

UN Counter-Terrorism Committee Briefing

Presentation – Mr. Thomas Wuchte, OSCE Head on Anti-Terrorism Issues

24 October 2013

Dear Colleagues,

It is a pleasure for me to have been invited to address the UN Counter-Terrorism Committee (CTC) of the Security Council. I take it as a sign of interest in what the OSCE does and also – might it sound too ambitious – in what areas can the UN CTC and the OSCE join their efforts in the fight against terrorism. As I develop this topic today, I hope this presentation will demonstrate that the OSCE represents a strong and reliable partner in delivering united counter-terrorism (CT) collaboration in the OSCE area and I look forward to continuing and further enhancing our genuine collaboration in this field.

A first overarching message is that our Transnational Threats (TNT) Department, directed by Mr. Alexey Lyzhenkov, puts its highest priority on developing close partnerships with the rest of the international community.

My remarks today will specifically focus on the growing UN-OSCE CT cooperation and its potential and – argue – that strategically the UN CTC and the OSCE are a perfect match to implement the Global CT Framework and that there can be no argument against closer collaboration, mutually reinforcing each other's efforts. Not to exploit the similarities in our comprehensive programmatic work would leave untapped resources (and could be seen as counterproductive to our shared goals).

Strategic Documents Guiding the OSCE's Action against Terrorism

The OSCE was among the very first multilateral organizations to articulate explicitly the need for sustained, multi-faceted efforts to combat terrorism, with a strong emphasis on prevention, while respecting and protecting human rights. The impetus was given first with the adoption of the OSCE's **Bucharest Plan for Combating Terrorism**, followed by the OSCE Porto **Charter for Combating and Preventing Terrorism**.

Building on this Plan and Charter, as well as on a series of decisions, commitments and mandates adopted over the past ten years, the OSCE participating States adopted last

December in Dublin the **OSCE Consolidated Framework For The Fight Against Terrorism**. This Framework underlines 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.”

This document is an important milestone for the organization and a recognition that the OSCE has contributed considerably to the efforts of the international community to counter terrorism while upholding the rule of law and international human rights standards.

The Consolidated Framework reiterates in particular the relevance and full applicability of the OSCE’s trademark concept of comprehensive and co-operative security with regard to the fight against terrorism. But – it is visionary to turn words into action, and to turn action into partnerships.

The OSCE **multi-dimensional approach** underlines that alongside politico-military aspects of security, the protection and promotion of human rights as well as economic development and environmental sustainability are inextricable parts of security and stability.

It also underlines that **multi-stakeholder dialogue and collaboration** are required on all levels in order to meet modern security threats and challenges -- across borders, but also within countries -- among state authorities and with non-governmental actors.

The Consolidated Framework also underscores the basic premise that has always guided our action, namely that terrorism must be fought firmly as one of the most serious crimes that can be in no way justified and can be in no way identified with any religion or belief, culture, ethnic group, nationality or race.

OSCE participating States have undertaken, as a cornerstone of the OSCE’s approach to countering terrorism, to fully comply with their obligations under international law, in particular international human rights law, refugee law and humanitarian law.

Guiding Principles for the Delivery of the OSCE’s Anti-Terrorism Efforts

The Consolidated Framework contains guidelines highlighting the need to further co-ordinate our efforts internally and to co-operate externally with relevant stakeholders to counter terrorism.

- **Regarding Internal Co-ordination:**

The OSCE Secretariat ensures the facilitation and co-ordination of all OSCE activities related to counter-terrorism across the different dimensions as well as between the different structures of the organization.

Our Transnational Threats Department (TNTD) acts as the focal point of co-ordination in this area. Its three units which are the Action against Terrorism Unit, the Strategic Police Matters Unit and the Borders Unit independently or jointly contribute to preventing and countering terrorism.

- **Regarding External Co-operation:**

As I stated in the beginning, the OSCE pays a particular attention to co-operation with other stakeholders. We want to help implement existing international instruments to counter terrorism, instead of inventing our own, while being innovative and creative on specific issues.

UN-OSCE CT Cooperation is Alive and Superb...

On the basis of the Platform for Co-operative Security (1999), we co-ordinate closely with the United Nations, in particular with the CTC's Counter-Terrorism Executive Directorate (UN CTED), as well within the framework of the Counter-Terrorism Implementation Task Force (CTITF) and others – some examples:

- **UN CTED:** As a matter of fact, the OSCE has supported multiple UN CTED Country Visits since 2007. Just to name the latest activities, OSCE experts joined the UN CTED team in Serbia last March and completed the double visit to Belarus and Ukraine yesterday. We also held joint activities, such as the OSCE-UN CTED regional seminar for Central Asia on Effective Strategies for Countering Incitement and Violent Extremism (9-10 December 2010 in Tashkent, Uzbekistan).
- In reference to UN CVE, our experts have worked towards the sharing of information between CTED and OSCE in this regard. Moreover, CTED has shared with the OSCE the Detailed Implementation Survey (DIS), following consultations with the Committee on the dissemination of this document to external partners. We will examine this as a way to further support efforts under UNSCR 1624.

- CTC/CTED/OSCE/UNODC hosting the “2004 Counter-Terrorism Committee Special Meeting on Strengthening Practical Cooperation against International Terrorism between Regional and International Organizations” Vienna, 11-12 March 2004 and we see value in returning to this outreach about regional and intergovernmental organizations.
- **UN CTITF:** Expert participation in events, such as ‘National and Regional Counter-Terrorism Strategies’ (Columbia in January 2013 and Saudi Arabia in March 2013), the “International Counter-Terrorism Focal Points Conference on Addressing Conditions Conducive to the Spread of Terrorism and Promoting Regional Cooperation” in Switzerland June 2013 as well as series of conferences in Central Asia that led to the adoption of a “Joint Plan of Action for Central Asia under the United Nations Global Counter-Terrorism Strategy” in 2011/2012.
- **UNODC:** We also have a continued collaboration with the Office on Drugs and Crime (UNODC), based on successive Joint Action Plans. The OSCE and the UNODC cooperate on promoting international cooperation in criminal matters related to terrorism.
 - Joint organization of events: Conference on the Implementation of the Terrorist Bombings Convention (2012), and Regional Expert Workshop on Counter-terrorism Cooperation in the Mediterranean Basin (2013).
 - Co-operation in the organization of other events, most recently: in 2013 TNTD/ATU organized, in cooperation with the UNODC, six national roundtables on the implementation of preventive measures of the Terrorist Bombings Convention; co-operating in the organization of a regional training workshop on extradition and mutual legal assistance (Dushanbe, December 2013).

Co-operation with the UN in CT related issues will likely also be high up on the agenda of the incoming Swiss OSCE Chairmanship in Office when they host the 2014 OSCE CT Conference in Interlaken this coming April (28-29).

We also work closely with intergovernmental, regional and sub-regional partners, including the OSCE Members States from the European Union, the Council of Europe, the North Atlantic Treaty Organization (NATO), CIS-ATC, RATS-SCO, UNRCCA, INTERPOL and WCO.

The OSCE Secretariat, and in particular the **TNTD/ATU**, serves as the primary interface in this regard.

Perfect Match

As I mentioned in the introduction, the UN CTC and the OSCE are a perfect match in a sense that:

- The UN has a global mandate whereas the OSCE has a regional one;
- The UN provides a global CT Framework whereas the OSCE has adopted a regional strategy in support of the global CT Framework;
- The UN is a standard setter whereas the OSCE is a promoter of UN standards on a regional level;
- The UN is a global capacity facilitator whereas the OSCE is a specialized capacity builder with unique local knowledge. I will develop more on a later slide on OSCE CT activities.

Current picture of CT Collaboration

Before drawing some examples of where we are a match, let's look currently at the CT collaboration as implemented by multiple organizations that have multiple relations between one another. Most of the time, coordination happens at the implementation phase.

One Operational Framework for more Impact

Having evermore one Operational Framework would create much more impact in the implementation of the CT effort as it would kindle coordination from the very project conception hence allowing us to benefit from one another's comparative advantage. Such a Framework would promote a cohesive collaboration which donor countries have been consistently asking for in an era of resource constraints.

The Benefits

Therefore, we would maximize synergies both globally and locally. We would also reduce the cost of activities' implementation using one another's comparative advantage, for instance, OSCE Field Operations. And this would in turn prompt more donors to support our CT activities.

OSCE Chapter VIII

The OSCE recognizes that the United Nations Security Council bears primary responsibility for the maintenance of international peace and security. Thus, the United Nations is the OSCE's primary partner organization. In 1992, the participating States declared the OSCE (at that time CSCE) to be "a regional arrangement in the sense of Chapter VIII of the Charter of the United Nations." In 1993, a Framework for Co-operation and Co-ordination between the United Nations Secretariat and the CSCE was agreed upon, and in the same year the UN granted the CSCE observer status.¹

As you know even better than us, Chapter VIII of the UN Charter supports the role of regional organizations in international peace and security. Regional and sub-regional organizations enjoy the support of their members with whom they may have closer ties than to global institutions. They are also aware of problems of the States of their region and provide specificity about the political and economic situations.

As is often noted, the OSCE is the world's largest regional security arrangement operating under Chapter VIII of the United Nations Charter. Two weeks ago, the OSCE Secretary General H.E. Lamberto Zannier informed the UN Secretary-General H.E. Ban Ki Moon of his plans to hold a Security Day event in 2014 to look at how the potential of Chapter VIII regional organizations could be better utilized to enhance the effectiveness of the overall action of the international community to prevent conflict and promote peace and stability.

As OSCE Secretary General Wilhelm Höynck said 17 years ago: "This would contribute considerably to strengthening and streamlining the UN – a UN that will grow stronger by

¹ First paragraph of <http://www.osce.org/ec/43240>

concentrating on the global challenges and on those regional problems which cannot be solved regionally.”²

Operationalizing Chapter VIII

On our level, the operationalization of Chapter VIII would mean that:

- Early project co-ordination would become the standard;
- Thus, making the OSCE an “extension” of the UN while both organizations retain their own comparative advantage in line with their respective mandates;
- The end-goal being to provide tailored collaboration at the most local level by capitalizing on extensive OSCE assets on the ground/in the region.

Programmatic side

I would like to now illustrate more concretely our work with a number of on-going or planned projects and activities that enjoy the participation and support of UN CTED and/or within the framework of CTITF.

In the area of promoting the implementation of the international legal framework against terrorism and enhancing international legal co-operation in criminal matters related to terrorism: A key goal of the Organization is the promotion of the international legal anti-terror framework, such as the universal anti-terrorism instruments and the United Nations Security Council Resolutions. Together with other international organizations, our team organizes raising awareness activities and training on a national or regional basis to encourage States to ratify these instruments and implement them, for instance through proper criminalization of terrorist offences. The OSCE also helps participating States draft legislation and monitors the impact of anti-terrorism measures on human rights.

Given the frequently international nature of terrorism, it is often necessary that States co-operate across borders to successfully investigate terrorism-related crimes and prosecute the perpetrators. This can, however, prove to be difficult when legal systems differ and bilateral or multilateral agreements do not exist. The OSCE promotes a much broader use of the universal anti-terrorism conventions and protocols, and other international anti-terror

² Speech by the OSCE Secretary General Wilhelm Höynck at the Ninth Meeting of the International Security Forum in Tokyo, 12 February 1996. <http://www.osce.org/sg/36969>

legislation, to assist with extradition and mutual legal assistance between States. To foster this development, the Organization organizes international and regional events for law enforcement officials, prosecutors, and judges to build political will, further the exchange of good practices, and promote human rights in the fight against terrorism.

In the area of strengthening travel document security: Many terrorist and criminal activities involve forged documents. The OSCE assists participating States with enhancing the security of travel documents as well as their issuance processes in line with international standards as set out by International Civil Aviation Organization (ICAO) - a specialised UN agency that recently briefed the CTC. Efforts include upgrading technological security features of passports as well as securing those documents and processes that are used to vouch for the identity of an applicant during the application phase. Co-operation with ICAO has been particularly strong in these assistance areas in Central Asia (Uzbekistan, Tajikistan). In addition, the OSCE promotes effective border solutions that cut waiting times for travellers and at the same time give greater assurances to border control officers that travel documents are genuine. For instance, the OSCE promotes access to the ICAO Public Key Directory as a means to verify electronic data on passports (e.g. in Uzbekistan, Kyrgyzstan, Armenia, Moldova). Moreover, the organization affords access to INTERPOL databases allowing border control officials to determine whether someone is attempting to cross a border using a stolen or lost passport. In an effort to ensure document security across the OSCE region, activities are tailored to the host country and range from training courses, workshops to facilitating assessment visits.

In the area of countering violent extremism and radicalization that lead to terrorism, following a multidimensional approach: An increasingly important part of the OSCE's anti-terrorism activities focuses on violent extremism and radicalization that lead to terrorism. Working with government officials, counter-terrorism practitioners, researchers and civil society representatives, the organization holds regional and national expert meetings, seminars and workshops that focus on strategies, policies, and good practices to prevent and counter terrorist radicalization, while upholding human rights and the rule of law. These activities discuss requirements for proactive criminal justice measures as well as efforts to address conditions conducive to terrorism. They also look into community based preventive measures, including how youth and women can be engaged in countering this threat, and what role community policing can play.

In the area of countering the use of the internet for terrorist purposes: The Internet has become a strategic device for terrorists, used to identify, recruit and train new members; collect and transfer funds; organize terrorist acts; incite violence; and, increasingly, as a weapon for cyber-attacks. Complementing international efforts already existing in this field, the OSCE provides a platform for government experts, civil society and the business community to identify and share best practices and promote human rights aspects in the fight against terrorist use of the Internet. These expert meetings focus, among others, on legal, technical, and civic responses to the online terrorist threat; as well as relevant national and international good practices to counter online incitement to terrorism.

In the area of 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: The OSCE involves the private sector as much as possible in its anti-terrorism activities and promotes public-private partnerships in particular with regard to enhancing travel document security, protecting critical infrastructures against terrorist attacks, combating the use of the Internet for terrorist purposes, countering violent extremism and radicalization that lead to terrorism. Moreover, the OSCE works on supporting the prevention of abuse of non-profit organizations for the financing of terrorism.

In the area of countering the financing of terrorism: The Office of the Co-ordinator of OSCE Economic and Environmental Activities leads the organization's activities in support of the Financial Action Task Force Recommendations and works together with the United Nations to provide awareness raising and training on terrorism financing-related conventions and the UN Security Council Resolution regime. The Office of the Co-ordinator has assisted the OSCE participating States in drafting counter terrorism financing action plans, and has helped a number of countries in conducting money laundering and terrorism financing national risk assessments. To support countries in assessing the threat of terrorism financing and any vulnerabilities in their efforts to prevent terrorism financing, the Office of the Co-ordinator has developed a Handbook on Data Collection in support of Money Laundering and Terrorism Financing National Risk Assessments, which is publically available on our website.

Improving the security of international transportation and of other critical

infrastructure: The disruption or destruction of critical energy infrastructures would have a serious impact on the health, safety, security, and economic well-being of individuals and the world as a whole. As such, these infrastructures represent an attractive target for terrorists who seek to inflict not only physical but also economic or environmental damage.

Contributing to international efforts to counter this threat, the OSCE works with the public and private sector representatives, as well as experts, on strategies outlining how to protect non-nuclear critical energy networks from terrorist attacks, including those emanating from the use of the Internet by terrorists. At the same time, the OSCE encourages its participating States to implement the SAFE Framework of Standards to Secure and Facilitate Global Trade in order to enhance Container and Supply Chain Security.

Promoting and protecting human rights and fundamental freedoms in the context of

counter-terrorism measures: The OSCE Office for Democratic Institutions and Human Rights (ODIHR) assists our participating States in developing and implementing human rights-compliant anti-terrorism policies. In particular, ODIHR supports them in strengthening their law enforcement capacities to respect fundamental human rights. ODIHR also provides advice and analysis on key human rights issues in the anti-terrorism context, and assists OSCE participating States, upon request, in drafting and strengthening existing anti-terrorism legislation in line with international human rights standards and practices.

The OSCE participating States have pledged to fully respect international law and human rights standards when preventing and countering terrorism. They have reaffirmed on a number of occasions (and in the mentioned Consolidated CT Framework once again) that the struggle against terrorism is not a war against religions, nations or people, and that anti-terrorist action is not aimed against any religion, nation or people. They have also recognized the crucial role played by civil society in anti-terrorism efforts and are committed to solidarity with victims of terrorism, to support them.

In the field of non-proliferation and terrorism: The OSCE Secretariat together with the UN 1540 Committee and other partners has been since 2010 assisting ten of its participating States with the development of national action plans and strategies to implement UN Security Council resolution 1540.

Conclusion:

In conclusion, I would like to say that our efforts are driven by the conviction that regional and sub-regional organizations are instrumental as force multipliers and delivery mechanisms for counter-terrorism assistance. Operationalizing Chapter VIII for the OSCE with the UN is a powerful way to enhance our impact globally as well as locally.

The OSCE strives to make a tangible contribution to the security of people by drawing on our comparative advantages, namely a comprehensive and co-operative approach to security, a unique geographical reach and multi-dimensional expertise, and to offer innovative, reliable and collaborative result-oriented assistance.

Through the examples on the slides I tried not only to give an account of our activities but also to identify the points where and in what could our programmes and projects interact. The OSCE's well-developed network of field operations in the Balkans, Eastern Europe, the Caucasus and Central Asia can play an important, supportive role in the implementation of our strategic goals in countering terrorism.

Finding the way and means of reinforcing each other's efforts, adding capacities and expertise will make security stronger, cheaper and more sustainable.

I look forward to hearing your views on how we can better collaborate to enhance efforts to counter terrorism. I appreciate your time. Thank you!!