



PARLIAMENTARY ASSEMBLY OF THE MEDITERRANEAN
ASSEMBLEE PARLEMENTAIRE DE LA MEDITERRANEE
الجمعية البرلمانية للبحر الأبيض المتوسط

**Coordination Meeting of the PAM Special Parliamentary Committee on
Counterterrorism**

Palazzo Montecitorio – Sala della Regina
29 November 2019

REPORT



Executive Summary

On 29 November 2019, in Rome, Italy, the Parliamentary Assembly of the Mediterranean (PAM) organized the first annual Coordination Meeting of the PAM Special Parliamentary Committee on Counterterrorism.

The meeting was generously hosted by the Italian Parliament and brought together over 110 delegates from PAM member and partner countries. It included representatives from both national and international parliaments, senior security officials from Italy, USA, UAE, and the Russian Federation, diplomats, experts from partner organizations, such as OSCE PA, the United Nations, NATO, Interpol, as well as top Italian government officials, and representatives from academia and civil society.

The event was opened by Hon. Ettore Rosato, Vice President of the Italian Chamber of Deputies, Sen. Alia Bouran, PAM President, Hon. Yana Chiara Ehm, PAM Vice-President, and Hon. Gennaro Migliore, Chair of the PAM Special Parliamentary Committee on Counterterrorism. The opening session highlighted the timeliness of this meeting, the importance of the issues on the agenda, and the strong commitment from PAM parliaments and partner organizations to work together to combat the evolving threat of terrorism through the mechanism and within the forum of the Special Committee.

Discussions took stock of developments in terrorist threats and the recent work conducted by PAM on counterterrorism. It addressed key priorities, jointly identified with partner organizations, including prosecution and repatriation of foreign terrorist fighters (FTFs), prevention of terrorist movements through enhanced border security measures and information sharing, promotion of solidarity with victims of terrorism and recognition of the role they can play in countering the spread of radicalization and extremism, and ways to address the cyber aspect of terrorism.

Discussions were divided in four thematic sessions, and included dedicated thematic sessions. The first session assessed the current threat posed by FTFs, the fate of ISIL survivors, and their families detained in Syria and Iraq. The second session explored effective ways to counter terrorist movements through implementing the Advance Passenger Information (API) and Passenger Name Records (PNR) systems. The third session focused on addressing the spread of radicalization and violent extremism, looking at both de-radicalization strategies and addressing the root causes of the problem. The last session addressed the cyber aspects of terrorism, a necessary step in light of the constant evolution of new technologies, notably the use of internet for spreading propaganda and providing incitement and instructions to commit terrorist acts.

Highlights of Session One - Assessing the present threat of Foreign Terrorist Fighters and their families: repatriation, prosecution, rehabilitation

The first session was chaired and moderated by Ambassador Jean Paul Laborde, PAM Senior Advisor on Counter-terrorism, and comprised of a high-level panel of top representatives of security services and government agencies from Italy, USA, and the Russian Federation. The panel explored, in great detail, the wide array of present-day challenges emerging in the context of the recent military defeat of ISIL in Syria and Iraq.

On the issue of returning FTFs, a number of typical human profiles were spelled out, such as those who are disillusioned and traumatized by what they experienced in Syria and Iraq, and may serve as a potential resource to develop a counter narrative to ISIL propaganda; those who were obliged to come back home for health reasons, but are still radicalized, and may recruit others or organize attacks;

those who have been repatriated against their will and are imprisoned, and may radicalize other detainees; and those who have returned clandestinely to manage dormant cells for future attacks.

On the issue of relocating FTFs and decentralization of ISIL, the participants highlighted the vast expansion of the ISIL network beyond Syria and Iraq, which has emerged around the world in places like Burkina Faso, Philippines, and Afghanistan to name a few. These groups often exploit existing security vacuums and local low intensity conflicts. The destabilization of the Sahel was noted as a particular concern for the Euro-Mediterranean region.

It was further highlighted that an increased use of drones and other new technologies by ISIL affiliates and like-minded groups around the world was an emerging security issue.

Concerning ISIL survivors in North Eastern Syria, the status quo remains dangerous and unsustainable. Short- and medium-term threats lie in fighters escaping from the camps or coming back to their countries of origin to commit terrorist attacks, continuing an ISIL insurgency in Iraq and Syria, or relocating to third countries. These people are highly radicalised, have ample battlefield experience, and have citizenships in PAM member states.

The long-term threat lies in how we tackle the issue of women and children, many of whom remain unidentified. There is evidence that radicalization is growing in the detention camps, with surviving women taking it upon themselves to resurrect ISIL structures, such as the infamous religious police. Moreover, children need to be properly identified, repatriated, rehabilitated and integrated together with the help of the civil society. In fact, if these children are neglected, they will represent a major security issue, as they may end up becoming the next generation of ISIL fighters.

The session also highlighted the need for lean and effective platforms for judicial and law enforcement cooperation on an international level to ensure the prosecution of transnational terrorism, without unnecessary bureaucratic barriers. For this, harmonized legislation is key.

Highlights of Session 2 - Countering Terrorist Movements – Advance Passenger Information (API) and Passenger Name Records (PNR)

The second session was moderated and chaired by Hon. Gennaro Migliore, Chair of the PAM Special Committee on Counterterrorism, and included a high-level panel with representatives of the UN Office for Counterterrorism, UN Office on Drugs and Crime, OSCE Parliamentary Assembly, Italian Ministry of Interior and Interpol.

The session focused on the specific requirement, established by UNSC resolution 2396, to prevent terrorist movements by implementing API/PNR systems. These mechanisms require a single government entity to gather data from airline companies, analyze them, and alert law enforcement agencies as appropriate, while adhering to international data protection standards.

To implement API/PNR systems successfully, there is a strong need for effective legislation that would outline the purpose of such data collection (i.e. limited to countering terrorism and other serious crimes), the access and handling of this data with appropriate limitations, and provide effective oversight mechanisms.

A recent parliamentary oversight exercise, conducted by OSCE PA, highlighted a number of areas where the strategies could be improved, including through enacting comprehensive legislation packages rather than single decrees or amendments to existing laws, further harmonizing national

legislation vis-a-vis international standards, and devolving the necessary resources to effectively implement the API/PNR programs.

In addition to information sharing on a national level, due to the borderless nature of the terrorist threat, countries must share key and vital information among each other to prevent terrorist movements. The database of Interpol, the recently established European database on foreign terrorist fighters, and the International Counterterrorism Database facilitated by the FSB, represent excellent examples of such international cooperation in this regard.

Highlights of Session 3 - Countering violent extremism: addressing the root causes of radicalisation, promoting the role of Victims of Terrorism in countering the appeal of terrorism, and the role of education in fostering social cohesion and promoting tolerance and peace

The third session was moderated and chaired by Sen. Lhou Lmarbouh, PAM President Emeritus, and included a high-level panel with representatives of the Italian Government, United Nations, NATO, and academia.

One of the main points discussed was the spread of radicalization in prisons, which are a notorious breeding ground for extremist ideologies and terrorist recruitment, and now house increasing numbers of terrorists with the return of FTFs. Italy's strategy to prevent prison radicalization was examined in detail, and it was highlighted as encompassing a holistic and comprehensive approach, through which prisoners willingly participated in the specific programs, and that it included components of religious education, vocational training and work opportunities.

Another perspective from Italy emphasized that such a process is not religious deradicalisation, as it is not up to the secular state to make judgements on religious matters, but rather the process is meant to disempower the individuals from taking dangerous actions.

Within the global context of combatting extremism, the role of victims of terrorism was emphasized. There is a need for greater solidarity and support for victims of terrorism, not only through awareness raising, but also by placing victims at the center of counter-terrorism policies and legislation. The profound sacrifices and resilience of victims are what empowers our states and societies to persist with the fight against terrorism.

Another strategy on battling extremism goes through enhanced international dialogue and exchange of perspectives among countries on the causes leading to this security threat. As an example, NATO's newly established Southern Hub in Naples is mandated to engage with civil society in the MENA, Sahel and Sub Saharan regions, to benefit from their perspectives on these shared challenges in order to better shape the Alliance's policies on security in these regions.

Highlights of Session 4 - Addressing cyber aspects of terrorism: countering cyber threats and cybercrime, use of electronic evidence to combat terrorism, countering terrorism financing

The fourth session was chaired and moderated by Hon. Pedro Roque, PAM Vice President and President of the 1st Standing committee on Political and Security related cooperation, and the high-level panel included top experts from Italy and the United Arab Emirates.

During the session, it was highlighted that cyberspace is a unique area for crime and prosecution, as there are no crime scenes, the space itself is borderless and digital evidence is often beyond

jurisdiction of states, and that technology is advancing far faster than the appropriate legislation and policy can be implemented to address the use of this technology for criminal purposes.

One of the key concerns highlighted was the role of private tech companies, which have different priorities compared to governments, as they are primarily profit driven and only secondarily committed in keeping the internet a safe space for all to use. When trying to cooperate with private companies on electronic evidence, law enforcement officials often find themselves drawn-out in long processes, lasting months, resulting in the inability to effectively prevent crimes such as terrorism or exploitation of children.

Another major challenge is the rise of cryptocurrencies, and other innovative technologies for financial transactions. This is a real obstacle to trace the financing of terrorism, as it provides the ability for criminals to remain anonymous when conducting financial transactions.

The session also highlighted the need to revisit the Budapest convention on cybercrime and electronic evidence to adequately reflect the present-day challenges, specifically related to strengthening the rules and obligations governing the immense role that the private sector plays in cyberspace, in order to facilitate effective cooperation in cybercrime cases. There is also a need for national legislations to be up to date and harmonized with international standards to facilitate international cooperation on cyberspace investigations and other forms of mutual legal assistance.

Highlights of Thematic Sessions

The event had two thematic sessions to allow an exchange of views among the parliamentarians. In these sessions, a number of countries shared their unique experiences in counter-terrorism, including sharing of specific national legislations adopted to address the issues raised in the conference, such as cyber aspects of terrorism, repatriation and prosecution of foreign fighters, countering terrorist propaganda, and comprehensive national counter-terrorism strategies.

Delegates expressed strong support for an existing PAM proposal to establish a *Mission of Inquiry*, operating under the mandate of the UN, to address the issue of ISIL survivors. This would be composed of experts, including lawyers, magistrates, judges, prosecutors, doctors, forensic and civil registry specialists. By means of confirming civil status and nationality for people in the camps, the Mechanism would provide countries with strong evidences on citizenship, identity and when possible on terrorist activities they would have undertaken on the ground and would allow them to repatriate, prosecute and rehabilitate them, as appropriate. Also, this would limit the risk for States of having persons repatriated to countries to which they are not nationals of.

The debate touched upon the issue of foreign interference in the affairs of sovereign states, with some participants arguing that this leads to further destabilization and therefore more opportunities for terrorist organizations to exploit security vacuums, meanwhile other participants stressed the need for a pro-active approach to fight terrorism wherever it may appear, including on foreign territories.

The discussion also focused on ways to limit the spread of radical ideologies leading to violent extremism by addressing societal exclusion, xenophobia and racism, and the lack of economic opportunities, as some of the leading factors. It was noted that combatting radicalization requires reinforcing the role of civil authorities and religious leaders.

The debate proved that there was a clear consensus on the importance of international cooperation, including at the inter-parliamentary level, in fighting against terrorism.

Conclusions and follow up

The meeting produced a number of recommendations to PAM Parliaments, which can be summarized as per the following:

- Support and implement the PAM proposal to establish a UN-mandated Mission of Inquiry in order to address the situation of ISIL survivors, including with assistance to identify, repatriate, prosecute, and rehabilitate individuals, as appropriate.
- Pass the necessary legislation to comply with the obligatory provisions of relevant UN Security Council resolutions, namely #2178 on foreign terrorist fighters, #2396 on returning and relocating FTFs, #2462 on countering terrorism financing, and #2482 on addressing the nexus between organized crime and terrorism, among others.
- Provide the legislative frameworks and earmark the necessary resources for the establishment of API/PNR systems, which include strong safeguards and oversight mechanisms, to prevent terrorist movements.
- Share important data related to terrorism both within and among countries through dedicated platforms.
- Take proactive steps to address the spread of extremist ideologies, in prison systems through de-radicalization programs, in society by addressing the root causes of extremism, and online through stronger regulation and enforcement regarding extremist conduct in the cyber sphere.
- Regularly update national legislations to address the evolving threat of terrorism, notably the increased use of new technologies for terrorist purposes, and to address related pressing issues, such as the regulation of the private sector to ensure investigative cooperation, and the need to establish the challenging balance between security and privacy rights.
- Harmonize national legislations along international standards, and reduce bureaucratic obstacles in order to reinforce international cooperation among intelligence services, law enforcement, and judiciary.
- Continue to engage in constructive dialogue, through the mechanism of the PAM Special Committee on Counter-terrorism, among PAM member parliaments and with expert representatives of governments, international organizations, academia and civil society.

The outcomes of this meeting will contribute to the ongoing work of PAM on counterterrorism and concrete recommendations will be included in the resolution to be presented at the next PAM Plenary Session, set to take place in Athens in February 2020.

It was decided to convene coordination meetings of the PAM Special Committee on Counterterrorism, in Rome, in an open format, on an annual basis.

A number of joint initiatives with partner organizations were also proposed to constitute a tentative 2020-2021 work plan and shall be followed up by the PAM Secretariat.

Agenda

Friday 29 November

08:30 – 09:00 Registration of participants. *Palazzo Montecitorio (main entrance)*

09:00 – 09:45 **Opening Statements and Keynote Addresses** (*Sala della Regina*)

- Hon. Ettore Rosato, Deputy Speaker of the Chamber of Deputies of Italy
- H.E. Sen. Alia Bouran, PAM President
- Hon. Gennaro Migliore, Chair of the PAM Special Parliamentary Committee on Counter-terrorism
- Hon. Yana Chiara Ehm, PAM Vice President, President of the PAM 3rd Standing Committee
- Video-message by ASG Ms. Michèle Coninx, Executive Director, Security Council CTED, United Nations

9:45 – 10:00 Family Photo

10:00 – 11:30 **Session 1: Assessing the present threat of Foreign Terrorist Fighters and their families: repatriation, prosecution, rehabilitation**

Moderator: Amb. Jean-Paul Laborde, PAM Senior Advisor on Counter-terrorism

- Prefetto Gennaro Vecchione, Director General, Security Intelligence Department (DIS), Presidency of the Council of Ministers, Italy
- Dr. Federico Cafiero De Raho, National Anti-Mafia and Counter-Terrorism Public Prosecutor, Ministry of Justice, Italy
- Gen. Igor Sirotkin, Deputy Director of the Federal Security Service of Russia (FSB), Head of National Antiterrorism Committee Central Office
- Gen. Pasquale Angelosanto, Director, Special Operations Group, Carabinieri, Ministry of Defence, Italy
- Mr. Dan Stigall, Counsellor for International Affairs, National Security Division, U.S. Department of Justice

Debate

11:30 – 11:45 Coffee Break (*hall behind – Sala Regina*)

11:45 – 13:30 **Session 2: Countering Terrorist Movements – Advance Passenger Information (API) and Passenger Name Records (PNR)**

Moderator: Hon. Gennaro Migliore, Chair of the PAM Special Parliamentary Committee on Counter-terrorism

- Mr. Mauro Miedico, Director, Chief of Special Projects and Innovation Division, United Nations Office for Counter-Terrorism (UNOCT)
- Ms. Fernanda Lombardi, Officer in Charge, Implementation Support Section III, Terrorism Prevention Branch, UNODC
- Prefetto Lamberto Giannini, Director of Prevention, State Police, Ministry of Interior, Italy
- Mr. Marco Bonabello, Senior Advisor, Coordinator of the OSCE Parliamentary Assembly Ad Hoc Committee on Counterterrorism
- Mr. Fabrizio Di Carlo, Specialized Officer, INTERPOL

Debate

13:30 – 14:30 Lunch (*Sala Aldo Moro*) and short guided tour of the Chamber (English/French)

14:30 - 15:45 **Session 3: Countering violent extremism: addressing root causes of radicalisation, promoting the role of Victims of Terrorism in countering the appeal of terrorism, and the role of education in fostering social cohesion and promoting tolerance and peace**

Moderator: Sen. Lhou Lmarbouh, PAM President Emeritus

- Amb. Patrizio Fondi, Italian Special Envoy at the Anti-Daesh Coalition
- Gen. Davide Re, Director of the NATO Strategic Direction South Hub
- Mr. Mauro Miedico, Director, Chief of Special Projects and Innovation Division, United Nations Office for Counter-Terrorism (UNOCT)
- Dr. Augusto Zaccariello, Commander of the Central Investigative Department, Penitentiary Police, Ministry of Justice, Italy
- Dr. Sabrina Martucci, Professor, University of Bari

Debate

15:45 – 16:00 Coffee Break (*hall behind – Sala Regina*)

16:00 – 17:15 **Session 4: Addressing cyber aspects of terrorism: countering cyberthreats and cybercrime, use of electronic evidence to combat terrorism, countering terrorism financing**

Moderator: Hon. Pedro Roque, President of the PAM 1st Standing Committee on Political and Security related Cooperation

- Maj. Dana Humaid Al Marzooqi, Director General – International Affairs Bureau, Ministry of Interior, United Arab Emirates
- Col. Pietro Bianchi, Expert, Guardia di Finanza, Ministry of Economy and Finance, Italy

Debate

17:15 – 17:30 **Conclusions and preliminary workplan for 2020-2021**

- Amb. Sergio Piazzi, PAM Secretary General
- Hon. Gennaro Migliore, Chair of the PAM Special Parliamentary Committee on Counterterrorism

List of registered participants

Algeria	<p>Hon. Abdelmadjid Dennouni, MP, PAM Vice President, Head of Delegation</p> <p>Sen. Abdelhalim Latreche, MP</p> <p>Sen. Mohamed Akhamouk, MP</p> <p>Hon. Ammar Moussi, MP</p>
Cyprus	<p>Hon. Stefanos Stefanou, MP, Head of Delegation</p> <p>Hon. Georgios K. Georgiou, MP</p> <p>Hon. Christos Orphanides, MP</p> <p>Ms. Georgia Neophytou, Secretary of Delegation</p>
France	<p>Hon. Alain Perea, MP, PAM Vice President</p> <p>Hon. Sandrine Morch, MP, PAM Rapporteur on Human Rights</p> <p>Mr. Didier Eifermann, Secretary of Delegation</p>
Greece	<p>Hon. Christos Kellas, MP, Head of Delegation</p> <p>Mr. Georgios Chondronasios, Secretary of Delegation</p>
Israel	<p>Hon. Ram Ben Barak, MP</p> <p>Hon. Matan Kahane, MP</p> <p>Mr. Shai Cohen, Senior Diplomatic Advisor</p> <p>Mr. Hanan Rettman, Secretary of Delegation</p>
Italy	<p>Hon. Ettore Rosato, Deputy Speaker, Chamber of Deputies</p> <p>Sen. Giuseppe Moles, MP, Head of Delegation</p> <p>Hon. Yana Chiara Ehm, MP, PAM Vice President, President of the 3rd Standing Committee on Human Rights and Dialogue among Civilizations</p> <p>Hon. Gennaro Migliore, MP, Chair of the PAM Special Parliamentary Committee on Counter terrorism</p> <p>Hon. Giulio Centemero, MP, Co-Chair of the PAM Economic Panel</p>

	Sen. Francesco Amoruso , PAM President Emeritus
Jordan	Sen. Alia Bouran , MP, PAM President Mr. Nabil Alhisah , Secretary of Delegation
Malta	Hon. Robert Cutajar , MP
Morocco	Sen. Lhou Lmarbouh , MP, PAM President Emeritus Sen. Mohamed Alami , MP, Vice President of the PAM 1 st Standing Committee Hon. Abdellatif Berroho , MP Hon. Mohamed Hejira , MP Hon. Amam Chokrane , MP Mr. Mohamed Taib Cohen , Secretary of Delegation Mr. Hamza Kamroun , Secretary of Delegation
North Macedonia	Hon. Emil Dimitriev , MP, Head of Delegation Hon. Chedomir Sazdovski , MP Mr. Gligor Stoimenov , Secretary of Delegation
Palestine	Hon. Belal Qasem , MP, PAM Vice-President Hon. Omar Hamayel , MP
Portugal	Hon. Pedro Roque , MP, PAM President Emeritus, PAM Vice President, President of the PAM 1st Standing Committee on Political and Security related Cooperation
Romania	Sen. Aurel-Horea Soporan , MP Ms. Dumitrita Gliga , Advisor Ms. Ruxandra Cazacu , Secretary of Delegation

Serbia	<p>Hon. Tijana Davidovac, MP</p> <p>Hon. Olivera Ognjanovic, MP</p> <p>Hon. Veljko Rakic, MP</p> <p>Ms. Ana Trajkovic, Secretary of Delegation</p>
Syria	<p>Hon. Rami Saleh, MP</p> <p>Hon. Mahir Kawrma, MP</p> <p>Hon. Tarek Daaboul, MP</p> <p>Mr. Hisham Younes, Secretary of Delegation</p>
Turkey	<p>Hon. Halil Özşavli, MP</p> <p>Ms. Neslihan Temelat, Secretary of Delegation</p>

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Department of Justice of the United States of America	<p>Mr. Dan Stigall, Counsellor for International Affairs, National Security Division</p>
Federal Security Service of the Russian Federation (FSB)	<p>Gen. Igor Sirotkin, Deputy Director of the FSB, Head of National Antiterrorism Committee Central Office</p> <p>Ms. Ella Maltseva, Deputy Head of the International Cooperation Department</p> <p>Mr. Alexey Sharmanov, Official representative of FSB in Italy</p>
INTERPOL	<p>Mr. Fabrizio Di Carlo, Specialized Officer</p>
Ministry of Defence of Italy	<p>Gen. Pasquale Angelosanto, Director, Special Operations Group, Carabinieri</p>
Ministry of Economy and Finance of Italy	<p>Gen. Cosimo Di Gesù, Coordinator for international relations, Guardia di Finanza</p> <p>Col. Pietro Bianchi, Expert, Guardia di Finanza</p>
Ministry of Foreign Affairs of Italy	<p>Amb. Patrizio Fondi, Italian Special Envoy at the Anti-Daesh Coalition</p>

Ministry of Justice of Italy	<p>Dr. Federico Cafiero De Raho, National Anti-Mafia and Counter-Terrorism Public Prosecutor</p> <p>Dr. Augusto Zaccariello, Commander of the Central Investigative Department, Penitentiary Police</p> <p>Dr. Gianfranco di Modugno, Commissioner, Penitentiary Police</p>
Ministry of Interior of Italy	<p>Prefetto Lamberto Giannini, Director of Prevention, State Police</p> <p>Col. Antonio Servedio, Director of International Affairs</p>
Ministry of Interior of the United Arab Emirates	<p>Maj. Dana Humaid Al Marzooqi, Director General, International Affairs Bureau</p> <p>Capt. Hamad Khatir Al Hammadi, International Partnership Acting Director</p>
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OSCE Parliamentary Assembly	<p>Mr. Marco Bonabello, Senior Advisor, Coordinator of the Ad Hoc Committee on Counterterrorism</p>
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