

Organization for Security  
and Co-operation in Europe  
Ninth Meeting of the Ministerial Council\*  
BUCHAREST  
3-4 December 2001

**Bucharest Ministerial Declaration  
Decision on Combating Terrorism  
and the Bucharest Plan of Action for Combating Terrorism**

*(...) I. BUCHAREST MINISTERIAL DECLARATION*

1. We, the members of the Ministerial Council of the OSCE, have met together in Bucharest in a world profoundly affected by the outrageous attack by international terrorists in the United States. These events have generated a new determination among participating States, spanning the OSCE area, to strengthen and deepen our co-operation.

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\* Versão on line.  
<http://www.osce.org/docs/english/1990-1999/mcs/9buch01e.htm>  
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2. We resolutely condemn all acts of terrorism. Terrorism, whatever its motivation or origin, has no justification. No cause can justify the purposeful targeting of innocent people. In the fight against terrorism, there is no neutrality.
3. Reflecting the OSCE's solidarity, the Ministerial Council has adopted today a decision and Action Plan on Terrorism. We reiterate that the struggle against terrorism is not a war against religions or peoples. We reaffirm our commitment to protecting human rights and fundamental freedoms.
4. We are determined to protect our citizens from new challenges to their security while safeguarding the rule of law, individual liberties, and the right to equal justice under law. Organized crime, illicit traffic in drugs and arms, and trafficking in human beings, affect the security, economy and social structure of all participating States. The Ministerial Council supports enhanced efforts and greater international co-operation to combat these challenges, and urges participating States who have not yet done so to become parties to the United Nations Convention Against Transnational Organized Crime and its Protocols.
5. We welcome the review of the OSCE's structures undertaken at the initiative of the Romanian Chairmanship with the goal of strengthening the OSCE's efficiency, and the adoption today of decisions to foster the role of the OSCE as a forum for political dialogue on issues of security and co-operation in Europe. This reinforces our determination to make more effective use of OSCE means and mechanisms to counter threats and challenges to security and stability in the OSCE region. In particular, we have decided to strengthen our co-operation in the economic and environmental dimension and to enhance the OSCE's role in police-related activities; the Permanent Council has taken decisions on the necessary measures so that the OSCE can promote and support them. The Ministerial Council tasks the Permanent Council, through a working group on OSCE reform, to continue consideration of issues related to OSCE reform and report to the next meeting of the Ministerial Council.
6. We reiterate our full adherence to the Charter of the United Nations, and to the Helsinki Final Act, the Charter of Paris, the Charter for European Security and all other OSCE documents to which we have agreed. We reaffirm our determination to fulfil in a timely fashion without exception, all of our OSCE commitments.

7. We remain concerned over the persistence of conflicts in various regions in the OSCE area that threaten the observance of the principles of the Helsinki Final Act in several participating States and may at the same time, threaten peace and stability in the OSCE region. We value the OSCE's important role in early warning, conflict prevention, crisis management, and post-conflict rehabilitation. We pay special tribute to the women and men serving in the OSCE institutions and field operations and commend their dedication and hard work.
8. We affirm our determination to address the threats to security and stability in the 21st century. We request that the Permanent Council develop a strategy for the OSCE to do its part to counter these threats. We request the Forum for Security Co-operation to make its own contribution, within its competencies and mandate.
9. We underline that arms control and confidence-and security-building measures remain a core element of the OSCE's comprehensive approach to security. We are determined to make further efforts within the Forum for Security Co-operation to address common security concerns of participating States and to pursue the OSCE's concept of comprehensive and indivisible security in its politico-military dimension.
10. We take note of the entry into force of the Open Skies Treaty on 1 January 2002. We look forward to the implementation of the Treaty by its States Parties.
11. Together we can meet the challenges we face today. We renew our commitment to close co-operation among ourselves, individually and within the Organization and with our Mediterranean Partners for Co-operation and with Japan, the Republic of Korea and Thailand, as well as between the OSCE and other international organizations, institutions and sub-regional groups, in accordance with the Platform for Co-operative Security.
12. We also renew our commitment to relations founded on sovereign equality, mutual respect, co-operation, and support for democracy. We are determined to build our relations in conformity with the concept of common and comprehensive security, guided by equal partnership, solidarity and transparency. We remain committed to an OSCE community from Vancouver to Vladivostok, whole, free, and at peace, that responds through concerted efforts to challenges to peace and stability.

II. DECISION ON COMBATING TERRORISM  
*and the Bucharest plan of action for combating terrorism*

DECISION N° 1  
COMBATING TERRORISM  
(MC(9).DEC/1)

The 55 participating States of the OSCE stand united against terrorism, a scourge of our times.

The OSCE participating States resolutely condemn the barbaric acts of terrorism that were committed against the United States on 11 September 2001. They represented an attack on the whole of the international community, and on people of every faith and culture. These heinous deeds, as well as other terrorist acts in all forms and manifestations, committed no matter when, where or by whom, are a threat to international and regional peace, security and stability. There must be no safe haven for those perpetrating, financing, harbouring or otherwise supporting those responsible for such criminal acts. Terrorism, whatever its motivation or origin, has no justification.

The OSCE participating States will not yield to terrorist threats, but will combat them by all means in accordance with their international commitments. This will require a long and sustained effort, but they take strength from their broad coalition, reaching from Vancouver to Vladivostok. They will defend freedom and protect their citizens against acts of terrorism, fully respecting international law and human rights. They firmly reject identification of terrorism with any nationality or religion and reconfirm the norms, principles and values of the OSCE.

The OSCE participating States pledge to reinforce and develop bilateral and multilateral co-operation within the OSCE, with the United Nations and with other international and regional organizations, in order to combat terrorism in all its forms and manifestations, wherever and by whomever committed. As a regional arrangement under Chapter VIII of the Charter of the United Nations, the OSCE is determined to contribute to the fulfilment of international obligations as enshrined, *inter alia*, in United Nations Security Council resolution 1373 (2001), and will act in conformity with the purposes and principles of the Charter of the United Nations. The OSCE participating States pledge to become parties to all 12 United Nations conventions and protocols related to terrorism as soon as possible. They call for a speedy finalization of negotiations for a Comprehensive United Nations Convention on International Terrorism.

The OSCE participating States have come together in political solidarity to take joint action. They look forward to the substantive contribution that the Bishkek International Conference on Enhancing Security and Stability in Central Asia, to be held on 13 and 14 December 2001, can render to global anti-terrorism efforts, and will support, also through technical assistance, the Central Asian partners, on their request, in countering external threats related to terrorism.

To that end, the OSCE Ministerial Council adopts The Bucharest Plan of Action for Combating Terrorism, annexed to this Decision.

### **Annex to MC(9).DEC/1**

## **THE BUCHAREST PLAN OF ACTION FOR COMBATING TERRORISM**

### **I. Goal of the Action Plan**

1. Terrorism is a threat to international peace and security, in the OSCE area as elsewhere. The OSCE stands ready to make its contribution to the fight against terrorism in close co-operation with other organizations and fora. This contribution will be consistent with the Platform for Co-operative Security and will benefit from interaction between global and regional anti-terrorism efforts under the aegis of the United Nations. The OSCE participating States commit their political will, resources and practical means to the implementation of their obligations under existing international terrorism conventions and pledge themselves to intensify national, bilateral and multilateral efforts to combat terrorism.
2. In contribution to the world-wide efforts to combat terrorism, the OSCE will seek to add value on the basis of the specifics of the Organization, its strengths and comparative advantages: its comprehensive security concept linking the politico-military, human and economic dimensions; its broad membership; its experience in the field; and its expertise in early warning, conflict prevention, crisis management, post-conflict rehabilitation and building democratic institutions. In addition, many effective counter-terrorism measures fall into areas in which the OSCE is already active and proficient, such as police training and monitoring, legislative and judicial reform, and border monitoring.
3. The aim of the Action Plan is to establish a framework for comprehensive OSCE action to be taken by participating States and the Organization as a whole to

combat terrorism, fully respecting international law, including the international law of human rights and other relevant norms of international law. The Action Plan seeks to expand existing activities that contribute to combating terrorism, facilitate interaction between States and, where appropriate, identify new instruments for action. The Action Plan, which recognizes that the fight against terrorism requires sustained efforts, will identify activities to be implemented immediately as well as over the medium and long term.

## II. International legal obligations and political commitments

4. United Nations conventions and United Nations Security Council resolutions (UNSCR) constitute the global legal framework for the fight against terrorism. UNSCR 1269 (1999), 1368, 1373 and 1377 (2001), along with the 12 relevant United Nations conventions and protocols on anti-terrorism issues, provide the basis for this framework and include a number of specific elements of combating terrorism. In addition, a range of OSCE documents, including Summit declarations from Helsinki to Istanbul, spell out the OSCE's commitment to fight terrorism, in accordance with the Charter of the United Nations. The widest and most comprehensive participation in and implementation of existing instruments and commitments to combat terrorism by the participating States must be pursued and ensured.
5. Participating States: Pledge themselves to apply efforts to become parties to all 12 United Nations conventions and protocols relating to terrorism, by 31 December, 2002, if possible, recognizing the important role that parliamentarians may play in ratification and other anti-terrorism legislative processes. States are encouraged to inform the Permanent Council of steps taken in this regard. Will participate constructively in the ongoing negotiations at the United Nations on a Comprehensive Convention against International Terrorism and an International Convention for the Suppression of Acts of Nuclear Terrorism, with a view to their early and successful conclusion.
6. Office for Democratic Institutions and Human Rights (ODIHR): Will, on formal request by interested participating States and where appropriate, offer technical assistance/advice on legislative drafting necessary for the ratification of international instruments, in close co-operation with other organizations,

including the United Nations Office for Drug Control and Crime Prevention (UNODCCP).

7. Participating States: Will consider how the OSCE may draw upon best practices and lessons learned from other relevant groups, organizations, institutions and fora in areas such as police and judicial co-operation; prevention and suppression of the financing of terrorism; denial of other means of support; border controls including visa and document security; and access by law enforcement authorities to information.
8. The participating States will also use the Forum for Security Co-operation (FSC) to strengthen their efforts in combating terrorism through full and timely implementation of all relevant measures agreed by the OSCE. To this end they will enhance implementation of existing politico-military commitments and agreements, in particular the Code of Conduct on Politico-Military Aspects of Security and the Document on Small Arms and Light Weapons (SALW).

The FSC will examine the relevance of its other documents to the fight against terrorism, and will assess whether there is a need to develop additional norms and measures. The Security Dialogue may serve as a suitable basis for regular consultations on these issues within the FSC.

The participating States will submit responses to the Code of Conduct Questionnaire that provide further transparency on international, regional and national commitments in combating terrorism, especially relevant United Nations conventions and resolutions. The FSC will consider ways to fully implement the Document on SALW, *inter alia*, Section V on early warning, conflict prevention, crisis management, and post-conflict rehabilitation. The FSC will examine the possibility of enhancing transparency on national marking systems, exports and imports, and national stockpile management and security procedures, primarily by reviewing the information thus exchanged and developing best practice guides. The follow-up conference on the Code of Conduct and the SALW workshop, both of which will take place in 2002, could further enhance the application of these documents in combating terrorism. (...)