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# **Consolidated Reference for OSCE Anti-Terrorism Efforts**

*Updated: February 2013*

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## Introduction

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This Consolidated Reference aims to inform all personnel of the Organization for Security and Co-operation in Europe (OSCE), as well as Offices, Institutions, field missions/presences, and interested relevant organizations, of international and OSCE commitments, projects and programmes related to the prevention and combating of terrorism.

The Reference also can be used as an aid in conceptualizing, planning and implementing activities within the general scope of OSCE anti-terrorism goals.

As counter-terrorism is a cross-cutting issue, the Action against Terrorism Unit of the Transnational Threats Department (TNTD/ATU) compiles this reference as an effort to further strengthen its co-operation with the OSCE family in order to streamline anti-terrorism activities in relevant activities.

The Consolidated Reference is intended to be succinct and practical. It includes examples of relevant activities from Units within the TNT Department and from other OSCE executive structures that can also help partners in designing activities for countering terrorism.

As the threat of international terrorism is not static but ever-changing, this document is updated on a yearly basis.

One important element in this year's update is a reference to the OSCE Consolidated Framework for the Fight against Terrorism, adopted by our participating States at the 2012 Dublin Ministerial. Therefore, this year's reference has been carefully reviewed to emphasize the content as a consolidated reference, not only for Field Operations, but for all of us towards a common goal.

We would like to express our readiness to support the OSCE executive structures, participating States and Partners for Co-operation in the design, planning and implementation of their counter-terrorism activities.

Finally, we would appreciate your written comments and suggestions at [atu@osce.org](mailto:atu@osce.org).

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Issues

## **Legal and Political Framework:**

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The legal and political framework for OSCE activities related to terrorism is formed by several UN and OSCE documents, with the UN documents providing a comprehensive description of specific terrorist offences, which makes their effective criminalization in national legislation possible. The OSCE on its part provides political support to the UN-guided action.

### **Key UN Documents and Partners**

The Security Council is very active in countering terrorism through [Resolutions](#) and by establishing several [subsidiary bodies](#), including the Al-Qaida and Taliban Sanctions Committee ('the 1267 Committee'), the Counter-Terrorism Committee (the "CTC" under Resolution 1373), the Counter Terrorism Committee Executive Directorate (the "CTED" under Resolution 1535) and the Committee established pursuant to Resolution 1540 (2004) ('the 1540 Committee'). Please see a [comparative table](#) providing clarification regarding their distinct but complementary role.

The Counter-Terrorism Committee (CTC) was established to monitor implementation of the Resolution 1373 by all States and to increase the capability of States to fight terrorism. The CTC liaises with international, regional and sub-regional organizations and devotes substantial attention to facilitating the provision of assistance /upon States request to effectively implement the Resolution. The CTC conducts visits to Member States and works closely with donors, organizations and recipient States regarding facilitation of technical assistance and capacity building. The CTC developed a Preliminary Implementation Assessment (PIA) and a Technical Guide to assist States identify steps that should be taken to implement Security Council Resolution 1373 (2001) effectively.

The Security Council established the Counter-Terrorism Committee Executive Directorate (CTED) pursuant to Resolution 1535 (2004), in order to enhance the ability of the CTC to monitor the implementation of Resolution 1373 (2001) and effectively continue its capacity-building work.

[\*Universal Legal Instruments and Amendments\*](#) (later referred to also as "Universal Anti-Terrorism Instruments"- UATIs) have been elaborated, within the framework of the UN system, to prevent terrorist acts. At the same time a number of programmes, offices and agencies of the United Nations system have been engaged in specific activities against terrorism, further assisting UN Member States in their counter-terrorism efforts. Member States through the General Assembly have been increasingly coordinating their counter-terrorism efforts and continuing their legal norm-setting works.

The UNODC Terrorism Prevention Branch (TPB) provides specialized assistance to requesting Member States in the legal and related aspects of counter-terrorism, especially for ratifying and implementing the 18 universal legal instruments against terrorism, and also for strengthening the capacity of their criminal justice systems to apply the provisions of these instruments, in full compliance with the principles of the rule of law and human rights.

[\*The United Nations Global Counter-Terrorism Strategy\*](#) provides important guidance for the OSCE counter-terrorism activities. It outlines a comprehensive global approach towards countering terrorism and is of great importance to the OSCE's counter terrorism efforts. The Strategy was adopted by the General Assembly on 8 September 2006. It is the first ever comprehensive, collective and internationally approved global framework tackling the problem of terrorism.

The Strategy sets 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; measures to ensure respect for human

rights for all and the rule of law as the fundamental basis for the fight against terrorism.

The primary responsibility for implementing the Strategy lies with UN Member States. However, the UN departments, programmes, funds and agencies have been taking actions in a number of areas in line with the four pillars of the Strategy both in their individual capacity and through their joint efforts in the framework of the Counter-Terrorism Implementation Task Force (CTITF). The CTITF was established by the Secretary-General in July 2005 to ensure overall coordination and coherence in the counter-terrorism efforts of the United Nations system. The Task Force consists of 25 UN system entities and Interpol and aims to catalyze the implementation of the Strategy through a number of thematic initiatives and working groups.

Finally, [the GCTF \(Global Counter-Terrorism Forum\)](#) is an informal, multilateral counterterrorism (CT) platform that focuses on identifying critical civilian 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.

## **THE UN SECURITY COUNCIL RESOLUTIONS**

### **Sanctions against Al Qaida and the Taliban**

The UN Security Council Resolutions (UNSCRs) relating to the three above-mentioned Committees, as well as the UATIs, constitute a solid and comprehensive legal basis for combating terrorism on a universal scale and provide a clear road map for the steps that need to be taken.

[Resolution 1267 \(1999\)](#) established a sanctions regime that has evolved as a practical response to the global threat to international peace and security posed by Al-Qaida, the Taliban and their associates. To ensure that the sanctions regime remains a relevant and effective tool in countering terrorism, it has been modified and strengthened by subsequent resolutions<sup>2</sup>. [Resolution 1904 \(2009\)](#) improved the procedures of the 1267 Committee in terms of due process, fairness and transparency, thus strengthening the sanctions regime's effectiveness and legitimacy.

The above-mentioned resolution has been adopted under Chapter VII of the United Nations 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 latter are subject to these measures wherever located. The primary responsibility for the implementation of the sanctions measures rests with Member States and effective implementation is mandatory.

In addition to overseeing States' implementation of the sanctions measures, the Al-Qaida and Taliban Sanctions Committee established pursuant to Resolution 1267 (1999) maintains a [Consolidated List](#) of individuals and entities. Member States can submit new names of individuals and entities associated with Al-Qaida, or the Taliban to the Committee for inclusion on the List. The Committee also considers requests for de-listing<sup>3</sup>, provides recommendations to the Council and handles requests for exemptions under Resolution 1452 (2002). The Committee is currently reviewing entries on the Consolidated List to ensure that it remains dynamic and accurately reflects the current threat from Al-Qaida and the Taliban. You can find here narrative summaries of [reasons for listing](#) of the individuals, groups,

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<sup>2</sup> Resolutions 1333 (2000), 1363 (2001), 1390 (2002), 1452 (2002), 1455 (2003), 1526 (2004), 1617 (2005), 1730 (2006), 1735 (2006), 1822 (2008), 1904 (2009) and 1989 (2011). They are available at: [www.un.org/sc/committees/1267/resolutions.shtml](http://www.un.org/sc/committees/1267/resolutions.shtml)

<sup>3</sup> In Resolution 1904 (2009), the Council authorized the establishment of an independent ombudsperson to assist the Committee in its consideration of delisting requests.

undertakings and entities included in the Consolidated List (where available). 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 how to make further improvements. The Committee documents and the Team's reports can be found on the [1267 Committee's website](#).

All communications regarding updates to the Consolidated List are circulated to the focal points of the [OSCE Counter-Terrorism Network \(CTN\)](#).

More details can be found at/in? an information package on the [work and mandate of the Al-Qaida and Taliban Sanctions Committee](#) which has been prepared for the use of international, regional and sub-regional organizations and agencies, for distribution to their membership and during training programmes to explain the work and mandate of the Committee.

### **UNSCR 1373 (2001)**

As a response to the terrorist attacks of 11 September 2001, the Security Council adopted [Resolution 1373](#) on 28 September 2001, which declared that "acts, methods and practices of terrorism are contrary to the purposes and principles of the United Nations". It called upon Member States to "become parties as soon as possible to the relevant international conventions and protocols" and "increase co-operation and fully implement the relevant international conventions and protocols".

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. It also established the Counter-Terrorism Committee of the Security Council (CTC), which is mandated to bring Member States to an acceptable level of compliance with Resolution 1373 and the terrorism-related conventions and protocols.

Among the actions required to be taken by resolution 1373, States shall:

1. (a) Prevent and suppress the financing of terrorist acts;
2. (c) Deny safe haven to those who finance, plan, support, or commit terrorist acts, or provide safe havens;  
(e) 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, in addition to any other measures against them, 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;  
(f) Provide one another the greatest measure of 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 their possession necessary for the proceedings.

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

3. (d) Become parties, as soon as possible, to the relevant international conventions and protocols relating to terrorism, including the International Convention for the Suppression of the Financing of Terrorism of 9 December 1999;  
(e) 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). The Security Council adopted Resolution 1540 under Chapter VII of the Charter of the United Nations on 28 April 2004. It obliges UN Member 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. It encourages enhanced international co-operation on such efforts. 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 till the year 2021.

Relevant information is available on the [1540 Committee's website](#).

### **UNSCR 1566 (2004)**

[UNSCR 1566](#) calls upon States to co-operate fully in the fight against terrorism and outlines the main elements of a *de facto* definition of a terrorist act in operational paragraph 3, which says "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, are under no circumstances justifiable by considerations of a political, philosophical, ideological, racial, ethnic, religious or other similar nature, and calls upon all States to prevent such acts and, if not prevented, to ensure that such acts are punished by penalties consistent with their grave nature".

This resolution 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. The Resolution tasks the working group with considering the possibility of an international

fund to compensate victims of terrorism and their families.

UNSCR 1566 also requests the Counter Terrorism Committee in consultation with the relevant international, regional and sub-regional organizations and the United Nations bodies to develop a set of best practices to assist States in implementing Resolution 1373.

### **UNSCR 1624 (2005)**

[UNSCR 1624](#) condemns the incitement of terrorist acts and repudiates attempts to justify or glorify (apology) terrorist acts that may incite further terrorist acts. 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 guilty of such conduct.

These conventions and protocols were negotiated from 1963 onwards. Most are penal<sup>1</sup> in nature 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 suspect is found, to establish jurisdiction over the convention offence and to refer the offence for prosecution if the Party does not extradite pursuant to other provisions of the convention. This last element is commonly known as the principle of "no safe haven for terrorists". It has been stressed by the Security Council in [Resolution 1373](#) as an

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<sup>1</sup> Nevertheless, the 1991 Convention on the Marking of Plastic Explosives for the Purpose of Detection is regulatory in nature and contains no penal provisions. The 1963 Convention on Offences and Certain Other Acts Committed On Board Aircraft only requires State Parties to establish penal jurisdiction over offences committed on board its registered aircraft in flight, without requiring how those offences should be defined.

essential anti-terrorism obligation of UN Member States.

### **UNSCR 1963 (2010)**

[UNSCR 1963](#) extended the mandate of the Counter-Terrorism Committee Executive Directorate (CTED) and reminded that effective counter-terrorism measures and respect for human rights are complementary and mutually reinforcing, and are an essential part of a successful counter-terrorism effort. It noted the importance of respect for the rule of law so as to effectively combat terrorism, and thus encouraged CTED to further develop its activities in this area, to ensure that all human rights issues relevant to the implementation of resolutions 1373 (2001) and 1624 (2005) are addressed consistently.

## **THE UNIVERSAL LEGAL INSTRUMENTS AGAINST TERRORISM**

There are 18 universal legal counter-terrorism instruments (12 Conventions, 5 Protocols and 1 Amendment). TNTD/ATU produces, every six months, an update with the [status of ratification in the OSCE area](#). The 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 [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.

**[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 [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"; and
- 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](#)**<sup>4</sup> (*Beijing Protocol*) Deposited with the Secretary-General of the International Civil Aviation Organization (ICAO). Information on status provided by ICAO, available on [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

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<sup>4</sup> Not in force as of January 2013



Governments of the Russian Federation, the United Kingdom and the United States of America. Information on status provided by ICAO, available on [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 [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**<sup>5</sup> (*New Civil Aviation Convention or Beijing Convention*) Deposited with the Secretary-General of the International Civil Aviation Organization. Information on status provided by ICAO, available on [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 [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 unlawfully and intentionally to 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

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<sup>5</sup> Not in force as of 10 January 2013

Maritime Organization (IMO). Information on status provided by IMO, available on [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 [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 [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) NUCLEAR:

**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 [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 [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 [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 cooperate 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) PROTECTED PERSONS AND HOSTAGES:**

**1973 Convention on the Prevention and Punishment of Crimes Against Internationally Protected Persons** (*Diplomatic agents Convention*). Deposited with the Secretary-General of the United Nations. Information on status provided by UN, available on [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 [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) EXPLOSIVES AND BOMBINGS:**

**1991 Convention on the Marking of Plastic Explosives for the Purpose of Detection**<sup>6</sup> (*Plastic Explosives Convention*) Deposited with the Secretary-General of the International Aviation Organization. Information on status provided by ICAO, available on [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,

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<sup>6</sup> This Convention is included into the "Explosives and Bombings" section of this document. The Convention itself forms part of the "Aviation Security" related Instruments.

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 [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 exchanging of accurate and verified information; and
- Encourages to 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) 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 [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 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

Since 2001, several high-level OSCE meetings have taken place and produced key documents that shape how the OSCE prevents and combats terrorism.

The most recent and important counter-terrorism document adopted in the OSCE is the [Consolidated Framework for the Fight Against Terrorism](#).

It defines the following strategic areas when considering future OSCE counter-terrorism activities, in line with relevant OSCE counter-terrorism 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;
- Countering violent extremism and radicalization that lead to terrorism, following a multidimensional approach;
- Preventing and suppressing the financing of terrorism;
- Countering the use of the Internet for terrorist purposes;
- Promoting dialogue and co-operation on counter-terrorism issues, 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.

## THE CONSOLIDATED FRAMEWORK FOR THE FIGHT AGAINST TERRORISM

The most recent and important counter-terrorism document adopted in the OSCE is the PC.DEC/1063 of 7 December 2012. It was adopted at the time of the Ministerial Council held in Dublin. It builds on relevant previous decisions of the Ministerial Council and the Permanent Council. It further strengthens the profile of the Organization in the struggle against terrorism. The Decision highlights the OSCE's anti-terrorism profile listing comparative advantages of the Organization. The Decision provides guidance for the Organization outlining strategic focus areas for counter-terrorism activities. Therewith the Decision is a roadmap for any further OSCE action to be taken in the area of 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, results-oriented, OSCE-wide counter-terrorism conferences.

The Secretary General will continue to ensure co-ordinated efforts among thematic structures within the Secretariat and other executive structures in the pursuit of activities related or relevant to counter-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 counter-terrorism activities, 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. The TNTD/ATU will continue to act as the focal point and as an information resource and implementation partner on OSCE counter-terrorism activities.



## **Other Relevant OSCE Documents Adopted by the Ministerial Council<sup>7</sup>**

### **2001 Bucharest Ministerial Council**

The [Bucharest Plan of Action](#) for Combating Terrorism recognized that the respective UN conventions, protocols and Security Council Resolutions constitute the basis for the global legal framework for the fight against terrorism. Following the 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 was 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 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.

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<sup>7</sup> 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.

### **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 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 General, 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](#) (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.

## OSCE's Counter-terrorism Commitments at Work

In the OSCE Consolidated Framework for the Fight against Terrorism, the participating States reiterate that the prevention of and fight against terrorism must be built upon a comprehensive approach to security, using the three dimensions<sup>8</sup> (politico-military dimension, the economic and environmental dimension; and the human dimension) and all OSCE bodies, institutions and field presences, at the request of, and in close co-operation and agreement with host governments.

The OSCE's comprehensive approach to security in fact 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 bodies, as well as activities undertaken by field presences are important key elements of the organization's approach in this regard.

The 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 Counter-Terrorism Implementation Task Force (CTITF) and its entities, particularly the CTED and the

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<sup>8</sup> The core of the [Helsinki Final Act](#) were three 'baskets', usually referred to as the OSCE's three 'dimensions', which are the politico-military dimension, the economic and environmental dimension; and the human dimension. The OSCE takes a comprehensive approach to the politico-military dimension of security, which includes a number of commitments by participating States and mechanisms for conflict prevention and resolution. The Organization also seeks to enhance military security by promoting greater openness, transparency and co-operation.

Activities in the economic and environmental dimension include the monitoring of developments in this area among participating States, with the aim of alerting them to any threat of conflict; and assisting in the creation of economic and environmental policies and related initiatives to promote security in the OSCE region.

The commitments made by OSCE participating States in the human dimension aim to ensure full respect for human rights and fundamental freedoms; to abide by the rule of law; to promote the principles of democracy by building, strengthening and protecting democratic institutions; and to promote tolerance throughout the OSCE area.

new [UNCCT](#)<sup>9</sup>, 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 the TNTD/ATU, serves as primary interface in this regard.

This Consolidated Reference contributes to the efforts of the TNTD/ATU to further strengthen its co-operation with OSCE Field presences and other structures, in order to streamline anti-terrorism components in relevant activities. The following part of the Consolidated Reference 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.

### The 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. The TNTD became operational at the beginning of 2012 and aims to ensure better co-ordination, strengthened coherence and more efficient use of OSCE's resources in addressing transnational threats, optimizing the support provided to the Secretary General, the Chairman-in-Office and the participating States on TNT matters including cyber security, anti-terrorism, border

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<sup>9</sup> Following the acknowledgment, by the United Nations Global Counter-Terrorism Strategy, of creating an International Centre to fight terrorism, in resolution A/RES/66/10 (2011) the General Assembly endorsed the creation of the UNCCT (UN Counter Terrorism Centre) within the CTITF Office, and encouraged Member States to collaborate with the Centre. Its objectives are (a) to buttress the implementation of all four pillars of the Strategy in a comprehensive and integrated manner through the development of national and regional Counter-Terrorism Strategy implementation plans, (b) undertake initiatives aimed at fostering international counter-terrorism co-operation and promote collaboration between national, regional and international counter-terrorism centres and organizations; and (c) through collaboration with CTITF working groups, the UNCCT serves a critical role in building capacity of Member States to strengthen their counter-terrorism capability.

management and security as well as police-related activities.

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

### **Co-ordination Cell**

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

TNT/CC provides online information and management support to participating States and TNTD via [POLIS](#). POLIS is a centralized, multi-lingual electronic repository and communication platform for capturing and sharing quality-controlled TNT-related information, training materials, best practices and lessons learned resulting from OSCE activities, projects, local initiatives and development work of 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.

TNT/CC supports the Secretary General, the Chairmanship-in-Office and the participating States in all cyber/ICT security related matters and acts as focal point for participating States' requests for activities aimed at enhancing cyber/ICT security. Looking at 2013, in line with [Permanent Council Decision No. 1039](#) (2012) and further endorsed by Ministerial Council Decision No. 4/12, TNT/CC will continue to support the OSCE participating States in the informal working group (IWG) to elaborate a first set of confidence-building measures to reduce the risks of conflict stemming from the use of information and communication technologies.

PC Decision No. 1039 specifically tasks the OSCE Secretariat to support the work of the IWG. With this in mind, the focus of the TNT/CC in this thematic area will be to continue providing significant substantive support to the IWG Chair and the OSCE Chairmanship-in-Office, as required. Moreover, the TNT/CC will promote pertinent OSCE efforts at international expert gatherings, as appropriate.

How TNT/CC can help you:

- TNT/CC, as the focal point in the OSCE Secretariat for all TNT related activities (fight against terrorism, border issues, police related issues, cyber/ICT security) and for POLIS, stands ready to provide substantive guidance on all the above topics as required
- TNT/CC can provide online support through POLIS to your TNT related projects
- TNT/CC serves as channel for information on TNT related matters to and from other OSCE Institutions, field operations, international, regional and sub-regional organizations, participating States as well as Partners for co-operation.

### **The 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 Transnational Threats Department (TNTD), at the OSCE Secretariat. The OSCE Consolidated Framework for the Fight against Terrorism ([PC Decision No. 1063](#)) states that the TNTD/ATU will continue to act as the focal point and as an information resource and implementation partner on OSCE counter-terrorism activities.

In 2013, TNTD/ATU will as its overall priority, continue implementing the Decision No. 1063, by supporting participating States on their anti-terrorism commitments, and by contributing to the enhancement of their capacities to prevent and combat terrorism. TNTD/ATU will help empower OSCE participating States in implementing comprehensive approaches by co-ordinating and facilitating OSCE counter-terrorism activities with effective resources.



Based on the strategic focus areas for OSCE counter-terrorism activities defined in Decision No. 1063, TNTD/ATU:

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 currently partnering with a wide variety of entities. In co-operation with the UNODC and ODIHR, TNTD/ATU promotes and supports ratification of the 18 UATIs (Universal Anti-Terrorism Instruments), assesses and advises on gaps and needs regarding their adoption at the national level; and provides training and facilitates information sharing on the use of tools for co-operation in criminal matters, relevant for countering terrorism, set up in international instruments and conventions adopted by the participating States. Special attention will be given in 2013 to the implementation of the UATIs related to the terrorist use of explosive substances.

TNTD/ATU is ready to support participating States and field operations initiatives to assist their host country by facilitating national and sub-regional workshops and roundtables, training of judges, prosecutors and law enforcement, aiming at ratifying and implementing the international legal framework against terrorism, including its tools for co-operation in criminal matters.

Consistent with promoting the international legal framework, [the Global Counter-Terrorism Forum \(GCTF\)](#) provides a number of recommendations for our participating States to strengthen their CT capacities, particularly in the area of criminal justice and rule of law. In this respect, TNTD/ATU will consider, in 2013, the conclusions attained in the first OSCE-wide Conference, held in November 2012.

Travel Document Security (TDS): The TDS programme consists of four components which are mutually reinforcing and which complement each other in a security cycle consisting of 1) identity security; 2) document security; including the use of the International Civil Aviation Organization ([ICAO](#)) Public Key

Directory (PKD)<sup>10</sup>; 3) border control inspection, including INTERPOL databases and 4) forged document trainings for border police.

TNTD/ATU will continue its assistance to participating States and Partners for Co-operation with their political commitment to implement the ICAO PKD. The objective is to provide them with all the necessary information to support their participation in the ICAO PKD. In 2012, two pS joined the PKD bringing the number of participating States to 22 and 4 Partners for Co-operation active in the ICAO PKD.

In 2013 and 2014 the TNTD/ATU plans to finish the implementation of its project “OSCE-INTERPOL: Support to INTERPOL in Kyrgyzstan and Tajikistan,” which aims to establish access to INTERPOL’s Stolen/Lost Travel Document Database (SLTD) at passport control.

TNTD/ATU will continue to facilitate assistance to requesting participating States, which are preparing to upgrade their identity management and travel document issuing systems.

TNTD/ATU, in co-operation with EUCOM and TNTD/Borders Unit, plans to organize train-the-trainers courses on Increasing Operational Awareness to Detect Forged Travel Documents.

The Unit will continue to contribute to ICAO expert groups and bodies but also to other identity related events where OSCE expertise in the field is solicited.

The TNTD/ATU TDS programme will support participating States and field operations that are interested in assisting their host country in:

- Enhancing its procedures of handling and issuing travel and identity documents hence

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<sup>10</sup> [The ICAO Public Key Directory](#) (PKD) is a repository where PKD participating countries deposit the data other countries need to ensure ePassports are authentic. The objective is to make the exchange of information easier and faster. The ICAO PKD does not contain any personal information about any passport holder. 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.



preventing terrorists and criminals using fake identities from obtaining genuine travel documents;

- Establishing real-time access to INTERPOL databases, including the [Stolen/Lost Travel Documents \(SLTD\)](#) database. In doing so, the host country will promote the enhancement of border management systems which helps capture, verify, share and analyse information on cross-border movements;
- Upgrading technological security of travel documents to prevent them from being forged or counterfeited. Promoting and assisting host countries in becoming members of the ICAO PKD which is a vital tool to validate the authenticity of electronic passports and identity cards;
- Offering trainings for border police and customs officials to strengthen operational and analytical capacities to detect forged travel documents. Those courses can also be delivered as train-the-trainer format.

Countering violent extremism and radicalization that lead to terrorism (VERLT) following a multidimensional and multi-stakeholder approach: The OSCE Consolidated Framework for the Fight Against Terrorism (PC Decision No. 1063) identifies countering VERLT as a strategic focus areas for OSCE counter-terrorism activities. Participating States recognized the need to address the conditions conducive to terrorism as early as the 2001 Bucharest Plan of Action for Combating Terrorism. In 2007, the Ministerial Statement on Supporting the United Nations Global Counter-Terrorism Strategy called on the OSCE to counter VERLT from a multi-dimensional perspective and the following year, [MC.DEC/10/08](#) called upon participating States to “make use of the OSCE executive structures in countering VERLT in their respective countries, and to exchange ideas and national best practices about their strategies and measures to counter VERLT as well as to enhance their co-operation with media, the business community, industry and civil society.”

On the basis of these decisions, TNTD/ATU manages an overall awareness-raising and

capacity building programme on countering VERLT with the objectives of:

- (1) Promoting a multi-dimensional understanding of VERLT, to inform the formulation of context-specific preventive actions;
- (2) Supporting the formulation and implementation of human-rights compliant policies and measures to counter VERLT, including but not limited to criminal justice response to incitement to terrorism and recruitment for terrorism;
- (3) Encouraging multi-stakeholder collaboration, both in terms of whole-of-government approach and co-operation between public authorities and civil society, the media and the business community at national and local levels.

Under this programme, TNTD/ATU activities include:

- Organizing upon request national awareness-raising seminars to bring about a better understanding of the phenomenon of VERLT and its policy implications from a multi-dimensional perspective, putting an emphasis on the need to uphold human rights and the rule of law, and to develop public-private partnerships (PPPs);
- Organizing thematic expert roundtables jointly with ODIHR to discuss specific VERLT issues. Some recent examples are expert roundtables on preventing women terrorist radicalization, the role and empowerment of women in countering VERLT, and youth engagement in countering VERLT;
- Promoting the use of community policing tools as part of multi-disciplinary, human rights compliant approaches to preventing terrorism countering VERLT, in co-operation with TNTD/SPMU and ODIHR, including through the organization of national workshops upon request and the elaboration of a Guidebook on “Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: a Community Policing Approach”;
- Providing more systematic, tailored capacity-building assistance to requesting OSCE participating States, notably in terms of field research, awareness raising activities, and policy formulation.

TNTD/ATU would like to encourage participating States and also field operations to

approach their respective host country with an offer to organize a national seminar on countering VERLT.

#### Combating the Use of the Internet for Terrorist

Purposes: The global nature of the Internet makes terrorist use of the Internet every one's business. The comparative advantage of TNTD/ATU efforts related to terrorist use of the Internet 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 that recognizes the interlinkages of cyber threats and perpetrators, and stresses the need for human rights compliant responses. In practice, this flexibility allows the TNTD/ATU to think outside the box, to make use of in-house expertise and to offer a "rounded" platform to share information on this topic. In 2013 the TNTD/ATU plans to continue to organize networking and training workshops on Combating Terrorist Use of the Internet focusing specifically on national needs. Field operations and others might be interested to co-operate with the TNTD/ATU in this area.

TNTD/ATU can support participating States, Field Operations and others in organizing awareness raising activities offering host countries an opportunity to take stock of overall national cyber security efforts and identify potential gaps especially related to the legal framework and co-operation mechanism both nationally and internationally including with civil society and the private sector.

Counter-Terrorism Network (CTN): The exchange of information among counter-terrorism practitioners is vital for the fight against terrorism. The TNTD/ATU connects focal points within participating States, regional/international organizations, and OSCE executive structures through the web-based Counter Terrorism Network (CTN). Specifically, the bi-monthly CTN Newsletter informs contact points about the latest counter-terrorism developments in the OSCE region, and draws attention to pertinent activities of OSCE executive structures. In addition, several topic-specific CTN Electronic Journals were produced which are accessible online.

TNTD/ATU offers field operations and others the possibility to publicize their work to all CTN Focal points including in capitals and key international and regional organizations.

Promoting dialogue and co-operation on counter-terrorism issues, in particular, through public-private partnerships (PPPs) between State authorities and the private sector (business community, industry), as well as civil society and the media: TNTD/ATU promotes PPPs co-operation, mainstreaming it into its programmes. One example of it is the activities aimed at "*Protecting Non-Nuclear Critical Energy Infrastructure*" (NNCEIP). In this field, TNTD/ATU raises awareness and promotes the implementation of good practices in the area of cyber security, with regard to non-nuclear critical energy infrastructure protection against terrorist attacks, by public and private sector stakeholders; it supports State authorities and private sectors in finding pro-active measurement in the area of critical energy infrastructure gaps; it supports the exchange of best practices in the field of NNCEIP; finally it helps developing trainings in protecting critical energy infrastructure by doing table top exercises.

Another example is the activities aiming at "*Enhancing Container and Supply Chain Security*". Efforts are significant from the point of view of preventing the transfer of weapons and explosives and other means which can be used to support terrorist attacks. At the same time work done in this field supports legitimate and safe international trade. In 2013 TNTD/ATU will continue supporting international initiatives to enhance container and supply chain security, in line with MC Decisions No. 9/04 and No. 6/05 and also respond to requests for assistance from pS.

#### Additionally, TNTD/ATU can provide:

- 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 structures, in conjunction with the Programming and Evaluation Support Unit of the Conflict Prevention Centre (CPC);

- 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)**

Law enforcement agencies have a vital role to play in dealing with the prevention and investigation of terrorism. The police are usually the first responders to terrorist incidents and have the responsibility of preserving the scene, collecting evidence, interviewing witnesses, conducting investigations and making arrests. One of TNTD/SPMU's priorities is to improve law enforcement agencies' capacities to investigate all facets of crime, especially crimes committed by organized criminal groups.

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 funds that have been transferred electronically. These methods are very similar to those used by traditional organized crime groups. Consequently, the police have a great deal of experience and competency in these areas. TNTD/SPMU organizes cybercrime/cyber forensic training events. Some examples are, in partnership with the German Bundeskriminalamt, providing a course on Advanced Windows Forensics; another example is the training, provided in co-operation with Europol's European Cybercrime Training Expert Group (ECTEG) and the University College Dublin, on advanced investigative techniques using Linux as an

investigative tool. These cybercrime investigation trainings have been recently conducted in Belgrade and Tirana.

Investigative and mutual legal co-operation between law enforcement agencies is a critical component in ensuring the success of terrorism investigations. In view of that, the TNTD/SPMU continues offering specific assistance to the participating States and OSCE Field Operations. Along with providing technical training, the TNTD/SPMU is very active in facilitating mutual legal assistance training. The training events are directed at the entire spectrum of the criminal justice sector. In particular, the TNTD/SPMU, over the past years has devoted considerable energy and 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.

TNTD/SPMU is committed to address the improvement of the public confidence and trust of 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.

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 profits from drug trafficking as means to finance their terrorist activities. As a response, the TNTD/SPMU facilitates high-level meetings of law enforcement experts examining new strategies to reduce drugs and control precursor chemicals.

SPMU is ready to support Field Operations and others' initiatives and encourages them to submit proposals to their host authorities in these above mentioned areas.

### **Borders Unit (TNTD/BU)**

While counter-terrorism is not the primary focus of the TNTD/Borders Unit, the capacity of a State to secure its borders is fundamental in preventing and detecting the movement of

terrorists as well as trafficking. Strengthening border surveillance and controls and improving the level of expertise in border security and management contribute to combating transnational trafficking in human beings, drugs, weapons, organized crime and other serious forms of cross-border crime. Improving border security and management also requires co-operation and co-ordination of activities at and across borders. Hence, it is desirable to consider a cross-border and regional co-ordination approach to activities.

According to the Border Security and Management Concept ([MC.Document 2/05](#)) adopted by the Ljubljana Ministerial Council, possible OSCE contributions to 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 possible specialized assistance in areas such as:

- combating terrorism, transnational organized crime, illegal migration and illicit trafficking in nuclear, chemical and conventional weapons and their means of delivery, as well as related materials, hazardous wastes, drugs and human beings;
- facilitating free and secure movement of persons; and
- addressing economic and environmental concerns.

The TNTD/BU is the primary point of contact in the Secretariat for border security and management related issues. It is responsible for co-ordinating the OSCE's response to requests from participating States and Partners for Co-operation regarding these issues. The Unit maintains the OSCE Border Security and Management National Focal Point network that facilitates dialogue between the border and customs services of the pS on key issues such as migration, anti-corruption, demarcation and delimitation, etc.

The TNTD/BU remains available to assist the Field Operations and others by supporting training activities, 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. In addition, the Border Management Staff College is another tool for the Organization that also works to implement the 2005 Border Security and Management Concept and is a platform that can be used by the Field Operations and others through sending host country officials to training activities that support their specific mandate.

### **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, participating States also raise awareness and provide technical assistance in meeting OSCE high standards on controlling these weapons. In addition, the FSC supports UN international efforts in tackling non-proliferation of WMD.

#### *Conventional Arms Transfers*

In order to promote responsible arms transfers of conventional weapons, the OSCE adopted the [Principles for Conventional Arms Transfers](#) in 1993. These Principles also promoted the exercise of due restraint in transferring arms and provided guidelines for avoiding transfers, notably those supporting terrorist activities.

#### *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, and many participating States consider it a priority area. The SALW Document itself is a very broad agreement that commits all 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 reissued 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 imposed on States 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 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 main milestones of the Plan.

#### 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-licence for SALW (including SALW manufactured under licence) 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 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 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 best practices to prevent destabilising transfers of SALW through air transport and on an associated questionnaire. The 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 2013, 46 participating States provided information on the national practices related to preventing the spread of SALW through air transport.

#### Practical assistance on SALW and stockpiles of conventional ammunition

In order to fight the proliferation of weapons and the risk of diversion of weaponry to the hands of organized criminal groups and terrorists, the OSCE established a co-operative assistance mechanism that enables the OSCE, on a



voluntary basis, to provide assistance in the destruction of upgrading the storage safety and security of SALW and conventional ammunition. Since the initiation of the assistance programme in 2003, the OSCE has received over 40 requests for assistance from OSCE pS and collected over twenty million Euros for the implementation of such projects.

### Non-proliferation

The OSCE pays special attention to the fulfilment of the obligations of [UNSCR 1540](#), as reemphasized 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 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 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 action plans and necessary legislation. In its second year, the CPC led extra-budgetary project has moved towards provision of concrete assistance, such as result-oriented trainings and facilitating assistance to interested participating States in the development of their National Action Plans (NAP) 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 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 three National Action Plans and/or Strategies (Belarus, Kyrgyzstan and Serbia). Regional awareness-raising events and tailored training courses, co-organized by both organizations, have been held throughout the past year.

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 best practices as well as strengthening relevant international information exchange networks (where appropriate), between 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 PoC directory on UNSCR 1540 and electronically distributes it to the 1540 Committee.

On 4 July 2012, the FSC Chairperson’s Co-ordinator on Non-proliferation Issues was appointed (FSC.DEL/86/12), and was tasked to: Explore ways to update the OSCE Principles Governing Non-Proliferation of 1994; Support the on-going activities by, inter alia, maintaining the information sharing on national progress and lessons learned in this regard; continue to identify, and strengthen the OSCE’s contribution to assist participating States, in the further implementation of UNSCR 1540.

On-going country-specific dialogues with Bosnia and Herzegovina, Kazakhstan, the former Yugoslav Republic of Macedonia, Moldova, Montenegro, Tajikistan, and Uzbekistan, as well as the initial talks with Georgia and Ukraine, which inter alia include development of a NAP on UNSCR 1540 implementation, can be seen as concrete examples of assistance provided by the OSCE to its interested participating States in the field of non-proliferation.

Organizing national roundtables have proved to be a beneficial platform for launching a country-specific dialogue where government authorities together with the assistance of the OSCE and

relevant international experts, under the lead of the 1540 Committee, can discuss their national priorities and create a solid basis for further co-operation and result-oriented action, possibly through National Action Plans.

The OSCE also has established all-embracing relations with the [IAEA](#) (International Atomic Energy Agency), [OPCW](#) (Organization for the Prohibition of Chemical Weapons), [CTBTO](#) (Comprehensive Nuclear-Test-Ban Treaty Organization), [EU](#) (European Union), [NATO](#) (North Atlantic Treaty Organization), [CIS](#) (Commonwealth of Independent States), [BAFA](#) (German Federal Office of Economics and Export Control) acting as an implementing agent of the EU-funded co-operation programme on dual-use export controls and the [WHO](#) (World Health Organization).

In this context, it is worth mentioning the [Global Initiative to Combat Nuclear Terrorism \(GICNT\)](#), an international partnership of 85 nations (including 50 OSCE participating States) and four official observers who are committed to working individually and collectively to implement a set of shared nuclear security principles. The mission of the GICNT is to strengthen global capacity to prevent, detect, and respond to nuclear terrorism by conducting multilateral activities that strengthen the plans, policies, procedures, and interoperability of partner nations.

#### *Code of Conduct on Politico-Military Aspects of Security*

In 1994, participating States adopted the [Code of Conduct on Politico-Military Aspect of Security](#), which, among others, commits them to co-operate fully in combating terrorism and to take steps to fulfil the requirements of international agreements by which they are bound to prosecute and extradite terrorists.

This document obliges 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. OSCE participating States regularly update this information ([answers to the code of conduct](#)

[questionnaire](#)), which is relevant in the field of terrorism as an information exchange mechanism that includes, for instance, listing international agreements and arrangements, legislation and the roles of security forces in combating terrorism. 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 responsibility. It requires that armed forces are only assigned to internal security missions when they are in conformity with constitutional procedures, under the effective control of the constitutionally established authorities and subject to the rule of law.

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 and other commitments in the politico-military sphere. It is also the institutional memory of the organization in the politico-military field as it relates to the FSC's work programme.

Field implementation and project activities also remain the core of the FSC Support Section activities. The majority of the FSC mandate for anti-trafficking activities derives from the OSCE Document on SALW and the OSCE Document on Stockpiles of Conventional Ammunition (SCA). The FSC Support Section has acquired great expertise and experience in conducting needs assessments and project development activities and maintains a roster of technical experts on all kinds of expertise required. The Section also keeps close contacts with a number of governments that are interested in funding activities on SALW and/or SCA. 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;
- Training courses on any of the activities outlined above;

- 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);
- Co-operation with and support for the work of other international organizations, such as UNDP (United Nations Development Programme), UNODA (United Nations Office for Disarmament Affairs), UNSCR 1540 Committee, BWC (Biological Weapons Convention), OPCW, IAEA, UNODC, EU, NATO/ Maintenance Supply Agency (NAMSA), Stability Pact for South East Europe (including South East Europe Small Arms Clearinghouse in Belgrade) and the CSTO (Collective Security Treaty Organization).

### **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 regulation that allow money laundering to occur, and because there is a growing body of evidence that organized crime and terrorist organizations are working 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 at the Secretariat and regional levels. On the specific topic of preventing the abuse of non-profit organizations for terrorism financing purposes, the OCEEA shares its mandate, and works closely with the 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 the financing of terrorism in both domestic and cross-border contexts. The OCEEA follows national, regional, and international developments on the financing of terrorism issues and often responds to national requests for technical assistance on related matters.

How the OCEEA can help Field Operations and others:

- The OCEEA has in-house expertise on matters concerning the financing of terrorism, money laundering 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 your 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 Beings<sup>11</sup> ([OSR CTHB](#))**

Human trafficking, being a form of organized crime that has reached the global scope of a serious transnational threat, is integrally linked with other forms of criminality, such as smuggling of migrants, money laundering, corruption, documents' fraud, and many others.

Experts have good grounds to believe that cases of trafficking for exploitation by terrorist groups are similar to other, more "usual" THB cases in terms of recruitment of the most vulnerable and traumatised individuals (including children), or simple kidnapping, false promises, enslavement and psychological

abuse. Such victims are used as suicide bombers, or are exploited in any other ways (labour, sex, servitude, drug traffic, forced criminality) by terrorists. Such cases rarely (if ever) are qualified as human trafficking, and its victims are treated as accomplices and, therefore, offenders.

The Office of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings (SR/CTHB) can contribute to the counter-terrorism work of the Organization by promoting better identification of the victims or people at-risk of being trafficked, outreach work with vulnerable groups of population, measures to prevent trafficking and rehabilitation of its victims.

The OSCE commitments to combat human trafficking adopted at the Ministerial level in 2000-2011 comprise the political framework for actions to be taken nationally. These Decisions also contain tasks for the OSCE structures, and especially the OSR/CTHB, to assist the participating States in the implementation of anti-trafficking commitments and recommendations of the [OSCE Action Plan to Combat Trafficking in Human Beings](#) (THB) which was endorsed in 2003 by the [MC Decision No. 2/03](#). In 2005 the Action Plan was further developed with a view to address the special needs of child victims of human trafficking.

The OSCE has developed the operational framework to address the threat of THB to further assist the participating States in the implementation of their commitments and to raise the political profile of the fight against modern-day slavery. This work is co-ordinated by the SR/CTHB who engages with other OSCE institutions, and a number of structures of the Secretariat, including TNTD, OCEEA, Gender Adviser, in anti-trafficking activities, in a coherent way and where relevant. OSR/CTHB closely collaborates with the ODIHR in promoting the human rights approach to THB as a gross violation of human rights and fundamental freedoms, as well as with Field Operations which play a significant role in assisting the host countries to address the challenge of THB effectively. Coordination with

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<sup>11</sup> 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 (2005), Brussels Ministerial Decisions (2006), Madrid Ministerial Decision (2007), Helsinki Ministerial Decision (2008); Vilnius Ministerial Declaration on Combating All Forms of Human Trafficking (2011); Council of Europe Convention on Action against Trafficking in Human Beings (where appropriate) and others.



the TNTD remains a prerequisite for a coherent response to the THB as a serious crime.

The hidden and illegal practice of trafficking in human beings relies on smuggling routes and infrastructure already established by organized crime. Transnational organized criminal groups and terrorists thrive on the proceeds of trafficking, and illicit profits are used to corrupt government officials. Thus the costs and challenges to law enforcement agencies are greatly increased. Therefore, efforts to counter human trafficking should be considered as bringing dividends in preventing and countering terrorism and organized crime as such.

As examples, the OSR/CTHB contributed with a module on THB to a training programme for Border Guards on Increasing Operational Awareness on Detecting Forged Documents, which was organized by the TNTD/ATU in Montenegro. The Office of the SR participated in the elaboration of a FRONTEX<sup>12</sup> manual, and contributed to the regular meetings of the CIS IPA<sup>13</sup> Unified Commission on Organized Crime, Terrorism and Drug Trafficking.

The Alliance against Trafficking in Persons, established by the SR, contributes to i) the formulation of joint strategies in the development of a legal framework to prosecute the crime of human trafficking for all forms of exploitation (including THB for labour exploitation); ii) combating child trafficking; iii) the identification of trafficking cases and victim protection and assistance; iv) training for law enforcement authorities responsible for THB (including THB in minors); v) legislation reform and other related issues.

OSR/CTHB stands ready to provide technical assistance to the OSCE Field Operations and others in their efforts to assist host countries in the implementation of their commitment, be it in the course of the annual Focal Points meetings, or daily work and work level contacts, exchange of information, Alliance

conferences, the SR/CTHB's official country visits, or annual meetings of the HoMs.

## **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, best practices and lessons learned. Regional co-operation on counter terrorism is particularly relevant for border-related activities, information sharing and training.

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 the political and working levels with the United Nations, 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 African Union, the Collective Security Treaty Organization, the Organization of the Black Sea Economic Co-operation and the Council of the Baltic Sea States, among many others.

ExtCo is also the liaison with OSCE Partner States in Asia (including Afghanistan) and the southern Mediterranean. The Partnership for Co-operation fosters dialogue, co-operation and information sharing with Mediterranean and Asian Partners to identify areas of common concern and to develop joint approaches to shared security challenges, including terrorism. A crucial element of the Partnership is the sharing of OSCE norms, commitments and expertise to promote OSCE values, facilitate the exchange of good practices and, if requested, assist the Partners in the voluntary implementation of OSCE commitments.

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<sup>12</sup> European Agency for the Management of Operational Co-operation at the External Borders of the Member States of the European Union

<sup>13</sup> Interparliamentary Assembly of Member Nations of the Commonwealth of Independent States



ExtCo also administers the Partnership Fund, which supports special projects and increased participation by representatives of Partner States, especially Afghanistan, in OSCE activities.

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

- ExtCo is an important source of contacts and information about external partners. All are welcomed to leverage their resources to enhance their own co-operative initiatives and advance the larger goals of the OSCE.
- 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 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.

In return, please keep External Co-operation informed of your major activities in co-operation with international, regional and sub-regional organizations, including dates and participants. This can help ExtCo to enhance and leverage OSCE contacts to their fullest.

### **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 a democratic society. The respect 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.

The OSCE participating States have repeatedly reaffirmed the utmost importance of the human dimension in preventing and countering terrorism and have pledged in their commitments to fully respect international law and human rights standards in the fight against terrorism.

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, the ODIHR Human Rights and Anti-Terrorism Programme assists participating States in developing and implementing human rights-compliant anti-terrorism policies and offers a comprehensive range of activities in this regard:

#### *Capacity Building*

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

Training courses based on ODIHR's [Countering Terrorism, Protecting Human Rights](#) manual will continue to be conducted upon request from OSCE participating States and, where applicable, in co-operation with OSCE Field Operations. Twenty courses have been delivered throughout the OSCE region since 2005. They provided senior law enforcement officials and counter-terrorism practitioners with a practical insight into the key human rights concerns that may arise in addressing terrorism and the relevant international standards and OSCE human dimension commitments. ODIHR's manual on *Countering Terrorism, Protecting Human Rights*, is available in both English and Russian, and can also serve as a stand-alone tool.

The training course can be further tailored and adapted to relevant country contexts in view of its integration into national training programmes of local institutions and academies. For example, in 2011-2012, ODIHR, in co-operation with the OSCE Office in Tajikistan, supported the elaboration of a targeted course by a working

group of local trainers, which will be introduced in the regular curriculum of the main law enforcement training institutions of Tajikistan.

A manual focusing on the protection of human rights in counter-terrorism investigations will be published in 2013. Elaborated jointly by ODIHR and the TNTD/SPMU, the manual adopts an operational approach by focusing on the different elements of counter-terrorism investigations and their possible impact on human rights. Its primary target audience is law enforcement personnel working on counter-terrorism issues and prosecuting authorities supervising or involved in the prosecution of terrorism-related crimes.

ODIHR co-operates with the OSCE Border Management Staff College to provide border and customs officials with a human rights-based approach to secure borders from terrorism through the delivery of an annual one-week training session on these issues.

#### *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 the conditions that may foster and sustain terrorism.

In 2011-2012, ODIHR and the OSCE TNTD/ATU conducted a series of expert meetings on women terrorist radicalization and women's roles in preventing and countering violent extremism and radicalization that lead to terrorism (VERLT) as well as on youth engagement to tackle this phenomenon. Reports presenting the key findings and recommendations brought forward during these events will be available online in the course of 2013.

ODIHR and the OSCE TNTD are jointly developing a *Guidebook on Preventing Terrorism and Countering Violent Extremism and Radicalization that Lead to Terrorism: a Community Policing Approach*. It will provide policy-level officials, senior police professionals and community leaders with guidance on how to leverage community policing as part of an effective human rights-

compliant and gender-sensitive approach to preventing terrorism.

ODIHR has also produced a number of research papers on key issues, such as human rights considerations in combating incitement to terrorism and related offences; extradition and human rights in the context of counter-terrorism; protecting human rights while combating the use of the internet for terrorism purposes; solidarity with victims of terrorism; extradition and human rights in counter-terrorism; due process and terrorist financing blacklists.

#### *Legislative assistance*

ODIHR assists OSCE participating States, upon request, in reviewing draft and existing anti-terrorism legislation in line with international human rights standards and OSCE human dimension commitments. The ODIHR online legislative database ([legislationonline.org](http://legislationonline.org)) is intended as a resource for lawmakers and other relevant stakeholders in the OSCE region. In 2012, ODIHR reviewed legislation of certain participating States for its compliance with international standards and commitments, and undertook other efforts to support pertinent legal reform efforts in the OSCE region.

ODIHR supports liaison and co-ordination with other international and regional organizations working in the human rights and anti-terrorism field and these are some ways that describe how ODIHR can support Field Operations or others:

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

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

ODIHR can support participating States, Field Operations and others in reviewing the compliance of draft or existing anti-terrorism legislation with international human rights standards and practices;

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

Please find further information, documents and contacts at <http://www.osce.org/odihr/43638>

### **Representative on Freedom of the Media (RFoM)**

The 2012 *OSCE Consolidated Framework for the Fight Against Terrorism* calls on the Representative on Freedom of the Media to work with participating States in upholding freedom of expression and freedom of the media when countering terrorism.

Primarily, there is close co-operation regarding the terrorist use of the Internet. Terrorists, like other criminals, can use the Internet for malicious purposes. These include the dissemination of materials designed to encourage terrorist acts or establishing communications to plan and co-ordinate terrorist acts.

On the other hand, freedom of expression and freedom of the media, also on the Internet, are fundamental cornerstones of democratic societies and in itself a safeguard against extremism and terrorism.

Governments have obligations under international laws and conventions, including OSCE commitments to protect freedom of expression, to consider when regulating Internet issues.

With relation to the Internet, the RFoM has stated that, although the Internet can be a tool for evil, it also provides an enormous wealth of useful information and virtually limitless opportunities for social networking. The

positive aspects of keeping the Internet free from regulations outweigh the risks posed.

Attempts to regulate the flow of information should be carefully considered:

Measures undertaken by authorities should be directed only against illegal content.

If a website has to be closed down, any such action has to be based on law, should fall under the responsibility of courts of law and should not lie in the hands of private companies.

The applied procedures for shutting down a website should be transparent and any affected party should have the right to appeal.

Any measure should follow the principles of the “upload-rule”, meaning that the content of a website has to be in compliance with the laws of the country of its origin and not with those of the country where the content is downloaded.

Regarding the universal fight against terrorism offline, the RFoM continued contributing to several events in the entire OSCE region, including participation in related seminars, commissioning legal reviews, and offering recommendations on how to bring laws on terrorism in line with OSCE commitments on free expression and free media.

To mention a few 2012 examples, the RFoM participated in a seminar of chief judges on Topical Issues of Case Law on Extremism and Terrorism Crimes in Maykop, Russia. RFoM published an updated study on Turkish imprisoned journalists and raised attention to the need to reform the country’s Anti-Terror Law. Since May 2012, the RFoM has been also monitoring discussions about a communication bill in the United Kingdom, which would allow surveillance of electronic communications of UK citizens by authorizing intelligence services to access, in real time and without prior authorization, details of telephone calls, text messages, emails, private messages exchanged through social networks and websites visited. RFoM raised attention that the law could retard free expression by discouraging people from visiting controversial websites or by making it possible to identify journalists’ confidential sources.

RFoM is often called to support the work of the OSCE structures, including Field Operations, in issues related to terrorism in order to safeguard freedom of the media and freedom of expression. RFoM does so according to the related commitments adopted by participating States. RFoM is offering such assistance to Field Operations, among others, in the form of legal analyses and recommendations when pertinent legislation is debated or adopted or in connection with relevant judicial practice, especially when media are involved.

## 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
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## ANNEX 2 (Contact Points)

The TNTD/ATU and other OSCE staff remain at the disposal of all personnel to discuss potential projects. Field personnel 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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