



RUSSIAN FEDERATION

April 2008

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NATIONAL POLICY

Russia believes that nowadays terrorism is one of the most serious threats to international peace and security. Moreover, according to Russia's assessments, this threat is not decreasing, despite the international community's active and increasingly coordinated and systematic efforts in different areas to counter this global scourge, as testified by the persistent violent terrorist attacks in various parts of the world.

One explanation for the perpetuation and aggravation of the terrorist threat may be that the international community has thus far not made sufficient efforts to counter terrorist ideologies. The particular strength of today's terrorist groups lies in the ideological dimension of their programmes and practices, and in their ability to effectively influence people, especially young people, with simplistic yet seemingly convincing radical slogans.

Moreover, terrorists continue to improve and strengthen their ideological and propagandistic tools and take advantage, in an aggressive and skilful way, of the inefficient co-operation and frequent lack of unity between states and social forces in confronting terrorist and extremist ideas. In particular, they benefit from the lack of coordinated and efficient strategies, both national and international, aimed at preventing the use of the mass media, the Internet, NGOs and charity funds for terrorist purposes.

International terrorist groups - primarily those which are part of Al-Qaida, those actually involved in its activities and even those only using its name - are successful in adapting themselves to the law enforcement and other measures taken by states; finding new ways to enhance their combat and organisational capabilities, recruit new supporters and improve their aggressive capacity. In almost all modern-day international and internal conflicts or major crises, terrorists specifically look for means to achieve their global criminal goals, promote heinous ideas and find yet another battlefield with a view to confronting the civilized world, destabilizing legitimate power, provoking

intolerance and chaos, and undermining the social and economic development of states and entire regions.

The Russian Federation was one of the first countries to face the contemporary and most dangerous forms of terrorism and has fallen victim to brutal terrorist attacks, particularly in the Russian North Caucasus.¹

Russia has learned a bitter lesson from the massive impact of international terrorism and has taken consistent and decisive measures to ensure its security. It will not tolerate anyone encroaching on the calm and dignified life which its citizens lead in an environment of liberty and democracy and it will continue to unite efficiently the state and people in the fight against the terrorist threat. Measures to

¹ On 4, 8, 13 and 16 September 1999, 293 people were killed and 510 wounded following the blowing up of apartments by terrorists in the cities of Buynaksk, Volgogradsk and Moscow.

On 6 February 2004, 47 people died in a terrorist attack in Moscow's Metro. On 9 May 2004, on Victory Day, sacred to Russia and all nations of the world, the President of the Chechen Republic, Ahmad Kadyrov, was assassinated by terrorists who tried to disrupt the political settlement process and social and economic revival of the Republic. On the night of 22 June 2004, terrorists launched a massive attack on Ingushetia. Dozens of people, including officers of the Republican Interior Ministry and civilians, were killed. The capital of the Chechen Republic, Grozny, was attacked on 21 August 2004. The explosions of 24 August 2004 on board two Russian passenger aircraft were also acts of terrorism (87 passengers and crew members died). On the evening of 31 August 2004 a suicide bomber activated an explosive device in the entrance to Moscow's Metro, killing 10 people and wounding dozens.

A tragedy broke out in the North Ossetian city of Beslan on 1-3 September 2004. A group of militants, including foreign nationals, took as hostages over one thousand pupils, their teachers and parents who had gathered for the ceremonial opening of a new academic year. Without any hesitation, the terrorists detonated explosive devices installed in the school premises, and cold-bloodedly shot the children who tried to escape (157 children and the same number of grown-ups died).

On 13 October 2005 terrorists, supported by a local terrorist underground group, attacked Nalchik; only the concerted and efficient actions of the Russian law enforcement structures prevented this insolent terrorist raid from having more serious consequences.

On 13 August 2007 an explosion took place that resulted in a passenger train crash going from Moscow to Saint Petersburg. A criminal case was initiated under Article 205 of the Criminal Code of the Russian Federation (terrorism). Suspects of the crime were detained. The investigation into this act of terrorism is still under way.

achieve these goals are taken on the basis of the Constitution and laws of the Russian Federation; and Russia, as before, will defend its legitimate interests in the world within the framework of international anti-terrorism co-operation, not through confrontation, but through equal dialogue, co-operation and partnership.

Intensive efforts by the central and local authorities of the Russian Federation were required to radically redress the terrorist threat in the Russian territory; to practically eliminate its sources in the North Caucasus; to return the Chechen Republic to the rule of law; and to create political stability and social and economic revival. Russia's considerable anti-terrorist experience is reflected in the new anti-terrorist legislation and regulations adopted in 2006.

LEGAL FRAMEWORK

Penal law

The Federal Law on Countering Terrorism of the Russian Federation took effect on 10 March 2006. It redefined the principles, terms, organisational and coordination arrangements for countering terrorist activities. Thus, for the first time, terrorism was defined as a multifaceted phenomenon, aimed at achieving the political goals of individuals or groups by violent and criminal means. The wording in the law reads as follows: "terrorism is an ideology of violence and a practice affecting the way decisions are made by national and local authorities or international organisations, related to intimidation of the population and (or) to other illegal violent acts".

Russia attaches particular importance to this wording, which underlines that terrorism is both an illegal violent practice and a theory.

The term *countering terrorism* is defined more clearly in the law, which stipulates that this activity has three main dimensions: prevention of terrorism; the fight against terrorism; and the mitigation and management of its consequences. Prevention implies the elimination of conditions giving rise to terrorism and allowing terrorist acts, and the fight against terrorism represents a set of measures aimed at not allowing and suppressing specified terrorist acts.

Under the new law the term "terrorist activities" includes such important elements as incitement to terrorist acts, distribution of information or materials calling for terrorist activities and the justification of the need to carry out such activities.

For the first time a specific legal mechanism is provided for in the law allowing the armed forces of the Russian Federation to be engaged in the suppression of terrorist acts, including beyond the territory of the country. It is stipulated in this regard that the President of the Russian Federation is entitled to make a decision to use the special security forces against terrorists and/or their bases located beyond the territory of the Russian Federation to eliminate any threat to the security of the Russian Federation.

In principle, the law provides for the use of more rigid measures to suppress terrorist activities involving air, water or sea transport.

Based on Russia's practical experience, the law reviews the concept of counter-terrorist operations (CTOs), and clearly specifies the personal responsibilities of officials for making decisions related to suppression of terrorist acts.

The law introduces a legal regime governing counter-terrorist operations which, *inter alia*, allows for the removal of citizens from certain areas, the introduction of controls over telephone conversations, the suspension of communication services for natural and legal persons, the temporary evacuation of people, and the introduction of quarantine.

For the first time in the acting legislation of Russia, it is provided that financial rewards may be offered to persons assisting the law-enforcement bodies of the Russian Federation in the fight against terrorism.

In order to effectively implement the provisions of the new Law on Countering Terrorism a number of additional regulations were adopted. In particular the following decrees of the Government of the Russian Federation: No. 662 of 11 November 2006, on Financial Sources used to Provide Financial Rewards for Assistance IN Combating Terrorism; No. 6 of 12 January 2007, on Rules adopted to Provide Rehabilitation for those affected by Terrorist Acts and those involved in Combating Terrorism; and No. 352 of 6 June 2007, on Measures to Implement the Federal Law on Countering Terrorism. The latter regulates the use of weapons and military equipment by the Armed forces of the Russian Federation to eliminate the threat of terrorist acts committed in the air, in inland waterways, in territorial seas, and on the continental shelf of the Russian Federation, to secure maritime navigation, including undersea navigation, and to suppress such terrorist acts. It also regulates the use of weapons, military equipment and special means by the Armed forces

of the Russian Federation when participating in counter-terrorist operations.

Other relevant legislation

To bring the Russian legislation into line with the recommendations of the Financial Action Task Force on Money Laundering (FATF), in 2007 the Russian Federation adopted the following:

- Federal Law of 12 April 2007 No. 51-ФЗ On amendments to Article 7 of the Federal Law "On countering legalisation (laundering) of criminal proceeds and financing of terrorism", which establishes a single legal framework regulating the activities of organisations that conduct operations with monetary funds or other assets;
- Federal Law of 28 November 2007 No. 275-ФЗ On amendments to Articles 5 and 7 of the Federal Law "On countering legalisation (laundering) of criminal proceeds and financing of terrorism" aimed at improving the legal framework for countering the legalisation of criminal proceeds and the financing of terrorism, including countering the laundering of the proceeds of corruption;
- Resolution of the Government of the Russian Federation of 3 November 2007 No. 743 "On amendments to some acts of the Government of the Russian Federation on countering legalisation (laundering) of criminal proceeds and financing of terrorism", which contains additions to the list of organisations that conduct operations with monetary funds or other assets and are obliged to submit information to the Russian Financial Monitoring Service.

Following an initiative by the National Anti-Terrorist Committee, in September 2006 the State Duma of the Federal Assembly of the Russian Federation adopted the Resolution "On amnesty of persons who committed crimes during counter-terrorist operations on the territories of the constituent entities of the Russian Federation within the Southern Federal District". 546 members of armed gangs took advantage of the amnesty to give up their unlawful activities and return to peaceful life. The following year, a further 174 persons surrendered after a propaganda campaign.

In order to establish a framework for the implementation of the provisions of the Federal Law "on Countering Terrorism", Rules on the Indemnification of Damage to Life and Health of Persons due to the Participation in the Fight against Terrorism were approved by Resolution No. 105 of the Government of the Russian Federation of 21 February 2008. Under Article 20 of the Federal Law "on Countering Terrorism", these persons include

military personnel, officers or specialists of federal executive authorities who conduct the fight against terrorism; persons who, on a permanent or temporary basis, assist the federal executive authorities in detecting, preventing, suppressing, solving and investigating terrorist acts and in minimizing their consequences; family members of the aforementioned persons if the need to ensure their protection is a result of the participation of the aforementioned persons in the fight against terrorism.

In conformity with the requirements of the Council of Europe Convention on the Prevention of Terrorism² and in order to improve the effectiveness and the consistency of the rule of law in preventing terrorism in the Russian Federation, the Federal Law on Amendments to Certain Legislative Acts of the Russian Federation connected with the Adoption of the Federal Law on Ratification of the Council of Europe Convention on the Prevention of Terrorism and of the Federal Law on Countering Terrorism (No. 153-F3 of 27 July 2006) introduced into the legislative acts of the Russian Federation a set of interrelated amendments concerning, in particular, the activities of the governmental authorities of the Russian Federation and of local self-government bodies in preventing terrorism, as well as criminal responsibility for various manifestations of terrorism.

In particular, the above-mentioned law introduced a number of amendments into the Criminal Code of the Russian Federation: the wording of Articles 205 (Terrorist Acts) and 205.1 (Assisting Terrorist Activities) was changed; a separate Article 205.2 (Public Appeals to Terrorist activities or Public Justification of Terrorism) was introduced. This Article criminalizes public appeals which would form a concept perceived by wide range of actors that conducting terrorist activities is permissible and necessary. These changes meet the requirements stipulated both in the Council of Europe Convention on the Prevention of Terrorism and in UN Security Council resolution 1624 (2005). It is of great importance that the notion of the "financing of terrorism" contained in Article 205.1 of the Criminal Code of the Russian Federation is in line with the international definition of this action.

Amendments have been introduced into Law No. 2124-I of the Russian Federation on the Mass Media of 27 December 1991 concerning journalists' activities during anti-terrorist operations. Thus, in order to prevent the leakage of any information

² Russia signed the Convention on 17 November 2005 and was the first state to ratify it on 20 April 2006.

that might serve the interests of terrorists, it has been decided that during anti-terrorist operations, the procedure for journalists collecting and receiving information will be established by a representative of the crisis centre supervising the operation. It prohibits the distribution of information on the tactics of such operations and on any other special means, as well as any other information that might endanger the life and health of the population.

Furthermore, the law introduced changes into legislative acts regulating the activities of the government authorities of the constituent entities of the Russian Federation and local government, and of the Federal Security Service (FSS) bodies, as well as the structures responsible for countering the legalisation (laundering) of illicit proceeds obtained through criminal activities, and the financing of terrorism. The terms of administrative responsibility for the violation of the legal regime of a counter-terrorist operation were also defined.

A new chapter (Chapter 15.1 on the confiscation of property as a penal measure) was introduced into the Code of Criminal Procedure. Under the new provisions, property can be confiscated, in pursuance of a court decision, in respect of a person convicted for a terrorism-related crime. It also states that not only the property directly related to the crime (proceeds, means, tools, etc) or used for financing terrorism, an organised group or illegal armed group shall be subject to confiscation, but also any proceeds from the use of such property. This innovation is aimed at dealing a serious blow to terrorists' infrastructure, depriving them of significant sources of material and financial support.

A number of articles of the Code of Criminal Procedure now regulate the procedure for convicting a person involved in terrorism *in absentia* and delivering a verdict in respect of that person. The Russian Federation believes that such a verdict of being guilty of committing a terrorist act or other serious crime against the interests of the Russian Federation and its citizens will increase the value of Russian requests for the extradition of the person, where he/she is located outside the territory of the Russian Federation.

Under Russian legislation, an organisation may be recognized as a terrorist organisation by a decision of the Supreme Court of the Russian Federation, and its activities may be prohibited in the territory of Russia. In accordance with paragraph 5 of Article 24 of the Federal Law on Countering Terrorism, the Government of the Russian Federation issued Regulation No. 1014-p of 14 July 2006 to designate the Rossiyskaya Gazeta as the

official periodical in which to publish the unified federal list of terrorist organisations, including foreign and international organisations which have been recognized as terrorist by the Russian Federation courts.

On 14 February 2003, the Supreme Court of the Russian Federation recognized as terrorist 15 organisations and prohibited their activity in the territory of the Russian Federation. On 2 June 2006, the Supreme Court of the Russian Federation recognized a further two groups, "Jund al-Sham" ("Soldiers of Greater Syria") and "Islamic Jihad" ("Jamaat-ul-Mujahideen"), as terrorist organisations and prohibited their activity in the territory of the country.

On the initiative of the FSS of Russia, access to part of the International Database on Countering Terrorism (IDB) is being granted to other states. The participation of states-partners in the IDB will permit the building of a single inter-state information system to support anti-terrorist activities and to work towards the disclosing of secret schemes and channels for financing international terrorist structures. Since one of the tasks of the IDB is to counter terrorist ideology, a relevant division has been set up within the framework of the Database with this end in view.

Alongside its efforts to counter terrorism, the Russian Federation has also been taking consistent measures to increase the effectiveness of the fight against extremism, including through the adoption of Federal Laws No. 71-FZ of 10 May 2007 on Amending Article 13 of the Federal Law on Combating Extremist Activity, which largely simplifies the procedure for the recognition of materials as extremist and their exclusion from civil transactions, and No. 211-FZ of 24 July 2007 on Amending Individual Legislative Acts of the Russian Federation in Connection with Streamlining of State Administration in the Field of Combating Extremism. The second of these federal laws has complemented a number of articles of the Criminal Code of the Russian Federation with qualifying definitions of the commission of crimes on the grounds of ideological, political, racial, ethnic or religious hatred or enmity, as well as on the grounds of hatred or enmity against any social group.

The adoption of Federal Law No. 70-ΦZ of 10 May 2007, on amending Articles 214 and 244 of the Criminal Code of the Russian Federation and Article 20.3 of the Code of the Russian Federation on Administrative Violations is also significant. Under this law, Article 214 of the Criminal Code (CC), which deals with vandalism and classifies it among crimes of extremist orientation, has been

supplemented by a second paragraph which sets out qualifying definitions of the terms "a group of persons" and "on the grounds of ideological, political, ethnic, racial, religious hatred or enmity", and provides for a penalty of up to three years' imprisonment. The Federal Law extended the penalty from three to five years' imprisonment for crimes of an extremist nature involving abuse of corpses and desecration of graves (Code of the Russian Federation on Administrative Violations supplemented by provisions establishing responsibility "for the manufacturing, sale or acquisition for the purpose of selling, of Nazi paraphernalia or symbols as well as paraphernalia or symbols similar to Nazi ones to the point of being interchangeable").

In recent years, the evolution of terrorist activities in the Russian Federation is characterized by a downward trend, compared with the previous period, the 1990s and the beginning of the 21st century, which is due first and foremost to the increased efficiency of the anti-terrorist measures taken by Russian authorities and the total rejection of terrorism by Russian society. An assessment of the functioning of the new system to counter terrorist threats in Russia has shown that anti-terrorist activities in the Russian territory have been increasingly pre-emptive and aimed at detecting, disclosing and effectively preventing terrorist manifestations.

INSTITUTIONAL FRAMEWORK

To improve state management in the field of combating terrorism and to create a mechanism for the implementation of the Federal Law "On countering terrorism, Decree No. 2 116 of the President of the Russian Federation on Measures to Counter-terrorism was published on 15 February 2006. It provides for the creation of a National Anti-Terrorist Committee (NATC) headed by a Chairman, who is *ex-officio* the Director of the FSS of Russia.

The Committee is entrusted with the task of countering terrorism in an integrated way, including by: preparing proposals on state policy in the field of countering terrorism; coordinating the activities of ministries and agencies, law-enforcement structures, government and management bodies; monitoring and eradicating reasons and conditions facilitating the spread of terrorism; and participating in international co-operation in this area.

To organise and plan the use of the Federal Executive Authorities forces, means and territorial borders in combating terrorism and to control

counter-terrorist operations, the Federal Operational Headquarters were established within the NATC. To coordinate the efforts of the territorial structures of the various ministries and agencies inside the constituent entities of the Russian Federation, anti-terrorist commissions (ATCs) and operational headquarters (OH) were established. Accordingly, the ATCs are entrusted with the task of coordinating preventive anti-terrorist efforts while the OHs are entrusted with coordinating law-enforcement activities aimed at preventing, detecting and suppressing terrorist acts.

As part of the implementation of the Global Initiative to Combat Nuclear Terrorism (hereinafter referred to as the GICNT) on the national level, Resolution No. 456 of the Government of the Russian Federation of 19 July 2007 on "Approval of the rules of physical security of nuclear materials, nuclear facilities and nuclear material storage facilities" was adopted. It regulates the administrative regime and security measures at such facilities.

In June 2007, the Government of the Russian Federation approved the Federal Plan to Enhance Protection of Critical Facilities of the Russian Federation from Technogenic and Natural Threats and from Terrorist Acts, which provides for further enhancement of the measures to protect nuclear facilities against acts of sabotage and terrorism.

The National Anti-Terrorist Committee (hereinafter referred to as the Committee) approved measures to establish and conduct the staged deployment of a system for monitoring the movement of nuclear materials and radioactive substances.

In April 2007, the Committee approved a draft concept for a public system of response to terrorist threats, which envisages introducing five levels of terrorist threat in the country. It is planned that in the first half of 2008 relevant changes to the effective legislation will be made, thus establishing the legal framework regulating this activity.

To counter terrorist manifestations against Russian citizens and institutions abroad, the Committee decided to establish crisis centres in 148 Embassies of the Russian Federation; a crisis management centre is also being established within the Ministry for Foreign Affairs of Russia.

INTERNATIONAL CO-OPERATION

Russia is convinced that a proper response to the terrorist challenge can only be provided by the international community on the basis of and in

strict compliance with the principles and norms of international law, above all the UN Charter. The central coordinating role of the United Nations in providing a collective international response to terrorism must be ensured and strengthened.

Russia considers that the UN's ability to perform this essential role has been convincingly demonstrated. The Global Counter-Terrorism Strategy,³ a detailed plan of joint practical efforts to be implemented by the international community in order to counter terrorist threats, is active proof in this regard. The great advantage of the Strategy lies in the fact that it contains the agreed positions of all states on a wide range of counter-terrorism issues. In particular, the document calls for states to refrain from organising, instigating or encouraging terrorist activities and to ensure that their respective territories are not used for terrorist installations or training camps for the preparation or organisation of terrorist acts intended to be committed against other states or their citizens. The Strategy clearly indicates that counter-terrorism measures and the protection of human rights are not conflicting goals, but complementary and mutually reinforcing. The document focuses specifically on one of the most important areas of co-operation between states, that of the suppression of terrorist manifestations on the Internet and the intensification of states' efforts to fight this new dynamic criminal phenomenon.

The Strategy reflects initiatives, long-advocated by Russia, to counter terrorist ideology and to prohibit incitement to commit terrorist acts. This is an important element of the counter-terrorism measures taken by the international community with a view to preventing terrorism and its apogetics. It also takes into account ideas supported by Russia, such as the involvement of civil society, especially the business community, in the struggle against terrorism, as well as the promotion of dialogue between civilizations, and the strengthening of peace and religious tolerance.

The Strategy lays a solid foundation for the intensification of international efforts in the fight against terrorism and enhances the multilateral nature of anti-terrorist activities implemented by states. Another merit of equal importance is that it aims at building national anti-terrorist capacity.

In December 2007, the National Counter-Terrorism Committee adopted a set of additional measures aimed at countering terrorism in the Russian Federation within the framework of implementing

³ Adopted by the United Nations General Assembly in October 2006.

the UN Global Counter-Terrorism Strategy. In particular, this document is designed to complete the domestic processes necessary for the Russian Federation to sign and ratify the Council of Europe Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime and on the Financing of Terrorism of 16 May 2005.

Russia advocates the consistent and effective implementation of the UN Global Counter-Terrorism Strategy and is committed to taking all the necessary, including initiative, steps to this end.

The Russian Federation underlines the critical importance of ensuring the universal adherence of states to the major international legal instruments to counter terrorism; it has signed and ratified all of the 13 universal instruments. The last one – Convention on the Marking of Plastic Explosives for the Purpose of Detection – was ratified by Federal Law №201-FZ of 24 July 2007.

Among these instruments, the Russian Federation considers the International Convention for the Suppression of Acts of Nuclear Terrorism⁴ (ICSANT) to be of fundamental importance. It is the successful conclusion of many years of hard work, initiated by Russia, aimed at strengthening international co-operation to prevent nuclear terrorism. It is the first counter-terrorism convention of a pre-emptive nature, that is to say that it was drafted before any terrorist acts involving the use of nuclear material or other radioactive substances were committed. It is also the first universal agreement aimed at preventing terrorist acts of mass destruction.

The Convention creates a firm basis for international interaction in fighting terrorism and countering the proliferation of weapons of mass destruction (WMD). Its provisions provide for the protection of both the peaceful and the military atom against terrorism. They are aimed at preventing terrorist acts involving home-made nuclear devices and also ensure the unavoidable responsibility of persons who have committed acts of nuclear terrorism on the basis of the principle to extradite or prosecute. The Convention sets up a mechanism for the return of stolen radioactive materials, nuclear devices and substances.

Therefore, the Russian Federation believes that the conclusion of this unique instrument is just the start: there is substantial work to be done to encourage as many countries as possible to accede to it and, more importantly, to ensure its universal

⁴ Adopted by the United Nations General Assembly by consensus on 13 April 2005 (ratified by Russia on 2 October 2006 and entered into force in July 2007).

and full implementation by states. The ICSANT has become an important basis for practical inter-state work aimed at preventing acts of nuclear terrorism under the new international Global Initiative to Combat Nuclear Terrorism (GICNT) put forward jointly by the Presidents of Russia and the United States in July 2006, which has been actively attracting new supporters. For the moment, 66 states have already acceded to the GICNT and there are substantial grounds to expect that the number of its supporters will grow, thereby mobilizing more countries to carry out their obligations arising from the ICSANT, UN Security Council Resolution 1540, which is of strategic importance, and some other international instruments aimed at preventing nuclear material from falling into terrorists' hands. The main objectives of the Initiative are to make sure that terrorists will not escape punishment, and, to this end, to strengthen the applicable legislation, to improve accountability, monitoring and systems of physical protection of nuclear material and facilities, capabilities to detect and prevent illegal trafficking of this material, to promote co-operation in developing technical instruments to counter nuclear terrorism and to respond or manage the consequences of nuclear terrorism, if necessary. The Initiative does not address the security of nuclear weapons stockpiles, military nuclear material and facilities. Co-operation within the framework of the GICNT is carried out under the international law and national legislation on a voluntary basis and based on State responsibility for the steps undertaken within its jurisdiction.

Russia is confident that joint and targeted efforts by states to broaden and strengthen the international legal framework for counter-terrorist co-operation should be continued and intensified, above all, to ensure an early agreement in the United Nations on the draft comprehensive convention on international terrorism (CCIT).

Russia believes that Security Council Resolution 1624(2005)⁵ is a crucial counter-terrorism decision by the United Nations which considerably broadens the framework and possibilities for international interaction in the suppression and prevention of terrorism. The resolution has, in a timely and effective manner, emphasized the tasks of countering the ideology of terrorism, suppressing incitement to terrorist acts, fighting propaganda and the glorification of terrorism, and developing dialogue between civilizations and cultures for these purposes as a cornerstone of international counter-terrorism co-operation.

⁵ Adopted at the summit of the UN Security Council within the Anniversary Summit 2005 on 14 September 2005.

The core provision of this resolution is a legal ban on incitement to commit terrorist acts. Moreover, the resolution calls upon states to prevent such conduct on their territories and to deny safe haven to persons credibly suspected of involvement in incitement. Important provisions concerning the role of civil society, education, the media, the business community and others in the fight against the ideology of terrorism should also be underlined, as well as others related to the mandatory extradition of those guilty of incitement to terrorism and to the priority of the right to life. It is of fundamental importance that the subject-matter covered by the resolution be kept as a permanent element in the counter-terrorism dialogue, not only in the multilateral format but in the bilateral one as well.

The Russian Federation considers that the fullest possible reflection of the provisions of the resolution in national legislation would create a serious barrier against those who try to provide access to the media to persons inciting terrorism and violence, and would considerably narrow down the possibilities for states to apply double standards on the provision of access by terrorists to the media, including in cases that are directly related to the security interests of Russia.

Russia believes the elaboration and the adoption of the 2005 Council of Europe Convention on the Prevention of Terrorism, which is in fact the prototype of the above-mentioned UN Security Council Resolution 1624 (2005), to be a milestone in international and European anti-terrorism co-operation and in strengthening its international legal base. Russia took a very active part in developing the Convention and was the first state to ratify it.

The Convention is the first international treaty that forms a solid legal basis for preventing terrorism, including the fight against its ideology. Its primary purpose is to galvanize the efforts of states in preventing terrorism and its negative effects on the full enjoyment of human rights, in particular the right to life. The Convention's innovation is the establishment of three major criminal offences: public provocation to commit terrorist offences, training of terrorists and their recruitment. Russia believes the Article on public provocation to commit a terrorist offence has special importance for preventing terrorists and their sponsors' access to public fora, the media, the Internet and for closing terrorist websites.

It is especially important that the prevention of terrorism, according to the Council of Europe Convention, covers also measures in the fields of

education and culture and that it involves the potential of the mass media, NGOs, and civil society in general. Special attention should be paid to the provisions of the Convention which call for the strengthening of national prevention policies, particularly aimed at raising public awareness regarding the causes, gravity of and threats posed by terrorist offences, as well as promoting tolerance, inter-religious and cross-cultural dialogue with a view to preventing the commission of such offences.

The Convention properly and opportunely encourages wide international co-operation to ensure the prosecution of criminals on the basis of the principle "aut dedere aut iudicare".

The fact that the Convention is open for signature by all states makes this particularly significant.

Russia welcomes the Convention's entry into force on 1 June 2007, and hopes its foreign partners will actively accede to this instrument and that its Parties will fully implement its innovative provisions which are strategically important for the success of international anti-terrorism efforts.

Russia consistently supports the idea that the fight against international terrorism should remain a strategic priority for the G8 and that Russia's 2006 G8 Presidency effectively promoted the achievement of this goal: the Saint-Petersburg Summit agenda included a solid anti-terrorist component, and the leaders' meeting resulted in the adoption of weighty and substantial documents on urgent anti-terrorism problems. It considers the G8 Summit Declaration on Counter-Terrorism and the G8 Statement on Strengthening the UN's Counter-Terrorism Programme to be of great importance.

The Declaration outlines twelve specific directives for G8 cross-sectional co-operation to eradicate terrorism, such as: improving legislation and ensuring the implementation of anti-terrorism legal instruments; preventing terrorism using WMD; countering the financing of terrorism; countering terrorist propaganda, including in cyberspace; and ensuring that both the terrorists themselves and their sponsors and instigators are brought to justice. The Declaration became the first G8 document to condemn terrorism committed with the use of suicide bombers.

The leaders' statement reflects a qualitatively new approach to greater G8 solidarity on the UN scene. The document contains a G8 common understanding of the fact that the UN is the only organisation able to achieve universal consent regarding the condemnation of terrorism. One issue

which is specified in a timely manner in the Statement relates to the necessity of ensuring the universal implementation of the UN Security Council counter-terrorism resolutions.

In 2006, the Russian Presidency put forward an innovative initiative aimed at strengthening the counter-terrorism partnership between states and businesses which was supported by the G8 partners and authoritative representatives of the business community. The first Global Forum for Partnerships between States and Businesses to Counter Terrorism (held in Moscow, November 2006), which was the final meeting within the framework of this initiative, adopted the Anti-Terrorism Strategy for Partnerships between States and Businesses. This Strategy sets out political and organisational frameworks for the process of international counter-terrorism co-operation involving the participation of public structures and private companies. Russia intends to continue with its leading role in promoting the initiative, including beyond the G8 format. As a follow-up, an International Conference for Partnerships between States and Businesses to Counter Terrorism was held in Moscow on 21 November 2007.

The Russian Federation is convinced that the anti-terrorist practices elaborated under the aegis of Russian Presidency by the G8 created additional scope for effective anti-terrorist co-operation in the G8 formats, and for maintaining the G8's leadership of international anti-terrorist collaboration during the German and current Japanese Presidency.

Russia gives priority to its anti-terrorism co-operation with major international and regional associations, in particular with Europe.

The Russian authorities consider the fight against terrorism as one of the cornerstones of co-operation between Russia and the EU and as an important element in the emerging common Russian-EU spaces in the area of foreign and domestic security.

Russia proceeds from the premise that the Council of Europe, with its broad experience of successfully harmonizing national legislative norms and law enforcement procedures, plays a major role in the fight against terrorism. The ultimate goal, with a view to combating terrorism, is to establish a common anti-terrorist law enforcement zone within the geographic boundaries of the member states of the Council. Russia's Chairmanship of the Committee of Ministers of the Council of Europe (CMCE) (May-November 2006) substantially contributed to this goal.

Russia is generally satisfied with the effective interaction in the anti-terrorist field maintained within the framework of its relationship with NATO, in particular within the Russia-NATO Council (RNC).

Russia believes that the OSCE's work should focus on anti-terrorist activities. The large set of decisions it has already made and the obligations assumed at the OSCE's ministerial events provide the required solid framework. The OSCE has succeeded in finding its own niche, connected primarily with the practical aspect of the fight against terrorism, in the division of tasks related to the fight against terrorism.

Russia considers it extremely important to strengthen regional anti-terrorist co-operation, in particular within the Commonwealth of Independent States (CIS), the Collective Security Treaty Organisation (CSTO) and the Shanghai Co-operation Organisation (SCO).

The basic anti-terrorist instruments prepared within the CIS lay firm foundations for joint efforts to combat terrorism: the 1999 Treaty on Co-operation among the Member States of the Commonwealth of Independent States in Combating Terrorism; the 1999 Treaty on the Procedure for the Presence and Co-operation of Officers of Law Enforcement Agencies in the Territories of Member States of CIS; and the 2002 Protocol Approving the Statute on the Procedure for Organising and Conducting Joint Anti-Terrorist Measures in the Territory of the Member States of CIS. Russia regards anti-terrorist interaction in the CIS as an integral part of the global efforts to combat terrorism.

The Treaty of the Member States of CIS on Combating Money-Laundering and Financing of Terrorism was signed at the Meeting of the Heads of the Member States of CIS in Dushanbe, in October 2007, and the Programme for Co-operation of the Member States of CIS on the Fight against Terrorism and other Manifestations of Extremism for 2008-2010 was adopted. The draft of the Concept for Co-operation among the Security Services and the Specialized Agencies of the Member States of CIS on the Fight against Terrorism and other Manifestations of Extremism was approved at the 23rd session of the Chief Executives Board of the Security Services and the Specialized Agencies of the Member States of CIS in Kishinev, in October 2007.

Russia holds in high esteem the work of the CIS Anti-Terrorist Centre, set up in June 2000, which successfully coordinates the anti-terrorist efforts of the competent bodies of the CIS members and carries out qualified information and analysis activities. When the ATC was established, there

were few international structures of this kind; nowadays, this very format of regional interaction among competent bodies is universally recognized as the best and most effective one.

Russia considers that SCO is a new and important geopolitical reality, and an increasingly valuable and active participant in the international anti-terrorist coalition. It is satisfied with the operation of the SCO Regional Anti-terrorist Structure (RATS), the mechanism for the effective info-analytical work and coordination of the activities of SCO member states' competent authorities.

Russia advocates the enhanced participation of the CSTO in anti-terrorist co-operation, working actively to provide the Organisation with the necessary operational and political tools. While demonstrating in practice its ability to adapt to a rapidly changing geopolitical reality, the CSTO is becoming progressively embedded in the system of international relations, building up its capability to influence the situation in the region, enhancing efforts in accomplishing the collective tasks of countering terrorism and other threats to the security of its member states.

With the aim of putting into practice the mechanisms for countering the terrorist threat, enshrined in CIS, SCO and CSTO documents, the Russian Federation regularly organises and participates in the international anti-terrorist exercises of these organisations. In 2007, the National Anti-Terrorist Committee, jointly with its colleagues from Kazakhstan, Kyrgyzstan and China, organised such large-scale anti-terrorist exercises as "Baikonur-Antiterror-2007", "Issyk-Kul-Antiterror-2007", "Peaceful Mission-2007" and "Transit-2007". The Russian Federation is convinced that such arrangements effectively consolidate the unity of the international community in the fight against terrorism.

Russia is becoming increasingly more involved in anti-terrorist co-operation in the Asian Pacific Region, first of all, through its participation in the work of the Asian Pacific Economic Co-operation Forum (APEC), the Association of South-East Asian Nations (ASEAN) ASEAN Regional Forum (ARF), the Eurasian Group on combating money laundering and financing of terrorism (EAG).

Russia considers its bilateral co-operation with leading foreign states against terrorism to be of great importance. This is often the best framework for the exchange of views and co-operation in the field of counter-terrorism, making it possible to reduce the positions of parties to "common denominators" and creating conditions for prompt and open discussion and implementation of

co-operation projects. Bilateral *acquis* then often forms a good basis for joint initiatives in multilateral formats, including with a view to improving international co-operation.

Counter-terrorist working groups have become an important bilateral tool for developing co-operation between states in the fight against international terrorism.

Relevant Council of Europe conventions – Russian Federation	Signed	Ratified
European Convention on the Suppression of Terrorism (ETS 90)	07/5/1996	04/11/2000
Amending Protocol (ETS 190)	15/5/2003	04/10/2006
European Convention on Extradition (ETS 24)	07/11/1996	10/12/1999
First Additional Protocol (ETS 86)	07/11/1996	10/12/1999
Second Additional Protocol (ETS 98)	07/11/1996	10/12/1999
European Convention on Mutual Assistance in Criminal Matters (ETS 30)	07/11/1996	10/12/1999
First Additional Protocol (ETS 99)	07/11/1996	10/12/1999
Second Additional Protocol (ETS 182)	-	-
European Convention on the Transfer of Proceedings in Criminal Matters (ETS 73)	11/12/2000-	-
European Convention on the Compensation of Victims of Violent Crimes (ETS 116)	-	-
Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime (ETS 141)	07/5/1999	02/8/2001
Convention on Cybercrime (ETS 185)	-	-
Additional Protocol concerning the criminalisation of acts of a racist and xenophobic nature committed through computer systems (ETS 189)	-	-
Council of Europe Convention on the Prevention of Terrorism (ETS 196)	17/11/2005	19/5/2006
Council of Europe Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime and on the Financing of Terrorism (ETS 198)		

