

Vienna, 7 July 2016

Dear Colleagues,

We are pleased that the OSCE-wide Counter-Terrorism Conference in Berlin on 31 May - 1 June received positive response and we are thankful for the substantial attendance.

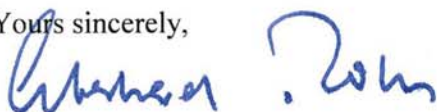
More than 350 participants from 55 OSCE participating States and OSCE Partners for Co-operation, including Deputy Foreign Ministers, Secretaries of State, Counter-Terrorism Coordinators, experts from 18 international and regional organizations and more than 60 civil society organizations, academia and youth representatives discussed problems related to terrorist radicalization and the recruitment of young people, including women and girls.

We could discuss intensely our responses to counter foreign terrorist fighters, in particular preventive elements. The Conference highlighted as well gender-sensitive responses and the need to promote good governance and human rights as an integral part of a comprehensive VERLT strategy.

Discussions also clearly showed the relevance of the question how to prevent and prohibit foreign terrorist fighters from travelling into the OSCE area. The current state of affairs could be improved, for example, by sharing of advanced passenger information. This should pave the way to a Ministerial Council Decision and towards a project of the OSCE Secretariat, in collaboration with the International Air Transport Association (IATA), to support OSCE participating States. We would appreciate your support.

Please find attached the Chairmanship's perception paper of the conference. It compiles key-findings and reflects the strong shared willingness among participants to work together in preventing and countering terrorism and radicalization.

Yours sincerely,

A handwritten signature in blue ink, appearing to read 'Eberhard Pohl'.

Eberhard Pohl

Ambassador

Chairperson of the Permanent Council

To

All Heads of OSCE Missions

All Heads of Delegations of Partners for Co-operation

The Secretary General



Chairmanship's Perception Paper

Recommendations from the OSCE-wide Counter-Terrorism Conference on 'Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism'

Berlin, 31 May - 1 June 2016

This document reflects the German Chairmanship's perception of the non-binding recommendations advanced during the conference



SUMMARY

The 2016 OSCE-wide Counter-Terrorism Conference on *Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism* (VERLT) was convened by the German Chairmanship in Berlin on 31 May-1 June 2016. The two-day event, inaugurated by the German Federal Foreign and Interior Ministers and the OSCE Secretary General, gathered more than 300 participants from 55 OSCE participating States and OSCE Partners for Co-operation, including Deputy Foreign Ministers, Secretaries of State and Counter-Terrorism Coordinators. Also attending were members of 18 international and regional organizations, including various United Nations agencies, together with more than 60 civil society organizations, academia and youth representatives.

The conference built upon the Declarations adopted at the 2015 Belgrade OSCE Ministerial Council on *Reinforcing OSCE Efforts to Counter Terrorism in the Wake of Recent Terrorist Attacks* and on *Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism*, and contributed to discussions on the United Nations Plan of Action to Prevent Violent Extremism and its implementation in the OSCE region in support of the United Nations Global Counter-Terrorism Strategy.

During the conference, participants discussed the terrorist radicalization and recruitment of young women and girls and the need for gender sensitive responses; the need to promote good governance and human rights as an integral part of a comprehensive strategy to address the conditions conducive to terrorism in order to effectively prevent and counter VERLT; as well as the role youth and the need for youth-focused and youth-led initiatives to prevent and counter VERLT, including with regard to rehabilitation and reintegration of suspected or convicted terrorist offenders.

In addition to four plenary sessions, six side-events were organized on related topics by Austria in its capacity as the Chair of the OSCE Mediterranean Contact Group, Spain, the United States of America, as well as OSCE Field Operations, the Council of Europe (CoE) and civil society organizations. During the conference, the OSCE Secretary General also launched a drawing competition, under the umbrella of the OSCE United in Countering Violent Extremism (#UnitedCVE) campaign, calling young designers and artists to challenge the binary, black and white thinking that often underpins violent extremist narratives.

As the world's largest regional security arrangement under Chapter VIII of the UN Charter, the OSCE, with its multi-dimensional approach to security, its specialized executive structures and its network of field operations, was recognized as an important regional actor and partner in preventing and countering VERLT. Participating States were encouraged to make more and better use of their Organization in this regard.

Considering the cross-border movements of foreign terrorist fighters and the need to increase capacity to prevent and interdict their travel, the German Chairmanship invited a speaker from the International Air Transport Association (IATA) to present on Advance Passenger Information (API) systems in line with Annex 9 of the International Civil Aviation Organisation (ICAO) Chicago Convention. The conference recommended that participating States consider the adoption of a decision on API, as a concrete and specific step to enhance

OSCE's support to the implementation of UN Security Council Resolution 2178, in co-operation with the UN, IATA, ICAO and INTERPOL.

Following the discussions at the conference, the German Chairmanship identified a number of specific non-binding recommendations outlined in the second part of this document. Overarching recommendations from the conference include:

To participating States and Partners for Co-operation:

- To strengthen their efforts to prevent and counter VERLT, including through international co-operation, while fully respecting international law, including human rights law, humanitarian law and refugee law;
- To develop and enhance their partnership with the private sector and with civil society stakeholders, including to promote tolerance, human rights and the rule of law, as this collaboration is instrumental in preventing and countering VERLT;
- To actively engage youth at all levels and from an early stage in preventing and countering VERLT, increasing their participation in and sense of belonging to society, as youth and also children are likely to be targeted by and exposed to terrorist propaganda;
- To advance the role of women and integrate gender aspects in efforts to prevent and counter VERLT, including for the design and delivery of human rights-compliant effective responses to the involvement of women in VERLT and the increasing number of young women and girls travelling to conflict areas affected by the foreign terrorist fighter phenomenon.

To OSCE executive structures:

- To explore the opportunity of establishing an online repository of information on good practices in specific areas such as community policing, countering the use of social media by violent extremists, or rehabilitation and reintegration of foreign terrorist fighters upon their return;
- To continue effectively integrate human rights and gender aspects in all OSCE projects and activities in the field of preventing and countering VERLT;
- To promote OSCE-wide research and promote a multi-dimensional understanding of the factors underlying VERLT among women and girls;
- To support concrete community-level projects in support of local development to address conditions conducive to terrorism;
- To facilitate more training and practical exercises for law enforcement officers in support of community engagement and co-operation with other public authorities and civil society;
- To organize training on human rights and the rule of law in preventing and countering VERLT for law enforcement officers and judicial officials;
- To continue to support OSCE Partners for Co-operation in their efforts to prevent and counter VERLT;
- To support global efforts in raising awareness of the requirements of Security Council Resolution 2178 (2014) on Advance Passenger Information.

Session 1 - Preventing and Countering VERLT – Exchange of Views on Recent International Trends and National Developments in Response

This session provided an opportunity to exchange national experiences and perspectives on recent trends and measures, especially with regard to the OSCE Ministerial Council Declaration No. 4/15 on Preventing and Countering VERLT and the United Nations Plan of Action to Prevent Violent Extremism.

The recommendations and summary of discussions to OSCE participating States and Partners for Co-operation as perceived by the Chairmanship include:

1. To uphold human rights, fundamental freedoms and the rule of law at all times while preventing and countering VERLT, and to ensure that the criminal justice response to VERLT and terrorism is effectively supplemented by preventive measures;
2. To plan strategic efforts and measures that address the whole life-cycle of terrorist radicalization, from prevention to reintegration, and consider drawing on the good practices and toolkits currently under development within the Global Counter-Terrorism Forum;
3. To develop a holistic and multifaceted approach to preventing and countering VERLT, addressing all the conditions conducive to terrorism, including marginalization, poverty, unemployment, discrimination, disenfranchisement, and human rights violations, in order to effectively prevent VERLT and terrorism in the medium to long term;
4. To promote good governance, tolerance, non-discrimination, interfaith dialogue;
5. To counter the appeal of extremist messages and identify good practices for effective counter narrative strategies;
6. To implement community-policing approaches to prevent terrorism and counter VERLT in partnership with the public;
7. To further analyze how to prevent and counter the use of the Internet for terrorist purposes while upholding international human rights standards including freedom of expression and the media, recognizing that bolstering the positive use the Internet and social media is critical to building pluralistic and democratic societies that are resilient to VERLT;
8. To partner with a variety of stakeholders, including civil society, religious groups and local communities, with the aim to enhance opportunities to recognize, and engage with individuals at risk of VERLT and develop tailored and human rights-compliant strategies, policies, and programmes that will reduce the appeal and spread of VERLT;
9. To strengthen inter-agency co-ordination at both national and local levels with the aim to exchange information and deliver context-relevant and effective preventive actions;
10. To develop and implement national Advance Passenger Information systems, in line with Annex 9 of the ICAO Chicago Convention;
11. To join or engage with, as appropriate, the Council of Europe's 24/7 Foreign Terrorist Fighters Network of Contact Points for real-time exchange of police information.

Session 2 - Preventing and Countering VERLT among Young Women

This session focused on national experiences to integrate gender in the context of preventing and countering VERLT, and was also intended to identify ways in which the lessons learned can be translated into concrete progress building on the Belgrade Ministerial outcomes.

The recommendations and summary of discussions to OSCE participating States and Partners for Co-operation as perceived by the Chairmanship include:

1. To look at VERLT as a gendered phenomenon and translate the experience of women and girls as victims or agents of VERLT into effective preventive measures and responses, such as personal testimonies as part of awareness-raising and counter-narrative efforts;
2. To further promote women's roles in preventing and countering VERLT on an equal footing with men, based on UN Security Council resolutions 1325 (2000) and 2242 (2015) on women, peace and security;
3. To systematically include women in the security sector, including in policing, to better address the gender aspects of VERLT and to ensure effective engagement with all the population in preventing and countering VERLT, including women and girls;
4. To acknowledge the role of women's participation in public life and their socio-economic empowerment in preventing and countering VERLT; to enable women to find means of supporting their families, as caretakers and breadwinners, including by setting up small and medium-sized enterprises;
5. To enhance and support co-operation and networking between the public and private sectors in efforts to prevent and counter the spread of VERLT among young women and girls;
6. To identify and address the broad range of factors conducive to the spread of VERLT among women and VERLT, in particular those that may be gender specific in terms of discrimination, marginalization and disenfranchisement;
7. To encourage research to better understand the "push and pull" factors at play in the terrorist radicalization of young women and girls, their motivations to join terrorist groups, and patterns in their recruitment, including online;
8. To reach out to and support women activists, women's organizations and organizations working with women and girls, both secular and faith-based, which work at the grassroots level to prevent VERLT and/or that work directly with affected families;
9. To recognize the role of education in preventing and countering VERLT and to build educational hubs and networks to provide women with effective tools to engage in meaningful discussions with their children on terrorist radicalization and other risks to their safety;
10. To ensure access to education for girls, enable adult education among women and support their access to the job market, as instrumental in building their personal resilience to VERLT and that of their families and communities;
11. To highlight the importance of, and, as appropriate, provide resources to enable the access of women and girls to education about religions and beliefs so as to avoid situations where the Internet, which is often used to spread terrorist propaganda, is the only source of information about religions and beliefs;
12. To ensure that women's organizations and networks, especially small structures, have access to continuous support, including funding, and that this support is not contingent or limited to activities seen as having an immediate value for preventing or countering VERLT;

13. To encourage the media to give a voice to women affected by VERLT, and thus provide them with a platform through which they can contribute, on a voluntary basis, to awareness-raising and preventive efforts;
14. To adopt a do-no-harm policy in supporting and funding activities to prevent and counter VERLT, by ensuring that women and girls engaged or mobilized are not put at risk, and that organizations involved all unequivocally subscribe to universal human rights, including women's rights;
15. To develop, and implement on a case-by-case basis, in full respect of international human rights standards, reintegration programmes that can cater for the specific needs of women returning from conflict zones where terrorist groups are active as well as women previously involved in terrorism; particular attention should be paid to the specific challenges that women victims of sexual abuses might face in reintegrating society;
16. To ensure access to justice for victims of gender-based violence at the hands of terrorist groups;
17. To consider establishing or supporting hotlines for relatives including mothers and sisters, of foreign terrorist fighters and individuals at risk of VERLT;
18. To ensure that the definitions of terrorism and violent extremism related offences are in compliance with international law, including international human rights law.

Session 3 - The Role of Promoting Good Governance and Human Rights in Preventing and Countering VERLT

This session discussed ways to better integrate efforts to prevent and counter VERLT with efforts to promote human rights and good governance.

The recommendations and summary of discussions to OSCE participating States and Partners for Co-operation as perceived by the Chairmanship include:

1. To prevent and counter VERLT in full compliance with OSCE commitments and all obligations under international law, including international human rights law, international refugee law and international humanitarian law;
2. To place human rights and the rule of law at the very core of any strategy to counter VERLT and terrorism in order to strengthen its effectiveness and ensure that its implementation does not undermine its very purpose to protect and maintain democratic society;
3. To fully utilize the potential that the protection of human rights and good governance represents to address the conditions conducive to terrorism and to further strengthen the implementation of Pillars I and IV of the UN Global Counter-Terrorism Strategy;
4. To take all measures to counter VERLT in full respect of all human rights, and to ensure that any restriction is limited to non-absolute rights, is exceptional and temporary in nature pending the terrorist threat, and is implemented in full respect of the principles of legality, necessity, justification, proportionality and non-discrimination;
5. To create open, inclusive and equitable societies as the most meaningful strategy to prevent VERLT and terrorism, based on the respect for human rights, good governance, tolerance, characterized by a well-functioning justice system, social inclusion, enhanced access to economic, social and cultural rights, human rights

education as well as real and equal economic, social and political opportunities for all men and women;

6. To protect freedom of expression, both offline and online and to maintain an open space for all opinions to be expressed, as long as they do not incite to hatred as defined under international human rights law.
7. To ensure that emergency measures are subject to procedural safeguards and judicial oversight and effectively limited to the extent strictly required by the exigencies of the situation, including in duration, geographical coverage and material scope as defined in OSCE commitments and under international human rights law;
8. To engage, consult with and encourage a pluralist dialogue among various stakeholders such as civil society organizations, communities, religious representatives, minorities in the design, implementation and monitoring of all measures to prevent and counter VERLT while ensuring that their participation will not create risks for their own safety and capacities to operate;
9. To avoid securitizing the relationship between states and communities in any efforts to prevent and counter VERLT, by ensuring that engagement with the said communities is not limited to counter-terrorism but also addresses issues that may be of more immediate interest or acute concern to the communities, and that engagement with the said communities is not limited to police work but it is jointly delivered with other authorities;
10. To create an enabling space for civil society organizations to contribute to preventing and countering VERLT, including by addressing the very conditions conducive to terrorism, such as human rights violations and the lack of good governance;
11. To address all manifestation of terrorism and forms of violent extremism, and to acknowledge and address all the real and perceived grievances of both men and women, in particular youth;
12. To adopt a sound legal framework for measures to counter terrorism and VERLT, in line with the principle of legality requiring clear, precise and foreseeable laws;
13. To end the use of overly vague and broad definitions of extremism and to adopt precise definitions in law and practice of such concepts in order to prevent any abuse aimed at targeting specific groups and dissenting voices;
14. To reform the use of vague language in international instruments, including the EU Draft Directive on Combating Terrorism and the UN Security Council resolution 2178 (2014);
15. To establish effective, democratic and independent internal and external oversight mechanism, to conduct transparent and independent investigations into all practices by state's agents (including police and intelligence agencies), including when committed abroad and to ensure accountability for human rights violations;
16. To continue building the capacity of law enforcement and criminal justice officers to uphold human rights and the rule of law when preventing and countering VERLT and terrorism, for instance by instituting mandatory human rights and anti-bias training.

Session 4 - The Role of Youth in Preventing and Countering VERLT, with a Special Focus on the Return of Suspected Foreign Terrorist Fighters

This session aimed at discussing concrete experiences of youth-led and/or youth-focused initiatives to prevent and counter VERLT. In this context, some focus was placed on reintegration and rehabilitation efforts to address the return of suspected foreign terrorist fighters.

The recommendations and summary of discussions to OSCE participating States and Partners for Co-operation as perceived by the Chairmanship include:

1. To enhance the exchange of information, lessons learnt and good practices on how to effectively reach out and engage with youth in the context of countering and preventing VERLT, including with hard-to-reach youth that may be at risk of VERLT;
2. To change paradigm and work with youth as part of the solution in preventing and countering VERLT, rather than as part of the problem, and to empower youth as credible voices and agents of positive changes who can develop and promote very powerful messages of tolerance and help address grievances among their peers and communities;
3. To identify and address the barriers to effective youth participation in efforts to prevent and counter VERLT, including fear, lack of information and communication, stereotyping and experiences of discrimination;
4. To address the trust gap between youth and public authorities by seeking genuine dialogue with and participation of young people on issues that are of most immediate and acute concern to them; VERLT may not be the best entry point to develop an engagement with youth that is effective and not securitized;
5. To recognize and support the critical role of parents, youth workers, teachers and civil society, including youth organizations and religious leaders, in preventing the spread of VERLT among youth and children, including through the development and delivery of specific preventive actions at the local levels;
6. To ensure that efforts to prevent and counter the spread of VERLT among youth take place both online and offline, in a complementary way, and that online work is not overly prioritized at the expense of face-to-face interactions;
7. To treat youth with dignity according to their age and maturity and to uphold the rights and specific needs of youth and children at all times, especially in the context of juvenile criminal justice when they are suspected or found to have committed terrorism-related offences;
8. To take a differentiated approach when referring to youth and children, depending on more specific age categories;
9. To avoid separating youth according to faith, ethnicity, gender or socio-economic background and to ensure that efforts to prevent and counter VERLT are based on, and promote inclusion and pluralism, such as interfaith or interethnic youth camps;
10. To ensure that youth have opportunities to express themselves and to be genuinely heard, including through safe spaces that are neither led nor controlled by public authorities in which they can air their grievances and reflect on how to address them through non-violent means;
11. To recognize the vital role of formal and informal education in building skills such as critical thinking and conflict prevention, enabling youth to be more prepared for

- dealing with uncertainty, frustrations, and equipping them to recognize and reject violent extremist and intolerance narratives both online and offline;
12. To address the full life-cycle of terrorist radicalization from prevention to rehabilitation and reintegration;
 13. To develop effective policies and programmes for rehabilitation and reintegration inside and outside the penitentiary system; such programmes are most effective when they follow an individual case management approach and when they are supported with a broad range of expertise, including trusted religious experts;
 14. To consider working with “formers”, namely repented individuals once involved in VERLT, while assessing on a case-by-case basis whether and how they can contribute to prevention efforts; there may be risks to mitigate, including the risk that some formers might still hold views that are inimical to universal human rights.