DECISION No. 1063
OSCE CONSOLIDATED FRAMEWORK FOR THE FIGHT AGAINST TERRORISM

The Permanent Council,

Recognizing the leading role of the United Nations in the international efforts against terrorism and calling for the implementation of the global framework for the fight against terrorism,

Reaffirming OSCE norms, principles and commitments, starting from the Helsinki Final Act, the Charter of Paris and all the other OSCE documents, relevant in this field, to which we have agreed,

Recalling the 2001 OSCE Bucharest Plan of Action for Combating Terrorism and reaffirming its relevance as a founding and guiding document of the OSCE in the field of combating terrorism,

Mindful of the OSCE Charter on Preventing and Combating Terrorism (2002), the OSCE Ministerial Statement on Supporting the United Nations Global Counter-Terrorism Strategy (2007), and Ministerial Council Decision No. 10/08 on Further promoting the OSCE’s action in countering terrorism,

Reaffirming the OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century (2003), which identifies terrorism as one of the most important causes of instability in the current security environment,

Guided by the Astana Commemorative Declaration (2010), in which the OSCE Heads of State or Government undertook to achieve greater unity of purpose and action in facing new and emerging transnational threats, as well as Ministerial Council Decision No. 2/09 on Further OSCE efforts to address transnational threats and challenges to security and stability,

Reiterating the participating States’ unequivocal condemnation of terrorism in all its forms and manifestations, their firm rejection of the identification of terrorism with any race, ethnicity, nationality or religion, and their common determination to combat all acts of terrorism, without exception, as the most serious crimes,
Highlighting the OSCE’s concept of comprehensive, co-operative, equal and indivisible security and its relevance with regard to countering terrorism,

Reaffirming the participating States’ commitment to take the measures needed to protect everyone within their jurisdiction against terrorist acts and the need for all actions to be conducted in compliance with the rule of law and with all obligations under international law, including international human rights, refugee and humanitarian law,

Reaffirming that the prevention and combating of terrorism is of key importance for the OSCE and commending the development, since the adoption of the Bucharest Plan of Action, of the OSCE’s contribution to international efforts against terrorism under the aegis of the United Nations,

Stressing the determination and commitments of the OSCE participating States to co-operate fully in the fight against terrorism, in accordance with their obligations under international law, in order to find, deny safe haven to and bring to justice, on the basis of the principle of “extradite or prosecute”, any person who supports, facilitates, participates in or attempts to participate in the financing, planning, preparation or perpetration of terrorist acts or provides safe havens,

Determined to strengthen further the profile of the OSCE in the struggle against terrorism and acting in accordance with and building on relevant decisions of the Ministerial Council, the Permanent Council and the Forum for Security Co-operation, which address a variety of areas related to the struggle against terrorism,

Recalling that transnational threats and challenges to security and stability have been an important topic of deliberations within the framework of the OSCE in the Corfu Process, the 2010 OSCE Review Conference and during the Astana Summit,

Noting the suggestion of the OSCE Secretary General (SEC.GAL/107/10) regarding the desirability of a consolidated OSCE counter-terrorism mandate,

Taking into account the provisions of Ministerial Council Decision No. 9/11 and the creation of the Department for Addressing Transnational Threats,

Decides to adopt the OSCE Consolidated Framework for the Fight against Terrorism annexed to this decision.
OSCE CONSOLIDATED FRAMEWORK FOR THE FIGHT AGAINST TERRORISM

I. Objective of the consolidation document

1. The OSCE’s contribution to broader international efforts against terrorism was given particular impetus with the adoption of the Bucharest Plan of Action for Combating Terrorism in December 2001 and the OSCE Charter on Preventing and Combating Terrorism in December 2002. Over the past ten years, the OSCE participating States have adopted a number of additional decisions specifying various commitments and mandates related to the fight against terrorism for the OSCE executive structures. Building on these documents and on the valuable work carried out by the Organization, the present consolidated document highlights operational principles and identifies the strategic focus of the OSCE’s counter-terrorism role to guide future activities. It aims at enhancing the profile and added value of the OSCE’s contribution to the global efforts to eradicate terrorism and at facilitating communication and strengthening co-operation with key partners and organizations.

II. The OSCE approach and commitments in the fight against terrorism

2. The participating States agree that terrorism remains one of the most significant threats to peace, security and stability, as well as to the enjoyment of human rights and social and economic development, in the OSCE area and beyond. Terrorism seeks to undermine the very values that unite the OSCE participating States. Countering terrorism will therefore remain of key importance to the OSCE participating States and to the Organization as a whole, based on strict compliance with the Charter of the United Nations and other applicable obligations under international law, and full adherence to all OSCE norms, principles and commitments.

3. The OSCE participating States stand united in their resolution to implement effective measures to combat terrorism, in all its forms and manifestations, as a serious crime that has no justification, whatever its motivation or origin may be. The OSCE participating States are committed to co-operate fully in the fight against terrorism, in accordance with their obligations under international law, in order to find, deny safe haven to and bring to justice, on the basis of the principle “extradite or prosecute”, any person who supports, facilitates, participates or attempts to participate in the financing, planning, preparation or perpetration of terrorist acts or provides safe havens. The OSCE participating States will continue to work together to prevent, suppress, investigate and prosecute terrorism-related acts, including through increased co-operation.

4. The OSCE participating States are committed to conducting all measures and to developing co-operation aimed at combating terrorism, in strict accordance with the rule of

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1 A list of these decisions is contained in the attachment to this document.
law, the United Nations Charter and their obligations under international law, including international human rights, refugee and humanitarian law. The OSCE participating States firmly reject the identification of terrorism with any nationality or religion, and reaffirm that action against terrorism is not aimed against any religion or people.

5. The OSCE participating States are convinced that combating terrorism requires comprehensive and sustained efforts, addressing the manifestations of terrorism, as well as the various social, economic, political and other factors, which might engender conditions in which terrorist organizations could engage in recruitment and win support. Such factors far from being inclusive, were referred to inter alia in the UN Global Counter-Terrorism Strategy, in the OSCE Ministerial Statement on Supporting the UN Global Counter-Terrorism Strategy and in the OSCE Bucharest Plan of Action for Combating Terrorism.

6. The OSCE participating States recognize that countering terrorism requires an inclusive and co-ordinated approach, and they are committed to developing a co-operative approach at all levels, including co-ordination among national authorities, co-operation among States, co-operation with relevant international and regional organizations and, where appropriate, establishment of public-private partnerships between State authorities, the private sector (business community, industry), civil society and the media.

7. The OSCE participating States recognize that similar approaches can be used to address terrorism and other transnational threats to security, such as organized crime; the proliferation of weapons of mass destruction; illegal activities endangering cyber security; and illicit trafficking in small arms and light weapons, drugs and human beings. Therefore, they undertake to enhance co-ordination and leverage synergies to strengthen their comprehensive response to these threats.

8. The OSCE participating States recognize the leading role of the United Nations in the international effort to eradicate terrorism, and they reaffirm that the relevant United Nations conventions and protocols and United Nations Security Council resolutions constitute the primary international legal framework for the fight against terrorism.

9. The OSCE participating States support the United Nations Global Counter-Terrorism Strategy and are committed to its full implementation. The OSCE approach to the fight against terrorism corresponds to the Strategy, which calls on all States to address not only the manifestations of terrorism, but also, as appropriate, the conditions conducive to terrorism and its spread.

10. The OSCE participating States are determined to work together to prevent and combat terrorism based on all the OSCE norms, principles and commitments across the politico-military, economic and environmental and human dimensions of security. They stress the importance of implementation of all the OSCE commitments aimed at combating terrorism, as enshrined in this Consolidated Framework, and in the Bucharest Plan of Action, the OSCE Charter on Preventing and Combating Terrorism and other relevant OSCE documents.
III. The OSCE’s anti-terrorism profile and comparative advantages

11. The OSCE, as a regional arrangement under Chapter VIII of the United Nations Charter, is determined to contribute to the global fight against terrorism. The OSCE’s role is to assist its participating States, at their request and in close co-ordination with the United Nations and relevant specialized international organizations, in fulfilling their international obligations and the OSCE commitments in the field of combating terrorism.

12. The OSCE seeks to achieve this objective by focusing on its unique organizational strengths to contribute to global efforts against terrorism. Recognizing that other international organizations and national governments are better placed and equipped to assess and to develop technical and operational responses to the threat of terrorism, the OSCE contributes in ways that both address the conditions that may foster and sustain terrorism and that strengthen States’ capacities to prevent and combat terrorism within the framework of the OSCE’s cross-dimensional and comprehensive security concept:

– Promotes a comprehensive approach to security, linking the politico-military, economic and environmental, and human dimensions, thereby providing a framework for coherent and sustained actions in preventing and combating terrorism. This comprehensive approach is well suited to address at the regional level challenges posed by terrorism, to ensure respect for the rule of law, human rights and fundamental freedoms; to identify and address the factors conducive to terrorism; and to explore synergies in addressing new and emerging transnational threats and challenges to security and stability;

– Provides a framework for multi-stakeholder dialogue, awareness-raising, exchange of expertise and networking, rooted in its status as the largest, most inclusive and comprehensive regional security organization; its long-standing and close co-operation with United Nations agencies and bodies, specialized international organizations and other relevant organizations; and its tradition of promoting engagement with and involvement of the private sector, civil society and the media;

– Draws on a unique set of complementary executive structures, with recognized thematic expertise and extensive networks of experts in the public and private sectors, as well as civil society and the media, which facilitate the delivery of counter-terrorism activities at the regional, subregional and national levels. A wide presence in the field is an important asset, allowing the organization to assess and respond to specific requirements and requests from participating States, to foster dialogue and to implement customized projects to help build national capacities to counter terrorism.

13. Through the holding of conferences and workshops, programmatic activity, training and information-sharing, the OSCE enables the exchange of good practices and lessons learned and customized capacity-building, promoting a comprehensive and co-operative approach to countering terrorism.
IV. OSCE activities aimed at countering terrorism

14. The OSCE participating States have adopted political commitments in a variety of areas relevant to the fight against terrorism, across the three dimensions of the OSCE’s comprehensive approach to security. These address both the conditions that may encourage, enable, foster and sustain terrorism, and States’ capacities to prevent and combat terrorism.

OSCE activities to eliminate the conditions conducive to the spread of terrorism

15. In support of the implementation of relevant OSCE commitments, at the request of the relevant participating State(s) and within existing mandates, the OSCE will pursue activities designed to help eliminate the conditions in which terrorists may win support and engage in recruitment, including through:

– Addressing negative socio-economic factors, such as lack of good governance, corruption and high unemployment;

– Strengthening democratic institutions and the rule of law, promoting dialogue between State and society, and ensuring respect for human rights and fundamental freedoms;

– Combating intolerance and discrimination and promoting mutual respect, coexistence and harmonious relations between ethnic, religious, linguistic and other groups, *inter alia* through projects and programmes involving all sectors of society, as well as through constructive co-operation among participating States in this regard;

– Preventing violent conflicts and promoting peaceful settlement of disputes. Increased efforts should be made to resolve existing conflicts in the OSCE area in a peaceful and negotiated manner, within agreed formats, fully respecting the norms and principles of international law enshrined in the United Nations Charter, as well as the Helsinki Final Act.

OSCE activities to enhance co-operation and build capacity to prevent and combat terrorism

16. In support of the implementation of relevant OSCE commitments, at the request of the relevant participating States and within existing mandates, the Organization will pursue its activities to enhance co-operation and build capacity at the national, regional and subregional levels to prevent and combat terrorism, *inter alia* in the areas of criminal justice, law enforcement, and border security and management, within a framework based on the rule of law and respect for human rights, in order to:

– Provide assistance on harmonizing domestic legislation with, and offer technical assistance and advice on, the implementation of relevant international obligations, in particular, under relevant UN Security Council resolutions related to countering terrorism and universal anti-terrorism conventions and protocols, as well as the UN Convention against Transnational Organized Crime and, as appropriate, its additional protocols, and the UN Convention against Corruption;
Strengthen domestic legal frameworks and institutions that uphold the rule of law, such as law enforcement agencies, the judiciary and the prosecuting authorities, bar associations and defence attorneys;

Prevent and detect the movements of terrorists and deny them safe haven;

Suppress the financing of terrorism, including its linkages with money-laundering and illegal economic activities;

Prevent the illicit movement of weapons and chemical, biological, radiological and nuclear materials;

Counter violent extremism and all forms of radicalization leading to terrorism, as well as stem recruitment and training for terrorism;

Prosecute criminal matters related to acts of terrorism and terrorism-related crimes;

Improve the security of international transportation and of other critical infrastructure;

Place a focus on the role of victims of terrorism and their families, promoting best practices in the area of solidarity with them and ensuring that their voices are heard.

Strategic focus areas for OSCE counter-terrorism activities

17. Taking into account that the terrorist threat is multifaceted and evolving, the OSCE will remain flexible in its thematic focus and in responding to the various concerns and needs of its broad membership in the field of countering terrorism. Specific emphasis will be placed on 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 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;
V. Coherence, co-ordination and co-operation

18. In order to achieve greater unity of purpose and value-added activities contributing to the struggle against terrorism and other transnational threats, 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.

19. The OSCE Secretariat will continue to provide regular and ad hoc information to the Permanent Council and to its informal subsidiary bodies, and, in line with MC Decision No. 9/11, will carry out evaluations of these activities that relate to countering terrorism.

20. 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.

21. 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 will proactively inform the Secretariat about their planned and ongoing activities related to counter-terrorism.

22. The Department for Addressing Transnational Threats/Action against Terrorism Unit (TNTD/ATU) will continue to act as the focal point and as an information resource and implementation partner on OSCE counter-terrorism activities. The TNTD/ATU will continue to co-ordinate the OSCE Counter-Terrorism Network (CTN) and will explore possible ways to strengthen it further, subject to available resources, by, inter alia, establishing an appropriate Web-based resource and convening meetings of CTN principal liaisons.

23. The Office for Democratic Institutions and Human Rights (ODIHR) will continue to address those issues within its mandate that relate to terrorism and to co-operate and co-ordinate with all the relevant OSCE executive structures to advance the OSCE human dimension commitments on the prevention of terrorism, within the OSCE’s comprehensive concept of security.

24. In accordance with its mandate, the Representative on Freedom of the Media (RFoM) will pursue its activity, with a view to advancing OSCE commitments, will continue to co-operate and co-ordinate with all the relevant executive structures and to work with participating States and assist them in fulfilling their OSCE commitments related to countering terrorism.

25. The Office of the Co-ordinator of OSCE Economic and Environmental Activities (OCEEA) will continue to work to address those issues within its mandate that relate to terrorism and to co-operate and co-ordinate with all the relevant executive structures to
advance OSCE commitments and will continue to work with participating States to support their efforts in preventing and suppressing the financing of terrorism.

26. The OSCE, on the basis of the Platform for Co-operative Security (1999), will continue to co-ordinate closely with the United Nations, in particular with the Counter-Terrorism Implementation Task Force (CTITF) and its entities, and will co-operate with other relevant international and regional organizations to avoid duplication of efforts and maximize synergies in addressing counter-terrorism issues; the Secretariat, and in particular the TNTD/ATU, will serve as primary interface in this regard.

27. The OSCE executive structures, within their mandates, will continue to co-operate closely with State authorities, the private sector (business community, industry), civil society and the media in addressing counter-terrorism issues, in order to foster commitment, local ownership, partnership and sustainability.

28. The OSCE will seek to intensify further co-operation with the OSCE Partners for Co-operation in respect of commitments and activities related to counter-terrorism. It will continue to invite the Partners to participate in and contribute to OSCE projects, and will consider the implementation of joint projects at their request, in accordance with established procedures.

29. OSCE counter-terrorism efforts and their implementation will be performed within available resources, taking into account the experience that has been acquired by the OSCE executive structures and respecting their mandates, and in accordance with the applicable provisions of the 2004 OSCE Action Plan for the Promotion of Gender Equality.
DECISIONS AND DOCUMENTS ADOPTED BY THE
OSCE MINISTERIAL COUNCIL, PERMANENT COUNCIL AND
FORUM FOR SECURITY CO-OPERATION WITH A FOCUS ON THE
OSCE’S CONTRIBUTION TO INTERNATIONAL EFFORTS
AGAINST TERRORISM

OSCE Principles Governing Non-Proliferation, 3 December 1994

Code of Conduct on Politico-Military Aspects of Security (DOC.FSC/1/95),
3 December 1994

OSCE Istanbul Summit, Charter for European Security, 18–19 November 1999

OSCE Document on Small Arms and Light Weapons, 24 November 2000

Ministerial Council Decision No. 1, Bucharest Plan of Action for Combating Terrorism
(MC(9).DEC/1, Annex), 4 December 2001

Ministerial Council Decision No. 1, Implementing the OSCE commitments and activities on
combating terrorism (MC(10).DEC/1), 7 December 2002

OSCE Strategy to Address Threats to Security and Stability in the Twenty-First Century
(MC(11).JOUR/2, Annex 3), 2 December 2003

OSCE Charter on Preventing and Combating Terrorism (MC(10).JOUR/2, Annex 1),
7 December 2002

on terrorist financing (PC.DEC/487), 11 July 2002

OSCE Document on Stockpiles of Conventional Ammunition, 19 November 2003

OSCE Strategy Document for the Economic and Environmental Dimension
(MC(11).JOUR/2, Annex 1), 2 December 2003

Ministerial Council Decision No. 6/03, Terms of reference for the OSCE Counter Terrorism
Network and its Annex (MC.DEC/6/03), 2 December 2003

Ministerial Council Decision No. 7/03, Travel document security (MC.DEC/7/03),
2 December 2003
Ministerial Statement on Preventing and Combating Terrorism (MC(12).JOUR/2, Annex 1), 7 December 2004

Permanent Council Decision No. 617, Further measures to suppress terrorist financing (PC.DEC/617), 1 July 2004

Permanent Council Decision No. 618, Solidarity with victims of terrorism (PC.DEC.618), 1 July 2004

Forum for Security Co-operation Decision No. 5/04, Standard elements of end-user certificates and verification procedures for SALW exports (FSC.DEC/5/04), 17 November 2004

Forum for Security Co-operation Decision No. 8/04, OSCE Principles on the Control of Brokering in Small Arms and Light Weapons (FSC.DEC/8/04), 24 November 2004

Ministerial Council Decision No. 3/04, Combating the use of the Internet for terrorist purposes (MC.DEC/3/04), 7 December 2004

Ministerial Council Decision No. 4/04, Reporting lost/stolen passports to Interpol’s automated search facility/stolen travel document database (ASF-STD) (MC.DEC/4/04), 7 December 2004

Ministerial Council Decision No. 9/04, Enhancing container security (MC.DEC/9/04), 7 December 2004

Ministerial Council Decision No. 14/04, 2004 OSCE Action Plan for the Promotion of Gender Equality (MC.DEC/14/04), 7 December 2004


Permanent Council Decision No. 683, Countering the threat of radioactive sources (PC.DEC/683), 7 July 2005

Forum for Security Co-operation Decision No.7/05, Supporting the effective implementation of UN Security Council resolution 1540 (2004) (FSC.DEC/7/05/Corr.1), 30 November 2005

Ministerial Council Decision No. 7/05, Supporting the effective implementation of UN Security Council resolution 1540 (2004) (MC.DEC/7/05), 6 December 2005

Ministerial Statement on the International Convention for the Suppression of Acts of Nuclear Terrorism (MC.DOC/1/05), 20 June 2005
Ministerial Council Decision No. 4/05, *Enhancing legal co-operation in criminal matters to counter terrorism* (MC.DEC/4/05), 6 December 2005

Ministerial Council Decision No. 6/05, *Further measures to enhance container security* (MC.DEC/6/05), 6 December 2005


Ministerial Council Decision No. 5/06, *Organized crime* (MC.DEC/5/06), 5 December 2006

Ministerial Council Decision No. 6/06, *Further measures to prevent the criminal use of lost/stolen passports and other travel documents* (MC.DEC/6/06), 5 December 2006

Ministerial Council Decision No. 7/06, *Countering the use of Internet for terrorist purposes* (MC.DEC/7/06), 5 December 2006

Ministerial Council Decision No. 10/06, *Supporting national implementation of UN Security Council resolution 1540 (2004)* (MC.DEC/10/06), 5 December 2006


Ministerial Statement on Supporting the United Nations Global Counter-Terrorism Strategy (MC.DOC/3/07), 30 November 2007


Forum for Security Co-operation Decision No. 5/08, *Updating the OSCE Principles for Export Controls of Man-Portable Air Defence Systems* (FSC.DEC/5/08), 26 May 2008

Forum for Security Co-operation Decision No. 11/08, *Introducing best practices to prevent destabilizing transfers of small arms and light weapons through air transport and on an associated questionnaire* (FSC.DEC/11/08), 5 November 2008

Ministerial Council Decision No. 7/08, *Further strengthening the rule of law in the OSCE area* (MC.DEC/7/08), 5 December 2008

Ministerial Council Decision No. 10/08, *Further promoting the OSCE’s action in countering terrorism* (MC.DEC/10/08), 5 December 2008

Ministerial Declaration on Non-Proliferation (MC.DOC/5/09), 2 December 2009

Ministerial Council Decision No. 3/09, Further measures to support and promote the international legal framework against terrorism (MC.DEC/3/09), 2 December 2009

Ministerial Council Decision No. 6/09, Strengthening dialogue and co-operation on energy security in the OSCE area (MC.DEC/6/09), 2 December 2009


OSCE Plan of Action on Small Arms and Light Weapons (FSC.DEC/2/10), 26 May 2010

Forum for Security Co-operation Decision No. 3/11, Destruction of conventional ammunition (FSC.DEC/3/11), 23 March 2011