSCE Field Operations activities related to the financing of terrorism, particularly when the activity may be regional in scope. Doing so allows the OCEEA to leverage the OSCE's collective contacts and initiatives to their fullest extent.

Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings¹⁰

Trafficking in human beings poses significant threats to security and stability in the OSCE area and beyond. Understanding the extensive consequences to the enjoyment of human rights, development and the sizeable grey market generated by this crime, OSR/CTHB have undertaken considerable efforts to address this phenomenon through research and policy guidance.

While the links between terrorism, human trafficking and organized crime, such as migrant smuggling, money laundering, drugs and arms trafficking have been acknowledged by the OSCE participating States¹¹ human trafficking for the purpose of terrorist activities has been under-researched.

Against this backdrop and given the tasking to “contribute [...] to the international efforts aimed at providing evidence-based data on patterns, forms and flows of THB for which a lack of reliable data persist”¹², in late 2017, the Office of the OSCE Special Representative and Co-ordinator for Combating Trafficking in Human Beings (OSR/CTHB) initiated research to examine possible links between human trafficking and terrorism. By collecting and analysing cases of forced and/or deceptive recruitment, transfer and harbouring of adults and children for the purpose of exploitation, the research explores the patterns and modus operandi of terrorist groups related to the latest trends and emerging forms of human trafficking.

The research looks at terrorist recruitment cases through the human trafficking lens, particularly through the use of the subtle ‘*means*’, namely coercion and abuse of a position of vulnerability. By focusing on comparative analysis of the constituent elements of human trafficking, the research endeavours to contribute to an enhanced understanding of how terrorist groups lure and recruit vulnerable adults and children for various exploitative purposes for the benefit of the terrorist groups’ sustainment and operation.

The research paper also provides a series of targeted recommendations for prevention and prosecution of trafficking by terrorist groups and protection of victims.

The research paper is expected to be published during the second half of 2020.

¹⁰ Key documents include: the 2000 UN Convention against Transnational Organized Crime and Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and the Protocol against the Smuggling of Migrants by Land, Sea and Air, Supplementing the UNTOC; OSCE Vienna Ministerial Decision (2000); OSCE Bucharest Ministerial Decision (2001); OSCE Porto Ministerial Declaration on THB (2002); OSCE Action Plan to Combat Trafficking in Human Beings (2003), Maastricht Ministerial Decision (2003), Sofia Ministerial Decision (2004), Ljubljana Ministerial Decisions, including the Addendum to the OSCE Action Plan to Combat Trafficking in Human Beings: Addressing the Special Needs of Child Victims of Trafficking for Protection and Assistance (2005); Brussels

Ministerial Decisions (2006), Madrid Ministerial Decision (2007), Helsinki Ministerial Decision (2008); Vilnius Ministerial Declaration on Combating All Forms of Human Trafficking (2011); Kyiv Ministerial Decision, including the Addendum to the OSCE Action Plan to Combat Trafficking in Human beings: One Decade Later (2013); Council of Europe Convention on Action against Trafficking in Human Beings (where appropriate) and others.

¹¹ OSCE Charter on Preventing and Combating Terrorism, 2002, para 26

¹² 2013 Addendum to the OSCE Action Plan to Combat Trafficking in Human Beings: One Decade Later (PC.DEC/1107/Corr.1)

How the [OSR/CTHB](#) can help Field Operations and others:

- The OSR/CTHB provides expert knowledge on the nexus between human trafficking and terrorism. Thus, it promotes preventive measures relating to contemporary and emerging forms of human trafficking where they might be connected to terrorist recruitment. The OSR/CTHB's research further encourages consideration of the utilization of existing anti-trafficking mechanisms to prevent and combat this form of human trafficking, inter alia by protecting those falling prey to terrorist groups;
- The OSR/CTHB plans to organize a number of expert workshops and online briefings in close co-operation with Field Operations to discuss the findings of the research and recommendations proposed therein.

External Co-operation (ExtCo)

Terrorism is a transnational threat requiring co-ordinated international action. The 2012 OSCE *Consolidated Framework for the Fight against Terrorism* mandates the OSCE to co-operate externally with other relevant international and regional organizations to avoid duplication of efforts and maximize synergies in addressing counter-terrorism issues. Regional co-operation enables all partners to address common challenges more effectively by enhancing co-ordination, resource sharing and the exchange of information, good practices and lessons learned.

ExtCo is the first point of institutional contact with international, regional and sub-regional organizations and institutions. ExtCo maintains established frameworks for regular co-operation at both political and working levels with the United Nations, including some of its specialized agencies, the European Union, NATO and the Council of Europe. It also cultivates OSCE ties with regional and sub-regional organizations such as the League of Arab States, the Organization of Islamic Co-operation, the Shanghai Co-operation Organization and the Collective Security Treaty Organization, among many others¹³.

ExtCo is also responsible for liaising with the OSCE's Partners for Co-operation, both Asian and Mediterranean. The goal is to include these OSCE adjacent areas into activities of common concern, to enhance co-operation and information sharing, and to develop joint approaches to shared security challenges, including terrorism. A crucial element of the Partnership consists in sharing OSCE norms, commitments and expertise to promote OSCE values, facilitate the exchange of good practices and, if requested, assist the OSCE Partners for Co-operation in the voluntary implementation of OSCE commitments¹⁴.

ExtCo also administers the Partnership Fund, which supports OSCE activities that are designed to encourage the Partners for Co-operation to voluntarily implement OSCE norms, principles,

¹³ A list of MoUs and other legal documents linking the OSCE (including ODIHR) and other International Organizations is accessible [here](#).

¹⁴ A compendium of OSCE commitments in relation to the Mediterranean Partners for Co-operation and an overview of related activities, including on counter-terrorism, is available [here](#). Reflections and perspectives

of the OSCE Asian Partnership for Co-operation, including an overview of related activities to the benefit of Afghanistan is available at <http://www.osce.org/partners-for-cooperation/asian/197801>.

commitments and good practices, as well as internships, visits, briefings and training courses, and increased participation by representatives of OSCE Partners for Co-operation in such activities. OSCE Participating States and OSCE Partners for Co-operation are encouraged to contribute to the Partnership Fund, and OSCE's executive structures are encouraged to place their projects under the Partnership Fund's label.

How External Co-operation can help Field Operations and others:

- ExtCo is an important source of contacts and information about external partners;
- ExtCo stands ready to put at your disposal its network of contacts, facilitate communication with Partners and assist in identifying counterparts in Partner countries, and international and regional organizations;
- ExtCo also serves as a channel for information to international, regional and sub-regional organizations, as well as to Partner States. As an advisor to the OSCE Chairmanship, the Troika and the Secretary General (SG) on relations with external partners, and as organizer for both political and expert meetings with international organizations, ExtCo can help to convey key messages or questions via the SG and/or the Chairmanship to high-level representatives of partner organizations, and/or to ensure they are raised in staff-level meetings;
- All are encouraged to consult with ExtCo about opportunities to use the Partnership Fund to engage Partner States in their activities.

Office for Democratic Institutions and Human Rights (ODIHR)

Counter-terrorism measures must be consistent with human rights standards to ensure that their implementation does not undermine their very purpose, which is to protect and maintain democratic societies. Moreover, respecting and promotion of human rights are, in themselves, effective tools for combating terrorism: by protecting human rights, States address the conditions conducive to terrorism, prevent the spread of terrorism and reduce its threat.

OSCE participating States have consistently underscored the need for all actions in preventing and countering terrorism to be conducted in compliance with applicable obligations under international law, in particular international human rights law, international refugee law and international humanitarian law.¹⁵

Furthermore, they have repeatedly reaffirmed the utmost importance of the human dimension in preventing and countering terrorism. In the 2012 OSCE Consolidated Framework for the Fight against Terrorism, they identified the promotion and protection of human rights and fundamental freedoms in the context of counter-terrorism measures as one of the strategic focus areas for OSCE counter-terrorism activities. The OSCE participating States have reiterated their human dimension commitments in the context of preventing and countering the phenomenon of FTFs, as well as violent extremism and radicalization that lead to terrorism (VERLT) and their support to the OSCE's comprehensive approach to security in the anti-terrorism context.¹⁶

ODIHR is the OSCE's principal institution tasked with assisting OSCE participating States in implementing their human dimension commitments and thereby enhancing security in the region. In particular, ODIHR's Human Rights and Anti-Terrorism Programme assists participating States in developing and implementing human rights-compliant anti-

¹⁵ See e.g. Ministerial Council Declaration on strengthening OSCE efforts to prevent and counter terrorism (MC.DOC/1/16).
<http://www.osce.org/cio/288176?download=true>.

¹⁶ Ministerial Council 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) (MC.DOC/5/14):

terrorism policies and offers a comprehensive range of activities in this regard.

Expert advice and analysis

ODIHR provides advice and analysis on key human rights issues in the context of anti-terrorism activities, as well as on conditions that may foster and sustain terrorism.

ODIHR does so by organizing and feeding into events such as expert meetings and roundtables, preparing background research papers and other publications and tools to facilitate the exchange of good practices, knowledge and experiences from across the OSCE region.

In September 2018, on the margins of the OSCE Human Dimension Implementation Meeting (HDIM), ODIHR presented its [Guidelines for Addressing the Threats and Challenges of “Foreign Terrorist Fighters” within a Human Rights Framework](#)¹⁷. The document draws on input gathered at an expert meeting on “The implementation of legislation and policies to counter the phenomenon of foreign terrorist fighters: a human rights perspective”, held in Warsaw on 25 and 26 April 2017¹⁸ as well as earlier activities related to this topic, including an expert workshop on the issue ODIHR organized in March 2015¹⁹, and a background paper on the subject produced for the 2015 Annual OSCE Counter-Terrorism Conference²⁰.

With a view to publishing other guidance tools on current human rights and counter-terrorism issues, ODIHR is at present working on a guidebook for detention monitors on human rights issues arising in addressing VERLT in prisons, which is envisaged to be published in 2020.²¹

Other key ODIHR resources include the following publications:

<http://www.osce.org/cio/130546?download=true> and OSCE Ministerial Council Declaration on Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism (MC.DOC/4/15):

<http://www.osce.org/cio/208216>

¹⁷ The Guidelines are currently available in English and Russian at: <https://www.osce.org/odihr/393503>. A version in Bosnian language will follow.

¹⁸ See www.osce.org/odihr/313906.

¹⁹ See www.osce.org/odihr/145681.

²⁰ See “Background Paper: Countering the Incitement and Recruitment of Foreign Terrorist Fighters: The Human

- [Guidebook on Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: A Community Policing Approach](#), developed and published jointly by ODIHR and TNTD. The publication provides guidance primarily to policy makers and senior police professionals on central issues that can impact on the success or failure of police efforts to harness a community-policing approach to preventing terrorism and countering VERLT. It can also serve as a useful resource for interested civil society members, in particular community leaders, and can be used as a common reference for OSCE activities in this field. The Guidebook is available in English, Russian, Arabic, Albanian, Bosnian and Serbian.
- [Human Rights in Counter-Terrorism Investigations: A practical manual for law enforcement officers](#), developed and published jointly by ODIHR and TNTD/SPMU. The Manual was designed to help improve democratic policing practice across the OSCE and to assist law enforcement practitioners in strengthening their compliance with OSCE commitments and international human rights standards in the investigation of terrorism-related crimes. Available in English and Russian.
- [Countering Terrorism, Protecting Human Rights – A Manual](#). The manual aims to familiarize States' senior policy makers with the fundamental human rights standards they are obliged to adhere to under international law when devising efforts to combat terrorism. Available in English and Russian.

ODIHR has also produced a number of other research papers²² on key issues, such as human rights in combating incitement to terrorism and related offences; extradition and human rights in

Dimension”, 25 June 2015, <http://www.osce.org/odihr/166646>.

²¹ See “OSCE/ODIHR meeting explores importance of independent detention monitoring to protecting human rights while preventing violent extremism and terrorist radicalization in prisons”, 5 December 2017, <https://www.osce.org/odihr/360501>.

²² These research papers are available on the webpage of the ODIHR Human Rights and Anti-Terrorism Programme: <http://www.osce.org/odihr/108956>.

the context of counter-terrorism; protecting human rights while combating the use of the Internet for terrorist purposes; solidarity with victims of terrorism; due process and terrorist financing blacklists.

As part of its work in the area of expert advice and analysis, ODIHR also cooperates closely with TNTD/ATU in connection with the organization of conferences and other events. On that basis, ODIHR and the OSCE TNTD/ATU produced for example two reports on “[Women and Terrorist Radicalization](#)” and on “[Youth Engagement to Counter Violent Extremism and Radicalization that Lead to Terrorism](#)”, presenting the key findings and recommendations put forward during a series of joint expert meetings on these issues. These reports are available in English, Russian, Arabic, Albanian, Bosnian and Serbian.

Capacity Building

ODIHR supports OSCE participating States in particular in strengthening law enforcement capacities to protect human rights while preventing and countering terrorism.

ODIHR has designed a training module on the protection of human rights while effectively countering terrorism, which links the respect for human rights with operational effectiveness in the daily work of the police (standard/ foundational course). It is intended for commanders and front-line police officers involved in counter-terrorism activities throughout the OSCE region. The training adopts an interactive approach to discuss the risks created by counter-terrorism practices that violate OSCE commitments and other international human rights standards, the use of rapport-building interviewing techniques, police interaction with communities and the adverse impact of human rights violations on public trust in efforts to tackle terrorism. It builds on ODIHR’s [Countering Terrorism, Protecting Human Rights](#) manual and ODIHR’s extensive experience in delivering training sessions on human rights and anti-terrorism since 2005.

In addition, ODIHR and TNTD/SPMU have also developed an advanced training module based on their joint manual on [Human Rights in Counter-Terrorism Investigations](#). It complements ODIHR’s standard/foundational training module by offering a specialized module on counter-terrorism investigations. Following the operational approach of the manual, the training module explores the different phases of such investigations and their potential impact on human rights; and it underlines how respect for human rights contributes to increased effectiveness in investigations. The training covers issues such as information-gathering and intelligence; witnesses and crime scene examination; the arrest, detention and questioning of terrorism suspects and the integrity and accountability of investigations.

ODIHR and TNTD are also currently developing a new training module on the basis of their [Guidebook on Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: A Community Policing Approach](#).

ODIHR delivers these and other training courses in the OSCE participating States²³ and welcomes every opportunity to co-operate with OSCE Field Operations in the organization of capacity-building activities for law enforcement officials focusing on the protection of human rights when countering terrorism.

Legislative assistance

ODIHR also assists OSCE participating States, upon request, in reviewing draft and existing anti-terrorism legislation for their compliance with international human rights standards and OSCE human dimension commitments²⁴. ODIHR’s online legislative database (legislationline.org) is intended as a resource for lawmakers and other relevant stakeholders in the OSCE region.

ODIHR stands ready to co-operate with the OSCE Field Operations in reviewing draft legislation or national strategies to prevent

²³ For more information about past training courses see e.g. <https://www.osce.org/odihr/440339>, <https://www.osce.org/odihr/404042>, <https://www.osce.org/odihr/385869> and <https://www.osce.org/odihr/404042>.

²⁴ In 2019, ODIHR issued legislative reviews on legal frameworks related to measures to counter the use of the Internet for terrorist purposes, which are available at: <https://www.legislationline.org/odihr-documents/page/legal-reviews/country/55/Uzbekistan/show>

VERLT and counter terrorism from a human dimension perspective.

For further information on ODIHR's work on human rights and counter-terrorism see: <http://www.osce.org/odihr/countering-terrorism>.

How ODIHR can support Field Operations or others:

ODIHR can deliver, in co-operation with OSCE participating States and Field Operations, targeted training session on the protection of human rights while countering terrorism, adapted to the context of the host country;

ODIHR can support OSCE Field Operations with dedicated human rights expertise in the organization of events and conferences or other programmatic activities on terrorism-related matters;

ODIHR developed a set of expert resources on human rights concerns in the fight against terrorism and established a network of experts on these issues, which can be made available to OSCE Field Operations or others;

ODIHR can support participating States, upon their request, and Field Operations in reviewing the compliance of draft or existing anti-terrorism legislation with OSCE human dimension commitments and international human rights standards;

ODIHR stands ready to co-operate with OSCE executive structures and Field Operations to implement activities tailored to the needs of the host countries in order to assist them in strengthening the compliance of their anti-terrorism legislation and practices with OSCE human dimension commitments and international human rights standards; ODIHR would particularly welcome to be kept informed of major activities undertaken by OSCE FOs.

Representative on Freedom of the Media (RFoM)

While terrorists, like other criminals, can use the Internet for malicious purposes, Internet is one of the principal means by which individuals exercise their right to freedom to receive and impart information and ideas. As stated in UDHR and ICCPR “Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers”. This fundamental human right constitutes one of the essential foundations of a democratic society and one of the basic conditions for its progress and development (from MC.DEC/3/18). Indeed (as stated in MC.DOC/1/16) media can play an important role in preventing VERLT, inter alia by countering terrorist and violent extremism messaging and offering alternatives to these narratives, including on the Internet, social and other media.

Governments have obligations under international laws and conventions, including OSCE commitments, to protect free expression through any media and regardless of frontiers, including on the Internet.

The RFoM constantly monitors legislative and executive measures by OSCE participating States aimed at preventing the spread of terrorism to assess their compliance with OSCE freedom of expression and media freedom commitments. The RFoM supports other OSCE structures, including Field Operations and other institutions, by providing recommendations and legal analyses and engages OSCE participating States in a dialogue on safeguarding freedom of the media while combatting terrorism.

ANNEX 1 (DECISIONS AND DOCUMENTS)

ADOPTED BY THE OSCE MINISTERIAL COUNCIL, PERMANENT COUNCIL AND FORUM FOR SECURITY CO-OPERATION WITH A FOCUS ON THE OSCE'S CONTRIBUTION TO INTERNATIONAL EFFORTS AGAINST TERRORISM

- *OSCE Principles Governing Non-Proliferation*, 3 December 1994;
- *Code of Conduct on Politico-Military Aspects of Security* (DOC.FSC/1/95), 3 December 1994;
- OSCE Istanbul Summit, *Charter for European Security*, 18–19 November 1999;
- *OSCE Document on Small Arms and Light Weapons*, 24 November 2000;
- Ministerial Council Decision No. 1, *Bucharest Plan of Action for Combating Terrorism* (MC(9).DEC/1, Annex), 4 December 2001;
- Ministerial Council Decision No. 1, *Implementing the OSCE commitments and activities on combating terrorism* (MC(10).DEC/1), 7 December 2002;
- *OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century* (MC(11).JOUR/2, Annex 3), 2 December 2003;
- *OSCE Charter on Preventing and Combating Terrorism* (MC(10).JOUR/2, Annex 1), 7 December 2002;
- Permanent Council Decision No. 487, *Financial Action Task Force (FATF) self-assessments on terrorist financing* (PC.DEC/487), 11 July 2002;
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- Ministerial Council Decision No. 16/09, *Issues relevant to the Forum for Security Co-operation* (MC.DEC/16/09), 2 December 2009;
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- Forum for Security Co-operation Decision No. 3/11, *Destruction of conventional ammunition* (FSC.DEC/3/11), 23 March 2011;
- Permanent Council Decision No. 1063, *Consolidated Framework for the Fight against Terrorism* (PC.DEC/1063), 7 December 2012;
- Permanent Council Decision No. 1039, *Development of Confidence-building Measures to reduce the risks of conflict stemming from the use of information and communication technologies*, (PC.DEC/1039), 7 December 2012;
- Ministerial Council Decision No. 4/12, *OSCE's Efforts to Address Transnational Threats* (MC.DEC/4/12), 7 December 2012;
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- Ministerial Declaration on *Reinforcing OSCE Counter-Terrorism Efforts in the Wake of Recent Terrorist Attacks* (MC.DOC/3/15), 4 December 2015;
- Ministerial Declaration on *Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism* (MC.DOC/4/15), 4 December 2015;
- Ministerial Declaration on *Strengthening OSCE Efforts to Prevent and Counter Terrorism* (MC.DOC/1/16), 9 December 2016;
- Ministerial Council Decision No. 6/16 on *Enhancing the Use of Advance Passenger Information* (MC.DEC/6/16), 9 December 2016;
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- Ministerial Decision No. 10/17 on *Small Arms and Light Weapons and Stockpiles of Conventional Ammunition*;
- Ministerial Declaration on *OSCE Efforts in the field of Norms and Best Practices on Small Arms and Light Weapons and Stockpiles of Conventional Ammunition* (MC.DOC/5/18), 7 December 2018.

ANNEX 2 (Contact Points)

The TNTD/ATU and other OSCE staff remain at the disposal of all personnel to discuss potential projects. Field personnel or others are encouraged to contact the appropriate individuals below at the earliest possible project planning stage for informal consultations about project strategies and options.

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