I. OSCE STRATEGY TO ADDRESS THREATS TO SECURITY AND STABILITY IN THE TWENTY-FIRST CENTURY

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1.   The evolving security environment in the early twenty-first century creates new challenges for all, including for the OSCE. The OSCE will meet such challenges on the basis of important strengths, namely its broad membership, from North America to Europe and parts of Asia, and its multidimensional concept of common, comprehensive, co-operative and indivisible security. The Organization remains committed to a free, democratic and more integrated OSCE area without dividing lines.

2.   Respect for and compliance with international law and the principles of the Charter of the United Nations remain central to efforts to prevent and combat threats to stability and security. The United Nations Security Council bears primary responsibility for the maintenance of international peace and security and continues to play a crucial role in contributing to security and stability in the OSCE region. Compliance with OSCE norms, principles and commitments, from the Helsinki Final Act onwards, is an integral part of this framework. This Strategy aims to contribute to a more cohesive and effective international system for responding to global threats and challenges.

Threats to security and stability in the twenty-first century

3.   The OSCE was instrumental in paving the way for security and stability across the OSCE region towards the end of the twentieth century, and has contributed to important democratic transformation in the OSCE area. Co-operation has now replaced previous confrontation. Threats to security and stability in the OSCE region are today more likely to arise as negative, destabilizing consequences of developments that cut across the politico-military, economic and environmental and human dimensions, than from any major armed conflict. At the same time, unresolved conflicts still exist in the OSCE area that continue to be of deep concern. The search for negotiated solutions to these must remain an urgent matter.

4.   Respect for human rights and fundamental freedoms, democracy and the rule of law is at the core of the OSCE's comprehensive concept of security. Strong democratic institutions and the rule of law play an important role in preventing threats from arising. Weak governance, and a failure by States to secure adequate and functioning democratic institutions that can promote stability, may in themselves constitute a breeding ground for a range of threats. Equally, systematic violations of human rights and fundamental freedoms, including the rights of persons belonging to national minorities, can give rise to a wide range of potential threats.

5.   Socio-economic and environmental factors may affect security and stability as well. Globalization, liberalization and technological change offer new opportunities for trade, growth and development, but have not benefited all participating States equally, thus contributing in some cases to deepening economic disparities between as well as within States. The outcome of globalization depends on policy choices adopted by governments and international institutions and on the responses of the private sector and civil society. Environmental degradation is also of growing concern. Demographic factors and widespread degradation of health are other potential challenges to security.

6.   Lack of openness and transparency in politico-military matters can have serious negative consequences. Failure to comply in a full and timely manner with existing arms control, disarmament, non-proliferation and confidence- and security-building agreements and instruments may further affect common security significantly.

7.   Threats may also arise from the actions of terrorists and other criminal groups. Terrorist acts in recent years have fully borne out the growing challenge of such threats and the priority that must be given to preventing and combating them. Furthermore, threats often do not arise from within a single State, but are transnational in character. They affect the security of all States in the OSCE area and the stability of our societies. At the same time, the OSCE region is increasingly exposed to threats originating outside it, and developments within our own region may similarly have consequences for adjacent areas.

8.   Against this background, it is clear that the OSCE's comprehensive approach to security, covering the politico-military, economic and environmental and human dimensions retains its full validity and should be maintained and further strengthened. Our analysis of the pattern of threats has highlighted a range of issues within this framework on which we need to focus particular attention as part of our efforts to reinforce our response.

9.   Threats emerging from **inter-State and intra-State conflicts** remain the broadest category of threat to participating States and to individuals. Such conflicts, wherever they take place, may also pose a risk to neighbouring areas and may give rise to instability and other types of threats, such as terrorism, proliferation of weapons of mass destruction, excessive and destabilizing accumulation and uncontrolled spread of small arms and light weapons (SALW), human rights violations, mass expulsion, deterioration of the socio-economic situation, and illegal migration. Non-compliance with international law and with OSCE norms and principles, as well as a range of factors within the politico-military, economic and environmental and human dimensions lie behind the immediate causes of violent conflict.

10.   **Terrorism** is one of the most important causes of instability in the current security environment. It seeks to undermine the very values that unite the participating States in the OSCE area. Terrorism will remain a key challenge to peace and stability and to State power, particularly through its ability to use asymmetric methods to bypass traditional security and defence systems. There is no justification for terrorism whatsoever. At the same time, terrorism requires a global approach, addressing its manifestations as well as the social, economic and political context in which it occurs.

11.   Globalization and technological advances have increased the scope and extent of the threat that **organized crime** constitutes. Moreover, organized crime often runs parallel with terrorism, regarding both actors and methods. Smuggling of migrants and trafficking in human beings, illicit traffic in narcotic drugs, in small arms and light weapons as well as in sensitive materials and technologies, are other criminal activities that may pose a threat to stability and security, both inside and outside the OSCE area. Open borders and free movement of persons and goods are beneficial to international co-operation, but also present growing challenges, including illegal migration.

12.   Practices related to **discrimination and intolerance** both threaten the security of individuals and may give rise to wider-scale conflict and violence. They can have their root in issues such as ethnic and religious tensions, aggressive nationalism, chauvinism and

xenophobia, and may also stem from racism, anti-Semitism and violent extremism, as well as lack of respect for the rights of persons belonging to national minorities.

13.   The mobility of migrant populations and the emergence of societies with many coexisting cultures in all parts of the OSCE region present growing opportunities as well as challenges. Failure to integrate societies and failure also by everyone who resides in them to respect the rights of all can undermine stability.

14.   Deepening economic and social disparities, lack of rule of law, weak governance in public and corporate spheres, corruption, widespread poverty and high unemployment are among the **economic** factors, which threaten stability and security. They can provide a breeding ground for other major threats. **Environmental** degradation, unsustainable use of natural resources, mismanagement of wastes and pollution affect ecological systems and have a substantial negative impact on the health, welfare, stability and security of States. Ecological disasters may also have such effects. Problems of governance connected to these factors have a direct undermining effect and at the same time reduce the capacity to ensure sustainable economic and social development as well as to effectively address economic and environmental challenges and threats to security and stability.

15.   Many of the **threats of a politico-military nature**, including those addressed by existing OSCE documents, such as destabilizing accumulations of conventional weaponry, illicit transfers of arms, and the proliferation of weapons of mass destruction, remain of great concern to the OSCE participating States. Among the threats that have either changed in nature or impact or are new altogether, armed threats posed by terrorists and other criminal groups require particular attention. Equally, attention should be given to potential challenges stemming from the changing character of armed conflicts.

16.   In a changing security environment, threats are evolving, and not all threats will be foreseeable. The OSCE framework for permanent political dialogue, and in particular the Annual Security Review Conference (ASRC), will help to identify, analyse and react to new threats as they emerge.

The OSCE response

17.   The OSCE response will be multidimensional and will not occur in a vacuum. The Organization will build on its unique strengths, expertise and capabilities and provide an effective framework for co-operation with other international actors in order to address threats in a co-ordinated and complementary way, which avoids duplication and maintains focus. The Charter for European Security and its Platform for Co-operative Security was adopted in Istanbul in 1999 in order to strengthen security and stability in the region and improve operational capabilities in a transformation of the OSCE to meet unprecedented challenges. It remains fully valid.

18.   The prime responsibility for providing security for their citizens lies with individual participating States. The participating States are accountable to their citizens and responsible to each other for implementation of their OSCE commitments. The OSCE stands ready to offer assistance and advice as well as to foster co-operation between participating States towards this end. Co-operation between participating States in the spirit of solidarity, partnership and transparency is basic to security in the OSCE area and should reflect mutual interest and respect. Each participating State has an equal right to security.

19.   The OSCE is a forum for political and security dialogue, for setting consensually based, politically binding norms and principles and for promoting their implementation. The Permanent Council and the Forum for Security Co-operation, within its competencies and mandate, are central to this role. It will be further strengthened and the process of political consultation and transparency within the Organization enhanced. The dialogue and the norms and standards that underpin it are directed towards preventing threats from arising. They also encourage the development of democratic institutions and of inclusive societies, able to deal more effectively and co-operatively with emerging threats.

20.   The OSCE will continue to be an active player across its region, using its institutions — the Office for Democratic Institutions and Human Rights (ODIHR), the High Commissioner on National Minorities (HCNM), and the Representative on Freedom of the Media (RFM) — its field operations and its Secretariat to the full. They are important instruments in assisting all participating States to implement their commitments, including respect for human rights, democracy and the rule of law. In all relevant activities, possibilities for strengthening co-operation with the Parliamentary Assembly, and through it, national parliaments will be actively pursued.

21.   Recognizing the significant contributions of the institutions and field operations in putting into practice the goals and principles of the Organization, the OSCE is considering ways of further improving the functioning and effectiveness of field operations and developing new tools if necessary.

22.   The overall capacity of OSCE to identify, analyse and take co-ordinated action in response to threats needs to be further consolidated. More attention should be paid to the early warning functions in the Secretariat, institutions and field operations, and follow-up to early warning should be strengthened. Special mechanisms for early warning and peaceful settlement of conflicts as well as the tool of rapid expert assistance and co-operation teams, REACT, continue to be at the disposal of the OSCE. The early warning and conflict prevention activities of the OSCE Parliamentary Assembly represent a valuable contribution to these efforts.

23.   As threats originating or evolving in adjacent regions are of increasing importance, the OSCE will intensify its co-operation with its Mediterranean and Asian Partners for Co-operation, by early identification of areas of common interest and concern and possibilities for further co-ordinated action. We will encourage them to voluntarily implement the principles and commitments of the OSCE and will co-operate with them in this as appropriate. As a first step towards increased dialogue, we will invite all our Partners for Co-operation to participate on a more frequent basis as observers in Permanent Council and Forum for Security Co-operation meetings. The OSCE will also consider ways in which OSCE norms, principles, commitments and values could be shared with other regions, in particular neighbouring areas. Contacts with organizations in those areas will be further developed.

Addressing inter-State and intra-State conflicts

24.   As a regional arrangement under Chapter VIII of the Charter of the United Nations, the OSCE is a key instrument for early warning, conflict prevention, crisis management and post-conflict rehabilitation in its region. Security and peace must be enhanced through an

approach which combines two elements: building confidence among people within States and strengthening co-operation between States.

25.   The OSCE has proven its ability to react quickly to emerging conflicts through its extensive set of instruments, set out in the Charter for European Security and other OSCE documents and decisions. They range from all forms of political consultations to special representatives, expert and fact-finding missions and field operations. At the same time, increasing confidence and security through the OSCE's politico-military instruments remains a permanent aim of the Organization. The OSCE Court of Conciliation and Arbitration is one of the instruments for resolving disagreements peacefully. We will seek to raise awareness of the services that the Court can provide.

26.   The OSCE promotes negotiated solutions to conflicts and will redouble its efforts to further such solutions based on norms and principles of international law and agreed OSCE documents. On a case-by-case basis and to help maintain peace and stability, the OSCE can decide to play, on the basis of existing documents, a role in peacekeeping, which constitutes an important operational element of the overall capability of the Organization.

27.   Conflict prevention and post-conflict rehabilitation involve substantial efforts by the Organization in close co-operation with participating States in order to promote and assist in building democratic institutions and the rule of law, *inter alia*, by supporting capacity building and helping to strengthen authorities at all levels and parliamentary structures, independent judiciaries and free civil societies and media.

Addressing terrorism and threats arising from other criminal activities

Terrorism

28.   UN conventions and protocols as well as UN Security Council resolutions constitute the global legal framework for combating terrorism. In support of this, the OSCE has through decisions in 2001 and 2002 established a structure for comprehensive action by participating States and the Organization to address, as a main priority, the threat of terrorism, its manifestations and conditions that may foster and sustain it. An operational part of this framework is the Action against Terrorism Unit in the OSCE Secretariat.

29.   OSCE counter-terrorism activities focus, *inter alia*, on border security and management, policing, the combating of trafficking and suppression of terrorist financing. Special attention will be given to capacity building and other assistance in the sphere of counter-terrorism. The important challenge of implementing effective measures against terrorism in full accordance with the rule of law and international law, including human rights law, is also addressed. Such measures include denying safe havens to terrorists and eliminating conditions in which terrorists may recruit and gain support. They also aim at preventing terrorists from increasing their capabilities, including by preventing terrorists from gaining access to SALW and other conventional weapons as well as WMD and associated technologies. Close interaction with other relevant international organizations and bodies, in particular the UN Security Council Counter-Terrorism Committee (UN CTC) and the UN Office on Drugs and Crimes (UNODC), is sought through joint meetings, contacts at all levels and specific programmes and projects.

30.   The OSCE has also decided to establish a Counter-Terrorism Network to promote the strengthening of co-ordination of counter-terrorism measures and information sharing between OSCE participating States and to support and supplement the work of the UN CTC in implementing Security Council resolution 1373.

<u>Threats arising from other criminal activities</u>

31.   The OSCE will step up its work to combat organized crime. Regular meetings of police experts from OSCE participating States and representatives of other relevant specialized international and regional organizations would constitute an important contribution in this respect. In particular, the OSCE will further increase its attention to the growing threat of trafficking. An OSCE Action Plan on Trafficking in Human Beings has been adopted. The OSCE Document on SALW remains a key instrument for combating trafficking in and proliferation of SALW in all its aspects. Its implementation will be further strengthened. The OSCE will continue the collaborative efforts already underway with the UNODC to address the issue of illicit traffic in narcotic drugs. An effective and comprehensive international approach to dealing with this issue needs to be developed.

32.   The Strategic Police Matters Unit was set up to improve the capacity of participating States to address threats posed by criminal activity and to assist them in upholding the rule of law. The aim is to enhance key policing skills, including respect for human rights and fundamental freedoms. The OSCE will, at the request of participating States, increase its focus on assistance to authorities, including at the local level, on fighting crime and criminal networks and will define and develop core competencies for police activities such as training and capacity-building activities.

33.   The OSCE will intensify its efforts to address such issues as smuggling of migrants and illegal migration.

34.   A comprehensive and multidisciplinary approach is required to effectively prevent and combat corruption in all its forms. The OSCE, in close co-ordination with the UNODC and other relevant international organizations and financial institutions, will contribute to reducing corruption across the OSCE region.

35.   Threats of terrorism and organized crime are often interlinked, and synergetic approaches to deal with them will be further explored. Cross-border movement of persons, resources and weapons as well as trafficking for the purpose of financing and providing logistic support play an increasing role for terrorist activities. The OSCE is committed to addressing these problems and to strengthening its capacities to promote open and secure borders, *inter alia*, through the elaboration of an OSCE Border Security and Management Concept in order to enhance capacity building and mutually beneficial inter-State co-operation.

Addressing threats related to discrimination and intolerance

36.   Discrimination and intolerance are among the factors that can provoke conflicts, which undermine security and stability. Based on its human dimension commitments, the OSCE strives to promote conditions throughout its region in which all can fully enjoy their human rights and fundamental freedoms under the protection of effective democratic institutions, due judicial process and the rule of law. This includes secure environments and

institutions for peaceful debate and expression of interests by all individuals and groups of society. Civil society has an important role to play in this regard, and the OSCE will continue to support and help strengthen civil society organizations.

37.   The participating States, the OSCE bodies and institutions, the Secretariat and many OSCE field operations are engaged in activities directed against threats related to discrimination and intolerance, including those deriving from religious and ethnic tensions combined with violent extremism. They also perform a significant early warning function. The annual Human Dimension Implementation Meeting and other events within the human dimension provide opportunities to discuss threats related to discrimination and intolerance and to make recommendations on possible actions to address these threats. While fully respecting freedom of expression, the OSCE will strive to combat hate crime which can be fuelled by racist, xenophobic and anti-Semitic propaganda on the Internet.

38.   The participating States and OSCE bodies and institutions are committed to stepping up their efforts to counter threats arising from discrimination and intolerance. Harmonious relations between ethnic, religious, linguistic and other groups and the rights of persons belonging to national minorities will be actively promoted, as will equal opportunities for women and men. Violence, intolerance, extremism and discrimination against these groups, including migrant workers, asylum seekers and other immigrants, must be counteracted and persons responsible for such actions held accountable. At the same time, the respect of persons belonging to such groups for the rule of law, democratic values and individual freedoms is essential.

39.   In this context, the OSCE recognizes the particular difficulties faced by Roma and Sinti and the need to undertake effective measures in order to eradicate discrimination against them and to achieve equality of opportunity, consistent with OSCE commitments. Therefore, the OSCE has adopted an Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area.

40.   The OSCE's efforts will in particular be targeted at the younger generation in order to build up their understanding of the need for tolerance and the importance of reconciliation and peaceful coexistence. Their outlook and perspective on the future are key. Where appropriate, the OSCE will therefore take on a stronger role in the field of education. An area such as human rights education would deserve particular attention.

41.   Full use will be made of ODIHR's monitoring capacity, and operational co-operation with other monitoring bodies in such areas as data collection, information sharing and joint analysis will be promoted in order to have the fullest picture of developments. This will enable the OSCE to efficiently target work towards areas of highest priority.

Addressing threats related to the economy and the environment

42.   The OSCE's response to economic and environmental challenges and threats to security is laid down in a new Strategy Document for the Economic and Environmental Dimension. It encourages further development of co-operation among participating States in various areas, action and policies aimed at strengthening good governance at all levels, ensuring sustainable development in all its aspects, and protecting the environment. In its response, the OSCE will take fully into account the activities of other international organizations and institutions, in

accordance with the Platform for Co-operative Security, with a view to adding value and seeking synergies.

43.   To help carry out these tasks, the role of the OSCE will be strengthened by enhancing the dialogue among participating States on economic and environmental issues. The OSCE will also improve the process of review of implementation of commitments and strengthen its capacity both to provide advice and assistance and to mobilize and facilitate deployment of expertise and resources of other international organizations.

Addressing specific threats of a politico-military nature

44.   The OSCE has played an important facilitating role in ensuring that threats arising from continued concentration of significant military forces and military capabilities in Europe have been reduced to low levels. Existing OSCE documents and instruments adopted within the politico-military dimension reflect a strategic security environment, which has evolved considerably. Their relevance and validity for addressing and managing longer-standing and traditional inter-State threats, including military factors and fighting power that remain significant for the strategic security environment of today and tomorrow, are not diminished. The importance of these instruments for conflict prevention and confidence building is clear. Their implementation by the participating States continues to be essential.

45.   The OSCE area, however, also faces a number of threats in the politico-military dimension that are either new or have changed in nature or impact. This requires a double-track response in line with paragraph 28 of the Charter for European Security, notably that full implementation, timely adaptation and, when required, further development of arms control agreements and CSBMs are key contributions to our political and military stability. The effectiveness of existing documents will be improved and enhanced where needed, and additional or new tools will be developed where this proves necessary.

46.   The OSCE has played an active role in issues of non-proliferation, export and transfer control. There is room for enhancement as far as illicit conventional arms transfers and transfers of small arms and light weapons are concerned, building on, *inter alia*, the OSCE Document on SALW. The Forum for Security Co-operation (FSC) has begun to develop a structured dialogue on non-proliferation. Together with a voluntary exchange of information on national initiatives to prevent proliferation of weapons of mass destruction, this could constitute a valuable contribution to general transparency and security.

47.   The OSCE is using all the tools at its disposal to address proliferation of man-portable air defence systems (MANPADS), including those provided for in the OSCE Document on SALW. As a first step, the FSC is promoting the application of effective and comprehensive export controls in respect of MANPADS, as well as encouraging States to seek assistance in destroying excess MANPADS and ensuring the security and integrity of national stockpiles to guard against theft or illicit transfer.

48.   Eliminating security risks from arms and material stockpiles within the OSCE area is another challenge at hand. The OSCE is engaged in addressing the risks arising from surplus stockpiles of conventional ammunition and explosives. This goes hand in hand with projects to eliminate or better manage small arms inventories. OSCE field operations, if tasked, may play a co-ordinating role in such projects to ensure the most effective use of resources.

49.   The Conventional Armed Forces in Europe Treaty (CFE) regime continues to make a significant contribution to security and stability as a cornerstone of the European security architecture. The Treaty on Open Skies is another important legal instrument that greatly contributes to openness and transparency.

50.   There may, however, be areas that are not yet dealt with properly by the wider security regime of arms control and CSBMs and where there is room for additional multilateral measures and steps to adequately address threats.

51.   One way of dealing with threats from outside the OSCE region is to seek possibilities for expanding the relevant principles, norms and measures contained in a number of OSCE politico-military documents to adjacent regions. The OSCE is particularly interested in encouraging its Partners for Co-operation and its Mediterranean Partners for Co-operation to take part in a number of existing information exchanges and other endeavours in the framework of the OSCE confidence- and security-building measures. Mutual early warning exchanges will be encouraged.

Co-operation with other international organizations and institutions

52.   No single State or organization can, on its own, meet the challenges facing us today. Co-ordination of the efforts of all relevant organizations is therefore essential. The OSCE's interaction with other organizations and institutions is based on the Platform for Co-operative Security. In it, participating States have pledged themselves to seek to develop political and operational coherence among all the bodies dealing with security, both in responding to specific threats and in formulating responses to new threats and challenges. In an evolving security situation, more needs to be done to attain that basic goal, drawing upon the strengths and advantages of each organization.

53.   Our co-operation with other organizations and institutions currently encompasses political dialogue, co-ordination, and structured co-operation on thematic or regional issues across the OSCE region, based on common values and objectives. It is important to intensify interaction at both the political and the working levels. Co-operation and co-ordination on practical matters and projects should be strengthened, both at headquarters and in the field. Contacts between envoys and special representatives should be encouraged, as should the development of shared strategies and joint fact-finding.

54.   The OSCE seeks to expand its relations with all organizations and institutions that are concerned with the promotion of comprehensive security within the OSCE area, and has established regular patterns of consultation at both the technical and the political levels with a number of them, *inter alia*, the UN, EU, NATO and the Council of Europe. The OSCE needs to remain flexible in order to be able to co-operate with different organizations as their capabilities and focus may change over time, with developments in perceptions of threat and organizational capacities.

55.   As a regional arrangement under Chapter VIII of the United Nations Charter, the OSCE is a forum for co-operation with sub-regional organizations in its area. It will continue to organize information-sharing and co-ordination meetings on specific topics with these organizations and institutions. Practical measures aimed at sharing relevant OSCE experience with other regional organizations should also continue. The OSCE will be ready to consider supporting initiatives and plans elaborated in other forums to improve co-operation in

combating threats, as it has done in giving support to the implementation of UN conventions against terrorism.

56.   The OSCE has developed strong substantive interaction with non-governmental organizations whose contributions to the overall efforts of the Organization remain significant. This interaction should be further strengthened.

57.   Such co-operation on issues across the whole spectrum of threats covered by the Strategy should be enhanced. More effort should be devoted to enhancing the functioning of the Platform for Co-operative Security in order to meet common threats more effectively and efficiently. To accomplish this, it will be proposed to establish a new ad-hoc consultative mechanism, in consultation with other international organizations and institutions, as part of the overall effort to jointly analyse and cope with threats. The OSCE offers this tool as a flexible framework for consultation by initiating contacts with relevant organizations and institutions as a specific threat arises or intensifies. More regular information-sharing meetings with interested organizations and institutions and the establishment of contact points would be other ways of further intensifying co-operation.

Conclusion

58.   In this Strategy, we have identified a number of threats to our common security and stability. We have given strategic directions to our activities aimed at preventing and combating these threats. The Permanent Council and the Forum for Security Co-operation together with the institutions, field operations and Secretariat are tasked to contribute to the implementation of and follow-up to the Strategy within their competencies and mandates. An efficient and effective response will require a cohesive and co-ordinated approach by all OSCE bodies and institutions. The Chairmanship-in-Office will be responsible on behalf of the Ministerial Council and the Permanent Council for the co-ordination of, and consultations on, the implementation of the Strategy. The ASRC will provide a regular opportunity to review the Strategy and its implementation and to identify and analyse threats and challenges as they emerge. Equally, it will be an occasion to initiate development of additional OSCE response measures and of the Strategy itself as necessary. Our response also needs to be integrated with those of other organizations and institutions. We will focus on areas and issues where the OSCE can make a real difference. We seek the contribution of a strengthened OSCE to meet the threats and challenges facing the whole OSCE area, and to improve human security, thereby making a difference in the life of the individual — the aim of all our efforts.