



## Organization for Security and Co-operation in Europe

Office of the Secretary General  
Action against Terrorism Unit

Vienna, 7 May 2010

### Report to the 809<sup>th</sup> Meeting of the Permanent Council by Raphael F. Perl, Head on Anti-Terrorism Issues 13 May 2010

Mr. Chairperson,

Your Excellencies,

I am honoured to be here again today to address the Permanent Council on the activities of the Action against Terrorism Unit (ATU). It is the second time I have been invited before this forum and I would like to thank the Chairmanship for this opportunity.

The previous time was one year ago, almost to the day – on 14 May 2009. On that occasion, which was the first time that the OSCE Head on Anti-Terrorism Issues had been invited to address the PC, I gave a rather comprehensive account of the work of the ATU for the period 2003 – 2008.

This time I will be much more brief and will reflect on just three main points:

- An overview of ATU's work in 2009
- An overview of our work and plans for this year
- The issue of resources

But before I begin, let me point out this: I don't think we need to convince each other that **terrorism and its physical, economic and political implications, remain a very present danger for all of us**. It is sufficient to look at the news and we see almost every day that terrorists are persistent in their efforts to harm us, to terrorize us, to make us change our way of life and values. The recent attacks in the Moscow subway and the failed attempt in New York Times Square **are a vivid reminder of this reality**.

Terrorism is a **common concern** and a **shared threat for all of us**. And over the years, combating terrorism has been firmly established as a **key area for co-operation** among OSCE participating States. Participating States continue to maintain a strong interest in further **strengthening and expanding** the OSCE's counter-terrorism work. Successive Ministerial Council meetings have reaffirmed OSCE counter-terrorism commitments and the intention of participating States to keep counter-terrorism activities as a **priority for the OSCE**.

**Indeed, I cannot but repeat three points that I made last year:**

(1) The only ‘good’ thing about terrorism is that it can and **should bring us together**. It should bring all countries together in a **common determination** to reject and prevent indiscriminate violence against innocent people, irrespective of ethnicity or belief. When fighting terrorism, there should be, there can be no East or West, no South or North.

(2) **International co-operation** is a *sine qua non*, and I believe that enhanced diplomacy, in particular the **effective use of regional diplomacy**, can be a powerful force multiplier in countering terrorism. I regard enhanced diplomacy as one of our best “insurance policies” against terrorism in the long run. The money spent on diplomacy *now* is leveraged by a huge multiplier in terms of having more effective co-ordination of intelligence and responses to terrorism, thereby avoiding extra costs and casualties *in the future*.

(3) The OSCE vividly illustrates this point. Since 2001 and the adoption of the Bucharest Plan of Action against Terrorism ([MC\(9\).DEC/1](#)), the OSCE has established itself as a valuable **lever for enhanced co-operation** among its participating States. A co-operation based on **shared commitments** and a comprehensive approach to countering terrorism, which **uphold human rights and the rule of law**.

### *The ATU in 2009*

2009 confirmed the points that I made above: that preventing and combating terrorism **remains both a priority for the participating States and a unifying factor in the complex OSCE context**. Evidence at the political level is the adoption in December 2009 of two Ministerial Council decisions directly related to the fight against terrorism - the *Decision on Further Measures to Support and Promote the International Legal Framework against Terrorism* (MC.DEC/3/09) and the *Decision on Travel Document Security – ICAO Public Key Directory* (PKD) (MC.DEC/11/09), as well as two documents which also bear significance in this regard - the *Decision on Further OSCE Efforts to Address Transnational Threats and Challenges to Security and Stability* (MC.DEC/2/09) and the *Declaration on Non-proliferation* (MC.DOC/5/09).

Coupled with that - at the practical level - was **the obvious increase in the demand** for the services of the ATU and **the steady flow of ExB contributions** – over 400,000 Euro - for the activities of the Unit, even in times of a global financial and economic crisis.

The **Unit has worked hard to meet these demands** and to justify the expectations of participating States and international partners. In the course of last year, the ATU organized, co-organized, or otherwise supported **22 awareness raising and capacity-building activities** in almost all areas of its mandates. Our Programme Budget Performance Report (PBPR) for 2009 (PC.ACMF/10/10) presents a comprehensive overview of these activities and their outcomes, so, in the interest of time I will not dwell on them. It is sufficient to note that the Unit **has received very positive feedback** in this regard from all parties involved. This feedback has been a **source of motivation** for the Unit to apply even more efforts in its work.

With your permission, I would like to draw your attention to an area of our work which is **not so high profile and visible, but is nonetheless very demanding and responsible** – the support we provide to the political process in the OSCE with regard to preventing and combating terrorism. Each year the ATU produces numerous concept and food-for-thought papers, aimed at supporting participating States’ political initiatives or proposals for concrete activities.

Naturally, some of these papers never receive follow up and further development. But others become the **basis for launching important new initiatives or activities**. Three important

examples from 2009 are: (1) the support provided to the Greek Chairmanship in the initiative with regard to the 2005 universal anti-terrorism instruments, which lead to the adoption of MC.DEC/3/09; (2) the support provided to Germany in the initiative on the ICAO Public Key Directory (PKD), which lead to the adoption of MC.DEC/11/09; and (3) the support provided to the Russian Federation in the development of the concept for the media workshop held in October last year.

Indeed, the preparation of such papers is a very demanding and time-consuming endeavour. Not only is excellent **knowledge of the subject matter required**, but also an excellent **understanding of the interests and concerns** of the various participating States, of the **overall OSCE context and sensitivities** therein.

I point these issues out, because 2010 has turned out to be even more demanding in this area. The Unit has been and continues to significantly contribute to the deliberations in the framework of the Corfu and Transnational threats (TNT) processes. In light of the Athens MC Declaration on Non-proliferation (MC.DOC/5/09), the ATU expects that it will be also required to provide substantive contribution in this area.

I would like to underline that **preparing such conceptual materials is a big part of our workload, which is often overlooked.**

In conclusion, I would like to stress that 2009 provided not only impetus for further enhancing OSCE's counter-terrorism role, but also some strong indications of the challenges and limitations that the ATU is likely to face in 2010 and beyond.

### *The ATU in 2010*

On 18 January the ATU gave a very detailed briefing to participating States on how we see the year ahead of us and what are the challenges we are facing at the first meeting of the Security Committee. This briefing has been circulated under SEC.GAL/9/10. In addition, our concrete work programme for the year has been circulated under SEC.GAL/20/10. By necessity I need to reiterate some of the points made in these two documents.

First of all, **demand for the services of the Unit is growing even more.** The ATU has been tasked with organizing in 2010 four major OSCE-wide events: 1) a workshop on protection of non-nuclear critical energy infrastructure; 2) a workshop on the 2005 Universal Anti-Terrorism Instruments; 3) a workshop on the ICAO Public Key Directory (PKD), and 4) a conference on the prevention of terrorism in Astana. And the **organization of an OSCE-wide event is a big and complex endeavour which requires the mobilization of almost the whole staff of the Unit.**

*What have we done so far?*

Two of these OSCE-wide events are already behind us and we are already working on their follow-up. The first one - the *Public-Private Expert Workshop on Protecting Non-Nuclear Critical Energy Infrastructures from Terrorist Attacks* - took place in Vienna on 11-12 February. At the Security Committee meeting on 15 March, the ATU presented a preliminary report of its findings (SEC.GAL/45/10), which outlined a number of possibilities for future OSCE work in this area. Specific interest was expressed in two follow-up activities in particular – the development of a **handbook of best practices and the organization of similar workshops at the sub-regional and national level** – and the ATU is already in contact with donors as regards their implementation.

The second event - the *Workshop on the 2005 Universal Legal Instruments against Terrorism and the Implementation of their Provisions in National Legislation* - took place in Vienna just two weeks ago - on 29-30 April. The ATU will be presenting a preliminary report to the Security Committee on 17 May, but it is evident that with many States in the process of preparations to ratify or accede to these treaties and considering appropriate changes to domestic legislation, there is a **need for follow-up sub-regional and national events which could facilitate tailored legislative drafting solutions**. Hence, we are already providing an immediate follow-up – a *Sub-regional Workshop for the Black Sea Economic Cooperation (BSEC) Countries on Criminal Law Aspects of Countering Maritime Terrorism in Light of Relevant Universal Instruments*, will be held in Odessa (Ukraine) on 26-27 May. The workshop will promote accession to the two maritime instruments discussed at the Vienna workshop and the use of their provisions in legal co-operation.

In addition, I am happy to be able to report on a major achievement so far this year. On 28 April we successfully concluded a major ATU and INTERPOL technical assistance project in Moldova. The project provided the hardware, software, web services and the requisite skills needed for border control and other first line law enforcement officers to connect in real-time to the INTERPOL databases for Stolen/Lost Travel Documents (SLTD), Stolen Motor Vehicles (SMV), Wanted Individuals (Nominals) and Travel Documents Associated with a Notice (TDAWN). 16 border crossing points and 11 regional and local police stations are now connected to the Interpol 24/7 network and the Moldovan authorities are regularly reporting to and accessing the databases. The project which cost around 300,000 Euro, took two years to implement and was realized thanks to the generous ExB contributions of Norway, the Czech Republic and Lithuania. It also marks an important milestone in the co-operation with Interpol and the OSCE has been asked to help implement other similar projects.

*What lies ahead of us?*

Our third OSCE-wide event – the *Workshop on Promoting the ICAO Public Key Directory (PKD)* – is just around the corner – on 27 – 28 May, or just two weeks from now. The ATU, together with ICAO, has developed a very rich agenda and the key-note speakers we have identified represent a broad spectrum of international and national expertise and experiences, holding a promise of a very interesting and informative event.

The fourth event is the one with probably the highest political significance. This is the pending Astana expert-level conference on successful strategies, effective policies and best practices to prevent terrorism, scheduled to be held on 20 – 21 October. The planned approach here is to use this conference as an opportunity to bring together the national counter-terrorism co-ordinators of the OSCE participating States. I see this as a unique and ground breaking event as - to the best of my knowledge - discussions on a global counter terrorism agenda that combine such a policy and expert level have not been done to date on such a comprehensive nation-inclusive scale. I visited Astana for discussions on these issues with the Chairmanship just several weeks ago and I am glad to report that there is full agreement on this. We are working now with the CiO to finalize the concept, so that it can be circulated to you as soon as possible.

When we speak of future activities, we should highlight the rapidly expanding work on **travel document security (TDS)** - a programme which can deliver practical and strategic assistance to combat transnational threats emanating from terrorism, organized crime and trafficking in all its forms. In this area we already have requests for support from a number of participating States for the introduction of new passports. The ATU is already actively involved in this process in Uzbekistan, Tajikistan and Armenia. The Unit is also starting a major endeavour to facilitate real time connection to Interpol databases in Kyrgyzstan and Tajikistan. As always, participating States

continue to show keen interest in the training for border guards to detect counterfeit travel documents.

As we all know, **cyber security** remains a strong area of interest for participating States including within the framework of the Corfu process. Work done in 2008 and 2009 and the political initiatives of this year, launched by the United States of America, create a strong momentum for the OSCE to make ground-breaking contributions in this area and the ATU is actively contributing here, especially in the framework of the Corfu and the Transnational threats processes. The SG's forthcoming report on transnational threats will outline a proposal for a major OSCE cyber initiative in this regard and we are looking forward to working with you for its realization.

The ATU has reinvigorated its co-operation with the WCO with regard to **container/supply chain security** over the past two years. New opportunities for co-operation with UNODC in this area have emerged as well. In addition to supporting national and regional WCO workshops, the ATU has been approached to partner in ambitious capacity-building assistance projects which would require significant resources.

With respect to Georgia for instance, the ATU was invited to support the implementation of the joint UNODC-WCO Container Control Program (CCP), which entails the establishment of national interagency Port Control Units. As a first step in this pilot co-operation, the ATU is facilitating a tripartite CCP needs assessment mission with UNODC and WCO, planned for 15-25 May 2010.

Finally, other important areas remain, which also represent important counter terrorism priorities for the OSCE -- and thus for the Unit. They include countering violent extremism and radicalization that lead to terrorism (VERLT), engaging with the media, and promoting PPP's, protecting non nuclear critical energy infrastructure. Let me be clear – over the last 2 years the ATU has not made a lot of progress with its VERLT programme. We have developed a number of proposals and concepts, but have yet to implement any one of them. The reason for this is the continued strong sensitivity of some of the participating States on this issue.

### *The issue of resources*

Only with **resources matching your expectations** can we continue to maintain your satisfaction and trust. In this regard, allow me to stress that, to a large and increasing extent, the **implementation of our activities depends on extra-budgetary contributions**. Saving money on counter-terrorism in the short run, even in harsh financial times, is not necessarily the course of wisdom. Every Dollar or Euro spent today on diplomacy and prevention arguably saves us countless thousands in terms of financial losses, not to mention costs in human lives. I hope that participating States will grant us further support, as they have done in the past and for which we are very grateful.

The discussions in 2009 on the SG Report on OSCE Counter-Terrorism Activities and on the 2010 UB led to two other important conclusions. First, that it is unrealistic to expect that participating States will agree on a common list of priorities for OSCE counter-terrorism work, which would allow to streamline the areas in which the ATU is expected to deliver. Second, that it is unrealistic to expect further growth in human resources that would allow the Unit to meet all expectations and demands in the context of the global financial crisis.

The bottom line is that one needs to take into account the limited human resources of the Unit. Therefore the Unit's current agenda requires it to focus this year on some major tasks, as outlined above, at the possible expense of other existing programmes. Evidently some participating States

will not be happy that issues of importance to them may not be given sufficient attention, but this is the reality we face.

*Your Excellencies,*

I would like to conclude by thanking you and your Delegations for your steadfast support for the ATU. And I am not speaking of your financial support only, but of your strong political support as well. We have enjoyed over the years a high level of interest in our activities and an excellent collaboration with all of you.

The ATU has been, and will continue working very closely with your Delegations to identify specific activities of interest. You as participating States deserve professional, politically balanced and high quality counter-terrorism programmes. And our goal at the ATU is to provide this.

Mr. Chairperson, the ATU is grateful for the Kazakh Chairmanship's continuous support. We have not failed to notice that the ATU was one of the few executive structures explicitly mentioned in the address by the Chairperson-in-Office, State Secretary and Foreign Minister Mr. Kanat Saudabayev to the PC on 14 January, which presented the Kazakh Chairmanship's priorities for 2010 ([CIO.GAL/5/10](#)).

For us it is a sign of the trust and the expectations that the Chairmanship puts on our work. We will work hard not to disappoint you, or any of the participating States for that matter.

I thank you for your attention and look forward to your reactions.