

**Joint Plan of Action**  
**For the Implementation of the United Nations Global Counter Terrorism**  
**Strategy in Central Asia**

November 30, 2011  
Ashgabat, Turkmenistan

We, the Central Asian Member States of the United Nations,

*Reaffirming* our determination to condemn terrorism, committed by whomever, wherever and for whatever purposes and to take necessary action to prevent and combat terrorism in all its forms and manifestations;

*Recognizing* that the prevention of terrorism in Central Asia is essential to protecting the well-being and human security of our populations while ensuring national and regional stability;

*Recognizing* also that linkages between terrorism, organized crime, money laundering, drug and human trafficking make multi-faceted cooperation at the national, regional and international levels an imperative in Central Asia;

*Reaffirming* that terrorism cannot and should not be associated with any religion, nationality, or ethnic group;

*Recalling* that we have become party to most international conventions and protocols against terrorism and are implementing General Assembly and Security Council resolutions related to the fight against terrorism as well as to the conventions against terrorism of the SCO and the CIS;

*Reaffirming* that in the fight against terrorism, enforcement measures need to be combined with preventive ones that are based on the rule of law, respect of human rights and on addressing conditions conducive to terrorism, be they ideological, socio economic, cultural or religious;

*Reaffirming* that all counter-terrorism measures must comply with our obligations under international law, including the Charter of the United Nations and relevant international conventions and protocols, in particular human rights law, refugee law and international humanitarian law.

*Recognizing* that the implementation of the United Nations (UN) Global Counter-Terrorism Strategy (“Strategy”) offers a unique opportunity to coordinate efforts and provide direction for national, regional and international counter-terrorism initiatives;

*Recognizing* further that while the primary responsibility to implement the Strategy remains with us as Member States of the United Nations, there is a need for an increased engagement of international and regional organizations and donors through utilizing their mandates, experiences, programmes, tools, and best practices in support of implementing the Strategy in Central Asia;

*Recognizing* with appreciation the existing efforts of regional and international organizations in Central Asia on building capacity for prevention and mitigation of the threat of terrorism;

*Expressing* our appreciation of the three expert meetings organized by the Counter Terrorism Implementation Task Force (CTITF), the European Union (EU) and the United Nations Regional Centre for Preventive Diplomacy for Central Asia (UNRCCA) with active participation of the multiple international and regional stakeholders for the development of recommendations for the Joint Action Plan;

*Adopt* the present Joint Action Plan as a comprehensive, integrated and operational framework for our efforts towards countering terrorism and for enhanced cooperation and coordination with regional and international organizations and donors in Central Asia.

### **Joint Plan of Action**

#### ***Pillar I: Measures to address the conditions conducive to the spread of terrorism***

We resolve to undertake the following measures aimed at addressing the conditions conducive to the spread of terrorism in Central Asia, with the support of regional and international organizations as well as donors, while recognizing that none of these conditions can excuse or justify acts of terrorism:

1. To continue efforts to resolve on-going crises that could lead to conflicts and instability, and in this regard we welcome capacity-building efforts of the UN and regional organizations on prevention of such conflicts and settlement of disputes.
2. To support the efforts of the UN and the international community towards a political solution for the stabilization of Afghanistan. We resolve to coordinate our contribution to peace building in Afghanistan through initiatives such as the delivery of electricity, construction of railways, cooperation on counter-terrorism and counter-narcotics, strengthening the agriculture system for alternative livelihoods, sharing information on terrorist organizations and criminal groups, cross-border cooperation, provision of mutual legal assistance in criminal matters, exchange of best practices, as well as joint training and exercises. We also request the international community to consider and support political initiatives proposed by the Central Asian states in this regard.
3. To specifically target our national development strategies on youth, women, returning migrants and other vulnerable groups of population in initiatives for education, sustainable human development, social justice, including fighting poverty, and social inclusion in order to reduce their marginalization and vulnerability to violent extremism and recruitment by terrorists.
4. To support the sharing of information and further research especially in the field, the development of new methodologies in social sciences and an inventory of best practices in order to understand and tackle the specific linkages between terrorism and socio-economic conditions, such as poverty, social exclusion and marginalization in Central Asia.
5. To recommend introduction in the education system, according to national priorities, curricula about human rights, conflict prevention and resolution, as well as values of mutual respect and tolerance between people and religions.

6. To respect the right of freedom of religion, when adopting specific legislation and policies to counter terrorism which should comply with international commitments for human rights, including the principles of legality, proportionality, non-discrimination and necessity.
7. To support the institutionalization of inter-ethnic dialogue, and in order to promote inter-faith dialogue and prevent disinformation that could lead to radicalization, we also resolve to provide support for religious institutions, as needed, operating within the framework of existing legislation, through specialized training courses and exchanges with other countries beyond the region.
8. To encourage the development of counter narratives to be used as alternatives to terrorist narratives and propaganda. Also to boost the capacity of the media with knowledge, new tools and technologies to help them engage positively and proactively in the fight against terrorism, including in developing effective counter narratives and counter incitement, launching public debates on counter-terrorism policies, highlighting the plight of victims and compliance with international counter-terrorism instruments.
9. To develop systems of assistance at the national and regional level to address the needs of victims of terrorism, including the respect of victims' right to truth, justice and reparation. We encourage solidarity at the international level to support victims of terrorism as well as further engaging of the media to give a voice to victims.

## **Pillar II: *Preventing and combating terrorism***

We resolve to undertake the following measures to prevent and combat terrorism with the support of regional and international organizations as well as donors:

1. To consider ratifying or and becoming a party to the outstanding international counter-terrorism legal instruments and to implement them fully.
2. To contribute to international efforts to conclude a comprehensive convention on international terrorism and to prevent double standards in the conduct of counter-terrorism. In the meantime, we resolve to define terrorist-related offenses within domestic criminal law in clear and precise terms, according to the definitions contained in international Conventions and Protocols.
3. To contribute to efforts aimed at identifying measures to address border management problems in the region with due consideration for international refugee protection and human rights standards. We resolve to enhance national, regional and international cooperation, information exchange and joint training between the police, security agencies and border forces across the region and seek support from regional and international organizations for training of customs officials on integrated identity management and travel document security, including technical assistance to secure handling and issuance of biometric IDs and travel documents, and extending the use of modern equipment and technologies. In this regard, we encourage the use of INTERPOL's information tools and services and more specifically urge countries to contribute to and use INTERPOL's database on stolen and lost travel documents. We

encourage the continued support by donors of existing border security and management initiatives in the region and their further harmonization. We specifically encourage the scaling up of the Border Management Programme in Central Asia (BOMCA) project to include integrated identity management and handling and issuance, and a regional system for machine readable travel documents which are compliant with International Civil Aviation Organization (ICAO) Standards to ensure interoperability.

4. To strengthen efforts in gathering and sharing information and intensifying cross-border cooperation in combating arms and drugs trafficking, which contributes to the financing of terrorism. In addition, to seek enhanced technical and legal assistance for developing and implementing a comprehensive regional strategy in combating illicit trafficking and in training for officials in counter-narcotics. We further encourage the scaling up of the capacities of CARICC.
5. To further curb the financing of terrorism through the following measures: fully implementing UN resolutions related to the prevention and suppression of the financing of terrorist acts as well as the 1999 International Convention for the Suppression of the Financing of Terrorism, to which are all party; ensuring that national legislation on anti-money laundering and counter-financing of terrorism on the freezing of assets, preventive measures in the financial sector and banking regulations are harmonized; sharing information and providing mutual legal assistance in connection with criminal investigations on the financing of terrorism; utilizing our membership in the Eurasian Group on Combating Money Laundering and Terrorist Financing (EAG) to further develop capacities and to consider becoming members of the Egmont Group; enhancing the capacity of the Financial Intelligence Units and other relevant national authorities responsible for anti-money laundering and the counter-financing of terrorism in order that they conduct the necessary analysis/investigations and effectively implement related laws and regulations; seeking assistance through seminars, training and awareness raising at the national and regional levels on the international instruments, standards and methodologies to fight corruption, money laundering and financing of terrorism; and reviewing and enacting the appropriate legislation, regulations and administrative directives to ensure that non-profit organizations, charities and the private sector are guarded against becoming vehicles for the financing of terrorism.
6. To counter the use of the Internet for terrorist purposes through legal and practical means while not hampering fundamental rights such as freedom of information and expression for other people. To enhance capabilities and ensuring information and communication technology security, we seek technical assistance and financial support from regional and international organizations which can disseminate best practices and model laws on utilizing information technologies, in order to harmonize national laws, regulations and practices. We seek specialized training for law enforcement officials in Internet use and the enhancement of mutual assistance at the regional level. We further request from the UN that a needs assessment and mapping be conducted for the Central Asian region to identify concrete needs and gaps in the area of information security and to identify ways to enhance the sharing of best practices on the question of information and telecommunications in the context of regional security.
7. To improve cooperation in all areas that are relevant to combating the illicit trafficking in and smuggling of chemical, biological and radiological and nuclear (CBRN)

weapons and materials, including through improved border and customs control, coordinated mitigation and planning response to an attack using CBRN weapons or materials at the national, regional and international levels, and enhanced information exchanges and joint needs assessments.

8. We resolve to adopt and enforce appropriate effective laws which prohibit any non-State actor to manufacture, acquire, possess, develop, transport, transfer or use nuclear, chemical or biological weapons and their means of delivery; and, to take and enforce effective measures to establish domestic controls to prevent the proliferation of nuclear, chemical, or biological weapons and their means of delivery, including by establishing appropriate effective controls over related materials. We also resolve to make full use of existing assistance mechanisms at the regional and international levels and seek further assistance for joint activities, tailored dialogues, and the sharing of experiences and lessons learned on the prevention of proliferation of Weapons of Mass Destruction (WMD) by non-state actors, pursuant to Security Council resolutions 1540 (2004) and 1977 (2011).
9. To welcome the establishment of the UN Centre for Counter-Terrorism within the CTITF Office, and resolve to discuss the creation of a Central Asian Counter-Terrorism Centre, under the auspices of the UN, subject to consultation among countries of Central Asia and clarification of its mandate, structure, financing and objectives.

***Pillar III: Measures to build States' capacity to prevent and combat terrorism and to strengthen the role of the United Nations system in this regard.***

We resolve to undertake the following measures to develop our capacities to prevent and combat terrorism with the help of regional and international organizations and donors. We further seek an enhanced coordination and coherence among regional organizations and within the UN system in promoting cooperation in countering terrorism in Central Asia:

1. To seek technical assistance from the United Nations Office on Drugs and Crime (UNODC) and other specialized UN agencies in overcoming difficulties in the ratification and implementation of the international counter-terrorism legal instruments, and towards the harmonization of national legislation with international obligations. We seek additional support to raise awareness in the use of the international counter-terrorism legal instruments, including extradition.
2. To encourage CTITF, the UN system as a whole and regional organizations to continue providing capacity-building directly or through facilitating and matching requests with offers of technical assistance in a coordinated and integrated manner. To this end, we encourage the creation of a survey to map the capacity-building work already conducted in Central Asia in order to help identify priority areas, needs and gaps. This would include a mapping of the support of regional and international organizations on implementing the Strategy in the region.
3. To seek the assistance of relevant Security Council Committees and expert groups in the preparation of assessment reports and technical assistance requests.
4. To raise the capacity of the security sector and law enforcement by putting in place enhanced cooperation and coordination mechanisms; making full use of existing

international and regional information sharing initiatives and databases, while encouraging better harmonization between them; and seeking technical assistance for equipment, hardware, including those to detect nuclear, chemical and biological weapons, their means of delivery and related materials, staff training and specialized knowledge.

5. To strengthen the capacity of the criminal justice systems to properly investigate, prosecute and adjudicate terrorist offences, including through strengthening legislative frameworks, specialized training for investigators, prosecutors and judges in relevant international counter-terrorism legal instruments and legislation, and promoting formal and informal international and regional cooperation networks among these officers. We encourage, whereas appropriate, the UN and in particular the UNODC to provide, upon request, specialized capacity building assistance to further strengthen the criminal justice responses to terrorism in the region.
6. To seek additional resources, engagement, and political support for counter-terrorism units of national governments as well as those of regional and international organizations in order to boost their capacities to provide assistance and to monitor progress in implementing international and regional counter-terrorism obligations.
7. To encourage regional organizations to consider adopting their own holistic counter-terrorism programs and plans on the basis of the UN Global Counter-Terrorism Strategy and to use the present Joint Plan of Action as a reference point/overarching framework for their activities in the region. We also seek the support of CTITF and its entities in developing our national counter-terrorism strategies in line with the Strategy.
8. To encourage sustained cooperation between the UN and regional organizations through memoranda of understanding (MOU) for practical cooperation, joint activities and efficient exchange of information. To this effect, we welcome the proposal to create a formal network among regional and relevant international organizations, potentially entitled Eurasian Partnership against Terrorism, tasked with supporting States in implementing the Strategy in Central Asia.
9. To build intra-organizational and intra-regional networks to support our capacity building needs. Local ownership and sustainability of capacity building projects should be ensured through the involvement of local experts and specialists and the institutionalization of cooperation mechanisms to include national actors, civil society and public or nongovernmental organizations (NGOs).
10. To encourage the CTITF and its entities, UNRCCA and regional organizations to organize roundtables, workshops, trainings and platforms for dialogue in order to support implementing the Strategy in Central Asia.
11. To encourage the UN to produce manuals and guidelines on counter-terrorism in Russian and in the official languages of Central Asian countries and disseminate them widely through a specially dedicated regional website and through targeted technical assistance programmes. We further encourage regional organizations to develop new tools and methodologies, such as a unified guidebook for definitions on terrorism and related acts. We also resolve to further explore the CTITF e-platform Integrated

Assistance for Countering Terrorism (I-ACT) as a tool to build capacity and enhance information exchanges in the region.

12. To engage civil society and research institutions to raise public awareness of our national and regional counter-terrorism strategies, tap into local expertise to assist us in implementation, receive feedback on the effectiveness of our counter-terrorism policies, and facilitate two-way information sharing with the public. To this effect, we encourage the CTITF entities and regional organizations to organize a public conference for civil society, the media and research institutions in Central Asia, as well as regional training for the media on international legal instruments, conventions and standards in the fight against terrorism.
13. To promote, where applicable and as necessary, public-private partnerships (PPPs) in the fight against terrorism, in order to develop capacity-building prevention and protection programs according to national legislation. To this aim, we encourage the development of an inventory of different experiences with PPPs in Central Asia with typologies of PPPs and sub-categories by topics as examples to be distributed in Russian and the official languages of Central Asia. We furthermore seek assistance from regional and international organizations in organizing training programmes and workshops on best practices and legislation on PPPs in the fight against terrorism at the regional and national levels.

***Pillar IV: Measures to ensure respect for human rights for all and the rule of law as the fundamental basis of the fight against terrorism.***

We resolve to undertake the following measures, reaffirming that the promotion and protection of human rights for all and the rule of law is essential to all components of the Strategy, recognizing that effective counter-terrorism measures and the protection of human rights are not conflicting goals, but complementary and mutually reinforcing, and stressing the need to promote and protect the rights of victims of terrorism:

1. To reaffirm that we must ensure that any measures taken to combat terrorism comply with our obligations under international law, in particular human rights law, refugee law and international humanitarian law.
2. To seek support from specialized regional and international organizations in conducting human right-based reviews on procedures and contents of counter-terrorism laws to ensure that national, regional and international counter-terrorism legislations fully comply with international human rights law and standards.
3. To ensure that the International Covenant on Civil and Political Rights and the Convention against Torture are fully respected, including the arrest, detention, trial, interrogation extradition and transfer of terrorist suspects. This includes the non-refoulement principle.
4. To make every effort to develop and maintain an effective and rule of law-based national criminal justice system that can ensure, in accordance with our obligations under international law, that any person who participates in the financing, planning, preparation or perpetration of terrorist acts or in support of terrorist acts is brought to

justice, on the basis of the principle to extradite or prosecute, with due respect for human rights and fundamental freedoms, and that such terrorist acts are established as serious criminal offences in domestic laws and regulations. We further seek assistance in developing and maintaining such effective and rule of law-based criminal justice systems, inter alia, by the UNODC.

5. To better cooperate in order to reach a common understanding of extradition policies and practices and bring the procedures for mutual legal assistance, extradition and other forms of cooperation in criminal matters in line with international law and requirements. We will endeavor to conclude and implement mutual judicial assistance and extradition agreements and to strengthen cooperation between law enforcement agencies. We further seek assistance in improving information and experience sharing in criminal justice procedures at the regional level.
6. To ensure that counter-terrorism measures fully comply with international refugee law. To take appropriate measures, before granting asylum, for the purpose of ensuring that the asylum-seeker has not engaged in terrorist activities and, after granting asylum, for the purpose of ensuring that the refugee status is not used to organize, instigate, facilitate or participate in terrorist activities. To that end, we encourage the development of mechanisms for information sharing between our Governments and international agencies, taking into consideration the mandate of the agencies concerned and the principle of confidentiality as regards asylum-seekers and refugees.
7. To encourage public discussion of national programs and plans and regional strategies on countering terrorism in order to ensure transparency and accountability. We resolve to improve cooperation with the National Human Rights Institutions and Ombudsman's offices and strengthen their capacity for reviewing draft legislation, engaging in dialogue with our executive and legislative branches and informing the public.
8. To seek further cooperation with the UN including the Human Rights Council and its special procedure mandates, UN treaty bodies and the Special Rapporteur on Human Rights While Countering Terrorism. We resolve to consult relevant UN and regional resources for expertise and advice.
9. To encourage regional and international organizations to develop information materials, guidelines and training manuals specifically adapted for Central Asia, and in the official languages, on the inclusion of human rights instruments in counter-terrorism activities.