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Paper laid by
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PARLIAMENT OF KENYA

TWELFTH PARLIAMENT – SECOND SESSION

REPORT OF THE PARLIAMENT OF KENYA DELEGATION TO THE
39TH ANNUAL FORUM OF PARLIAMENTARIANS FOR GLOBAL
ACTION

November 27 - 28, 2017, MILAN, Italy

CLERKS' CHAMBERS
PARLIAMENT BUILDINGS
NAIROBI

June, 2018

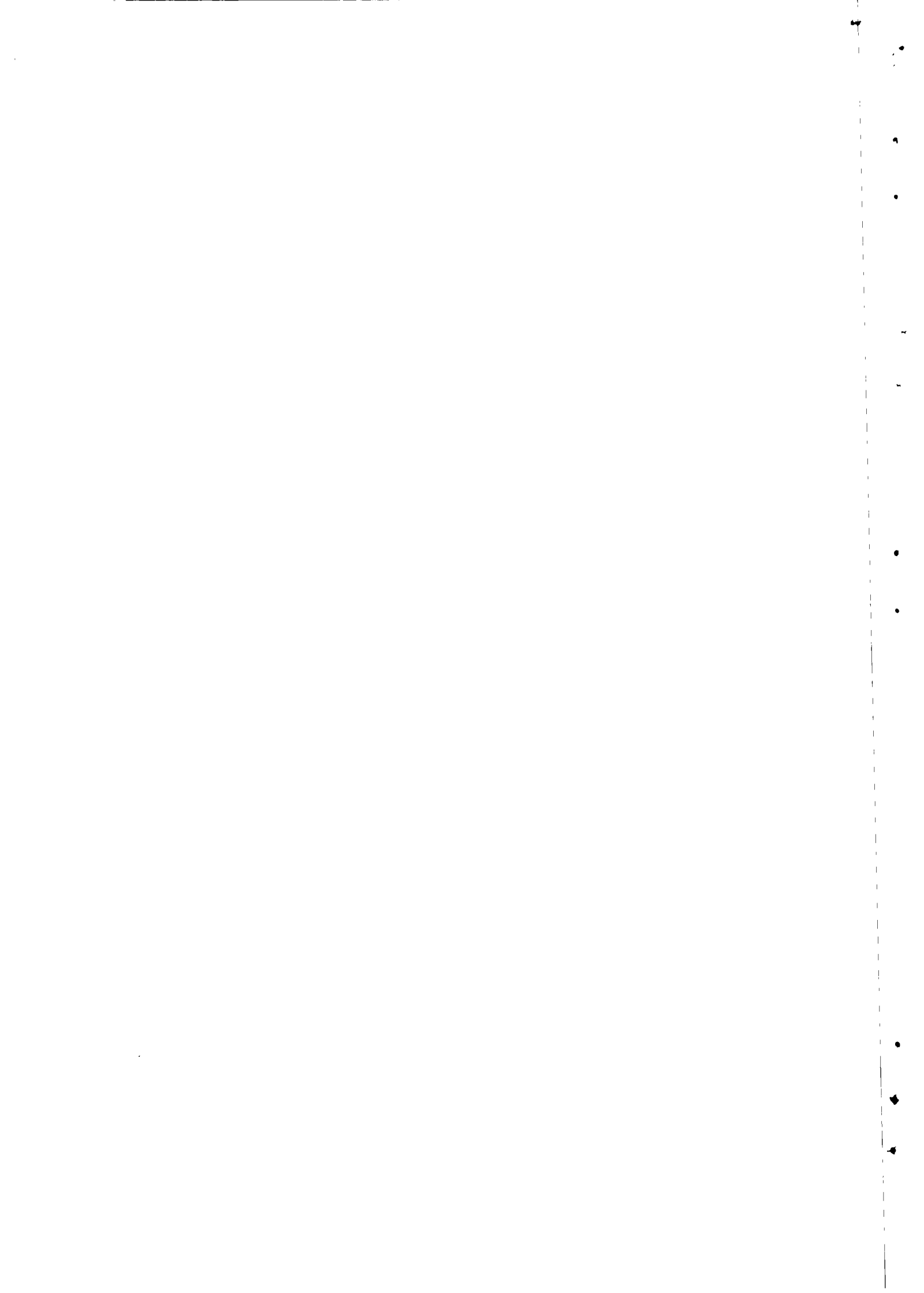


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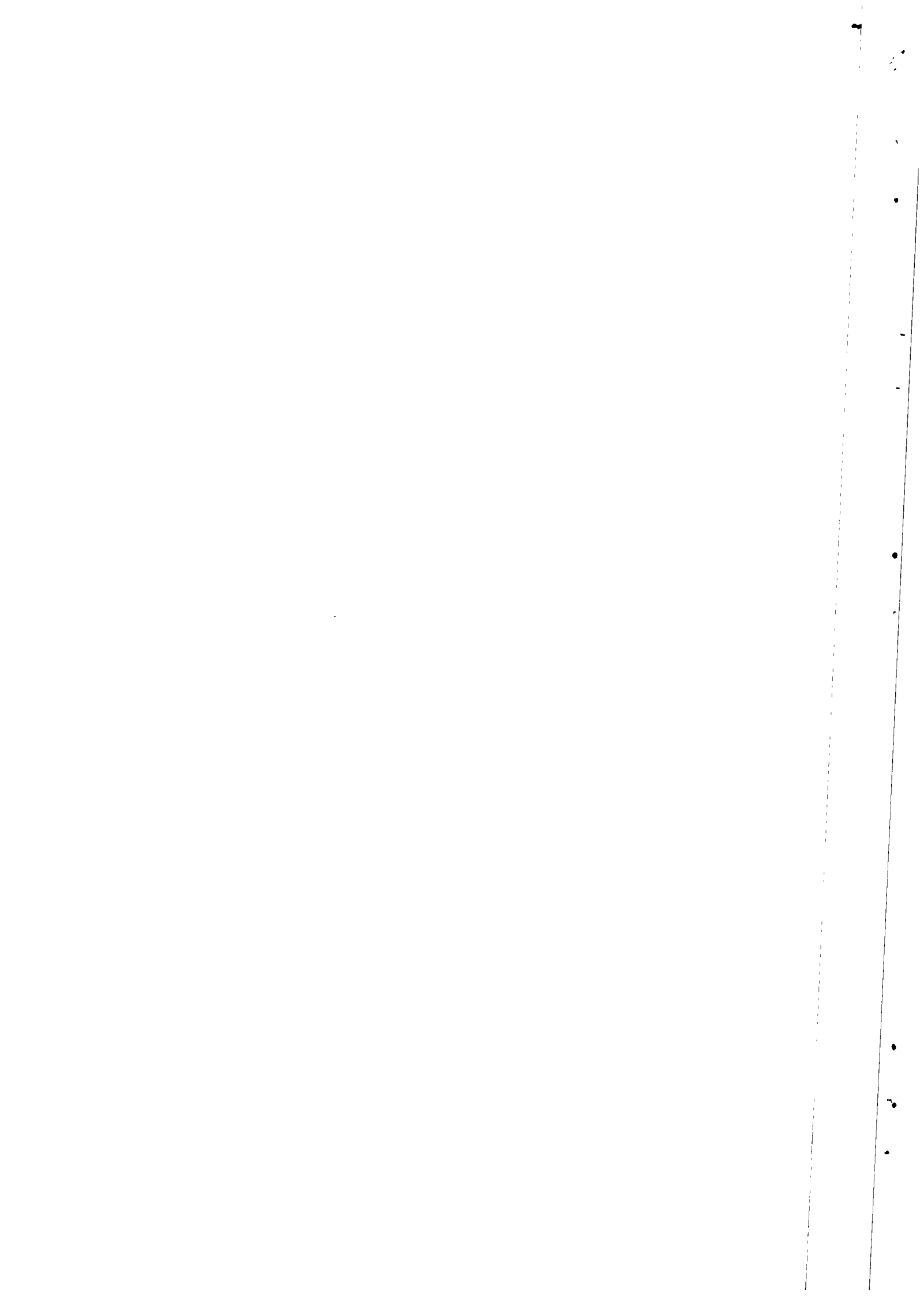
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Leader of Delegation Foreword and Summary

The international community is confronted with dangerous extremist ideologies that are used to justify mass atrocity crimes against civilians. This threat needs to be addressed in a holistic, integrated and multidimensional way, in particular through the building of more resilient democratic governance in all regions of the world, from the Middle East and North Africa (MENA) to the Sahel and Eastern regions of Africa to Southeast Asia, to pave the way for sustainable peace and stability.

Effective measures and standards are necessary to remedy the spread of violent extremism and the perpetration of mass atrocities. So far, violence by extremist groups such as ISIS, Al Shabab, Boko Haram, Al Qaeda and other similar networks has been primarily countered through security and military measures, but the time has come to mobilize influential leaders at the National level to tackle the root causes of the problem.

The Milan Forum for Parliamentary Action in Preventing Violent Extremism and Mass Atrocities was organized in partnership with the Montreal Institute of Genocide and Human Rights Studies (MIGS) and the Stanley Foundation and will be hosted by the Mayor of Milan, with the institutional patronage of the Italian Parliament (Senate of the Republic and Chamber of Deputies).

The goal of the Forum was to educate, sensitize and mobilize parliamentarians to adopt and implement effective policies to protect civilian populations from mass atrocities and marginalize the ideology of violent extremists while promoting human rights, inclusion, democracy and good governance, the Rule of Law, gender equality and healthy civil societies. While the ideology of violent extremism is often associated with the criminal phenomenon of terrorism, the Milan Forum will offer a unique opportunity to highlight the link and nexus of causality between extremism and mass atrocity crimes, including crimes against humanity, which encompass a scale and degree of victimization of the civilian population that is much more severe than the one produced by terrorism.

In line with the leadership shown by PGA in the field of International Criminal Justice, this project will be centered on justice and the Rule of Law as crucial elements of any viable strategy and policy aimed at addressing the impunity-gap of mass atrocity crimes allegedly committed by violent extremists.

Early warning measures, mechanisms and systems to detect atrocities will also be thoroughly analyzed with the view of empowering Parliamentarians and other policy-makers to undertake policies and practices that may effectively marginalize violent extremists and



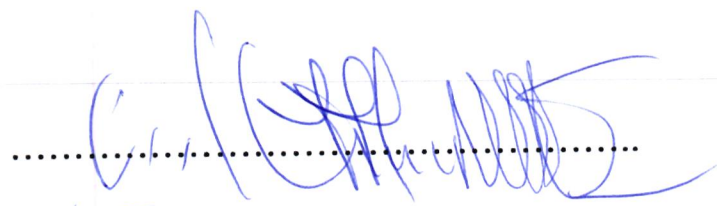
eradicate oppressive policies that provide a fertile ground for the recruitment of individuals into violent extremist groups.

The Milan Forum included presentations by legislators; academics; civil society and UN experts, including Ms. Virginia Gamba, Under-Secretary-General and Special Representative of the Secretary-General for Children and Armed Conflict, and Mr. Ivan Simonovic, Assistant-Secretary-General & Special Advisor to the UN Secretary-General on the Responsibility to Protect.

This Report is a record of the participation by a delegation of the Parliament of Kenya to the 2017 PGA Milan Forum in Milan, Italy.

The delegation wishes to express its appreciation to the offices of the Speaker and the Clerk of the National Assembly for the support accorded to the delegation during the visit.

It is now my privilege and honour, on behalf of the delegation, to present this report to the House.



THE HON. ADAN KEYNAN, CBS, MP

INTRODUCTION

Composition of the Delegation

The delegation was composed of the following:

1. Hon. Adan Keynan Wehliye, CBS, MP - Leader of Delegation;
2. Hon. Millie Odhiambo Mabona, MP;
3. Hon. Richard Maoka Maore, MP;
4. Sen. Mutula Kilonzo Jnr, MP;
5. Hon. Abdallah Mwashetani Khatib, MP;
6. Hon. Kawira Mwangaza, MP; and
7. Hon. Gladwell Jesire Cheruiyot, MP.

List of Recommendations

- (1) The Kenya PGA National Group has been dormant. There is need to reactivate its activities to ensure full participation in the activities of the PGA.
- (2) Parliament of Kenya should work towards a comprehensive multi-sectoral approach that goes beyond Security in counteracting the proliferation of small arms and light weapons.
- (3) The Parliament of Kenya ought to continually review existing legislation with the evolving nature of global violent extremism.
- (4) The Kenya PGA National Group should pursue the ratification of Arms Trade Treaty

BACKGROUND

The Parliament of Kenya was invited to the 2017 PGA Milan Forum and related meetings by the PGA. Consequently, the Speakers of the National Assembly and the Senate nominated the following Members to form the delegation to the Summit:-

1. Hon. Adan Keynan Wehliye, CBS, MP - **Leader of Delegation;**
2. Hon. Millie Odhiambo Mabona, MP;
3. Hon. Richard Maoka Maore, MP;
4. Sen. Mutula Kilonzo Jnr, MP;
5. Hon. Abdallah Mwashetani Khatib, MP;
6. Hon. Kawira Mwangaza, MP; and
7. Hon. Gladwell Jesire Cheruiyot, MP.

Secretariat

- | | | |
|-----------------------------|---|--|
| 1. Mr. Mwangangi Sheriffsam | - | Deputy Director, Directorate of
Litigation and Compliance |
| 2. Mr. Mainah Wanjiku | - | Clerk Assistant, National Assembly |
| 3. Ms. Getrude Nthiiri | - | Clerk Assistant, Senate |
| 4. Mr. Elly Charles Atamba | - | Research Officer. |

The meetings took place between Monday, November 27 and Tuesday, November 28, 2017 in Milan, Italy. The venue of the meetings was Palazzo Isimbardi (City Hall of Milan). The meetings were conducted through various speakers' presentations on topics followed by plenary discussions.

OVERVIEW OF PARLIAMENTARIANS FOR GLOBAL ACTION

1. PGA was established in 1978 in Washington, D.C. by a group of concerned parliamentarians from around the world to take collective, coordinated and cohesive actions on global problems, which could not be successfully addressed by a government or parliament acting alone. Founded during the Cold War era, an early focus and priority of the organization was mobilization of parliamentarians worldwide in support of nuclear disarmament.
2. The Parliamentarians for Global Action (PGA) is a non-governmental, cross party, international network of individual legislators. PGA mobilizes parliamentarians as human rights champions committed to promoting the rule of law, democracy, human security, non-discrimination and gender equality. Using a peer to peer methodology, PGA emphasizes the sharing of best practices and effective strategies for universality and implementation of international treaties; builds political good will; provides technical assistance; and convene legislators with local civil society activists in a safe space for dialogue.
3. PGA is in general consultative status with the Economic and Social Council (ECOSOC) of the United Nations with headquarters in New York. Its office in the Hague, Netherlands fosters cooperation with Hague based International Organizations, including the International Criminal Court (ICC).
4. PGA is represented at the country level by PGA National Groups in parliaments around the world, which creates sustainability and ownership of issues at the national level.
5. PGA campaigns for the following:
 - Effectiveness and universality of the Rome Statute of the International Criminal Court System;
 - Abolition of the Death Penalty;
 - Ending Child, Early and Forced Marriage;
 - Non-Discrimination Based on Sexual Orientation and Gender Identity;
 - Universality and Implementation of the Arms Trade Treaty and Biological and Toxin Weapons Convention; and

- Preventing and Countering Violent Extremism;
6. PGA also honours individuals who have demonstrated exceptional commitment and contribution to promoting peace, democracy, the rule of law, human rights, non-discrimination and/ or gender equality through the *PGA Defender of Democracy Award*.
 7. PGA and its members worldwide devotes their time and energies to promoting human rights, international justice and accountability, advocating for conflict prevention mechanisms and security sector reform as well as promoting gender, equality and non-discrimination.

MEMBERSHIP ELIGIBILITY AND KEY ACHIEVEMENTS

8. Membership Eligibility

Parliamentarians for Global Action (PGA) National Groups is open to all members of parliament in multi-party states and be (a) *composed of at least 10 individuals or 5 individuals if the total membership of the national parliament is less than 100; and (b) open to all parties.*

9. Groups are accepted as stipulated in the Constitution and By-Laws of Parliamentarians for Global Action. Any member who wishes to form a National Group must inform the Secretary-General in writing. In a parliament that has existing PGA members, all current PGA members must be invited with 30 days notice to join the group.
10. National Groups should hold **at least one general meeting annually** in which they elect National Group officers (for example, the Chair and, as appropriate, Vice-Chair(s), Secretary and Treasurer) with due regard to political and gender balance. At this meeting the National Group shall designate their representative (normally the Chair) of the National Group to the International Council, with written confirmation to the Secretary-General. After a term of two-years, the representative of the National Group to the International Council may be replaced by another member within the Group.
11. The Groups shall submit a written annual report to the International Council Chair within 45 days in advance of the Council meeting. Group reports should include names of members, including officers and information regarding the annual collection of membership fees. Members or Groups who have not paid PGA membership up-to-date

will not be able to vote. Payment can be accepted just prior to the International Council meeting.

12. The Chair of the International Council shall certify to the Executive Committee those National Groups that have met the guidelines.

13. PGA Membership is open to individual legislators from elected parliaments. Currently it consists of approximately 1,400 legislators in over 140 elected parliaments around the globe. PGA includes among its membership a concentration of high-level politicians, including past and present Prime Ministers, Cabinet Ministers.

14. Key Achievements

- a) The first interactions between the US Congress and the Soviet Union Duma and Government took place through the initiatives of PGA Members. The leaders were PGA Member Sen. Tom Harkin [then Congressman] and Olafur Grimmson [now President of Iceland] leading to the choice of Reykjavik for the historic Reagan-Gorbachev Summit meeting.
- b) PGA Legislators marshaled critical global support for the Comprehensive Test Ban Treaty ensuring the successful outcome of the negotiations leading up to its adoption. PGA has received a number of prestigious awards in recognition of its extraordinary contribution to making the CTBT a reality, including the Indira Gandhi Peace Prize.
- c) Closely related with this, a combined project between PGA, Greenpeace and the Government of New Zealand had a significant impact in halting French government nuclear testing in the Pacific. PGA Members were also active in securing the number of ratifications necessary for the Chemical Weapons Convention to enter into force.
- d) PGA Members played a pivotal role in attaining consensus on a global agreement on family planning issues at the International Conference on Population and Development, Cairo, 1994.
- e) Through PGA's Population Program in West Africa, parliamentary committees in Senegal and Ghana made great strides in population and development issues: in Senegal, the population network supported passage of legislation abolishing the practice of female genital mutilation; in Ghana, the parliamentary caucus on

population was formally recognized as a full committee of the parliament and amended existing laws and promoted the passage of new laws regarding the minimum age of marriage and child labour.

- f) PGA has active membership from countries of the Organization of Islamic Cooperation (OIC) and has a track record of working with its members to raise awareness and promote legislation on HIV/AIDS policy, women's empowerment, sexual and reproductive rights, and sustainable development.
- g) As a result of PGA's HIV/AIDS advocacy work in South Asia in 2009, the Lower House of the National Assembly of Pakistan passed the domestic violence bill in the summer of 2009 which was moved by a PGA Member. The harassment at workplace bill was also passed in early 2010. In 2011, the Prevention of Anti-Women Practices Bill, also authored by a PGA Member, was unanimously passed in the Lower House.
- h) PGA Legislators have contributed directly to 77 of the 124 ratifications/accessions to the Rome Statute of the International Criminal Court (ICC), including most recently Ivory Coast, Guatemala, Cape Verde, The Maldives, The Philippines, St. Lucia, Seychelles, Bangladesh, Czech Republic, Chile, and Suriname. These important accomplishments have in turn led to a broader strengthening of the rule of law and more generally to the fight against impunity.
- i) PGA has actively contributed to the process of drafting and amending national legislation aimed at implementing the Rome Statute of the ICC into the domestic legal systems of more than 25 countries.
- j) Through the Consultative Assembly of Parliamentarians for the ICC & the Rule of Law, the largest global gathering of politicians on international justice held biannually since 2002, PGA has successfully raised awareness among lawmakers and other stakeholders in all regions of the world on the need to affirm the principle of individual criminal responsibility to end impunity for genocide, crimes against humanity and war crimes with the complementary action of domestic and international jurisdictions.

- k) PGA Legislators in Liberia, Sierra Leone and Senegal all played an important role in ensuring their respective countries' ratification of the Economic Community of West African States (ECOWAS) Convention on Small Arms and Light Weapons. This objective was secured following participation in regional and international PGA Small Arms and Light Weapons Workshops which served to raise awareness of the need to address the illicit trade in Small Arms and Light Weapons, in particular in the West African region.
- l) PGA and its Members are also playing a prominent role in promoting the Arms Trade Treaty (ATT). PGA has worked together with other members of the Control Arms campaign (including Oxfam and Amnesty International) in drafting a Parliamentary Declaration in support of the ATT. This Declaration was signed by over 2,000 Members of Parliament in 114 countries worldwide between November 2011 and July 2012. PGA Members made important, measurable contributions to moving the Arms Trade Treaty (ATT) signature process forward in 44 of the 130 UN Member States that signed the ATT within the prescribed period before it entered into force in December 2014. As of May 2017, PGA Members have also made similar, important and measurable contributions vis-a-vis 39 of the 92 UN Member States that have ratified the ATT to date. As such, PGA Members in all regions worldwide have played - and continue to play - a demonstrably substantial role in promoting universality and implementation of the Arms Trade Treaty.
- m) Since its launch in April 2013, PGA Members in over 40 countries worldwide have made meaningful contributions in facilitating the signature and/or ratification of the Arms Trade Treaty.
- n) Since the launch of its Global Parliamentary Campaign to Promote Universality and National Implementation of the Biological and Toxin Weapons Convention at its 37th Annual Forum in San Salvador in December, 2015, PGA Members have made central contributions to ratification of the BTWC in Cote d'Ivoire (February 2016), Angola (July 2016) Liberia (November 2016) and Nepal (2016) as well as ancillary contributions to the ratification of the BTWC by Guinea, also in November 2016.

PGA Members continue to actively promote universality and national implementation of the BTWC in all global geographic regions.

- o) PGA's Global Parliamentary Campaign against Discrimination based on Sexual Orientation and Gender Identity (SOGI Campaign) has sensitized and engaged 228 parliamentarians from 32 countries around the world on this issue. The SOGI Campaign has produced, in collaboration with UNDP, *Advancing the Human Rights and Inclusion of LGBTI People: A Handbook for Parliamentarians* and has launched, to accompany the Handbook, PGA's LGBTI Inclusion Site (www.pgaction.org/inclusion). The Handbook and the Inclusion Site provide user-friendly tools to help parliamentarians and other relevant stakeholders better understand their role in ensuring equality and non-discrimination of all individuals, regardless of whom they are or whom they love. The SOGI Campaign has positioned PGA as the only global parliamentary network actively working on equality and non-discrimination based on sexual orientation and gender identity.
- p) PGA's Global Parliamentary Campaign to End Child, Early and Forced Marriage (CEFM Campaign) has promoted a Global Parliamentary Declaration to End Child Marriage that has secured commitments from 774 MPs from 80 countries around the world. The CEFM Campaign has collaborated with Girls Not Brides in a Spanish version of the toolkit *The Role of Parliamentarians in Ending Child Marriage* to share with PGA members in Latin America and the Caribbean and has provided technical assistance to PGA members in Dominican Republic who are discussing a possible amendment to the Civil Code to abrogate marriage below the age of 18 with parental consent and/or a judicial decision.

THE STRUCTURE OF PGA

15. The network of legislators' programme of work is elaborated under the political direction of an Executive Committee of fifteen (15) elected members. This structure allows PGA to effectively advocate for needed policies at the national, regional, and international levels.

16. In accordance with the by-laws of the organization, the Executive Committee must –at all times - retain a 40:60 gender ratio for either gender. The Executive Committee is elected by a 40-member International Council which represents all the regions of the world.
17. PGA operates under the political direction of the Executive Committee and the International Council. The Executive Committee meets twice a year to decide on PGA's future programme activities. The International Council meets once a year during the Annual Forum to review programme work and to elect members to the Committee and Council. Members of the Committee are elected on a 40:60 gender ratio.
18. The Council represents all regions of the world and each country where PGA has members can be represented with no more than two members. All elected members of the Committee and the Council serve for two years with a maximum of two consecutive terms.

STAKEHOLDERS

19. PGA works with intergovernmental agencies such as the UNFPA, UNDP, UNODA, UNICEF, UN Women, UNESCO, the World Bank, Asian Development Bank, and International IDEA. PGA's 3 Programmatic Areas – International Law & Human Rights, Peace & Democracy and Gender, Equality and Population also work in close cooperation with NGOs and leading research institutions in these fields.

MILAN FORUM FOR PARLIAMENTARY ACTION IN PREVENTING VIOLENT EXTREMISM AND MASS ATROCITIES

20. The international community is confronted with dangerous extremist ideologies that are used to justify mass atrocity crimes against civilians. This threat needs to be addressed in a holistic, integrated and multidimensional way, in particular through the building of more resilient democratic governance in all regions of the world, from the Middle East and North Africa (MENA) to the Sahel and Eastern regions of Africa to Southeast Asia, to pave the way for sustainable peace and stability.

21. Effective measures and standards are necessary to remedy the spread of violent extremism and the perpetration of mass atrocities. So far, violence by extremist groups such as ISIS, Al Shabab, Boko Haram, Al Qaeda and other similar networks has been primarily countered through security and military measures, but the time has come to mobilize influential leaders at the National level to tackle the root causes of the problem.
22. The Milan Forum for Parliamentary Action in Preventing Violent Extremism and Mass Atrocities was organized in partnership with the Montreal Institute of Genocide and Human Rights Studies (MIGS) and the Stanley Foundation and will be hosted by the Mayor of Milan, with the institutional patronage of the Italian Parliament (Senate of the Republic and Chamber of Deputies).
23. The goal of the Forum was to educate, sensitize and mobilize parliamentarians to adopt and implement effective policies to protect civilian populations from mass atrocities and marginalize the ideology of violent extremists while promoting human rights, inclusion, democracy and good governance, the Rule of Law, gender equality and healthy civil societies. While the ideology of violent extremism is often associated with the criminal phenomenon of terrorism, the Milan Forum will offer a unique opportunity to highlight the link and nexus of causality between extremism and mass atrocity crimes, including crimes against humanity, which encompass a scale and degree of victimization of the civilian population that is much more severe than the one produced by terrorism.
24. In line with the leadership shown by PGA in the field of International Criminal Justice, this project will be centered on justice and the Rule of Law as crucial elements of any viable strategy and policy aimed at addressing the impunity-gap of mass atrocity crimes allegedly committed by violent extremists.
25. Early warning measures, mechanisms and systems to detect atrocities will also be thoroughly analyzed with the view of empowering Parliamentarians and other policy-makers to undertake policies and practices that may effectively marginalize violent extremists and eradicate oppressive policies that provide a fertile ground for the recruitment of individuals into violent extremist groups.

Agenda

26. The agenda for the two-day Forum consisted of:

- An opening session on *preventing and countering violent extremism and mass-atrocities* with key-note addresses by relevant European and Italian high-level authorities, welcome remarks by the Mayor of Milan, introductory remarks by two parliamentarians leading the international network of PGA and the PGA-Italy Organizing Committee, and a thematic address delivered by the Italian Minister for Home Affairs;
- Interactive sessions with legislators and subject matter experts to develop goals and action-oriented strategies in specific areas of legislative, policy-making and parliamentary-oversight intervention;
- Prevention of radicalization: the role of politics, culture, justice, religion and technology towards the marginalization and isolation of the ideology of violent extremism, identified as one of the drivers behind the planning and perpetration of mass atrocities;
- Discussions on measures for rehabilitation of children enslaved by ISIS or other extremist groups and indoctrinated to violent extremism and mass-atrocity policies, within the framework of appropriate reparations for victims of mass-atrocity crimes. This also included debates on gender-equality and role of women in the eradication of the ideologies of violent extremism: how to put an end to child, early and forced marriage;
- Discussions on the relationship between armed conflict, terrorism and violent extremism and the effectiveness of prevailing counter-terrorism policies and practices: Assessing the effectiveness of 16 years of counter-terrorism/war on terror and the use of armed force in Syria, Iraq and other conflict-situations directly affected by violent extremist groups;

- Promoting a healthy civil society to counter the rise of violent extremism: The shrinking space for civil society with particular reference to growing restrictions on freedom of expression and assembly, as well as foreign funding of human rights activism; and
- Prevention and suppression of access to conventional weapons and weapons of mass destruction, in particular biological and bacteriological weapons.

27. In addition, the Milan Forum featured PGA's Defender of Democracy Award (DDA) Ceremony to honor individuals who have demonstrated exceptional commitment and contribution to promoting peace, democracy, the rule of law, human rights, non-discrimination and/or gender equality. Their actions support PGA's vision, that is, *"to contribute to the creation of a rules-based international order for a more equitable, safe and democratic world."*

28. In 2017, the DDA Award was presented to a Yazidi woman human rights activist, Ms. Lamiya Aji Bashar, formerly enslaved by ISIS. The ceremony provided an important platform for victims of mass atrocity crimes and highlight effective civil society responses to violent extremism and crimes against humanity.

HIGHLIGHTS OF THE CONFERENCE

Summary of Opening and an Overview of the Conference

29. The forum was graced by the following dignitaries from Italy and core partners:- First Vice President of the Chamber of Deputies and Member of PGA, Dip. Margarita Stolbizer (Argentina); Mr. Keith Parter, President and Chief Executive Officer (CEO) of the Stanley Foundation, Ms. Liaquartapelle, MP (Italy), Chairperson, Milan Forum Organizing Committee and PGA Italy National Group. The dignitaries emphasized on the following:

- a) PGA was a forum to network and face the current global challenges that do not allow co-existence of humanity among individuals of different cultures.

- b) Milan Forum would allow Parliamentarians to rethink the quality of approach on issues such as radicalization and violent extremism by providing an avenue for interaction with qualified panelists.
- c) The Forum brings together actors in both public and private institutions and integrates new areas that are naturally connected such as migrations and human rights.
- d) It is a platform for dialogue among different fabrics of humanity that promotes religious dialogue, networking, democracy and the rule of law for human safety while rethinking long-term measures to tackle issues related to terrorism, violent extremism, radicalization and the current global solutions including the root causes of these problems.
- e) Delegates were reminded their role as leaders and the networks available in communicating measures that counteract violent extremism and radicalization especially to young people in countries.
- f) The forum was an opportunity to rethink of the traditional players that take a major role with the relevant stakeholders to prevent attacks and activities that lead to violent extremisms from causes such as poverty and social measures for prevention.

Keynote Address

30. In his keynote address, **H.E. Mr. Andrea Orlando, MP Minister for Justice (Italy)** emphasized the following issues:

- a) The need to think of a preventive action on radicalization incorporated into the agenda of parliaments;
- b) The need to make use of the PGA as an avenue for collaboration and exchange ideas;

- c) It is important for authorities to think of a combination of preventive measures that are not punitive to young people who are participating in violent extremism. Punitive measures may further radicalize these young people; and
- d) There is need for concerted response from individual citizens and institutions in the fight against violent extremism.

31. In his intervention, Mr. Giuseppe Guzzetti, President of Fondazione Cariplo and Former Member of Parliament (Italy), noted that there is need to consider issues of individual human rights when dealing with victims of violent extremisms. Further, he observed that issues related to the protection of infants and children from acts of terrorism and also those regarding the reduction of poverty need urgent attention from all stakeholders. He called on parliaments to cooperate with other public institutions that counter acts that lead to mass atrocities for maximum results. He proposed that countries need to organize intercultural programmes especially for young people in schools and their family for exchange of ideas.

Session on Addressing the Drivers and Root Causes of Violent Extremisms and Mass Atrocities and Identifying Successful Strategies for De-Radicalization (an Historical Context of Extremism and its Manifestations)

32. Following extensive deliberation, it was observed that the areas of focus in addressing the drivers and the root causes of violent extremism include:

- a) A totalitarian approach to religious beliefs and interpretations aligned to canons of the middle ages, combined with political and financial support from state and non-state actors capable of forming and mobilizing extremist groups and committing mass-atrocity crimes.
- b) Marginalization and discrimination, poor governance, violation of human rights – including women’s rights, and the rule of law.

- c) Unresolved situations of armed conflict, within which totalitarian extremists find a fertile terrain for recruitment (driven by trauma experience, sense of victimhood, anger, grievance and a strong sense of injustice).
- d) Radicalization in prisons and other deficiencies of states' response to crime.
- e) Lack of or limited socio-economic opportunities, education, social cohesion, etc.
- f) De-radicalization strategies and counter-narratives on violent extremism via the internet, in particular, in the use of social media.
- g) Building national architectures for the prevention of atrocities including long-term internal capacity-building approach to be supported by political will.
- h) Building mechanisms to detect and alert to warning signs of atrocities.

Drivers and Root Causes of Violent Extremisms and Mass Atrocities

33. The meeting observed that the drivers of violent extremism include corruption, inequalities and security issues. Some of the underlying causes of violent extremism and mass atrocities globally include historical, political, economic and social factors. Causes of violent extremism are also associated with structural violence and radicalization. All these factors can be classified as push or pull factors. Pull factors include socio-economic issues while push factors include issues related to nature of violent extremisms. These include:

- a) Socio-economic factors: Poverty, inequality and economic marginalization are factors that limit the livelihood opportunities available to young people, making them especially vulnerable to crime, violence and extremist ideas.
- b) Extremist ideologies: Ideology provides recruits and potential recruits with a framework for making sense of, and articulating their grievances.
- c) Security operations: A key criticism of state-led counterterrorism measures is that they are often repressive.

- d) Multi-sectoral linkages and non-securitization: Prevention of extremist violence should be seen as linked to multiple sectors. While it is also a security issue, it should not be primarily about security.

Interventions from the Plenary

34. There following issues were raised by delegates during plenary:

- a) Members of Parliament and Parliamentary National Groups should endeavour to set-up parliamentary inquiries in the unfortunate instances where their countries suffer terrorist attacks.
- b) Intelligence information sharing should be encouraged between at both international and local levels. This to include collaborations at all levels to counter terrorism.
- c) De-radicalization programmes are required and individuals who perpetrate terror activities should be dealt with according to and within the boundaries of the law while respecting human rights and values. Further, empowerment policies for young people ought to be implemented to protect them against radicalization.
- d) A comprehensive approach is required towards counteracting proliferation of small arms that goes beyond security.

Session on Halting the Proliferation of Conventional Arms to Violent Extremists and Halting the Proliferation of Weapons of Mass Destruction

35. The area of focus in addressing the Proliferation of Conventional Arms to Violent Extremists and Halting the Proliferation of Weapons of Mass Destruction were identified as:

- a) Improving domestic firearms legislation;
- b) Implementing and enforcing the relevant regional and international treaties and instruments related to arms proliferation;
- c) Enhancing cooperation, coordination and investment in security and intelligence at the regional level;
- d) Improving implementation of the UN Programme of Action Addressing the Illicit Trade in Small Arms and Light Weapons, the International Tracing Instrument, the UN Firearms Protocol and the Arms Trade Treaty (ATT);

- e) Improving implementation of the Biological and Toxin Weapons Convention (BWC), the Chemical Weapons Convention (CWC) and other relevant conventions, as stated in operative paragraph 8 of UNSC Resolution 1540 (2004): A central strategy seeking to prevent use, development, manufacture of WMDs.

Session on Ensuring that Counter-Terrorism Policies and Regulations respect Human Rights *(Including the right to life and its impact on the progressive abolition of the death penalty)*

36. Delegates observed that there is need to ensure delivery of proportionate law enforcement and security response in full respect of human rights when dealing with violent extremists. This will prevent further deepening of the ‘victimhood’s complex’ that can be used as a part of propaganda to recruit new members.
37. Further, it was observed that there is need for mechanisms for preventing recruitment of foreign fighters and ensuring an adequate criminal justice response to foreign fighters in national jurisdictions under the framework of international and regional organizations, such as the European Union, ASEAN, the AU, the OSCE and the Commonwealth.

Session on the Role of Parliamentarians in defending civic participation to counter the rise of Violent Extremism and prevent Mass Atrocities

38. Delegates noted that there is need to relook at the issue of the shrinking space for civil society with particular reference to growing restrictions on foreign funding of human rights activism, freedom of expression and assembly.
39. It was further noted that the good practices of states working with civil society organizations on preventing violent extremism and mass atrocities should be encouraged globally.
40. Further, delegates reiterated the importance of opposition parties and civil society participation in maintaining a healthy democracy.

Session - Exchanging Best Practices and Policies to Protect the Rights of Minorities and Vulnerable groups, including women, children and LGBTI persons

41. The Forum observed the need to end forced marriages and enslavement of women and children through judicial and non-judicial means, including rehabilitation of enslaved and indoctrinated children, as well as support for law enforcement operations to liberate slaves.
42. Delegate agreed to spearhead constitutional guarantees for human rights protection and promotion, including equality and non-discrimination based on sexual orientation and gender identity.
43. At the close of the Forum, delegates adopted the **Milan Plan of Action on Preventing Violent Extremism and Mass Atrocities** (*Annex 3*).

Elections

44. During the PGA Annual General Meeting at the conclusion of the Forum, elections were conducted for various positions in the Board of the PGA. The following members were elected:

S/NO	NAME	COUNTRY	POSITION
1.	Ms. Margareta Cederfelt, MP	Sweden	President
2.	Dip. Victor Bisono	Dominican Republic	International Council Chair
3.	Dip. Carla Pitiot,	Argentina	Board Member
4.	Sen. Valerie Woods	Belize	Board Member
5.	Dip. Tucapel Jimenez	Chile	Board Member
6.	Dep. Dr. Suzi Barbosa	Guinea Bissau	Board Member
7.	Hon. Kula Segaran, MP	Malaysia	Board Member
8.	Dep. Antonio Niquice	Mozambique	Board Member

S/NO	NAME	COUNTRY	POSITION
9.	Hon. Dr. Hryhoiyi Nemyria, MP	Ukraine	Board Member
10.	Ms. Petra Bayr	Austria	Board Member/ Treasurer
11.	Shri Tariq Anwar	India	Board Member
12.	Mr. Mark Pritchard	UK	Board Member
13.	Dep. Dieudonne Upira Sunguma	DRC	Board Member
14.	Dip. Karina Sosa	El Salvador	Board Member
15.	Ms. Barbara Lochbihler	European Parliament	Board Member

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End of Sessions

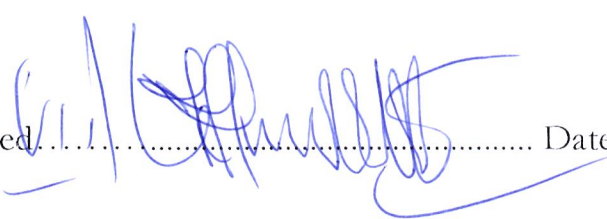
OBSERVATIONS AND RECOMMENDATIONS

45. The Forum offered Members of the delegation of the Parliament of Kenya an opportunity to interact and share experience with members from across the globe. It is observed that as the people's representatives, Parliamentarians play a key role in protection of human rights and remedying the spread of violent extremism and the perpetration of mass atrocities. To this end, the delegation makes the following recommendations:

- (1) The Kenya PGA National Group has been dormant. There is need to reactivate its activities to ensure full participation in the activities of the PGA.
- (2) Parliament of Kenya should work towards a comprehensive multi-sectoral approach that goes beyond Security in counteracting the proliferation of small arms and light weapons.
- (3) The Parliament of Kenya ought to continually review existing legislation with the evolving nature of global violent extremism.
- (4) The Kenya PGA National Group should pursue the ratification of Arms Trade Treaty

Signed.....

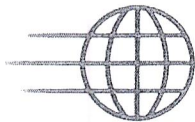
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HON. ADAN KEYNAN, CBS, MP

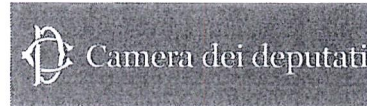
LEADER OF DELEGATION





Parliamentarians for Global Action
Parlamentarios para la Acción Global
Action Mondiale des Parlementaires
برلمانيون من أجل التحرك العالمي

under the patronage of



Senato
della Repubblica

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Secretary-General

Dr. David Donat Cattin

NGO in general consultative status
with the Economic and Social Council

39TH ANNUAL FORUM OF PARLIAMENTARIANS FOR GLOBAL ACTION

Preventing Violent Extremism and Mass Atrocities

27-28 November, 2017 | Milan, Italy

Milan-Rome/New York-The Hague, 2 August 2017

Hon. Speaker of Parliament/National Assembly:

Hon. President of the Senate:

It is our distinct honour to invite you and/or a Delegation of your Parliament to participate in the 39th Annual Forum of Parliamentarians for Global Action (PGA), on the topic of *Preventing Violent Extremism and Mass Atrocities: The Role of Parliamentarians*, which will take place at the City Hall of Milan from 27-28 November 2017.

Recent attacks underline the extent to which violent extremism no longer represents a localized trend, but has manifested itself as a global and trans-national threat. We are confronted with dangerous extremist ideologies that are used to justify mass atrocity crimes against civilians. The threat needs to be addressed in a holistic, integrated and multidimensional way, in particular through the building of more resilient democratic governance in all regions of the world, from the Middle East and North Africa (MENA) to the Sahel and Eastern regions of Africa to Southeast Asia, to pave the way for sustainable peace and stability. Effective measures and standards are necessary to remedy the spread of violent extremism and the perpetration of mass atrocities. So far, violence by extremist groups such as ISIS, Al Shabab, Boko Haram, Al Qaeda and other similar networks has been primarily countered through security and military measures, but the time has come to mobilize influential leaders at the National level to tackle the root causes of the problem. Parliamentarians have a key role to play in adopting effective policies to marginalize and defeat the ideology of violent extremists through strategies that can bring about their isolation while promoting human rights, inclusion, democracy, justice and the Rule of Law, gender equality and healthy civil societies.

The Milan Forum is hosted by the Mayor of Milan. The Forum receives the institutional patronage of the Italian Parliament and the cooperation of the European Parliament, and it is organized by Parliamentarians for Global Action (PGA), the largest parliamentary network with membership of 1,400 Lawmakers in 142 countries, in partnership with the Montreal Institute of Genocide and Human Rights Studies and the Stanley Foundation.

We would be honoured to benefit from your participation in this international parliamentary conference and appreciate receiving your confirmation, preferably by 27 September 2017. As PGA may not have funding available to cover the costs of delegations, we would greatly appreciate to receive the institutional support of your Parliament in covering the participation of a delegation, which could include the Chair of the PGA National Group, if applicable and feasible.

Your office may direct any questions to the PGA Secretariat, either via email at MilanForum2017@pgaction.org or telephone: Ms. Melissa Verpile, Programme Officer for International Law & Human Rights (Tel +1-212-6877755).

We look forward to the participation of your Parliament in the Milan Forum which will make an important contribution towards achieving PGA's vision, namely, *the creation of a Rules-Based International Order for a more equitable, safe and democratic world.*

Please kindly accept the assurances of our highest esteem and consideration.

Dip. Margarita Stolbizer (Argentina)
President of Parliamentarians for Global Action

Dep. Lia Quartapelle Procopio (Italy)
President, Milan Forum Organizing Committee

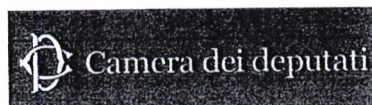
HEADQUARTERS: 132 Nassau Street, Suite 1119, New York, NY 10038, USA | T +1.212.687.7755 | F +1.212.687.8409
STICHTING PGA: Laan van Meerdervoort 70, The Hague, 2517 AN, The Netherlands | T +31.70.360.4433 | F +31.70.364.22.55
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Milan Forum for Parliamentary Action in Preventing Violent Extremism and Mass Atrocities

39TH ANNUAL FORUM OF PARLIAMENTARIANS FOR GLOBAL ACTION

Under the patronage of



European Parliament

Hosted by  **Comune di
Milano**



Institutional partners  **fondazione
cariplo**
Robert Bosch Stiftung

27 - 28 November 2017
Palazzo Isimbardi
Corso Monforte 35, Milano, Italia

PGA, MIGS and the Stanley Foundation gratefully acknowledge the essential support of the City of Milan and the Annual Forum Organizing Committee as hosts of this event, the Parliament of Italy and the European Parliament for their patronage, and Parliaments of official delegations in attendance for their in-kind support.

AGENDA

Day 1: Monday, 27 November 2017

9:00–9:15

WELCOMING REMARKS

Ms. Arianna Censi, Mayor of the Metropolitan City of Milan

9:15 – 10:30

OPENING REMARKS

Hon. Marina Sereni, MP (Italy), First Vice-President of the Chamber of Deputies; *Member of PGA*

Dip. Margarita Stolbizer (Argentina), President of Parliamentarians for Global Action (PGA)

Mr. Keith Porter, President and CEO, The Stanley Foundation (*also on behalf of MIGS*)

Ms. Lia Quartapelle, MP (Italy), Chairperson, Milan Forum Organizing Committee & PGA Italy National Group

Intervention:

Avv. Giuseppe Guzzetti, President of Fondazione Cariplo; former President of Regione Lombardia and former Member of Parliament (*institutional partner of the Milan Forum Organizing Committee*)

10:30–10:45

Official Photograph and Coffee Break

10:45–13:00

1. Addressing the Drivers and Root Causes of Violent Extremism and Mass Atrocities and Identifying Successful Strategies for De-radicalization (*including an historical context of extremism and its manifestations in different situations*)

- *Totalitarian approach to religious beliefs and interpretations aligned to canons of the Middle Ages, combined with political and financial support from State and Non State Actors capable of forming and mobilizing extremist groups and committing mass-atrocity crimes*
- *Marginalization and discrimination, poor governance, violation of human rights – including women’s rights – and the Rule of Law, impunity etc.*
- *Unresolved situations of armed conflict, within which totalitarian extremists find a fertile terrain for recruitment (driven by trauma experience, sense of victimhood, anger, grievance and a strong sense of injustice)*
- *Radicalization in prisons and other deficiencies of States’ response to crime*
- *Lack of or limited socio-economic opportunities, education, social cohesion, etc.*
- *De-radicalization strategies and counter-narratives on violent extremism via the Internet: In particular, is the use of social media a “driver” of violent extremism as “propaganda” has been a “driver” for other totalitarian ideologies?*
- *Building national architectures for the prevention of atrocities – a long-term internal capacity-building approach to be supported by political will*
- *Building mechanisms to detect and alert to warning signs of atrocities and what can be done by parliamentarians: Responding to hate speech, justice deficits, governance issues, improving social inclusion, etc.*

Chair:

Hon. Marina Sereni, MP (Italy), First Vice-President of the Chamber of Deputies; *PGA Member*

Panel:

Ms. Virginia Gamba, Under-Secretary-General; Special Representative of the Secretary-General for Children and Armed Conflict, United Nations

Mr. Kyle Matthews, Executive Director, Montreal Institute for Genocide and Human Rights Studies

Prof. Lorenzo Vidino, Director, Program on Extremism, George Washington University, Washington DC; *Head, Programme on Radicalization and International Terrorism, Istituto per gli Studi di Politica Internazionale (ISPI), Milano*

Hon. Mr. Abid Raja, MP (Norway), Deputy-Speaker of the Storting; Member of the Steering Committee, International Panel of Parliamentarians for Freedom of Religion or Belief (IPFRB)

Dep. Julien Couliadiaty (Burkina Faso), on behalf of the Network of Parliamentarians for the Promotion and Protection of Children's Rights and the *PGA Group in the ECOWAS Parliament*

Hon. Pia Elda Locatelli, MP, Chairperson, Human Rights Sub-Committee of the Chamber of Deputies; *Member of PGA*

Hon. Amina Maelainine, MP (Morocco), Deputy-Speaker; *PGA Member*

Open discussion among all participants

13:00–14:30

Lunch Break

14:30–16:00

2. Halting the Proliferation of Conventional Arms to Violent Extremists and Halting the Proliferation of Weapons of Mass Destruction

- *Improving domestic firearms legislation, and implementation and enforcement of relevant regional and international treaties and instruments*
- *Acts of violent extremism and atrocities are committed by usage of a wide range of illegally obtained conventional arms and Weapons of Mass Destruction (WMDs): global priority to mitigate and eradicate this illicit trade*
- *Enhanced cooperation, coordination and investment in security and intelligence at the regional level and implementation of relevant regional conventions*
- *Improved implementation of the UN Programme of Action Addressing the Illicit Trade in Small Arms and Light Weapons, the International Tracing Instrument, the UN Firearms Protocol and the Arms Trade Treaty (ATT): The ATT articulates prevention of genocide, crimes against humanity and war crimes as a criteria in determining whether arms covered by it should be approved for export by a State Party*
- *Non State Actors and Groups, including ISIS and Boko Haram, have taken steps to develop, manufacture and use WMDs: Hence, the imperative to revitalize efforts to ensure adequate enforcement of UN Security Council Resolution 1540 (2004) that obliges UN Member States to prevent proliferation of WMDs to Non State Actors and Groups, as supplemented by Resolution 2325 (2016) that recognizes role of Parliamentarians in this process*
- *Improved implementation of the Biological and Toxin Weapons Convention (BWC), the Chemical Weapons Convention (CWC) and other relevant conventions, as stated in operative paragraph 8 of UNSC Resolution 1540 (2004): A central strategy seeking to prevent use, development, manufacture of WMDs*

Chair:

Hon. Naveed Qamar, MP (Pakistan), Co-Convenor, PGA Peace and Democracy Programme; Former Minister of Defense

Panel:

Hon. Beatrice Epaye, MP (Central African Republic), Chair, Foreign Affairs Committee; *Chair, PGA C.A.R. National Group*

Dip. Tucapel Jimenez (Chile), Member, Human Rights & Indigenous Peoples Committee; *Chair, PGA Chile National Group*

Hon. Taefu Lemi Taefu, MP (Samoa), Associate Government Minister, Ministry of Natural Resources and Environment; *PGA Member*

Mr. Mark Bromley, Co-Director, Dual-Use and Arms Trade Control Programme, Stockholm International Peace Research Institute (SIPRI)

Open discussion among all participants

- Conclusions:** **Dip. Victor Bisono, MP (Dominican Republic)**, Chair, Economic Planning & Development Committee; President, Social Christian Reformist Party; *Co-Convenor, PGA Peace & Democracy Programme*
- Rapporteur:** **Mr. Nicolai Pogadl**, Project Leader, Montreal Institute for Genocide and Human Rights Studies, Concordia University
- 16:00–16:20 *Coffee Break*
- 16:20–18:30 **3. Ending Impunity for Violent Extremists and Perpetrators of Mass Atrocities: Ensuring Access to Justice for Victims**
 - *Role of the ICC: its universality, implementation and effective application; role of national jurisdictions, other mechanisms to secure accountability (e.g. for Syria’s atrocities), reparations and other forms of victim-centered justice*
 - *Role of parliamentarians and other actors in dealing with the past, reparative/restorative justice, reconciliation, healing and resilience*
 - *The imperative to affirm guarantees of non-repetition of mass-atrocities: “Never Again/Nunca Mas”*
- Chairs:** **Ms. Barbara Lochbihler, MEP (Germany)**, Vice-Chairperson, Human Rights Sub-Committee, European Parliament; Convenor of PGA’s Int. Law and Human Rights Programme
- Panel:** **Amb. Stephen Rapp**, former United States Ambassador-at-Large for War Crimes Issues; former Prosecutor at the Special Court for Sierra Leone; Visiting Fellow, US Holocaust Memorial Museum
Dr. Valeria Cetorelli, United Nations Economic and Social Commission for Western Asia (UN-ESCWA); Former Fellow, London School of Economics and Johns Hopkins Bloomberg School of Public Health (*Co-author of a statistical/demographic study on the Yazidis’ genocide, June 2017*)
Hon. Vian Dakhil MP (Iraq), *PGA Member (only Yazidi woman in the Iraqi Parliament)*
Hon. Faiq Al Sheikh Ali, MP (Iraq), Leader of the People’s Party; Chair, PGA Iraq National Group
Hon. Hryhoriy Nemyria, MP Chair of the PGA Ukraine National Group; Chair of the Committee on Human Rights, National Minorities and Int. Relations, Parliament of Ukraine
Ms. Ana Gomes, MEP (Portugal), Chair, PGA Group in the European Parliament; *Elie Wiesel Network of European Parliamentarians for the prevention of mass atrocities and genocide and against genocide denial*
- Interventions:** **Sen. Taghreed Hikmet (Jordan)**, former Judge, Int. Criminal Tribunal for Rwanda; *PGA Member*
Prof. Fausto Pocar, Univ. of Milan; ad hoc Judge, Int. Court of Justice; *former President, Int. Criminal Tribunal for the former Yugoslavia*; President, Int. Institute of Humanitarian Law, Sanremo
- Plenary discussion
- 20:00–22:00 **2017 Defender of Democracy Awards Ceremony and Dinner**
 Honouring a Yazidi civil society activist formerly enslaved by “Daesh/ISIS” and a human rights’ campaign for the effective integration of migrants, refugees and asylum seekers in Italy and Europe
 → *Venue: Fondazione Feltrinelli, Viale Pasubio 5, Milano*
-

Day 2: Tuesday, 28 November 2017

- 9:15–10:45 **4. Ensuring that Counter-Terrorism Policies and Regulations Respect Human Rights**
(Including the right to life and its impact on the progressive abolition of the death penalty)
- *Delivering proportionate law enforcement and security response in full respect of human rights, under the Rule of Law, to address the acts by violent extremists to prevent further deepening of the victimhood's complex that can be used as a part of propaganda to recruit new members*
 - *Preventing recruitment of foreign fighters and ensuring an adequate criminal justice response to foreign fighters in national jurisdictions and in framework of international and regional organizations, such as the European Union, ASEAN, the AU, the OSCE and the Commonwealth*
- Co-Chair(s):** Lord Jeremy Purvis of Tweed and Baroness Vivien Stern, PGA UK National Group
- Panel:** H.E. Mr. Cipriano Cassamá, MP, Speaker of the Parliament of Guinea Bissau
H.E. Ms. Shirley Osborne, MP, Speaker of the Parliament of Montserrat; Board Member, Commonwealth Women Parliamentarians, Commonwealth Parliamentarians Association (CPA)
Mr. Stefano Dambruoso, MP (Italy), Chair of the Anti-Terrorism All Party Group; former Prosecutor (*investigated the Milan-based cell of Al Qaeda that participated in the September 11 attacks*)
Ms. Ana Birchall, MP (Romania), Vice-Chairperson, Ad Hoc Committee on Countering Terrorism, Organization for Security and Cooperation in Europe (OSCE) Parliamentary Assembly
Mr. Sadikh Niass, Secretary-General, RADDHO (*Rencontre Africaine pour la Défense des Droits de l'Homme*), Senegal
Mr. Valerio de Divitiis, International Institute for Justice and the Rule of Law, Malta (*recipient of a European Commission grant on the role of Parliamentarians on human rights in counter-terrorism*)

Plenary discussion

Rapporteur: Dr. André Gagné, Associate Professor, Theological Studies, Concordia University, Digital Fellow, Montreal Institute for Genocide and Human Rights Studies

10:45–11:00 *Coffee Break*

11:00–13:00 **5. Role of Parliamentarians in Defending Civic Participation to Counter the Rise of Violent Extremism and Prevent Mass Atrocities**
(Consideration of the issue of the shrinking space for civil society with particular reference to growing restrictions on foreign funding of human rights activism, freedom of expression and assembly)
Good practices of States working with civil society organizations on preventing violent extremism and mass atrocities
Importance of opposition parties and civil society participation to maintaining a healthy democracy

Co-Chairs: Ms. Margareta Cederfelt, MP (Sweden), Vice President, OSCE Parliamentary Assembly; Chairperson, PGA International Council

Panel: Mr. Adrian Arena, Director, International Human Rights Programme, the Oak Foundation
Mr. Leonard Ramatlakane, MP (South Africa), PGA Member
Mr. Ahmed Mahloof, MP (The Maldives), PGA Member; Spokesperson of the opposition

Dip. Armando Armas (Venezuela), Chair, Sub-Committee on Human Rights and International Humanitarian Law; Vice-Chair, Defense and Security Committee, National Assembly

Plenary discussion

13:00–14:15 *Lunch Break*

14:15–15:45 **6. Exchanging Best Practices and Policies to Protect the Rights of Minorities and Vulnerable Groups, Including Women, Children and LGBTI Persons**

- *Ending forced marriage and enslavement of women and children: a crime against humanity to be halted and prevented through judicial and non-judicial means, including rehabilitation of enslaved and indoctrinated children, as well as support for law enforcement operations to liberate slaves*
- *International law and constitutional guarantees for human rights protection and promotion, including equality and non-discrimination based on sexual orientation and gender identity, their effective implementation and relevant educational campaigns*
- *Role of the security sector in protecting the rights of minorities and preventing atrocities*

Chair: **Ms. Lia Quartapelle MP** (Italy), Chairperson, PGA National Group

Panel: **Dr. Fadi Saleh** (Syria), civil society expert on LGBT issues in the MENA region; University of Göttingen, Germany

Dip. Ronny Monge Salas (Costa Rica), Secretary, Special Committee on Security and Narcotics, Vice-Chair, Commission on Full Legislative Powers; *Co-Convenor, PGA Gender, Equality & Population Programme*

Ms. Petra Bayr, MP (Austria), Chairperson, International Development Committee; *Board Member and Treasurer, PGA*

Dip. Karina Sosa, MP (El Salvador), Chair of the Foreign Affairs Committee; *Board Member, PGA*

Prof. Marina Calloni, Dept. of Sociology and Social Research, Università degli Studi Bicocca - Milano (*reporting on the projects managed by Università Bicocca for Yazidi women and girls in Northern Iraq and in Milan*)

Plenary discussion

15:45 –17:30 **7. Taking Action to Address Violent Extremism and Mass Atrocities: the Role of Parliamentarians**

(Dialogue and conflict prevention; strengthening good governance, human rights and the rule of law; engaging communities; empowering youth; gender equality and empowering women; education; rehabilitation and reinsertion in society of enslaved children; communications, the internet and social media)

Chair: **Mr. Keith Porter**, President and CEO, The Stanley Foundation

Panel: **Mr. Ivan Simonovic**, Assistant-Secretary-General of the UN; Special Advisor to the UN Secretary-General on the Responsibility to Protect; former Minister of Justice of Croatia

Mons. Mario Delpini, Archbishop of the Metropolitan City of Milan

Dr. Kate Ferguson, Director of Research and Policy, Prevention Approaches (London); Research Associate, Partnership for Conflict, Crime and Security Research, University of East Anglia

Mr. Ali Ehsassi, MP (Canada), Chair, All Party Parliamentary Group for the Prevention of Genocide and Mass Atrocity Crimes, Parliament of Canada, *Member of PGA*

Dep. Aissata Touré Diallo (Mali), Chairwoman of the Foreign Affairs Committee, President of the Network of Malian Women Parliamentarians, *Member of PGA*

Hon. Kula Segaran, MP (Malaysia), Vice-Chair of the Opposition; *Deputy-Convenor of PGA's Int. Law and Human Rights Programme; Secretary, PGA Malaysia National Group*

Rapporteur: **Dr. David Donat Cattin**, Secretary-General, PGA; Adjunct Professor of International Law, Center for Global Affairs, NYU (*summarizes the points suggested by the Working Group for the Milan Plan of Action*)

Plenary discussion concerning the action-oriented outcome document of the Forum, the Milan Plan of Action on the Prevention of Violent Extremism and Mass Atrocity Crimes and, as appropriate, its adoption

Closing Address: **Dip. Margarita Stolbizer** (Argentina), President of PGA

Rapporteur: **Mr. Kyle Matthews**, Executive Director, Montreal Institute for Genocide and Human Rights Studies

Annex 3

DECLARATION

THE MILAN PLAN OF ACTION ON PREVENTING VIOLENT EXTREMISM AND MASS ATROCITIES

We, the Members of Parliament from over 50 countries from around the world, participating in the Milan Forum for Parliamentary Action in Preventing Violent Extremism and Mass Atrocities, at the end of the deliberations held in Milan, Italy, on 27 and 28 November 2017, on the occasion of the 39th Annual Forum of Parliamentarians for Global Action:

Expressing gratitude to the Mayor of Milan and the Italian Parliament (Senate of the Republic and Chamber of Deputies), the European Parliament, the Organizing Committee of PGA Italy, the Montreal Institute for Genocide and Human Rights Studies at Concordia University and the Stanley Foundation as co-organizers, as well as donors and institutional partners for making this Forum possible, within the framework of PGA's action-driven and results-oriented campaigns to prevent violent extremism and mass atrocities in all regions of the world;

Acknowledging the crucial role-played by us, as Legislators, in preventing and halting violent extremism and mass atrocity crimes at the national, regional and international levels;

Recognizing that the international community is confronted with dangerous extremist ideologies that are used to justify mass atrocity crimes against civilians, and undermine peace, security, sustainable development, human rights and the rule of law;

Understanding that this threat cannot only be addressed through security-based counter-terrorism measures but requires a more comprehensive approach, which encompasses preventive measures that address the roots causes and drivers of violent extremism and mass atrocities;

Underscoring the importance of justice, the Rule of Law, democratic governance, human rights—including the right to education— and healthy civil societies as crucial elements of any viable strategy and policy aimed at addressing mass atrocities and violent extremism;

Underlining the importance of empowering legislators and other policy-makers to undertake policies and practices that may effectively prevent and contain violent extremists and eradicate discriminatory policies that serve as causes and drivers of violent extremism and mass atrocities;

Recognizing that while terrorism, including international terrorism, is one of the most visible and perceived manifestations of violent extremist groups, these groups are also perpetrating atrocities that must be qualified as the most serious crimes of concern to the international community as a whole, namely, genocide, crimes against humanity and war crimes including the destruction of cultural heritage sites, and crime of aggression, regarding which effective prosecutions may be facilitated by the application of general principles of international criminal law (i.e. non-applicability of statutes of limitations and of the defense of superior-order, command responsibility or responsibility of the superior, irrelevance of official capacity, prohibition of amnesties and other impunity measures, obligation to prosecute and extradite or surrender to the International Criminal Court).

We, the Members of Parliament attending the Milan Forum for Parliamentary Action in Preventing Violent Extremism and Mass Atrocities, therefore agree to use our legislative and political prerogatives to achieve the following national, global and, as appropriate, regional commitments:

I. On Addressing the Drivers and Root Causes of Violent Extremism and Mass Atrocities

We recognize that totalitarian approaches to and interpretation of religious beliefs, political ideologies and ethnic differences, combined with political and financial support from State and Non-State Actors to extremists who exploit real or perceived injustices and grievances, are root causes and drivers of violent extremism and mass atrocities as these actors distort beliefs to legitimize their actions and recruit followers.

We acknowledge that violent extremism does not arise in a vacuum but that certain *conditions* can contribute to a conducive environment for radicalization leading to violent extremism: marginalization, discrimination, poor governance, violation of human rights and the rule of law, prolonged conflicts, impunity for atrocity crimes committed by State and Non State Actors, poverty and extreme inequality, and lack of socio-economic opportunities, social cohesion and education, are causes and/or drivers of the aforementioned crimes. Finally, we underline that the internet and social media are used as weapons of propaganda and recruitment by extremist groups, and that violent retaliation in the form of “decapitation” and elimination of violent extremists pursued via extra-judicial or summary executions, including targeted killings, is outside the justice framework, is inconsistent with International Law, is perceived as an exercise of vendetta, and is also extremely ineffective because it encourages recruitment into some violent extremist groups that promote a self-styled notion of ultimate sacrifice or “martyrdom”.

We resolve:

1. To engage with our legislative colleagues and other policy-makers at the national, regional and international levels, and from all political affiliations to achieve multi-partisan agreement to prevent and halt totalitarian ideologies that promote violent extremism and mass atrocities.
2. To address the underlying conditions that drive individuals to join extremist groups, particularly by strengthening good governance, protecting human rights, enabling civic participation and the rule of law, paying attention to the youth and to returning foreign fighters, and guaranteeing equality and the rights of minorities, including religious minorities.
3. To call for the development of a national plan of action to prevent violent extremism and national architectures for the prevention of mass atrocities, including by addressing justice deficits and governance issues and improving social cohesion, equality and socio-economic opportunities while acknowledging that authoritarian regimes are the worst threat, as well as ensuring effective parliamentary engagement and oversight through *–inter alia–* parliamentary questions to the Executive and Committees’ hearings with appropriate experts, including the UN Special Advisers on the Responsibility to Protect and on Children and Armed Conflict.
4. To intensify efforts to ensure the implementation of national and international mechanisms to detect and alert to warning signs of atrocities and extremism, including hate speech and propaganda both off and on the internet, and, to this effect, raise questions to the Government about the actions it is taking to fulfill its duty to prevent atrocities and to ensure the allocation in national budgets of resources for such prevention measures, including regular atrocity risk-assessments and reporting, to be undertaken in conjunction with national human rights institutions/ombudspersons and academic/civil society initiatives on national and international risks.
5. To develop disengagement, de-radicalization, rehabilitation/reintegration and education programmes for individuals engaged in violence, including national communication strategies that challenge the narratives promoted by extremist groups.
- 6(a) To ensure that alleged perpetrators of atrocity-crimes and acts of terrorism, including high level instigators and recruiters, are brought to justice in accordance with internationally-accepted standards applicable to the rights of the accused to have a fair trial and the rights of victims to have access to justice and reparations, know the truth and have it officially acknowledged.

6(b) In order to ensure that justice is done for effective prevention and to fulfill the inalienable rights of victims, to halt existing policies and practices through which members of violent extremist groups are *not* brought to justice for genocide, crimes against humanity or war crimes, but are *executed outside an active armed-conflict framework* with the view of purportedly eliminating the threat that they are posing or decapitating the leadership of their organizations, labeled as terrorist, regardless of whether an imminent threat or criminal conduct has been independently verified by a competent judicial authority.

6(c) In order to ensure that the respect of the dignity and rights of victims are fulfilled, to establish effective and comprehensive reparation and assistance programmes for the benefit of victims and their families, as well as communities affected by atrocity-crimes and other forms of violence.

II. On Halting the Proliferation of Conventional Arms and Weapons of Mass Destruction to Violent Extremists

We acknowledge that acts of violent extremism and atrocities are committed by usage of a wide range of legally and illegally obtained conventional arms and Weapons of Mass Destruction (WMDs), and non-state and state actors have taken steps to develop, manufacture and use WMDs.

We resolve:

7. To give priority to mitigate and eradicate the illicit trade of conventional arms and to prevent the proliferation of Weapons of Mass Destruction (WMDs).
8. To take concrete legislative steps to improve domestic firearms legislation, implementation and enforcement of relevant regional and international treaties, resolutions, conventions, and other relevant instruments, including the Arms Trade Treaty, the UN Programme of Action Addressing the Illicit Trade in Small Arms and Light Weapons, the International Tracing Instrument, the UN Firearms Protocol on Small Arms and Light Weapons, as well as the Biological Weapons Convention, the Chemical Weapons Convention and United Nations Security Council Resolution 1540 (2004)
9. To enhance cooperation, coordination and investment in security and intelligence at the regional and at the international levels while ensuring that effective democratic control and civilian authorities' oversight, including parliamentary oversight, is developed and maintained on such processes.

10. To develop and strengthen mechanisms to guarantee the accountability of security forces and those that control them and, to this effect, undertake to pose relevant parliamentary questions to the Executive and arrange dedicated Committee hearings.

III. On Ending Impunity for Violent Extremists and Perpetrators of Mass Atrocities and Ensuring Justice for the Victims

We observe that impunity for perpetrators of mass atrocities serves to increase the likelihood of new crimes and we underline the importance of national and international jurisdiction. We recognize that all states have a duty to prosecute or extradite suspects and alleged perpetrators of international crimes in national or international jurisdictions. In order to give effect to these obligations, we stress that states and international bodies must develop better mechanisms to collect and preserve evidence for prosecution. At the same time, we underline the importance of proportionate law enforcement and security responses, as well as adequate criminal and reparative justice responses, including equality of all before the law, to prevent further deepening of victimhood's complex that can be used by extremists to recruit.

We resolve:

11. To ensure the adoption of domestic legislation that incorporates the definitions of the crimes of mass atrocities and violent extremism, taking into account available model laws and reference laws (e.g. reference law to domesticate the crimes and general principles of law contained in the Rome Statute of the International Criminal Court developed by PGA).

12. To ensure effective national efforts to investigate and prosecute international crimes under the Rule of law, and guarantee that counter-terrorism policies and regulations respect human rights.

13. To develop reparations mechanisms and introduce rehabilitation programmes for victims of extremist non-state actors, including women and children, and facilitate their reintegration into society, particularly through the systematic use of child-protection professionals and other appropriate psycho-social and educational personnel that can adequately and sustainably prevent re-occurrence of atrocity crimes and recidivism.

14. To ensure that evidence and documentation concerning the perpetration of crimes under International Law is collected and preserved in respect of all relevant situations in such a way as to make such evidence and documentation available for trials and other accountability processes aimed at putting an end to impunity for crimes that threaten the peace, security and well-being of the world.

IV. On preventing violent repression that may bring about the perpetration of atrocity-crimes and facilitate the surge of violent extremism

We emphasize the fact that authoritarian and repressive regimes are potentially the worst threat for open and democratic societies and, as such, may create *conditions* that can lead to the perpetration of mass atrocities and facilitate the recruitment into violent extremist movements of oppressed segments of the population, especially the youth. We underline that democratically-elected parliaments and the respect of the rights of the opposition are the prime institutional defenses against this threat.

We resolve:

15. To affirm our unwavering and unconditional support for parliamentary institutions that are threatened and attacked by repressive regimes, as forcefully denounced in this Milan Forum.

16. To ratify and domesticate all relevant human rights' treaties on the exercise of fundamental freedoms and democracy as well as to support parliamentarians that are threatened and whose fundamental rights are violated.

IV. On promoting healthy civil societies and protecting the Rights of Minorities and Vulnerable Groups

We recognize enabling environments for civil society reduces the appeal of violent extremism, and that ensuring the inclusion and rights of individuals and communities, including minorities and vulnerable groups, prevents the real or perceived exclusion conducive to violent extremism. We acknowledge that shrinking space for civil society, including freedom of expression and assembly, can lead to support for violent extremist actors.

We resolve:

17. To engage in dialogue with civil society, communities, and community- and religious leaders in order to build trusting relationships to prevent the emergence of violent extremism, reject violent ideologies and protect individuals from recruitment.

18. To defend civic participation, and develop joint and participatory strategies to enhance the capacity of communities to be proactive in preventing mass atrocities and violent extremism.

Conclusion:

We appreciate the support provided to Gaby its partners and recognize the invaluable importance of information and strategies provided to us during PGA's Milan Forum for Parliamentary Action in Preventing Violent Extremism and Mass Atrocities. In addition to this Plan of Action, we – as individual legislators – will be working with the PGA Secretariat in the elaboration of country-specific and, as appropriate, regional and sub-regional Action Plans and strategies.

We recall the objectives of the PGA's vision is “to contribute to the creation of a Rules-Based International Order for a more equitable, safe and democratic world.”

We, the Participants in the *Milan Forum for Parliamentary Action in Preventing Violent Extremism and Mass Atrocities*, have agreed on this Milan Plan of Action and are committed to keeping the PGA Secretariat informed on a periodic basis of all the actions and initiatives that we will carry out to implement its objectives, as well as report back on the results of the 39th Annual Parliamentary Forum of Parliamentarians for Global Action within a six month period from the conclusion of the Annual Forum.

39th Session of the Annual Parliamentary Forum of Parliamentarians for Global Action

Milan, 28 November 2017

ANNEXES

1. Annex 1: Invitation
2. Annex 2: Programme
3. Annex 2: Declaration

