**Summary and Conclusions
Workshop on the Regional Implementation of the
United Nations Global Counter-Terrorism Strategy
in Southern Africa**

**5 – 6 October 2011
Windhoek, Namibia**

*Organized by the Counter-Terrorism Implementation Task Force Office (CTITF)
in partnership with the Government of the Republic of Namibia*

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Preface

The United Nations Global Counter-Terrorism Strategy (hereafter the 'Strategy') adopted by the General Assembly on 8 September 2006 represents an important milestone in our collective pursuit towards strengthening the global response to terrorism, based on a common strategic and operational framework. Four pillars of action underpin the Strategy, namely:

- Measures to address the conditions conducive to the spread of terrorism;
- Measures to prevent and combat terrorism;
- Measures to build States' capacity to prevent and combat terrorism and to strengthen the role of the United Nations system in this regard; and
- Measures to ensure respect for human rights for all and the rule of law as the fundamental basis of the fight against terrorism.

The Strategy calls on Member States to ensure its implementation at the national, regional, and international levels, and for enhanced coordination and coherence within the United Nations system in promoting international cooperation in countering terrorism. However, despite this expression of political commitment and important institutional progress, widespread and integrated implementation of the Strategy remains elusive in many regions of the world. In addition to the general capacity challenges confronting a wide range of Member States, a contributing factor to this is the lack of in-depth knowledge and understanding of the Strategy in several capitals and the role that different stakeholders, including the Counter-Terrorism Implementation Task Force (CTITF), can play in supporting national, regional, and sub-regional implementation.

Widespread implementation of the Strategy by Member States depends on their officials having the knowledge and understanding in national capitals about its utility, legitimacy, and potential benefits for their country. For example, the Strategy has the potential to be a useful tool in promoting "whole-of-system" responses to terrorism. However, for that to happen, the Strategy's utility as a policy framework for an integrated Government response to the threat of terrorism needs to be publicized, understood and appreciated by all relevant Government ministries and other stakeholders, including civil society.

With this in mind, the CTITF Office in partnership with the Government of the Republic of Namibia, organized a Regional Workshop for Member States of the Southern African region and relevant international partners that was aimed at increasing awareness and understanding of the Strategy and thereby attaining broader political support from officials of ministries and agencies in capitals and the wider sections of civil society. A similar regional event for the Southeast Asian region was held in Bali, Indonesia, in November 2010, and for the Eastern African region in Addis Ababa, Ethiopia, in July 2011.

The discussions at the Workshop provided positive indications towards enhanced regional efforts to implement the Strategy in all its dimensions, with the support of the United Nations system through the CTITF framework. The following summary and conclusions of the Workshop, which do not constitute a binding document, are intended to serve as useful reference material for similar efforts in the future in other regions of the world.

Background and Executive Summary

In contrast to other regions in Africa, the threat posed by domestic or international terrorism within Southern Africa, historically speaking, has been low. Consequently, despite notable exceptions, the development and implementation of national and regional counter-terrorism legislative instruments and practical measures aimed at strengthening inter-agency and inter-State cooperation have understandably not been at top priority for all regional States.

Nevertheless, as has been demonstrated by recent high profile cases, Southern Africa is not immune from the threat of terrorist activities. Several countries have been forced to respond to terrorist threats or some form of related crime, including harbouring and providing support to well-known terrorist actors and networks. Moreover, any perception of a State being a 'soft target' for such activities renders it vulnerable to becoming a centre of terrorist operations, which in turn may pose significant national security and developmental challenges to the State concerned. Certainly, there is a possibility that, for example, some of the terrorist activities in East Africa may spill over in the not too distant future into other parts of the continent, including Southern Africa. Limited State capacity, porous borders and socio-economic challenges can potentially allow international terrorist elements to develop linkages in the Southern African region. Furthermore, any failure to respond robustly to all terrorist activities, whatever the form, is contrary to international and regional obligations that are incumbent upon all States for countering terrorism.

Based on the framework of the United Nations Global Counter-Terrorism Strategy, the **Regional Workshop on the Implementation of the United Nations Global Counter-Terrorism Strategy in Southern Africa,** held in Windhoek, Namibia, on 05 – 06 October 2011, organized by the United Nations Counter-Terrorism Implementation Task Force Office (CTITF), in partnership with the Government of Namibia, served as a forum for exchange of assessments and perspectives on the threat of terrorism in the region, discussions on strengthening States processes and capacities to counter the threat and to meaningfully assimilate a response to the threat within the prioritized developmental efforts of the region, as envisioned in Pillar I of the Global Strategy.

The Workshop had four main conclusions:

First, participants underscored the need for a 'systems integration' approach, which entails a grounded and institutionalized government-supported mechanism that allows for a functional and practical exchange of priorities and methodologies between all relevant stakeholders in order to counter terrorism through a comprehensive approach. Systems integration is broader and more inclusive than inter-agency coordination, and more focused an operational than 'whole-of-government' approach. The role of the United Nations, the African Union and the Southern African Development Community (SADC) was supported, and specific focus was placed in exploring CTITF's role in facilitating development of sub-regional and national counter-terrorism implementation plans and strategies.

Second, participants agreed that, given the nexus between security and development, both aspects need to be considered fully and simultaneously in order not to compromise on

the importance of either. While countering the threat of terrorism is necessary from a security and moral perspective, the over-securitization of development could be counter-productive.

Third, and linked to the previous observation, participants acknowledged that terrorists were increasingly inclined to target international aid and developmental organizations, agencies and their staff. Therefore, the Global Strategy, which demonstrates the international community's determination to fight terrorism through poverty alleviation, employment opportunities, conflict resolution, inter-cultural dialogue, improving good governance and the protection of human rights, including the rights of victims of terrorism, provides all States and international organizations the moral high ground in counter-terrorism activities and exposes the poverty of the terrorists' narratives.

And fourth, States of the region placed special emphasis on enhancing the capacity of national criminal justice systems and networks between regional judicial authorities. Participants underscored that a rule-of-law based environment was a highly effective terrorist prevention strategy and a principled way for any State to protect its citizenry from violence and injustice.

The Workshop summary & conclusions do not constitute a binding document and should be considered an informal summary.

Workshop on the Regional Implementation of the United Nations Global Counter-Terrorism Strategy in Southern Africa
Windhoek, Namibia
05 – 06 October, 2011

Summary and Conclusion

Opening Session[1]: Welcome Remarks and Keynote Speech

The Regional Workshop was formally opened by His Excellency Mr. Nangolo Mbumba, Minister of Safety and Security of the Republic of Namibia. While acknowledging that the region of Southern Africa faces a relatively low threat from terrorism, he reminded participants that the region was not immune to terrorist activities. He warned that Southern African States must not grow complacent against the threat and must prevent the region from potentially becoming a safe haven or a soft target for terrorists.

Minister Mbumba noted the significant steps Namibia has taken to safeguard its citizens, such as establishing joint consultative forums with regional States on defence and security and drafting a policy framework with the central Bank of Namibia on counter-terrorism and combating the financing of terrorism. The revised defence policy of Namibia identifies terrorism as a key strategic threat in its regional environment. A draft national security policy framework is set for finalization soon. He welcomed the focus areas of the two-day Workshop and placed a special focus on the need to share information and build capacity.

His remarks on the primacy of effective domestic inter-agency coordination set the tone for the Workshop: the need for what he termed "systems integration." Terrorism was complex and requires a multi-faceted response. Countering terrorism through law enforcement or hard security measures is not sufficient; instead, all relevant components of the State and its relevant non-State partners must be coordinated to ensure that society is safe from a terrorist attack, as well as resilient to an attack's occurrence. Strong cooperation between national and regional law enforcement agencies was necessary, but the inclusion of other stakeholders in counter-terrorism strategy-making delivers a more holistic and preventative response. He called for the SADC States to adopt a "new mindset" at the regional level to combat terrorism.

Strengthening national and regional procedures to tackle the financing of terrorism and enhancing legal cooperation mechanisms were identified in particular by the distinguished Minister as the need of the hour. He called on participants to discuss ways to develop adequate legislative frameworks that complement international instruments and called upon capacity building partners to channel needed assistance in this regard.

Mr. Muhammad Rafiuddin Shah, Officer-in-Charge of the CTITF Office, acknowledged that while the threat of terrorism in the region was low, complacency against

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[1] The opening session of the workshop was open to the media and all opening statements are attributed to the respective speakers. All other sessions were closed-door sessions conducted under the Chatham House Rule.

the threat, which is rampant in other parts of the African continent, was not an option. Many countries in other regions of the world have seen the "musical chairs strategy" of terrorists: the easy movements of criminals and terrorists to regions considered low priority on the counter-terrorism agenda. A state of good preparedness is an effective deterrent to keep terrorists at bay. He said that the Workshop was an opportunity for participating States to consider through deep, profound analysis the relevance of the Global Strategy for the region and to chart a course to keep the broader neighbourhood protected from the menace. Welcoming the Minister's remark on 'systems integration,' he noted that through mutual confidence between operating partners and technical and structural systems to support the integration, this core requirement in countering terrorism was achievable.

Professor Alaphia Wright, Resident Coordinator for the United Nations Country Team in Namibia, drew participants' attention to Pillar I of the Global Strategy, noting that its key provisions are not only intrinsically linked to countering the threat of terrorism comprehensively, but are also areas where the United Nations system is well-versed in making significant contributions. Stressing on the need to accelerate implementation of the Strategy on the ground, he underscored the role that key United Nations agencies have to play to bring that about, and he called for an internalization of counter-terrorism through prevention, education and protection of human rights and the rule of law.

Plenary Session I: In-depth knowledge of the United Nations Global Counter-Terrorism Strategy and inter-agency coordination mechanisms needed for its effective implementation in the Southern African region

Southern Africa has been amongst the few fortunate regions of the world that have not suffered greatly from terrorist attacks as other regions of Africa or the world. Counter-terrorism, therefore, is not a high political priority for the region.

At the same time, participants highlighted three observations at the outset: first, despite the low threat, terrorist violence elsewhere on the continent is not far away and has in fact gradually shown a tendency to creep down the eastern coast of Africa through organized criminal networks and increased piracy. Second, States of the region stand a better chance to fight terrorism more effectively and with the correct prescriptive responses if they have adequately prepared their institutions and societies before terrorist events occur. And finally, implementing the United Nations Global Counter-Terrorism Strategy, which is a responsibility that Member States took upon themselves through its unanimous adoption in 2006, is beneficial not just in preventing and countering terrorism, but also in strengthening State capacity, improving inter-communal harmony, enhancing regional cooperation and protecting human rights and the rule of law, all of which are valuable objectives in and of themselves.

The concept of security in the Southern African Development Community (SADC) is a broader one: it encapsulates the critical aspects of human, economic, social and environmental security. This inclusive concept of security provides for a holistic governance paradigm for Southern African States in fulfilling their responsibilities to protect the lives and property of their citizens, as identified in the regional policy frameworks of the Strategic Indicative Plan for the Organ (SIPO) and the Regional Indicative Strategic Development Plan (RISDP). Given this sort of regional predisposition, participants noted the importance

of regional States to steer clear of what one participant called "a blanket security approach," which would ignore the dynamics through which security and development affect each other and make it easier for peoples' rights to be violated.

With that note of caution, participants affirmed that the road to effective implementation of the Strategy requires identification of all relevant stakeholders, integration of their priorities and agendas for the construction of a holistic and all-encompassing approach, practical coordination of efforts and, finally, an institutionally consolidated mechanism to sustain such coordination in the long term. The implementation of such steps would bring regional States closer to the 'systems integration' objective that is needed for a comprehensive counter-terrorism plan of action.

Participants also noted that the African Union's broad-based continental normative framework to combat terrorism has a number of anti-terrorism treaty instruments, notably the OAU Convention on the Prevention and Combating of Terrorism 1999 and its Protocol, which was adopted in 2004; and the AU Protocol Relating to the Establishment of the Peace and Security Council of the African Union 2002. Furthermore, the AU Plan of Action of 2002 embodies the 'roadmap' for the implementation of the AU counter-terrorism regimes. The AU's African Centre for Study and Research on Terrorism (ACSRT) is in the process of finalizing a comprehensive African anti-terrorism Model Law to facilitate the domestication of international and continental counter-terrorism regimes at the national level. All of these measures have the common objective of supporting the implementation of coherent and effective counter-terrorism norms and practices within the continent, and must be utilized by the Southern African region to the fullest extent.

While these notable achievements at the continental level are commendable, participants noted two gaps: first, they commented that various regions of the African continent perceived the issue of terrorism and counter-terrorism differently, which necessarily impacted their priorities. In such cases, the Global Strategy serves as a platform for unifying and consolidating the important achievements made at the continental level.

Second, participants also said that the implementation of continental and global counter-terrorism frameworks, such as the OAU convention and the Global Strategy, continue to suffer from haphazard institutional arrangements, lack of much-needed resources and a severe trust deficit, despite the increased attention being given to the operational side of counter-terrorism. For example, multiple counter-terrorism focal points operate from their respective ministries, an approach which is functional for inter-ministerial cooperation between States, but presents a problem on providing the State with a holistic counter-terrorism approach. Similarly, the lack of trust between States dampens the practical benefits that can emanate from existing coordination mechanisms.

Participants agreed that an out-of-the-box thinking was required for Southern Africa, given the unique regional dynamics and the distant yet approaching terrorist threat. States of the region should reverse the equation: instead of asking where development fits on their counter-terrorism agenda, the question should be the other way around. Such a reversal would bring more non-traditional entities to play their necessary roles on the implementation of the Strategy, retain national priorities and recalibrate the security lens to channel greater energy towards socio-economic development.

Plenary Session 2: Criminal Justice, the Rule of Law, and Protection of Human Rights while Countering Terrorism

Credible criminal justice systems are the bedrock of States and societies; the expectation and true delivery of justice is the surest way to prevent resentment amongst peoples or deviation from cherished principles. Terrorism itself violates the most basic human rights, but counter-terrorism policies that trample upon rights and the rule of law are ultimately self-defeating.

Participants recognized that Southern African States need adequately functioning legal regimes that criminalize terrorist acts. Ratification and incorporation in domestic law of the international counter-terrorism instruments is a primary step in the development of such legal regimes. Criminal justice systems, with appropriately trained judges, prosecutors and lawyers who are familiar with States' obligations on international legal cooperation and human rights protections, are built on sound legal regimes. States need to continually provide training to their criminal justice professionals in order to prepare them on complex terrorism-related cases. Finally, regional and international professional platforms that foster trust, allow for exchange of best practices and enable international cooperation are oftentimes useful for strong inter-State mechanisms that leave no room for terrorists to escape justice. Such platforms also support rule-of-law based cooperative systems.

The lack of political understanding of the role of credible criminal justice systems in the fight against terrorism was identified by participants as a strategic handicap in the region. Although terrorism-related court cases have been infrequent, many States in the region are without the requisite awareness of how their criminal justice systems can be made to play a part in a holistic approach against terrorism. The importance of delivering due process from investigation to sentencing provides a State with strategic victories through denying terrorists the role of a fighter against injustice, establishing State credibility, giving victims of terrorism a voice and preventing terrorism through increased faith in State institutions.

Participants noted that specialized officers and experts on terrorist typologies and crime investigation who are also familiar with human rights standards are few in the region. Systematic training is needed for a wide variety of officials from all relevant State braches, including judiciary, financial intelligence, criminal investigation, interrogation, customs, police and immigration.

The lack of inter-State cooperation on legal matters in the region was also cited by participants as a significant problem, spanning a wide range of issues from intelligence sharing and extradition to mutual legal assistance and transfer of prisoners. The diversity of legal regimes in the region also does not help. Finally, endemic distrust between States due to past histories prevent confidence-building measures, such as diplomatic assurances or information-sharing mechanisms, from taking root.

Progress made by other parts of Africa on the development of criminal justice systems was also discussed. For example, the partnership between the Eastern Africa-based Intergovernmental Authority on Development (IGAD) and the United Nations Office on Drugs and Crime (UNODC) was an institutionalized cooperative framework delivering

necessary training and information on improved criminal justice systems and enhanced regional legal cooperation.

Participants noted that the politics behind labeling of organizations as 'terrorists' often compromised the impartiality and trust of criminal justice systems. Participants explored whether regional lists of terrorist organizations would help, and highlighted that national counter-terrorism and security strategies must define threats and ways to counter them, thereby acquiring clarity on labeling of organizations and the needed responses.

At the national level, participants made tangible and specific recommendations, including on the importance of devising targeted counter-terrorism laws that do not impinge upon democratic rights, prohibiting unlawful rendition, minimizing preventive detentions and ending impunity for violations of due process rules.

Regionally, capacity-building partners were encouraged to coordinate technical assistance programmes, including through existing regional mechanisms, such as the Southern Africa Police Chiefs Cooperation Organization (SARPCCO). Additional regional professional platforms were also recommended in order to build trust between justice and law enforcement officials of the region, especially amongst those belonging to different legal traditions. The SADC Protocol on Mutual Legal Assistance and Extradition, which is a valuable tool that was not sufficiently used by regional States, was also noted as a potential starting point. Other SADC instruments, participants acknowledged, were not used to their full potential. One handicap here was that if a regional protocol refers to national legislation, and if the national legislation was not updated, then the protocol loses its effectiveness.

Participants welcomed the repeated emphasis placed by the General Assembly and the Security Council on the need for States to comply with international law and international humanitarian law in all counter-terrorism activities, policies and frameworks. However, participants expressed concern that in reality, most States were without suitably strong oversight mechanisms to fight impunity and maintain accountability in criminal proceedings against suspected terrorists.

As part of the general theme throughout the Workshop that focused on prioritizing development, participants also noted that underlying abuses in society – separate from violations of human rights in the context of countering terrorism – must also be considered as factors that allow for the growth of terrorism. The full enjoyment of protections and rights granted under the International Covenant on Economic, Social and Cultural Rights (ICESCR) and the International Covenant on Civil and Political Rights (ICCPR) was stressed by participants as a necessary component for terrorism-free societies.

Plenary Session 3: Countering the financing of terrorism in Southern Africa

Since the perpetration of terrorist attacks by Al-Qaeda against American embassies in Kenya and Tanzania in 1998, increased focus has been placed within the United Nations system on direct and indirect sources for terrorist financing. It was not, however, until the terrorist attacks of 9/11 and the resultant Security Council resolution 1373 (2001) that the issue of terrorist financing gained extraordinary prominence. The resolution, invoking Chapter VII of the United Nations Charter, required all Member States to take a series of

measures, including the ratification of all relevant counter-terrorism instruments, notably the one criminalizing the financing of terrorism dating from 1999.

Although the issue remains a prominent one, much work remains to be done in terms of strengthening national, regional, and international legal frameworks, including within the African region. For example, at the national level, out of 14 States within the Southern African region three have yet to ratify the Terrorist Financing Convention 1999, despite the terms of Security Council Resolution 1373 (2001). Nor are such gaps filled at the regional level due to the absence of any designated SADC anti-terrorism instrument. Similarly, at the continental level, there is no AU anti-terrorist financing instrument. While some reference to these issues is made within its 2002 Protocol, the reference is limited to recognition of the need to establish national contact points to facilitate information sharing on these issues.

Participants expressed concern that such gaps potentially have serious implications for both the national and regional security of Southern African States, not least in terms of effectively preventing terrorist financing, and in responding and cooperating with each other with respect to related terrorist criminal acts. Subsequently, it was noted that gaps and shortcomings leave States vulnerable, including to becoming unintended centres of terrorist activities.

In the national legal frameworks of States in the region, freezing of assets was one of the most prominent sticking points owing to lack of clarity on the designation of the entity responsible for freezing. Due to lack of detailed criteria on freezing and weak due process mechanisms built into the relevant legal provisions, financial intelligence work and counter-financing activities are hampered. Most States in the region have been assessed by the Eastern and Southern African Anti-Money Laundering Group (ESAAMLG) as lacking some of the key requirements emanating from the 40+9 FATF recommendations.

Apart from the legal gaps, participants also shed light on the practical difficulties involved in preventing the financing of terrorism. Detection of illegal financing in countries where the vast majority of transactions are carried out by cash is extremely difficult. Identification of individuals, electronic tracking of money trails and limited involvement of citizens in the banking system do not help financial monitoring mechanisms. Suspicious activity reporting was even more difficult because of the absence of predetermined, State-guided red flags or indicators that would alert bank officials.

When financing of terrorism is noticed and reported, cases often stall or are dismissed in the justice systems due to lack of necessary awareness amongst judges and lawyers of the pertinent international legal regimes that prompt freezing of assets. Training of judicial officials was specifically cited by participants as a necessary capacity-building requirement. The vulnerabilities of the non-profit sector were also discussed, and in this regard, the on-going CTED-led workshops on protecting charities from terrorist abuse, carried out under the CTITF Working Group on Tackling the Financing of Terrorism, was welcomed as a positive resource for the region.

Several participants said that the implementation of requirements related to stopping terrorist financing were complicated in the region. New technologies, such as mobile

banking, provided large-scale money transfer facilities without adequate tracking. On the other hand, many people are reluctant to open bank accounts since they are asked questions that are difficult to answer – sometimes, even addresses in small communities urban slums are not well-established.

Participants called for closer engagements with ESAAMLG in order to update ESAAMLG country assessments and procure the necessary technical expertise at the regional level to strengthen their defence mechanisms against terrorist financing.

Plenary Session 4: Police and Law Enforcement Capacity

Participants discussed the specific needs and capacity strengthening requirements of police and law enforcement officials, not least in relation to strengthening inter-agency cooperation, complying with human rights and rule of law standards, and responding effectively to particular terrorist activities, including the challenges posed by terrorist financing. They identified key problems and challenges and exchanged best practices to enhance law enforcement cooperation in the region.

Discussions started off with a focus on weaknesses in legal frameworks in the region that gave rise to ad hoc investigative and operational policies, violations of human rights, inconsistencies between national law enforcement priorities and, ultimately, shortcomings in inter-State cooperation. Participants supported State efforts to establish dedicated and specialized national inter-agency coordination mechanisms that ensure seamless flow of information and priorities between various State law enforcement bodies. Institutionalized inter-agency coordination mechanism are the first step towards a 'systems integration' approach, and can facilitate access to centralized evidence and forensic and criminal databases, and promote healthy cooperation with the judicial authorities at the national level. Joint investigations and the establishment of joint task forces at the regional level can also be developed through institutionalize inter-agency coordination systems.

SARPCCO's activities were welcomed by participants as an example of regional cooperation and focused capacity-building. The counter-terrorism programmes developed by law enforcement agencies that are part of SARPCCO have been running since 2009 and have delivered training to numerous officials on topics as varied as legal aspects of terrorism, conditions conducive to its spread, intelligence coordination and weapons of mass destruction. Focused curricula have been developed by SARPCCO in partnership with the Institute of Security Studies (ISS) which has made an impact amongst national authorities in the region. Such intergovernmental platforms were encouraged by participants as a useful method to build trust within the region. Participants noted that cooperation between SARPCCO and EAPCCO in Eastern Africa can bring benefits through cross-regional exchanges.

Shortfalls in border control were registered by participants as a key capacity-building priority. The region has been lagging behind in regulating breeder documents used for machine-readable passports, and there have been several instances of document-fraud, such as the issuance of fake passports ostensibly belonging to States from the region. Databases were mostly adequate but are not available on a round-the-clock basis on many border posts, while many services simply do not have access to them. Tools for analysis and investigations

of criminal and terrorism-related cases are non-existent in some countries. SARPCCO has developed training manuals, but the application of tactics and procedures learned was inadequate due to missing or out-of-date equipment.

While regional law enforcement bodies require capacity enhancements, participants repeated the concerns they highlighted at the beginning of the workshop: that the region must not over-securitize and lose its essential character of community partnerships, interpersonal trust and cultural openness.

Workshop Conclusions

Participants welcomed the Workshop as a timely and useful opportunity to familiarize themselves and their respective ministries on the utility of the United Nations Global Counter-Terrorism Strategy in the development of holistic and comprehensive national and regional security frameworks. Pillar I and IV of the Strategy received special attention due to the relevance of socio-economic, cultural and human rights dimensions in the broader fight against terrorism.

Participants agreed that Southern Africa is cognizant of the need to protect itself from terrorism, but the region must take steps towards enhancing security gradually, holistically and with due consideration given to retaining its culture and its commitment to upholding individual liberties, human rights and the rule of law. Participants expressed the hope the Workshop will lay the foundations of a locally-driven process that involves a wide range of stakeholders, which will lead to a series of more focused follow-on initiatives that build on the outcome of the discussions. The Workshop fostered a way for Southern African States to come together and introduce a local focus to the four pillars of the Strategy and formulate policies based on shared values.

The Workshop concluded with four main action points:

First, participants underscored the need for a 'systems integration' approach, which entails a grounded and institutionalized government-supported mechanism that allows for a functional and practical exchange of priorities and methodologies between all relevant stakeholders in order to counter terrorism through a comprehensive approach. Systems integration is broader and more inclusive than inter-agency coordination, and more focused an operational than 'whole-of-government' approach. The role of the United Nations, the African Union and the Southern African Development Community (SADC) was supported, and specific focus was placed in exploring CTITF's role in facilitating development of sub-regional and national counter-terrorism implementation plans and strategies.

Second, participants agreed that, given the nexus between security and development, both aspects need to be considered fully and simultaneously in order not to compromise on the importance of either. While countering the threat of terrorism is necessary from a security and moral perspective, the over-securitization of development could be counter-productive.

Third, and linked to the previous observation, participants acknowledged that terrorists were increasingly inclined to target international aid and developmental

organizations, agencies and their staff. Therefore, the Global Strategy, which demonstrates the international community's determination to fight terrorism through poverty alleviation, employment opportunities, conflict resolution, inter-cultural dialogue, improving good governance and the protection of human rights, including the rights of victims of terrorism, provides all States and international organizations the moral high ground in counter-terrorism activities and exposes the poverty of the terrorists' narratives.

And fourth, States of the region placed special emphasis on enhancing the capacity of national criminal justice systems and networks between regional judicial authorities. Participants underscored that a rule-of-law based environment was a highly effective terrorist prevention strategy and a principled way for any State to protect its citizenry from violence and injustice.

Participants welcomed the opportunity to discuss pressing counter-terrorism related issues during the two-day Workshop. They appreciated the usefulness and uniqueness of the Workshop in bringing together a broad range of practitioners, Government officials and civil society participants from the Southern African region to discuss a comprehensive and coordinated approach to countering terrorism.

Annex I

**Workshop on the Regional Implementation of the
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Annex II

**Workshop on the Regional Implementation of the
United Nations Global Counter-Terrorism Strategy
in Southern Africa**

*Organized by the Counter-Terrorism Implementation Task Force Office (CTITF)
in partnership with the
Government of Namibia*

Programme
5 – 6 October 2011
Windhoek, Namibia

Day 1: 5 October	
0830 – 0900	*Registration of participants*
0900 – 0955	Opening Ceremony: Welcome Remarks and Keynote Speech *Chairman of the Session: Mr. Samuel /Gôagoseb, Permanent Secretary, Ministry of Safety and Security of the Republic of Namibia* • Mr. Muhammad Rafiuddin Shah, Officer-in-Charge, Counter-Terrorism Implementation task Force Office (CTITF), United Nations • Professor Alaphia Wright, Resident Coordinator, United Nations System in Namibia ❖ Keynote Speech: The Hon. Mr. Nangolo Mbumba, Minister of Safety and Security of the Republic of Namibia
0955 - 1000	Group Photo of Participants
1000 – 1100	Plenary Session: In-depth knowledge of the United Nations Global Counter-Terrorism Strategy and inter-agency coordination mechanisms needed for its effective implementation in the Southern African region *Moderator: Mr. Anton Du Plessis, Programme Head, Institute for Security Studies (ISS)* • Ms. Beatrice Lungowe Mutandi, Deputy Director, Ministry of Foreign Affairs, Zambia • Mr. Idriss Mounir Lallali, Head of the Alert and Prevention Unit, African Centre For Studies and Research on Terrorism

	(ACSRT/CAERT) • Mr. Zeeshan Amin, Political Affairs Officer, CTITF Office, United Nations • Professor André du Pisani, University of Namibia Issues to be addressed: • *What are the key 'traditional' and 'non-traditional' national and regional agencies that should be part of inter-agency coordination mechanisms?* • *Are there any relevant agencies that should be included in the discussion? If so, how might they be included within existing or new mechanisms?* • *What coordination mechanisms exist already at the national and regional levels? How might they be strengthened?* • *Are there any examples of good practice, including that which may be implementable within other agency, national and/or regional contexts?*
1100 – 1115	*Coffee Break*
1115 – 1300	Discussion
1300 – 1400	*Lunch*
1400 – 1530	Plenary Session: Criminal justice, the rule of law and protecting human rights while countering terrorism *Moderator: Mr. Marco Kalbusch, Deputy Regional Representative, Office of the High Commissioner on Human Rights (OHCHR)* • Mr. Clement Potter, Chief Public Prosecutor, Attorney General's Chambers, Seychelles • Ms. Rokhayatou Diarra, Expert, Terrorism Prevention Branch, United Nations Office on Drugs and Crime (UNODC) • Dr. Paulo Antonia de Graça, Legal Adviser, Ministry of Foreign Affairs and Cooperation, Mozambique • Mr. Anton Du Plessis, Programme Head, Institute for Security Studies (ISS) Issues to be addressed: • *What are the principal hurdles to the effective implementation of Pillar IV objectives on the rule of law and human rights? How might these be overcome, and the applicable legal framework strengthened?* • *What are some of the main challenges facing the development and effectiveness of national criminal justice systems? What impact do these have on counter-terrorist responses, including in relation to national or regional cooperation? How might these be overcome?* • *Could the development of comprehensive national implementation plans by a wide-range of national stakeholders be an efficient way of developing holistic*

	approaches for addressing the complex issue of terrorism and improving coordination among stakeholders? • *Are there any developed or developing best (national) practices (e.g. in implementing anti-terrorism legislation; or for training or awareness-raising of criminal justice practitioners or law enforcement officials) which may be implementable elsewhere within Southern Africa?* • *What actions could be taken at the national and regional levels, with the support of bilateral and regional technical assistance providers, to ensure that counter-terrorism measures and policies are carried out in compliance with obligations under international law, including adherence to human rights and rule of law standards and principles?*
1530 – 1545	*Coffee Break*
1545 – 1700	Discussion

1900	*Cocktail Reception hosted by the Government of the Republic of Namibia* *Honorary remarks: Mr. Paul Hartmann, Deputy Governor of the Bank of Namibia*

Day 2: 6 October	
0900 – 1100	Plenary Session: Countering the financing of terrorism in the Southern African region *Moderator: Mr. Zeeshan Amin, Political Affairs Officer, CTITF Office, United Nations* • Mr. Trevor Rajah, Legal Officer, Counter-terrorism Committee Executive Directorate (CTED) • Mr. Eliawony Joseph Kisanga, Executive Secretary, Eastern and Southern African Anti-Money Laundering Group (ESAAMLG) • Ms. Audrey Annette, Officer, Asset Recovery Unit, Financial Intelligence Unit, Seychelles • Ms. Leonie Dunn, Director, Financial Intelligence Centre, Bank of Namibia Issues to be addressed: • *What are specific significant legislative gaps existing within national and regional legal frameworks within Southern Africa?* • *What are the (potential) implications of such gaps for national, regional, and*

	possibly for continental and international security? How may they be addressed? • *How may cooperation be strengthened to prevent and effectively sanction terrorist financing within Southern Africa and individual States, legally and practically?* • *What further capacity building, training, or other activities would develop and/or strengthen existing counter-terrorist financing activities levels?* • *Are there any developed or developing national best practices, which may be implementable elsewhere within the region?*
1100 – 1115	*Coffee Break*
1115 - 1230	Discussion
1230 – 1400	*Lunch*
1400 – 1530	Plenary Session: Police and law enforcement capacity *Moderators: Commissioner Libuto, Namibia Police and* *Ms. Leonie Dunn, Director, FIU, Bank of Namibia* • Mr. Goyayi Mabula Goyayi, Regional Specialized Officer, Counter-terrorism Desk, Southern African Regional Police Chiefs Cooperating Organization (SARPCO)/INTERPOL • Ms. Rampersad Sooroojeballly, Deputy Commissioner of Police and Supervising Offer, Counter-terrorism unit, Mauritius Issues to be addressed: • *What national/regional training initiatives exist on legal aspects of counter-terrorism, inter alia on human rights and rule of law issues in furtherance of the requirements and underpinning principles of the Strategy? How might these be improved?* • *What training takes place on other practical issues necessary to achieve Strategy objectives, for example evidence gathering, including forensic science, the handling of witnesses and victims? How can these be improved?* • *What existing mechanisms exist to strengthen counter-terrorism cooperation and coordination between the police and law enforcement agencies, both national and regionally?* • *What developing or developing best practices exist which may be implementable within other contexts?* • *Is community policing effective (recent trends and good practices) and what role can civil society play in this regard?* • *What measures might be taken to build trust among the various stakeholders (such as law enforcement, local communities, migrants, and refugees)?* • *What measures are in place to detect and prevent falsified passports and other travel documents that terrorists may obtain from SADC countries?* • *Are SADC/SARPCCO countries making effective use of INTERPOL database on transnational criminal networks?*

1530 – 1545	*Coffee Break*
1545 – 1630	Discussion
1630 – 1700	Summary of conclusions and closing session Chairman: Mr. Muhammad Rafiuddin Shah, Officer-in-Charge, Counter-Terrorism Implementation task Force Office (CTITF), United Nations • Ms. Einas Mohammed, Political Officer, Peace and Security, African Union Commission • Ms. Wanda Nesbitt, Ambassador of the United States of America to the Republic of Namibia ✿ Keynote: Mr. Erastus A. Uutoni, Deputy Minister of Safety and Security of the Republic of Namibia ✿ Closing remarks: Mr. Muhammad Rafiuddin Shah