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**ABSTRACT**

Terrorism is a big international problem of the 21st century. This problem is recognized on the level of multilateral government by the UN and many states, including the Russian Federation. One of its aftermaths is high number of victims of terroristic acts. The main objective of the thesis is to find out how correlates Russian practices in support of victims of terrorism with UN Office of Counter Terrorism (UNOCT) practices. The author scrutinizes UN resolutions, Russian laws, analyzes media materials concerning situations with victims in Russia and provides cases about requests for support from victims of terrorism in Russia. The thesis emphasizes the special role of civil society in this issue. In the thesis author studies existing practices of support provided by UN and Member States and presents as examples the practices in the field of supporting victims in France, Spain, the Council of Europe. The most using concept of this thesis is resilience. Supporting victims can be provided by enhancement of their resilience. The author concludes that Russia has not developed a proper standard mechanism regarding victims of terrorism yet and Russian practices do not fully correlate with the practices of the UN. This outcome is confirmed by results of research, namely, by conducted content and comparative analyses, interviews. The novelty of the master thesis is about contribution to knowledge of current necessity in assistance the victims and promotion international solidarity, contribution to the improvement of support mechanism in Russia and raise awareness of problem of supporting victims of terrorism locally and globally.

**Key words:** victims of terrorism, UNOCT, the Russian Federation, multilevel governance, counter terrorism, resilience, global civil society.

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**ABBREVIATIONS**

**CDDH** Steering Committee for Human Rights

**CTC** Counter-Terrorism Committee (UN Security Council)

**CTED** Counter-Terrorism Committee Executive Directorate (UN Security Council)

**CTITF** UN Counter-Terrorism Implementation Task Force

**EU** European Union

**HRC** The Human Rights Council

**OHCHR** Office of the UN High Commissioner for Human Rights

**OSCE** Organization for Security and Co-operation in Europe

**UN** United Nations

**UNCCT** UN Counter-Terrorism Centre

**UNDP** UN Development Programme

**UNDPPA** UN Department of Political and Peacebuilding Affairs

**UNOCT** UN Office of Counter Terrorism

**UNODC** UN Office on Drugs and Crime

# 1. INTRODUCTION

This thesis raises the topic of interaction between states and international organizations in supporting victims of terrorism. The work includes an analysis of what the UN Office of Counter Terrorism is doing to support the victims of terrorism, on the other side it analyzes what is being done within the state, namely, in Russia. It analyzes and provides an understanding of what is implemented locally, in specific cases, to support victims of terrorism. After the author presents results and findings.

This topic has a high significance, because international terrorism is what the international community has been paying attention to for many years. Earlier the solution of the problems of international terrorism was not so active, but terroristic attacks on New York and Washington on September 11th, 2001 generated global attention to respond to international terrorism. 9/11 was perceived as a global threat, not an individual matter for countries. The world experienced large-scale attacks from international and domestic terrorism and a large number of victims: The USA - September 11, 2001 (attacks on the World Trade Center and the Pentagon, killed 2,749 and 184 people), Spain - March 2004 (explosions in the commuter trains of Madrid, killed 191, injured circa 1,900). Great Britain - in July 2005 (explosions in London, 56 dead and over 800 injured). A lot of terrorist attacks were in Afghanistan, Columbia, Iran, Kenya, Jordan, Turkey, Indonesia, Tanzania, Israel and in other countries. Russia faced the seizures of a school in Beslan, the Nord-Ost building in the capital, explosions of houses in Moscow, Buinaksk and Volgodonsk and other terrorist crimes. The world encountered the threat of international terrorism in the past years and, numerous efforts have been made to prevent and counter this problem. So, the topics about terrorism and its consequences do not stop being significant, that is why this work has relevance.

# 1.1 Rationale of choice

Most of the works devoted to the international problem of terrorism are related to the works of either the sociological or the criminal field. The main aspects of this topic are mainly reduced to three ideas: the policy of combating and preventing terrorist attacks in states, international cooperation in this area, the experience of individual countries in the policy of countering terrorism. The focus on support victims of terrorism, the formation of institutions, the order of compensations and international cooperation in this area are sparingly reflected in scientific works.

The rights of victims of crime, namely of terrorism, were not internationally adopted till 1985, the year of adoption by the General Assembly the United Nations Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power. The way to recognition and respect victims of terrorism, response to their needs and creation support tools took a long time in the history and currently this issue is developing.

One of the reasons to create this research is the fact that UN measures of recent years reflect the active position in the field of human rights observance (UN resolutions 60/288, 72/165, 73/305 and reports of the Secretary-General). Before the agenda about problems of victims in 2006-2008, the issue of assistance to victims was not properly discussed. There was deficient policy towards people who have been attacked and injured in terroristic attack and who did not get the necessary support because of the lack of legislation. Previously, the policy of supporting victims of terrorism was not actively covered, but recently active discussion has begun.

There is a broad set of needs which are common to victims of all types of crime. But it can be confidently declared that victims of terrorism can have some special additional needs. Lots of world experts consolidated key concepts of support people suffered from terroristic attacks such as respect and recognition, compensation, access to justice, commemoration, information provision, as victims’ primary needs. It should be highlighted that victims of terrorism are not only persons who suffered directly, but there are also indirect victims such as eyewitnesses of the crime, victim’s relatives, and friends, so it affects societies generally. That is why the victims’ needs should not be separated, they can be more intertwined to make lives of suffered people better.

The relevance of the topic is caused by the fact that currently there are obstacles to the restoration of violated rights of victims of terrorist acts. The author scrutinized Russian laws, analyzed media materials about complaints from the side of victims, interviewed people and noticed cases about appeals and requests for help and support from victims of terrorism in Russia.

There are some problems of violation of victim’s rights, for instance, only ten years later the victims of the terrorist attack in the theatre on the Dubrovka in Moscow in 2002 received some compensations, namely, in 2012. It was the decision of the European Court of Human Rights which came into force on the pay of 1.24 million euros from Russia in favor of the victims of the terrorist attack on Dubrovka. Currently, there are still petitions from victims and victim associations to the Russian government about their status and the lack of legal provisions for them. This material is provided in the thesis.

The major goal of this thesis is to study practices concerning victims of terrorism implemented by UNOCT and to determine how much practice in Russia correlates with it; efficiency of UNOCT recommendations for member states, including Russian Federation. This thesis tries to research the system of assisting victims of terrorism recently implemented by UN endeavors to emphasize particularities of implementation of support measures in different countries and to make outputs from the examined practices.

*Novelty of the thesis:*

1. The study of Russian government and the UNOCT interrelation can expand both studies on international relations and counter terrorism studies.
2. Using the resilience concept makes this study unique and unconventional especially for Russian practices, cause this concept is rare enough there.
3. The topic is high relevant for the global civil society.
4. The work is directed on the solutions of problems of global society (contributes to the sustainable development Goal №16 Goal “Peace, Justice and Strong Institutions”).

# 1.2 Research Objectives

Within the framework of the thesis work, an attempt was made to study the ongoing practices of the UN, namely the UNOCT and the Russian Federation regarding victims of terrorism, the extent of the international community involvement to this issue, international cooperation within the framework of the agenda of solidarity and recognition the rights of victims of terrorism, what together will contribute to the support mechanism for affected people by terrorist acts both outside and inside their state.

The empirical basis of the thesis was formed by UN resolutions and reports, federal laws of the Russian Federation, the Constitution of the Russian Federation, regulatory legal acts of the Russian Federation, European Convention on Human Rights, documents Council of Europe. To make an efficient study, author uses different methods of research – content analysis, comparative analysis and interview method.

The *broad objective* of the research is to contribute to the knowledge about the policy of support of victims of terrorism. The *specific empirical research objective* is to study deeper the practice of organizations of victims of terrorism from some countries, their international cooperation and influence on the ongoing UN policy in the field of combating terrorism. Important accent is given on to the comprehension of the implementation of UN resolutions in Russian Federation and some Member States. *The theoretical objective* is to study the types of practices by the UNOCT and the Russian Federation. Additionally, author refers to good practices in victims’ support of other Member States, such as *France* and *Spain*, cause during the study author found out that especially practices of these countries are often mentioned in reports of European practices and on the UN website, Victim Support Portal. As the awareness of the problem, the thesis includes part about the initiative of UNs and member states to response on victims of terrorism needs, highlighting the important role *civil society*. Variety of organizations of victims of terrorism, their unities and discussion of the problems (for instance, Symposium of victims of terrorism in 2008 by UNs) reflect striving to develop the branch of victim support. It means that this international dialogue would be able to facilitate the institutional framework for collaborative activities in the field of support. Author *emphasizes* the need for mutual implementation of effective methods to support the protection of social guarantees what has high relevance for the *global civil society.*

All the foregoing determines the relevance of thesis, which allows to contribute to not only the mechanism of support but raise awareness of the existing problem. As an extra motivation of the thesis is the 16th UN Sustainable Development Goal “Peace, Justice and Strong Institutions” – the task 16.A “Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime”. Cause the dilemma of the issue discussed in the thesis is directed on the solutions of problems of global society.

Though the author makes an accent that nowadays the *provisions of international legislation concerning counter-terrorism policy do not reflect provisions about status of victim of terrorism properly* but there is international recognition and current enhancement of legislation concerning this status. The implementation of international law nationally is often the problem. Regulation of this issue of protection in international documents is dedicated to the institution of protection of victims of crimes. But analyzing the Russian legislation author reveals that counter-terrorism laws in Russia do not contain full provisions for compensation after terrorist attack and there is no well-elaborated mechanism of compensation for the rights of victims of terrorist attacks due to lack of relevant legislation. Interviews with victims of terrorism, co-founders of associations of victims in Russia, media coverage of the issue and reviews the work of victims’ unities in Russia confirm this finding.

The UN directives that have been created over the past years reflect an interest to victims of terrorist attacks, signalize a willingness to improve policies towards people and urge member states to do the same. Resolutions of the General Assemble contain recommendations and asks to integrate states in this common and important action.

*The main research question is:*

How does Russian practices towards victims of terrorism correlate with UNOCT practices?

*The main sub-questions are:*

* What exactly do UNOCT and Russia for support victims and what is Russian government and the UNOCT interrelation?
* Does facilitate partnership between governments and civil society organizations in protection of rights of victims of terrorism and what does it mean for international relations?
* Does the cooperation of such organizations can define inter-agency mechanisms on victims of terrorism?

The obtained results of the research carried out by the author can allow see several theoretical and practical problems and contribute to complement and deepen the existing scientific knowledge about ways to support victims of terrorism at the international level.

# 1.3 Literature Overview

One of the most significant literature resources for this thesis **became the International Centre for Counter-Terrorism – The Hague (ICCT) research paper “Strengthening the Role of Victims and Incorporating Victims in Efforts to Counter Violent Extremism and Terrorism” by Dr. Alex P. Schmid.** This research paper contributes better comprehension of the topic relevance and gives a motivation make a research more meticulously. Dr. Schmid explores the role of victims of terrorism and studies different definitions ‘victim’ and provides various support initiatives over the past two decades. Besides, it is stated that support initiatives have been weak in many cases. According to the paper, victims of terrorism are often among the most appropriate actors to counter extremism, and their role in this regard is also being analyzed. In the document the author demonstrates that the significance of victims is being realized now but concludes that there is still much to be done. Finalizing the work, Schmid provides several comprehensive recommendations that can improve the situation of victims and strengthen their role in countering terrorism and extremism. He supposes that the set of recommendations can became a subject for a discussion among officials, representatives of victims’ associations, the judiciary, the media, academics working in this area and, of course, former victims and their relatives. (Schmid, 2012)

Concept of resilience, that is contained in the theoretical part of this thesis, is mentioned in the paper of Schmid too. There is a part “Strengthening victims’ roles in efforts to enhance public resilience” which emphasizes the meaning of victims’ views. “…those who have already been victimised are generally highly motivated and able to raise their voices and organise non‐violent resistance in society against those advocating, practicing or supporting in one way or another, political violence. Courageous and capable victims daring to stand up to the terrorists should be supported and protected in their efforts. They should be given a chance to play a leading role in mobilising social resistance to terrorism”. Provided statements are about resilience of people and its contribution to counter violence.

Furthermore, Schmid’s research is directed on subsequent future works about the victims of terrorism, by this way he draws attention to the problem of victims’ support and promotes the solution of the victims’ issue. This source became a benchmark for ideas and findings provided in the thesis.

Since there are not so many analyses focused on terrorism victims, such volume and detailed sources as **“The Victims of Terrorism, Assessment of their Influence and Growing Role in Policy, Legislation, and the Private Sector” by Bruce Hoffman and Anna-Britt Kasupski** should be one of the primary resources for the thesis. The report identifies the groups formed in the aftermath of terrorist attacks and compares them to groups formed in response to other terrorist attacks. This paper examines the terrorism impact on actual victims and their families. There is considered that victims are whether the survivors themselves or family members, friends, or colleagues directly affected by terroristic act.

The research attempts to understand better how government and society can cope with aftermath of terrorist attack. The report contains an accent on the organizations of victims and their needs, their lobbying efforts and pursuit of civil justice remedies.

This paper is of interest to author of the thesis because it sheds on how state and society cope with consequences of terrorist attack in different countries. It provides the new role that victims play in this process. Extremely efficient for research were chapters about the level of impact of Beslan Mothers’ Committee and their motivational force to make changes to recognition the problem of victims not only on governmental level but on international. According to the report, “Mothers of Beslan” is the most comparable with the 9/11 Jersey Girls, who played a major role in the 9/11 Commission foundation. Additionally, the report reflects Nord Ost case about inadequacy of payments for the damage, problems with legislation and the holding responsibility of Russian government.

For the thesis author needed a comprehensive and full review of knowledge and current discussions about terrorism and the fight against terrorism. Reason for this was a striving to know more about terrorism studies and discussions and debates within it. Another one reason was to better understand more and less spread topics of discussions. **“Routledge Handbook of Terrorism and Counterterrorism” by Andrew Silke** became the most suitable resource to answer all these research inquiries. This work allowed know more about terrorism and counterterrorism studies – there is provided over fifty concise chapters by specialists in the field of terrorism and counter terrorism studies. Central themes of the paper are history of terrorism, its characteristics, strategies and the main topics related to counter terrorism. The work contains policies and trends, effectiveness of different approaches. Sections also conclude a series of case studies on major counter-terrorism campaigns which helps to see more illustrative information.

There were provided articles of scholars which contributed some benchmarks to the thesis in the topic of support of victims of terrorism and international dialogue in this theme. Namely among them are part about number of victims in Spain and terrorist group responsible, article “Ethics and human rights in counterterrorism” by Harris and Monaghan, articles about cases of counter-terrorism measures in France (by Foley), Spain (by Alonso) and Russia (by Moore). These data extended the thesis.

Analysis of the paper urged author of the thesis not only to pay attention to practices of supporting victims in Member States of UN, namely, France and Spain but to compare them with Russian practices and make appropriate outcomes after. An accent on different countries was not presented as a key in the thesis, but efficient to examine topic of international counter terrorism measures and international cooperation. Using the material of “Routledge Handbook of Terrorism and Counterterrorism”, raised additional ideas of thesis fulfillment and enrichment.

2. THEORETICAL FRAMEWORK

# 2.1 Terrorism, victims of terrorism, victimization

Anyway, discussion on consequences of terrorism must begin with a definition of the phenomenon. **A terrorist act** is a socially dangerous, guilty, and unlawful act or inaction of terrorists and their family members involved in it, which created a threat or resulted in the death of people, causing harm to legal entities and the state by committing an explosion or other actions of a frightening nature. Terrorist acts are classified according to the number of victims into single and massed.

Terrorism causes fear and creates a sense of danger for a human. Terrorists target innocent residents indiscriminately and randomly. Ambassador-Coordinator for Combating Terrorism of the US Department of State, Philip C. Wilcox Jr. acknowledged that the governments of many countries, including the United States, can defend themselves against other forms of violence, but feel defenseless in the face of terrorists (Wilcox, 1997).

To ponder of term of terrorism, it should be recognized that there is still no consensus in this regard. Former Prosecutor General of Russia V.V. Ustinov in the beginning 2000s in his analytical work on terrorism, noted that, as a socio-political phenomenon, terrorism is one of the forms of violent political struggle that violates the basic principles and norms of international law and international morality (Ustinov, 2002). The Federal Law of the Russian Federation of March 6, 2006 No. 35-FZ “On Countering Terrorism” article 3 stated that "terrorism is an ideology of violence and the practice of influencing decision-making by state authorities, local authorities or international organizations associated with intimidation of the population and (or) other forms of unlawful violent actions." In 1980s Alex Schmid analyzed more than 100 definitions of terrorism and identified 22 main definitional elements in these definitions – the most frequent were “violence”, “force”, “political”, “fear”, “threat”, “victim-target differentiation” (Schmid, 1983). So, these characteristics can accurately apply to term of terrorism. The most detailed definition of terrorism, according to the author’s opinion, is given by the Shanghai Convention on combating terrorism, separatism and extremism of June 15, 2001 (it entered into force for the Russian Federation on March 29, 2003) and there it designates terrorism as an act aimed at cause the death of any civilian or any other person who does not take an active part in hostilities in a situation of armed conflict or cause him serious bodily harm, as well as cause significant damage to any material object (The Shanghai Convention on combating terrorism, separatism and extremism, 2001). On author’s point of view, one of the most applicable and common definition of terrorism in the context of the topic is “the use of violence or the threat of violence with the primary purpose of generating a psychological impact beyond the immediate victims or object of attack for a political motive” (Richards, 2013).

The term of terrorism is rather vague. The authors of Routledge Book on Terrorism Research counted more than 250 understandings of it in different languages. (Schmid, 2011). But the definite fact is the fact that terrorist acts bring massive human sacrifices. Terrorism is a gross disregard for the law and morality, hinders international relations and cooperation, leads to the undermining of the democratic foundations of any state.

According to the Strategy, adopted by the General Assembly, conditions that lead to the spread of terrorism include: “poverty, prolonged unresolved conflicts, dehumanization of victims of terrorism, lack of rule of law and violations of human rights, ethnic, national and religious discrimination, political exclusion, socio-economic marginalization and lack of good governance.” (UN General Assembly Resolution 60/288). So, as we can see it is important to pay attention on the problem solution of victims of terrorism in the world.

At first glance, it may not be difficult to identify **the victim of a terrorist attack**. But in fact, this task is not easy, and it requires an understanding of the various ways of influencing people. To understand this can help the classification of definitions presented in report of the INVICTIM Symposium Stockholm 2018 “Supporting victims of terrorism” and which is based on the special sources and literature such as works of O’Sullivan and Bronfenbrenner. There is the scheme with definitions on different levels – individual, micro, meso, macro. It demonstrates several “circles” - the inner circle of impact (individual) includes the individuals directly affected by the terrorist attack, referred to as “direct victims”. The second circle of impact (micro) includes the direct victim’s close social environment, such as family, friends, or peers. The third circle (meso) includes individuals who are part of the formal support network around individual victims such as first responders, victim support workers and others. The fourth circle (macro) embraces the wider society of which the individual victim is a member. So, individuals, family and loved ones, first responders and witnesses and local communities are victims. (O’Sullivan, 2016; Bronfenbrenner, U. 1979). To learn the presented scheme, the appropriate model proposed at the Circles of Influence Symposium can be used to better understand who suffered from a terrorist attack. Although the legal definitions and categorization of victims of terrorism vary from country to country, the patterns, and the circles within it appear to be subject to the potential consequences of a terrorist attack. One of the outcomes of this part, that in the thesis the notion “victim of terrorism” means *individual*, not institution or actor.

It must be said that there is *victimology* - science of the victim of a crime, the direction of criminological knowledge, where it is possible to single out such a concept as “victimhood” - the feature of a person to be a victim of circumstances, which is the subject of victimology. Victimology sees real urgency in the implementation of general social, psychological measures aimed at reducing the victimization of crime victims, as well as in the development of full-fledged measures for the rehabilitation of crime victims. For a science that deals with such problems, important tasks are the development of effective measures aimed at minimizing the psychological damage from terrorist acts and the development of tools for providing psychological assistance to victims of this type of crime. The theme about victimology is complex enough, so one of the wide categories in terrorism research include subjects of victimology, such as coping mechanisms, psychological effects of terrorism, response and management strategies. (Lum, Kennedy, Sherley, 2008).

Undoubtedly, the impact of a terrorist attack on the physical and mental state of a person is massive. Many studies have been carried out on this topic - regarding the damage to the human psyche. It can be argued that post-traumatic disorder is wide problem for person who experienced a trauma. An example can be the survey of the victims of the terrorist attack in the Tokyo subway, which was carried out a month after the gas attack. The results were announced as follows: 32% - a feeling of fear in people before the metro, 29% - insomnia, 16% - involuntary systematic repetition of terrible events in memory, 16% - depression, 11% - increased excitability and aggressiveness, 10% - sleep disturbances and nightmare, 10% - irritability (Enikolopov, Mkrtychyan, 2008). This example is only a partial description of what affected people experience after severe shocks and the challenges they faced. The topic of the problem of supporting victims of terrorism is extensive, and it requires voluminous and complex work. This issue is significant because there is a straight connection with the notion of social climate and the further formation of social environment in psychological and social context.

The issue of victims of terrorism was studied and developed by professor Dr. Rianne Letschert, who conducted studies on the needs of victims of terrorism and participated in expert meetings on terrorist victimization. She has also consulted for the UN Special Rapporteur on Counter Terrorism and Human Rights. One of her reports contained findings concerning the impact of the attack on the participating victims, the harm they suffered and how this may continue to affect their lives. The report had detailed information about the types of loss suffered by the participating victims and symptoms of post-traumatic stress disorder, such as depression, fear and other. The report also describes the consequences of terrorist victimization with reference to the types of injuries and trauma typically sustained because of terrorist attacks and their psychological impact.

It is also important to add that *the term of a victim of terrorism* cannot be concretely determined. It is appropriate to say here about the fact of a person's self-identification and recognition of oneself as a victim. These parameters can vary depending on the opinion of an individual person. Subjective parameters do not provide an accurate definition of the term. This issue does not stop being relevant and significant, so scientific works and research concerning victims of such crime as a terrorism continue developing in different dimensions and disciplines giving new definitions. But the thesis examines a victim of terrorism as a person who has suffered in a terrorist attack physically and mentally.

# 2.2. Multilevel (multilateral) governance theory.

The thesis refers to the multilevel governance theory which is characterized by the fact that it implies the involvement of many actors of various levels. These actors can be presented not only by international organizations, but experts, officials, activists. They ensure the implementation of common political decisions in accordance with certain standards and recommendations, focusing on common goals and decisions. The concept of multilevel governance was developed by Hooghe and Marks in the 1990s. The theory arose from the study of the new structures created by the EU in 1992 (Maastricht Treaty). Multilevel governance is the order of power shared between actors operating at multiple levels. It is multiple because state and non-state actors of different levels – local (subnational), national and global (supranational) (Hooghe, Marks 2001). This concept expresses the idea that there are many interacting structures of different levels able to participate in solving global issues. Theme of the counter terrorism is the issue where this theory can be observed. So, an illustration of this theory is the interaction of the UN member states in solving the problems of victims of terrorism and involving civil society in this area. Example of theory can be observed in the part about good practices, which provides information about governmental and non-governmental structures in the policy of supporting victims of terrorism in the EU countries (e. g. the procedure of foundations of associations of victims in France and interaction with authorities there; the procedure for measures taken by the Council of Europe).

The UN promotes change in problem solving in countries on the ground, namely through regional organizations and their involvement. When a local problem is not resolved, the UN can call other states to discuss solutions together and coordinate further actions. Actions of the same level can have an impact both nationally and supranationally. One example is the UN General Assembly adopted in September 2006 by consensus a global counter-terrorism strategy, “a unique global instrument to enhance national, regional and international efforts to counter terrorism” with concrete measures on how states should act locally - ''Encourage Member States, the United Nations and other appropriate international, regional and sub-regional organizations to support the implementation of the Strategy, including through mobilizing resources and expertise'' (GA Resolution 60/288, The UN Global Counter-Terrorism Strategy). Thus, the implementation of national strategies plays an important role in multilevel governance and vice versa. International terrorism imposed many states to create new specific provisions in legislations about counter terrorism. The resolutions by UN Security Council, has played a role in determination of directives and practices of Member states in the counter terrorism field.

The ambiguous term “governance" is understood in the topic as a political process of advancing public goals, providing a system of initiatives that guarantee the achievement of these goals by society. An integral element of governance is the recognition of the existence of mutually intersecting views and practices of different governance levels and the emphasis on the interaction of their participants. According to Hooghe and Marks, participants can be supranational national, subnational level of government.

Practically, in order to develop effective strategies, it is necessary to create a group of actors from the public and private sectors and civil society, as well as multilevel governance models that will unite the efforts of these structures. But sometimes there are some inadequacies in this field, for instance, Welch and Kennedy-Pipe identified several problem areas in which multilevel governance is applied. Among them are the issues that are provided in the thesis - the role of international civil society (including social movements and NGOs); international civil standards (democracy and humanism); and transnational threats and risks (human trafficking and terrorism) (Welch, Kennedy-Pipe, 2004). It should be especially taken into account when studying differences of national orders.

# 2.3 Resilience

S. Jore wrote that use of the *resilience* concept relates to the ability of an entity, individuals, community, or system to return to normal condition or functioning after the occurrence of an event that disturbs its state (Jore, 2020). The terroristic attack is the case when this concept is necessary to work with it. It was previously determined that during the thesis, we consider people as victims of terrorism, so here we are trying to present the concept of resilience as applicable and meaningful to the theoretical framework in the case of people. It is about the ability of society and people to resist and recover from the consequences of threats and dangers. This part attempts to identify meanings, current opportunities for using the concept resilience as a part of theoretical framework for approach to combating international terrorism and assisting affected people after terroristic attacks.

Initially, this term was introduced into scientific circulation and was developed by the Canadian ecologist Crawford Holling in 1973 (Holling, 1973). In his article, he wrote that resilience eco-system can recover from an external shock (for example, a flood or typhoon) and return to its previous form, without changing the quality. At the same time, K. Holling makes a fundamentally important remark that resilience is based on that this system must be ready for a certain challenge, but it cannot predict it in advance, remaining in a state of uncertainty.

So, initially, this concept became known in the field of ecology, and then in psychology, and since the early 2000s it has attracted more and more attention of specialists in the field of political research. Particularly, there were lots of those who are researching the problem of international terrorism. Many scientists, especially in social disciplines, give rather broad interpretations of resilience, moreover, considering a specific social context. Thus, Philippe Bourbeau, one of the leading researchers of this concept in international relations, considers resilience “as a process of patterned adjustments adopted by a society, a group, or an individual in the face of endogenous or exogenous shock” (Bourbeau, 2015).

Some scientists describe resilience as a continuity of rationality, interests, and government dominance (Zebrowski, 2013). For instance, Jonathan Joseph suggests that resilience can be part of the “neoliberal rationality of governance” that places responsibility on the individual rather than on social institutions. (Joseph, 2013). Here it should be added that the concept of resilience can refer to different levels of analysis: global, regional, national, local, individual levels, and it can be manifested in different ways. For instance, the issue of supporting people who suffered from terrorist attacks at the international level will force to appeal not only to the problems of individual states, but also to the system of practices of their interaction. Analysis of the resilience practices within the country focuses on the challenges and resources of its political and economic system. According to all this, it is important to understand about what kind of system is being discussed and how inner established structured can be rethought. Any system has many levels; if the threat was formed outside the local society and subsequently influenced it, then this emphasizes the interconnection of different parts of the system. In this case, the interaction between the levels can lead to contradictions and there is a need for classification and clarification. Brand and Jax, for example, have compiled a classification of 10 definitions of resilience, considering the degree of normativity (Brand F. S., Jax K, 2007). In this paper, it is focused on resilience which means an individual's ability to recover from severe stress, like a terrorist attack, but first of all there is a need for pondering about correlation of the concept with topic of thesis.

In Russian science there is a blurred enough understanding of the concept of resilience, in Russian historiography in the social sciences, as well as in domestic political discourse, the term resilience is still used rarely. Of course, practices of this term are presented in Russian science, but its understanding is not complete. And modern threats (for example, terrorism and different human rights violation) require the introduction of special management techniques, usage of relevant concepts and appropriate decisions.

Before 9/11 resilience was not widespread concept in the topics of terrorism. But after that terroristic attack U.S. national authorities and other countries had to deal with public concern about international terrorists attacking targets in lots of countries (Jore, 2019). Many works have been written about what kinds of resilience exist and how to increase it. For instance, the definition and features of public resilience applicable within theme of terrorism can be presented through “major elements of public resilience: 1) the public’s sense of comprehension of events, which moderates fear of the unknown; 2) the public’s sense of control of events, which moderates feelings of dread; and 3) the public’s social resources, which buffer feelings of fear and threat” (Pollack, Wood, 2010).

To discuss uncertainty about the term of resilience regarding the topic of consequences of terrorism it can be outlined some points of the works by S.H. Jore. According to it there are some discourses of resilience which can be presented with different actual scientific research: 1. Resilience as withstanding: the militarization of civil society and top-down planning; 2. Resilience as coping and bouncing back: descaled terrorism emergency preparedness and collective resistance; 3. Resilience as management; 4. Resilience as bouncing forward: empowerment and social capital, 5. Resilience as refraining from extreme ideas (Jore, 2020). Thereby, the resilience concept became a concept which relates to terrorism often, and sometimes there is no clarity what it can be in fact. The resilience concept is applied to nations, societies, communities, municipalities, critical infrastructure, buildings, individuals, businesses, cities, victims of terrorism, terrorists, population. (Jore, 2019). Assessing all this, it should be highlighted that concept of resilience is problematic because it normalizes the perception that nowadays terrorism is ubiquitous threat, and that terrorism looks like the new norm or something ordinary.

Another point of view on the concept of the resilience can be read on the UN website «Victims of Terrorism Support Portal». There is a rubric with Jo Dover, who gave her answers on the questions regarding state of victims and resilience, and one of the suitable words for this topic can be her utterance “The word victim can be seen as being powerless or helpless, and in my experience, many of those affected by terrorism are far from powerless or helpless. They have not only recovered, but many have gone on to achieve things they may never have done if they had not been affected. It is something that will stay for you for life but does not have to rule your life – you can live again” (Victims of Terrorism Support) So, she talks about experiences in life that people can draw upon to help other people to cope in situations, about the strengthening of capabilities to resist to the threat and cope with problems together. Dover affirms that after terrorist attack, there is often a *special focus on resilience*, particularly aimed at the public. And it is all about trying to get back to normal.

The author supposes that, in the thesis the term of resilience is a necessary element that needs to be strengthened and promoted. Resilience is often used to describe the ability to respond to various types of attacks and restoration to the original state. (Bourbeau, 2013) To have resilience and to be resistant is effective ability for system. But it should be considered that resilience is controversial for many countries, as it needs spending numerous resources. In the methods section is provided work with the term of resilience to found out the extent of understanding and using it by UNs and Russia.

Thus, topics within support referring to Jore (2019), social work and psychology that deal with community resilience and victims of terrorism has taken the positive element in this concept and resilience is used as empowerment, social capital, and a new improved state. The literature resources have different opinions and views on the concept of resilience, but mostly it is associated with the traditional psychological understanding, linking resilience to the ability to resist, and overcome adversity. The concept of resilience also means that relevant partners (governments, international organizations, humanitarian actors) can use this concept as a framework for their collaborative work.

So, here is the way of using the concept of resilience which is presented in the thesis: not only to have in view and incorporate concept of resilience into counterterrorism strategies but apply efficiently this concept on individual level, namely, in victims’ assistance. Victims need should be assisted to enhance their resilience. So, actions and polices from states, organizations should be aimed on rise of the resilience among individuals.

# 2.4 Humanitarianism

Humanitarianism can be interpreted differently by different actors, using of the term depends on discussed topic and context (Minear, 1999). Terrorism creates an additional humanitarian needs and challenges, so current concept is necessary to examine and apply to the topic of the thesis. Counterterrorism policies and program are distinguished by complexity of humanitarian work and the area of assistance victim of terrorism is not the exception. In the opinion of the author, humanitarianism as a term and component in international relations reflects in some cases the uncertainty and unpredictability of modern global development. To find out the concept it was examines works of different scientists such as Aaltola, Barnett, Hilhorst, Minear.

Humanitarian issues cover a wide range of issues related to human rights, interests, and existence. The term comes from the Latin "humanitas" and the French "humanitaire", which translates as human nature, education and means "addressed to the human personality". The study of these issues is the subject of interest of various scientific disciplines, which differ in their understanding, determination of priority areas of research and methodological techniques.

It can be highlighted some global trends that define the essence of modern humanitarianism. There are three areas of humanitarian action: development assistance, protection of human rights, personal security in armed conflicts. They influence on each other and this fact proves complexity of the processes happening in the world and that the world is not ready to predict most of them.

The adoption by the 2000 UN Summit of the document on the Millennium Development Goals (MDGs) can be named a special event. This approach was innovative cause it put people in the focus of development assistance policy. The personality was considered as an immutable value of the global world order and measure of current processes. So, this thought about “humanity” - humanitarianism and human rights are equally rooted in this notion (Barnett, 2018).

As for recognition of human rights, it is as one of the priority topics of the modern world agenda. It is the sign that the legal framework of the international regime for the protection of human rights is being improved. Many documents have been adopted over the past years, for example: the three Optional Protocols to the Convention on the Rights of the Child (2000s), United Nations Report” Supporting victims of terrorism” 2008; UNODC’s Handbook on Criminal Justice Responses to Terrorism, 2009; the Convention on the Rights of Persons with Disabilities, 2006, and the many others. The development of standards within the human rights of the OSCE and the EU is being actively elaborated. Moreover, new mechanisms are being created to ensure that states and individuals respect human rights.

Human rights are one of the fundamental human value fixed in international law. So, it could be highlighted in this chapter that humanitarianism is exactly about human rights. Today, guarantees and protection of individual rights and freedoms become the subject of regulation of international law. Setting standards in the field of human rights, the international community sees them as a kind of benchmarks to strive for, emphasizing that the current situation in this area cannot be considered tolerant (Barnett, 2018).

Pondering about humanitarianism in this thesis it is necessary to make some clarifications and conclusions. New views of humanism have appeared recently. Humanitarianism in the traditional sense was built around the idea of dividing between crisis and norm. In the last decade, under the influence of the mindset of resilience (as described earlier), this basic concept began to change dramatically, which led to a completely different approach. (Hilhorst, 2018). A humanitarianism resilience has emerged, which is important to talk about here. It originated in the field of disaster relief, and as a result, has become the basis for mechanisms for disaster risk reduction. Terrorism is a scourge, after which a person needs to recover, therefore, the use of the concept of humanitarianism and its new interpretation (humanitarian resilience) is necessary to consider for the issue of victims of terrorism.

As applicability of the humanitarianism concept in the thesis it should be noted that humanitarianism is about compassion and sympathy (Festa, 2010). Therefore, the thesis further provides the examples of these notions, such as the day of solidarity with victims of terrorism and recommendations to respect of rights implemented by UNOCT as a straight humanitarianism feature and it is directed to the world community. It is applicable to note that compassion thrives in polemical space of world politics, so expressions of humanitarianism have political and historical existence, they cannot work separately from the world and society, so the role of compassion can be wider for world politics (Aaltola, 2009)

All above suggests that the humanization of international relations is one of the important concepts, but there are contradictions essential in nature, associated with differences of states policy. New difficult events, challenges and crises are unprecedented in their scale. So, in this case, some states try intensively to search new solutions and approaches to problems of society and its solution combining humanitarian motivation, national interests, and views.

# 3. METHODOLOGY

The methodology is presented in the form of content analysis, comparative analysis and interview method.

**Content analysis** shows its effectiveness and is widely used in analytical studies conducted in political analytics and practice, economics, and international relations. The method of content analysis in the broad meaning, not in narrow, will be necessary in the master thesis. Content analysis partly includes and connects with previous topics of theoretical framework. Such documents as UN Resolutions (74/790, 60/288, 60/147, 73/30, 72/165, 73/305), federal laws and concepts of the Russian Federation (Federal Law No. 35-FZ) are used for the content analysis. Resources were taken mainly through online academic databases and Internet searches. A significant part of the necessary literature can be found in the public domain.

According to Holsti, content analysis is any technique for making inferences by objectively and systematically identifying specified characteristics of messages, so this view helps to evaluate the multilateral documents and provide objective results after. The author reads and analyzes the texts of documents, paying attention to the most frequently encountered concepts, draws attention to the context of their use and studies what basic terms are used in the document. The author finds out to which groups such documents can be directed, what is their main meaning. Particularly, author made a search in UN and Russian documents such words as ‘victims of terrorism’, ‘resilience”, ‘support’, ‘compensations’ and reveals whether this term occurs often or not, in which context or is absent.

To reveal some findings, it was conducted observation of representation of Russian measure on the website of UN. There are different types of documents on the section «Documents related to Victims of Terrorism» on the Victims of Terrorism Support Portal concerning Great Britain and France, Germany, Northern Ireland, Spain, but there is no information from Russia or related to Russia on this portal. There is information about launch of Group of Friends of Victims of Terrorism. On the website of UN in Russia there is only the news about it but there is no information about how to link with the group, how to get contacts and ask questions. This result did not allow make content analysis wider.

These findings help to understand the existence and frequency of the usage these terms and hence, its applicability in documents. Besides, it helps to certain what differences and commons in treatment and attention to the solution problems of victims of terrorism in Russia and UNOCT. It contributes understanding what the extent of human rights observance in Russia is.

Within scrutinizing material there was made an accent on performances and speeches of different speakers, representatives or activists from organizations (Ban Ki Moon, Antoniu Guterrish, Maria Marie Mar Blanco).

**Comparative** analysis is the method which is used in the thesis to reveal what common and differences in practices of supporting victims of the UNOCT and the Russian government. It is significant to do it to find out several issues:

* To what extent does Russian practice correlate with that of the UNOCT concerning support victims of terrorism?
* Does Russia implement the measures recommended by UNs?
* What the differences are in documents?

Conducting a comparative analysis will also help to understand how relevant the UN victim support policy is for Russia currently.

Research was conducted meticulously and included scrutinizing of resolutions (60/288, 73/30, 72/165, 73/305), reports (by Special Rappouters of UN), federal law (FZ №35), definite provisions provided and described in the part of literature overview and content analysis. The reason to make a research was observed contradiction in the topic of compensation for victims in Russian law and in international law documents and it became the fact reinforcing the ongoing research.

So, comparative analysis in the thesis is used to reveal some basic measures and commons and differences between the counter terrorism policy of the UN Office of Counterterrorism (UNOCT) and the Russian government in the field of victim of terrorism support. Hence, internal policy can become clear in the field of counter-terrorism activities at the national level. Additionally, the comparative analysis contributed to understanding of the extent of evaluation of the citizen society position in Russian Federation and other countries. Author tried to do a careful analysis of some implemented aspects of the program that could hopefully, build up a framework to analyze other similar investigations. In addition, using comparative analysis will allow reveal efficiency of the government assistance to victims of terrorism in Member States and in Russia, comparison these practices in the issue. Thanks to this method the situation in Russia and outside with the policy towards victims can be more transparent.

Comparative analysis demonstrates common and differences between the counter terrorism policy, namely, practiced of supporting victims of terrorism of the United Nations Office of Counterterrorism (UNOCT) and Russian Government. The author refers to several criteria and try to represent the fulfillment of them in Russia. This method is justified by the question whether Russia develops its politics according to international recommendations or develops it differently.

Another one comparison is conducted to compare main provisions, measures, and practices in the same field of several UN member states such as France, Spain and the Russian government on the base on Proceedings of the Workshop “Protection of victims of terrorist acts”, (CDDH), 2019, were presented key findings on practices of European countries. Countries such as France, Spain were chosen not randomly. There is discussed the internal policy in the field of counter-terrorism activities at the national level. Using comparative analysis will allow reveal efficiency of the government assistance to victims of terrorism in Member States and in Russia, to compare these practices in the issue. It pays attention to definite and adopted measures to support victims of terrorist attacks. The author uses data bases of international organizations and definite countries reports, laws to understand the mechanism of support. The results are provided in part about good practices of governments. Scrutinizing the research of Dr. Alex P. Schmid, the author of the thesis decided to refer to countries which have already developed special practices towards victims of terrorism which mentioned in the research. “While some European countries, notably Spain, France and the United Kingdom, had already developed special provisions for victims of terrorism in the last century”, “The work of the Spanish (including Basque) victims’ associations has been especially remarkable”. (Schmid, 2012)

For the thesis it was not enough to study legislative acts, resolutions, reports, it was necessary to study how they look in action, namely, how they function practically. For this author needed to contact people who had experience and knowledge about victims of terrorism support. **Interview** is the method of collecting information from a specific group of individuals by asking them questions is one of the popular research methods. This method is a popular type of research since it is an operational way to obtain information and also makes it possible to compare the results. Using method of interview, the author of the research intended to know about current state of victims of terrorism today, existing measures of assistance and problems in this field. Based on the analysis of the interview materials, it is possible to identify what successes were achieved over years of its existence, what gaps exist now, which representative countries do not demonstrate progress in following the measures recommended by the organizations and why. This interview outlined some further research ideas.

During the preparing and conducting the interviews, author guided by the concepts of structure and ethics in the work of Laura R. Woliver, who specializes in politics and deals with the topics of social justice, movements and activism. Author took into account the work about ethical dilemmas while conducting interview with one of the victims of terrorism, namely Aneta Gadieva, who agreed to give detailed answers to all the questions. Forming the lists of questions, their consistency, author referred to the questions order suggested by Beth L. Leech, where the most common questions are asked first, and then other personal things. These materials contributed to getting more detailed answers from the respondents.

Interview with chosen people help the author to understand the existing problems of victims of terrorism. The analysis of the interview materials makes possible to identify what policy Russian Federation has, how is the implementation of the policy seen on the ground, how it correlates with UNOCT policy. Answers gotten during the interview provide information about situation in the policy of supporting victims in Russia perceived by the interviewed person. The author also uses the method of interview with head of association to find out – is there any international cooperation in the field of support and what obstacles do exist in this issue. Interviews can outline some aspects of problematique.

The author conducts interviews with two chosen persons, interview consists of several open questions. (Appendix 1). The interview questions appeared mainly from the previously gotten knowledge and experience of the author, from some of the research results (content and comparative analysis). Some of the conclusions drawn from the benchmarking analysis helped to design the interview in the most effective way.

The choice of interviewed persons can be explained by the fact that these people are directly related to the consequences of terrorism, they are promoting the rights and support of victims of terrorism, this directly contributes to the development of this topic at possible levels:

1. Aneta Gadieva - victim of terrorism in Beslan, The Republic of North Ossetia–Alania, Russia; co-founder of Association of Victims of Terrorism “Mothers of Beslan”.
2. Christian Maton – the president of Association “France-Europe-Beslan”,

Cases of both correlate with *concepts* mentioned in theoretical parts. Aneta Gadieva, according to her words, was able to become co-founder an organization “Mothers of Beslan”, despite the personal tragedy. This organization was made to protect rights and achieve justice, so, exactly this case is an illustration of *resilience*. This fact confirms again the relevance of the concept of resilience in this thesis. We can associate the case with Cristian Maton as an example of *humanitarianism* concept, which concludes in compassion and sympathy, humanitarian motivation, the humanization of international relations, which exactly strengthen correlation of humanitarianism concept with this thesis.

These two interviews shed light on the perceptions and experiences of these two people and help to get known better *the social sphere*. The material as interview allows provide straight experience from practical point, because for the thesis it is important to see how it is seen on the ground by people. Questions are provided in Annex 1.

But to conduct interviews without extra material is not enough. As additional material author uses sources of *mass media* to analyze it and have some insights into the experiences of victims, existing problems in the legislation and complaints about unfair legislative system by injured people, to get facts and views form the other side. It can help to know about common and differences in types of support theoretically and practically available for victims. The material as media can provide reader understanding of context of situation, background, dynamics in the issues concerning victims, attitude of society to the issue and etc. Resources were taken mainly through Internet searches and all necessary articles can be found in the public domain. The material is gotten from reliable and quoted medias in Russia (Medialogia, 2021), such as media as “Meduza”, newspapers “Moskovsky Komsomolets” and “Novaya Gazeta”. In the part with results, it is provided findings and results after the interview method and additional sources.

**Research material (empirical)**

As the foundation stone of the thesis is the official site of the United Nations and UN departments. This thesis mainly analyzes *The United Nations Office of Counter Terrorism (UNOCT)*, which was established through the adoption of General Assembly resolution 71/291 on 15 June 2017. Mr. Vladimir Voronkov is Under-Secretary-General of the Office since 21 June 2017, who provides strategic leadership to UN counter-terrorism efforts, participate in the decision-making process and ensure that the cross-cutting origins and impact of terrorism are reflected in the work of the UN.

One of the main sources for the thesis was **The United Nations Global Counter-Terrorism Strategy” (A/RES/60/288).** The UN Counter-Terrorism Strategy has laid the foundation for the work on victims of terrorism. The Strategy, adopted by consensus, in the form of a resolution The United Nations Global Counter-Terrorism Strategy” A/RES/60/288on the 20th of September 2006 is a unique global instrument that strengthen national, regional and international efforts to counter terrorism. This is the first time when Member States decided to create a common strategic approach to fight terrorism, not only sending a clear message that terrorism is unacceptable but also resolving to take practical steps individually and collectively to prevent and combat it. (The Criminal Justice Response to Support Victims of Acts of Terrorism, 2012). Annexed Plan of Action contains such formulations as "to promote international solidarity in support of victims", “the need to promote and protect the rights of victims of terrorism” and solve the problem of “dehumanization of victims of terrorism” by promoting “solidarity for victims of terrorism and assistance for victims and their families and facilitate the normalization of their lives.”

There are main lines of thought and citations in **United Nations Report «Supporting victims of terrorism».** The report was a result of the first symposium of victims of terrorism that took place in 2008. That event brought together victims of terrorism from around the world and provided a platform for their voices to be heard and for mutual dialogue on their needs support. The Secretary-General’s Symposium on Supporting Victims of Terrorism in 2008 became the first practical step to recognize the needs of victims of terrorism. “The Symposium initiated a dialogue among victims, Governments and non-governmental actors on how best to support victims of terrorism in the areas of legal rights, medical and psycho-social support, and financial assistance” - for the first time at the global level, victims, Governments, experts, and civil society came together during the Symposium that resulted in 8 recommendations on how to improve support to victims. This report summarizes the main issues discussed at the Symposium: the importance of humanizing victims of terrorism, protecting their dignity; provision of legal status and respect for their legal rights; provision of medical, socio-psychological, and financial support; strengthening solidarity with victims of terrorism; involvement of mass media to discuss the problem; as well as establishing communication between victims of terrorism and counterterrorism office. The report examines proposals from both victims of terrorism themselves and from governments, experts, and civil society representatives. It concludes with recommendations for consideration by the international community. (United Nations Report” Supporting victims of terrorism”, 2008)

The document that is essential for the research and understanding the relevance of the topic is Resolution adopted by the General Assembly on 19 December 2017 “**International Day of Remembrance of and Tribute to the Victims of Terrorism”.** The document states that creation of such a memorable date and the celebration of the first International Day of Remembrance for the Victims of Terrorism in August 2018 is an important step forward in showing solidarity with the victims of terrorism. The resolution includes calling Member States, the United Nations, international organizations, and civil society actors to commemorate the International Day, attention focused on victims at the national, regional and international levels. The Resolution recalls also Human Rights Council resolution 17/8 of 16 June 2011, entitled “Proclamation of 19 August as International Day of Remembrance and Remembrance for the Victims of Terrorism”. The document affirms an important element that the promotion and protection of human rights for all and the rule of law at the national and international levels are essential to prevent and combat terrorism.

Resolution adopted by the General Assembly on 28 June 2019 (A/RES/73/30) “**Enhancement of international cooperation to assist victims of terrorism”** is one of the obligatory documents for examining the current policy towards of victims of terrorism. In this resolution, the Assembly called on Member States to develop comprehensive plans of assistance to meet the needs of victims of terrorism and their families and ask the relevant United Nations entities to assist countries in developing such plans. The text also requests the Secretary-General to submit a report assessing the current United Nations activities in relation to victims of terrorism, with reference to specific recommendations for a voluntarily funded comprehensive program to support Member States in this regard.

Necessary documents for the thesis are documents of Special Rapporteurs of different years - Mr. Martin Scheinin and Mr. Ben Emmerson. **Report of the Special Rapporteur on the Promotion and Protection of Human Rights and Fundamental Freedoms while Countering Terrorism** Ten Areas of Best Practices in Countering Terrorism, by the first Special Rapporteur (1 August 2005 - 31 July 2011) Mr. Martin Scheinin was created in 2010 to reflect transformations in victims’ protection. This document contains a selection of best practices in countering terrorism. These best practices are selected from existing and active emerging practices in states around the world and based on international treaties, resolutions adopted by international organizations, and decisions of international and regional courts. The author outlines this rapport due to it is the first rapport that contains solid and basic principles for supporting victims of terrorism. It says that individuals who have been damaged or who have suffered from violations of their human rights because of a terrorist act must be provided with additional legal, medical, psychological, and other assistance necessary for their social rehabilitation, at the expense of the state budget, in compliance with international human rights law. The rapport refers to the already mentioned General Assembly resolution 60/288.

Other significant document which is scrutinized for the thesis is **Report of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism** by Ben Emmerson (2012). In this document the Special Rapporteur pays particular attention to victims of terrorism, namely, he dedicated his first report to the Human Rights Council in 2012 on the Framework Principles for the Protection of the Human Rights of Victims of Terrorism (A/HRC / 20/14). In the report, the Special Rapporteur describes the legally binding and internationally recognized human rights of victims of terrorism and elaborates on the relevant international obligations of States to ensure these rights. It focuses on the legal obligation of states to protect the right to life, the additional obligation of states to conduct independent and impartial investigations, the right of victims of terrorism to establish representative organizations, and the responsibility of states to provide compensation to victims of terrorism. In the report, the Special Rapporteur recommends that States move towards fixing these rights and obligations in a specific international instrument. Ben Emmerson was the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism since 2011 till 2017.

Another one document which is necessary to examine for better understanding of the problem is **Report of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism** by Ben Emmerson in 2017. This document is significant for the thesis due to its focus on some achievements and still existing needs for changes. The Rapporteur approves some progress on this issue since the publication of his 2012 report (A/HRC/2014) and the United Nations Human Rights Council's calls on States, while countering terrorism, to ensure that anyone who claims to have a person or fundamental freedoms have been violated, have access to justice, due legal remedy and that victims of human rights violations have to receive adequate, effective reparations, which should include restitution, compensation, rehabilitation and guarantees of non-repetition. The document highlights the fact that in 2016 the Counter-Terrorism Implementation Task Force organized a high-level conference on the promotion and protection of the human rights of victims of terrorism, as well as the key fact that the Global Counter-Terrorism Forum adopted the Madrid Memorandum on Good Practice assistance to victims of terrorism in the immediate aftermath of an attack and during criminal proceedings. But the speaker emphasizes that not so many steps have been taken to adopt an international document that enshrines the rights of victims of terrorism. The Special Rapporteur strongly recommends the establishment of a new Office of the Under-Secretary-General for Counter-Terrorism Coordination, which will be primarily responsible for the protection and promotion of human rights while countering terrorism.

To discuss some of the specific aspects of practices concerning victims of terrorism in Russia, it is necessary to examine the basic **Federal Law No. 35-FZ** of 6 March 2006 on combating terrorism (Counter-Terrorism Act). This federal law establishes the basic principles of countering terrorism, the legal and organizational foundations for preventing and combating terrorism, eliminating the consequences of manifestations of terrorism, as well as the legal and organizational foundations for the use of the Armed Forces of the Russian Federation in the fight against terrorism. There was especially scrutinized the provision, Article 18 of the law on compensation for damage caused because of a terrorist act. This provision is the main in Russian legislation on the issue of assistance to victims of terrorism, namely, financial compensation for damage to life and health.

There were used some sources form the **Victims of Terrorism Support Portal** presented on the UN website in the section «Documents related to Victims of Terrorism». They were chosen due to their direct relevance for the issue and in the opinion of the thesis’s author these resources response to lots of questions about victims of terrorism.

In addition to the above resources the thesis includes not only resolutions reviews, but statements of working group representatives, heads of other Offices, participants of different symposiums. Besides, it examines material from *Victims of Terrorism Support Portal* and other supporting unities (Group of Friends of Victims of Terrorism, which was launched by the Secretary-General, H.E. Mr. António Guterres on 25 June 2019) and associations and non-governmental organizations from Russia (“Mothers of Beslan”, “Volga Don”, Nord Ost” etc.). To find some extra information for the thesis the author uses social networks such as Twitter of UNOCT (@UN\_OCT) and Instagram of UN Counter-Terrorism Committee Executive Directorate (@un\_cted).

# 4. RESEARCH RESULTS

# 4.1 UN policy regarding victims of terrorism.

The United Nations illustrates an important mechanism for international relations and take a special place among other organizations. Within the framework of the UN, hundreds of international conventions, resolutions have been concluded that regulate the situation in a wide variety of spheres of public life. The UN has paid much attention victims of terrorism before the UN Counter-Terrorism Office had been created in 2017. The fight against terrorism has been on the UN agenda for decades and it is important to examine the experience.

More than half a century ago, the UN began to unite the efforts of the international community to prevent and counter terrorism through the implementation and development of international legal instruments on the fight against terrorism, made to help states collectively fight this common threat. One of the important steps towards the recognition of the victims of terrorism was the UN General Assembly resolution 42/34, adopted unanimously in 1985. It contains the United Nations Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power. The document presents “rights” that also apply to victims of terrorism, which are: 1. The right to respect and recognition; 2.The right to contact the appropriate support services; 3.The right to be informed about the progress of the case; 4. The right to be present and participate in the decision-making process; 5. The right to a lawyer; 6. The right to protection of physical safety and privacy; 7. Right to compensation from both the offender and the state. (UN Resolution 42/34). But commenting these provisions it can be mentioned that above seven principles were originally just principles, and they can become rights only in the cases when they were included in national legislation of governments. In international relations there is an opinion that this declaration is characterized by its “soft law”, and its implementation by the member states at the national level was not active, without proper order and slow.

After the terrorist attacks of September 11, 2001 in the United States, the Security Council unanimously adopted the basic resolution 1373 in 2001, which emphasized definite actions in the fight against terrorism. This resolution is adopted by all Member States since it was adopted under Chapter VII of the Charter of the United Nations. Besides, the resolution established the Counter-Terrorism Committee (CTC) to oversee the implementation of its provisions. Security Council resolution commits all member states to take a number of measures to strengthen the legal and institutional capacity to counter terrorist activities on their territory, in their regions and around the world.

The United Nations Global Counter-Terrorism Strategy, unanimously adopted by the Organization's Member States in 2006 as a new effective strategy to fight terrorism, was called also for an end to the dehumanization of victims of terrorism in all its forms and manifestations. In the Strategy, Member States decided to consolidate national assistance systems that would help meet the needs of victims of terrorism and their families and contribute to the normalization of their lives; secondly, they pledged to promote international solidarity in support of victims of terrorism and protect the rights of victims of terrorism.

The victims of terrorism have long gone unnoticed and their needs unmet. But September 9, 2008, the first step was taken towards solving the problems of victims of terrorism – UN Secretary General Ban Ki-moon held a global symposium on supporting victims of terrorism. The Symposium brought together representatives of governments and civil society, as well as experts on the issue of support for victims of terrorism. It was a step that demonstrated your overcoming political differences and a step towards meeting the needs of important people who had been neglected for a long time. The objectives of this symposium were to see real people who are victims of terrorism; create a forum to discuss concrete measures to help these people overcome their negative experiences; develop the most effective methods and draw attention to the measures already being implemented by Member States and non-governmental organizations. Practically, the Symposium highlighted the main challenges, including the provision of legal status and the observance of the legal rights of victims of terrorism, the provision of medical, socio-psychological, and financial support, strengthening solidarity with victims of terrorism and others.

“Terrorism can affect anyone, anywhere. It targets all ethnic groups, religions, nationalities, and civilizations. It attacks humanity itself. And it is for the sake of humanity that we must create a global forum for your voices and listen to you, the victims. Your stories of how terrorism has affected your lives are our strongest argument for why it can never be justified. By giving a human face to the painful consequences of terrorism, you help build a global culture against it.” – stated UN Secretary-General at the meeting. As part of the symposium, the UN Secretary General called on the international community to unite with them efforts to create opportunities for change for the better. He also made a statement that the voice of victims of terrorism will be heard, and that they will be treated with respect and dignity, that their needs will be met, and their rights respected. All the results of Symposium were reflected in United Nations Report «Supporting victims of terrorism», 2008, which became significant source to examine for this thesis. Practices of the United Nations regarding victims of terrorism began to develop actively in recent years. This can be constantly updated official sites of the divisions, news. Basic and clear information can be found in the report of the Secretary General.

Over the past five years, the Counter-Terrorism Implementation Task Force's has developed and implemented several activities in support of victims of terrorism. For example, in 2016, the Working Group organized the United Nations Conference on the Human Rights of Victims of Terrorism and subsequently developed guidelines, guides and other resources aimed at strengthening the capacity of civil society representatives working with victims of terrorism.

The Secretary-General and the UN High Commissioner for Human Rights, in their reports to the General Assembly and the Human Rights Council, respectively, have advocated for the rights of victims and recommended that the human rights of victims of terrorism be respected through national laws, compensation and rehabilitation, along with taking other measures.

Mr. Martin Scheinin, one of the former Special Rapporteurs on the Promotion and Protection of Human Rights and Fundamental Freedoms while Countering Terrorism presented The Report about Ten Areas of Best Practices in Countering Terrorism in 2020. According to the Report, it contains understanding of significance of supporting victims of terrorism. Due to this fact the author stated that individuals who have been damaged or who have suffered from violations of their human rights because of a terrorist act must be provided with additional legal, medical, psychological and other assistance necessary for their social rehabilitation, at the expense of the state budget, in compliance with international human rights law. The rapport refers to the already mentioned General Assembly resolution 60/288.

A determinant event in the formation of the UN policy towards victims of terrorism was numerous appeals to UN from Spain which experienced losses and consequences of terroristic attacks. Representatives condemned UN in the lack of involvement in assistance and support people whose rights were violated because of terrorist attacks. The Spanish foundation of victims of terrorism contributed to the promotion of the idea of protecting the rights and supporting victims of terrorism much more than other similar organizations. Namely, in 2011 the Pro-Human Rights Foundation Miguel Ángel Blanco, with the support of the Permanent Mission of Spain to the UN in Geneva, organized the seminar: “Victims of Terrorism and Human Rights”. “Victims of terrorism find themselves totally neglected by the UN” was stated by of Cristina Cuesta Gorostidi, director “Miguel Angel Blanco Foundation” during the presentation. (Miguel Angel Blanco Foundation Presentation, 2011, p. 23). “Victims of terrorism find themselves completely neglected by the United Nations which does not even recognize or guarantee their rights; nor does it pay attention to violations of human rights carried out by anyone other than the state” was stated by representative of fund. So, it was determined by Spain that they would follow up the debate until the recognition of the rights of victims of terrorism, and the instruments to make them effective, become a reality within the ambit of the United Nations.

In 2012, another former Special Rapporteur on the Promotion and Protection of Human Rights and Fundamental Freedoms While Countering Terrorism, *Ben Emmerson*, set out basic principles in his report to the Human Rights Council, defining the obligations of states to protect the human rights of victims of terrorism. And in the Report from 2017 the Rapporteur recommended the establishment of a new Office of the Under-Secretary-General for Counter-Terrorism Coordination, which will be primarily responsible for the protection and promotion of human rights while countering terrorism. And as it can be noticed, accordingly, the UN Counter-Terrorism Office (UNOCT) was established on June 15, 2017 by resolution 71/291 of the UN General Assembly. Its first head is the Deputy Secretary General, Mr. Vladimir Voronkov. The establishment of the Office is seen as the first major institutional reform undertaken by United Nations Secretary-General Antonio Guterres following his report (A/71/858) on the capacity of the United Nations system to support Member States in the implementation of the UN Global Counter-Terrorism Strategy. The current Special Rapporteur of the Human Rights Council on the promotion and protection of human rights and fundamental freedoms while countering terrorism*, Fionnuala Ní Aoláin* said that she appreciates the work of her predecessor, Mr. Emmerson, and she will adhere to the commitment to the promotion of human rights and the rights of victims of terrorism, and to protect human rights from encroachment while countering terrorism like him.

During 2015, 2016 years the Working Group organized and conducted training sessions for 14 victims and victim representatives from countries in Africa and the Middle East to provide them with the right tools and skills to better form associations and advocate for their rights, and to develop strategies for sharing personal information and providing support.

Other departments are involved in practices concerning victims of terrorism too. For example, the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) has been working to support and empower victims and victims of violent extremism and terrorism for many years. The United Nations Office on Drugs and Crime focuses on the key role that victims of terrorism play before, during and after criminal proceedings, and their need for assistance and support.

# 4.1.1. The role of Russia in UN and the interrelation between them.

Before presenting the UNOCT practices in this part it is necessary to make a focus on the role of the Russian Federation in United Nations, which contributed the creation and development of UN counter terrorism policy.

Russia sees international terrorism as one of the most serious challenges facing humanity. Knowing about this from its own experience, Russia understands that to counter terrorism is possible with joint forces of all countries. Long before the terrorist attacks in the United States in 2011, on the initiative of the Russian Federation, the UN Security Council began to comprehensively study the problem of international terrorism as a threat to peace and security. It was caused by the intensification of terrorist activities around the world and, in particular, the growing danger in Afghanistan, which at that times was one of the main sources of the spread of terrorism.

Russia has a sufficient influence in the UN, many decisions depend on its voice, since Russia has wide experience in countering terrorism and extremism both at the legislative level and in the application of legal norms in this area.

Russia is one of the major contributors to the UN budgets. In accordance with the scale of contributions to the UN regular budget Russia makes one of the largest contributions to all UN budgets. In 2011 Russia paid approximately $232 million to all the UN budgets, namely, Russia paid 2,438% of the UN's regular budget, what made the country 11th out of all 193 member states. (Permanent Mission of The Russian Federation to The United Nations, 2012). In addition to voluntary donations, Russia, like all other UN member states, contributes to the Organization's regular budget. In 2019, the Russian Federation allocated $ 67.1 million to the UN’s budget. In addition, it also provides funding for peacekeeping operations. (TASS, 14.11.2019). So, the contribution of Russian Federation in work of UN is significant and cannot be underestimated.

Since Russia has a rather serious influence in the UN, many decisions made within the framework of the International Organization depend on its voice, since Russia has wide experience in countering terrorism and extremism both at the legislative level and in the application of legal norms in this area. The work of Russian diplomats are trustable and respectable by UN. So, diplomat of the Russian Federation Yuri Fedotov was Executive Director of the United Nations Office on Drugs and Crime (2010 – 2019), and Vladimir Voronkov is the current the Under-Secretary-General of the United Nations Office of Counter Terrorism became Vladimir Voronkov.

So, the interrelation between UN and Russia is strong enough.

The UN ensures the indisputable legitimacy of international efforts and consolidates the unity of the anti-terrorist coalition and as a permanent member of the UN Security Council, possessing significant internal potential and resources, maintaining friendly relations with the leading states of the world, Russia has a significant impact on the formation of anti-terrorist policy on a global scale.

# 4.1.2 UNOCT practices towards victims of terrorism

The United Nations Counter-Terrorism Office (UNOCT) was established on 15 June 2017 by United Nations General Assembly Resolution 71/291. Its first head became the Deputy Secretary General, Mr. Vladimir Voronkov, Russian diplomat. UNOCT provides advice and support to the UN Secretary-General and the UN system as part of the Secretariat's global responsibilities to ensure the full implementation of the UN Global Counter-Terrorism Strategy, in accordance with the UN Charter and mandates of the General Assembly and Security Council. UNOCT main work is the development of the norms of international law, coordination of actions of various organizations both within the UN system and outside it, countering terrorism, ensuring the leading role of the UN in this process. The head of the Counter-Terrorism Office, Mr. Voronkov continues to raise the issue of the importance of the role of victims, participates in commemorative events and events dedicated to victims of terrorism, and makes efforts to meet both in New York and abroad with victims of terrorism.

This office was established to ensure coordination and coherence of the work of the UN system, as well as to ensure the implementation of UN Global Counter-Terrorism Strategy (GCTS), which is a unique global instrument to enhance national, regional and international efforts to counter terrorism. According to the GCTS, its adoption by consensus in 2006 all UN Member States agreed to a common strategic and operational approach to fight terrorism. GCTS pillar 2 and 4 which about measures to prevent and combat terrorism and measures to ensure respect for human rights are the basic for the protection of victims of terrorism. In addition to the focus of ensuring that the rights of victims are respected, and their needs are supported, victims also play an important role in the process of preventing and combating terrorism. This facilitates the development of such strategies and interventions, which should be developed through a victim-centric approach. Besides this, there are a lot of Security Council resolutions dedicated to victims of terrorism – some of them are S/RES/2322 (2016) Resolution on threats to international peace and security caused by terrorist acts, S/RES/2388 (2017) Resolution on condemnation of all acts of trafficking and S/RES/2467 (2019) Resolution on sexual violence in conflict (Russia and China abstained).

What does UNOCT to support victims? What practices are implemented? To find out this, it was scrutinized report of General Secretary UN A/74/790, resolutions (72/165, 73/305). So, UNOCT not only makes recommendations towards victims support but implement efficient practices. There are two key resolutions by General Assembly concerning support victims of terrorism. There is resolution 72/165 about the fact of Member States designated 21 August as the International Day of Remembrance of and Tribute to the Victims of Terrorism. Resolution 73/305 is about enhancement of international cooperation to assist victims of terrorism and they both have focus on the issue about suffered people in terroristic attacks. These two resolutions provided framework for enhancing Member States' efforts regarding victims.

UNOCT often recommends to Member States raise awareness and support for victims of terrorism, to strengthen the national capacities of their human rights institutions, to involve civil society to contribute practices towards victims.

Besides, there are several definite efficient key practices created by UNOCT.Resolution 74/790 is clear about what the UN is doing. To highlight the importance of making the voices of victims heard and to understand how their experiences can contribute to building resilience, the United Nations is organizing documentary screenings of photographic exhibitions on victims (eg, “Surviving Terrorism: The Power of Resilience”) a series of video clips in different languages ​​about the victims of terrorism. The UN also draws attention to supporting victims of terrorism at conferences, events, multimedia products, develops a social media campaign using the hashtag #SurvivingTerrorism and produces a documentary series. The Office promotes the involvement of victims 'associations and civil society organizations in addressing victims' concerns. A number of measures are also being taken to address the needs of women victims of terrorism. The Secretary-General recommends (A/70/674) that national action plans be developed in a multidisciplinary manner, involving governments and civil society.

One of the achievements in practice is the idea of solidarity with victims formulated the *Victims of Terrorism Support Program***.** It is created to raise awareness about them and help to protect and respect their rights, meet the needs of victims. The program also aims to strengthen the capacity of Member States and civil society organizations to effectively support the needs of victims of terrorism. This multi-year global program was launched by the United Nations Counter-Terrorism Centre, located in the UNOCT in 2018. Mentioned previously in the thesis professor Dr. Rianne Letschert confidently noted about significance of solidarity to victims of terrorism during the seminar: “Victims of Terrorism and Human Rights” organized in Geneva: “Victims of terrorism are different from victims of violent crime in that they may be seen as “instruments” used by terrorists in order to modify or intervene in the political process. This public dimension requires a public response which may be seen as solidarity” (Letschert, & Ammerlaan, 2009).

The activities of *the Program* include capacity building to Member States, civil society and victims, the Victims Support Portal, policy work and system coordination, the International Day of Remembrance. It is significant to explain what all this means and how do contribute it to the Program.

For capacity building activities, the Program aims to strengthen knowledge, skills and understanding of the best ways to support victims from Member States and civil society organizations, including victims' associations. Activities involve media training for victims to reinforce their key messages, technical assistance to governments on victim assistance, online courses. The program supports Member States through its outreach, awareness raising. One of the examples of activities and cooperation practices towards victims is the launch *the Group of Friends of Victims of Terrorism* in 2019. The Group is the initiative of the Permanent Missions of Afghanistan and Spain. There are more than 20 Members of the Group of Friends of Victims of Terrorism, including Russian Federation. One of the examples of such Program support to the Group is co-hosting first and second Ministerial Meeting of the Group of Friends of Victims of Terrorism during the 74th and 75th meeting of the UN General Assembly. Namely, this case is one of examples of cooperation between UNOCT and states in the field of victims’ support. As an observer to the Group of Friends of Victims of Terrorism, UNOCT provides support and assistance when it is needed. Also, the Office on Drugs and Crime (UNODC) became an observer to the Group.

On the author’s view, goals of the Group are very relevant and stand-out for victims - firstly, providing victims with adequate support, assistance and rehabilitation in accordance with international law, secondly, promotion the implementation of the relevant UN resolution on support for victims of terrorism and giving victims an opportunity to speak out at the international level. Besides, such goal as a raise awareness of the needs of victims, especially women and children, and their families is extremely significant for the increasement of reliability and confidence in the future. Another goal which is about sharing the best practices and lessons learned related to existing mechanisms at the national and regional levels of victims’ support, including the provision of legal, medical, psychosocial, and financial support. It reveals the compliance with human rights.

In June 2014, the UNCCT launched the *UN Victims of Terrorism Support Portal*, which is a mechanism that provides practical resources and information on and for victims of terrorism and it serves as a resource the revised Guidelines of the Committee of Ministers on the protection of victims of terrorist acts of the Council of Europe. One of the key areas of the Portal's work is preparing - in cooperation with the Department of Public Information and with the support of the Counter-Terrorism Center - a series of guest interviews, which are various stakeholders and partners, including victims, victim associations, civil society organizations, independent experts and regional and international organizations. This portal provides information about government assistance to victims from every country, legal resources available to victims, events, news, also gives an opportunity to see documents related to victims of terrorism. For the thesis it was highlighted its relevance in previous parts.

*The International Day of Remembrance and Remembrance for the Victims of Terrorism,* celebrated on 21 August, as mentioned in Secretary General's report, allows the international community to properly express solidarity with the victims of terrorism, to declare the recognition of their rights and to encourage Member States to take action in support of the victims. To allow victims to receive compensation and redress, as well as the necessary medical services and psychosocial support, it is first necessary to achieve recognition of their rights. This International Day allows to redefine approach to protecting the rights of victims of terrorism and promotes respect for their rights and creates a good environment for long-term solutions to meet their needs.

UNOCT and the UNCTC have jointly organized a number of events leading up to the International Day of Remembrance and Remembrance for the Victims of Terrorism. For example, in 2018, UNOCT organized an event called “Showing Solidarity in Support of the Rights of Victims terrorism". This event included a presentation by the Office of the publication “Handbook of Good Practices to Support Victims’ Associations in Africa and the Middle East”, “Guidelines and Principles for Civil Society Organizations to Assist, Protect and Support Victims of Terrorism in Asia-Pacific”, as well as an interactive roundtable discussion with victims and representatives of victim associations from Iraq, France, Mali, the United States. In addition, a series of documentaries on victims of terrorism was shown and an exhibition was organized. These can be viewed on the United Nations Victims of Terrorism Support Portal.

Thus, the summer’ 2020, despite the pandemics of coronavirus, UNOCT / UNCCT, under the leadership of Deputy Secretary General Mr. Voronkov, organized the second UN Counter-Terrorism Week in and held the World Congress of Victims of Terrorism, which made it clear that the voices of victims are heard, their voices are respected and their needs for recovery and rehabilitation are and will met.

Raising earlier in the thesis question about how the UN interrelates with the Member States in supporting victims of terrorism, it is important to start with the following ponderings. Studying the reports of the Secretary-General, we can see that there are recommendations in the reports, but Member States decide for themselves to follow or not to follow them. But at the same time, the Members themselves can influence on the forming recommendations. It can be for the reason that the UN Secretary General initially studies the good practices of some Member States which will define as good practices and subsequently recommends them for implementation. Spain and France are often found among such countries (Victims of Terrorism Support, Report 74/790). That is why the other part of the thesis contains a review and comparison of the practices of these countries and Russia in order to better understand what the best practices are.

As policy work and UN system coordination it can be highlighted that throughout outreach activities, network, policy development, the Program provides victims an opportunity to remain at the center of efforts to prevent and combat extremism. We can make an outcome that this work includes more closely link with civil society organizations, including victim associations, and raising awareness among Member States of victim concerns, for example, during the review of the United Nations Global Counter-Terrorism Strategy. “We must be equally steadfast in our pursuit of solutions and be guided by the voices of victims and survivors in all our efforts.  Let this moment be one of reflection, recognition, and action.  Let us do everything we can to ensure that the plight of victims of terrorism is no longer a forgotten one” remarked António Guterres, UN Secretary-General. (UN Meetings Coverage and Press Releases, 21.08.2019).

# 4.2. Russia’s practices of support victims of terrorism

# 4.2.1 Legislation

The beginning of the 21st century in Russia was marked by terrible acts of violence. Russia experienced lots of terrorist attacks that caused huge amount of human losses hostages taking in school in Beslan (334 people died), explosions of houses in Moscow, Buinaksk and Volgodonsk (294 people died), hostages taking in the theater on Dubrovka (130 people died), the explosion of the Nevsky Express (28 people died), explosions in the Moscow subway (40 people died) and the Domodedovo airport (37 people died), explosion is Saint Petersburg subway (14 people died) and many others. Crucial attacks in the beginning of 2000s made Russian government to force and launch of a new counter-terrorism policy and to develop effective legislation in this area. Many terrorist attacks were prevented, some were not, but the number of victims did not decrease, only grows. There is a suggestion that the mechanism for providing assistance to victims of terrorism in Russia is far from perfect condition, and there are some obstacles to get support. Suggestion isbased on interviews with victims and associations of victims in Russia, articles by Russian media about existing problems in the legislation and complaints about unfair legislative system by injured people (this material is discussed in the next part of the thesis). The thesis aims to study and provide knowledge about all this and to present key findings on this issue.

Nowadays some mechanisms for providing assistance to victims of terrorism exist in the Russian Federation. Their list is quite extensive and here is a discussion and content analysis of the most important of them. There is provided essences of the contents related to victims and human rights protection. It was focus on words ‘victims’, ‘rights’, ‘resilience’, ‘assistance’, ‘compensation’. All of them, excepting ‘resilience’, are included in legal framework.

It is worth starting with priority of article 52 of the Constitution of the Russian Federation, which says that the rights of victims of crimes are protected by law, the state provides victims with access to justice and compensation for damage cause. (The Constitution of the Russian Federation).

**Concept of the Foreign Policy of the Russian Federation** approved by President of the Russian Federation V. Putin on November 30, 2016 emphasizes the problem of terrorism – for instance, there is an information in 33 paragraph of the document that says: “Russia views combating international terrorism as an essential government task and a key priority for international security”.

Further, it is important to refer to significance of UNs policy for Russian Federation which is reflected in this Concept of the Foreign Policy. Some of global challenges and threats require a comprehensive response from the international community, the consolidation of its efforts with the coordinating role of the UN and taking into account the objective relationship of issues of human rights protection, security and sustainable development.

According to the 36th paragraph of the current document that “Russia supports the establishment, under the auspices of the United Nations and other international and regional organizations, of efficient platforms for cooperation in the response to natural disasters and large-scale man-triggered disasters, as well as to other emergencies, including disaster response capacity-building and enhancement of early warning and forecast systems. With its unique expertise, technical and human resources, the Russian Federation is an important and effective element of the global disaster relief system” - reflects not only the Russian Federation unconditional recognition of UNs policy, but significant contribution of Russian Federation to the work of UN and United Nations Security Council. The document also highlights that Russian Federation promotes the progressive development of international law and its codification, primarily carried out under the UN, as well as universal participation in UN international treaties, their uniform interpretation and application.

Going further and discussing the content of the document it is appropriate to refer to the theory topic, above-mentioned humanitarianism. Although in the Russian scientific literature it is not easy to find enough information on the international aspects of humanitarian problems, however Russian government attaches significant importance to this area of work. Additionally, **Concept of the Foreign Policy** of the Russian Federation emphasizes the role of "soft power" in international politics the tool to achieve foreign policy objectives, where are *“primarily the tools offered by civil society,* as well as various methods and technologies – from information and communication to humanitarian and other types.” The relevance of the topic is evidenced by the growing importance of the humanitarian dimension of modern international relations, which is explained by several reasons such as new threats for humanity, the establishment of human rights and freedoms as a universally recognized moral guideline and the general humanization of international law.

In accordance with **the Concept of Countering terrorism in Russian Federation,** there is an effective work to reaffirm the central and coordinating role of the UN in international cooperation in countering terrorism, and the strict implementation of Security Council resolutionsUN and the provisions of universal conventions in this area, for the effective implementation of the Global Counter-Terrorism Strategy adopted by the UN General Assembly in September 2006.One of the efforts of the Russian Federation within the framework of international antiterrorist cooperation is to ensure the effective operation of mechanisms both multilateral (in the format of the Commonwealth of Independent States, the Shanghai Cooperation Organization, the Collective Security Treaty Organization and other international organizations) and bilateral interaction with partners in the antiterrorist coalition. (The Concept of Countering terrorism in Russian Federation).In the Concept it is stated that the subjects of countering terrorism are not only the state authorities and local self-government bodies, but non-state organizations and associations, as well as citizens who provide assistance to authorities and government bodies in the implementation of anti-terrorist measures**.** Besides, part D of Article 24 also states that the efforts of the Russian Federation within the framework of international antiterrorist cooperation should be focused on countering the spread of terrorist propaganda of ideology and *assistance to victims of terrorism.*Indeed, the contribution of the Russian Federation cannot be underestimated, because for over 20 years it has been contributing to effective international counter-terrorism activities.

In the Russian Federation measures of legal and social protection of persons suffered as result of a terrorist act are provided by Articles 18 and 19 of **Federal Law No. 35-FZ of 6 March 2006** on combating terrorism (Counter-Terrorism Act). First of all according to article 18 the state makes compensation payments to individuals and legal entities harmed in terrorist acts. Secondly, compensation for damage, including moral damage, is carried out at the expense of the person who committed the terrorist act, as well as at the expense of his relatives. And the last, but not least, social rehabilitation of persons who suffered as a result of a terrorist act, including psychological, medical and professional rehabilitation, legal assistance, assistance in employment, provision of housing, is carried out for the purpose of social adaptation of persons who have suffered as a result of a terrorist act, and their integration into society, and is carried out at the expense of the federal budget or the constituent entity of the Russian Federation, on the territory of which the terrorist act was committed, and other sources stipulated by the legislation of the Russian Federation.

# 4.2.2 Problems of counterterrorism legislation in Russia

Along with the coordination of preventive and forceful actions of the relevant federal structures, the most important direction in the Committee's activities has been and remains the improvement of the legal framework for countering terrorism. In addition, Russia has signed and ratified all UN universal conventions in the field of countering terrorism. Russia attaches priority importance to the universalization of the participation of states in the main global anti-terrorist international legal instruments. To strengthen international cooperation, with the active participation of the National Antiterrorism Committee (NAC), the International Bank for Countering Terrorism was created - a unified interstate information system for supporting anti-terrorist activities. Russian Federation really has a regulated order and discipline in counterterrorism activities, which commands respect and recognition.

Considering significant documents in Russian legislation, at first glance it seems that many of them are full and well-elaborated for the society. There is a detailed description of mechanisms of Government Assistance to Victims in the Russian Federation, presented on the UN’s Victims of Terrorism Support Portal – the Constitution, Federal Law No. 35-FZ of 6 March 2006 on combating terrorism (Counter-Terrorism Act); the Public Security Strategy; approved by the President in November 2013; Government Decision No. 110 of 15 February 2014 on allocations from the Government's reserve fund for preventing and responding to emergencies and for natural disaster relief, the Code of Criminal Procedure. Also, the Government asserts that the country provides special training for persons responsible for providing assistance to victims of terrorism.

Specialists undergo appropriate training within the educational programs of subordinate institutions of higher and additional professional education.

As mentioned earlier, under the article 18 of the Federal Act 35 FZ from 2006, the state shall pay compensation payments to individuals and legal entities who have suffered damage as a result of a terrorist act in the manner prescribed by the Government of the Russian Federation. Namely, compensation for moral damage caused as result of a terrorist act is carried out at the expense of the persons who committed it. But what happens is that the perpetrators of terrorist acts most often die on the spot of criminal, or their families have nothing to compensate for the harm caused to people. And in these cases, there is no information from the side of government regarding measures of compensations. Supposably, *the government does not take full responsibility for support and gives only the first and only emergency, handing over issues of help to the shoulders of special uncommercial organizations, funds, communities.*

To refer to another one document **The Russian Federation's National Security Strategy** it can be outlined that the notion of terrorism is used often enough too. And if to believe one of the paragraphs “Improving the Quality of Life of Russian Citizens” in this document - in order to counter threats to the citizens' quality of life, organs of state power and local self-government organs in collaboration with the institutions of the civil society improve the protection of human rights and freedoms through the development of legislation and the judicial and law enforcement systems.

In summer 2020, a proposal was made in The State Duma about privileges to victims of terrorism. It was planned to amend the Federal Law of 06.03.2006 No. 35-F3 "On Countering Terrorism", but in December 2020 it became clear that government made the amendments about rights of militaries, not suffered citizens. Pondering about significance of amendments for namely citizens, it is necessary to say about the fact that the law is limited: “compensation for moral damage is provided only by the perpetrators of a terrorist act and it does not provided by the state”. (Article 18, 35-FZ). The article establishes the provision that compensation *for moral damage* caused as a result of a terrorist act is carried out at the expense of the persons who committed it. In this respect, *this article seems inhuman* because it makes the victims of terrorist attacks be dependent on the perpetrators: the state gives citizens no opportunity to receive compensation for moral damage. But for many people, this compensation can be just as important as compensation for physical or mental harm. On the responsibility of the State in compensation mechanisms there Report of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism on the framework principles for securing the human rights of victims of terrorism (A/HRC/20/14) having provisions about States’ responsibility to provide reparation to victims of terrorism.

G. Schneider, German lawyer, examining the behavior of a victim of a violent crime, proclaimed the conclusion that: “The most serious harm to victims of violent crime is inflicted in the mental, social and moral terms. (Schneider G.Y. Criminology, 1994, p. 443). As part of the discussion of the problems of victims of terrorist attacks in Russia, the suggestion about compensation for moral harm arises at the same time with physical sufferings or if there is only harm to the mental health of the victim, and it finds its relevance through numerous appeals from victims in the media and appeals to court to get support from the state. Furthermore, none of the Russian documents contain the concept of resilience which is significant for assessment of damages and further recovery of individual.

Summarizing, defenselessness of Russian citizens against the threat of terrorism is aggravated by the lack of an effective mechanism for restoring violated rights. In this regard, minimization of negative consequences a terrorist act, including compensation for moral damage to victims, is one of the main tasks facing the state. The fulfillment of this task means the implementation of the state's duty as provided by the Constitution of the Russian Federation to recognize, observe, and protect the rights and freedoms citizens, and ensure the national security of the country.

# **4.2.3 Results of the comparative analysis of UN and Russian documents**.

The author has chosen two criteria for the comparative analysis, in the author’s point of view, that can help answer the question about what differences and commons in documents of counter terrorism of UN and Russia are. It contributes understanding what the extent of human rights observance in Russia is. Conducting a comparative analysis also help to answer on the question about how relevant the UN victim support policy is for Russia currently?

Criteria for comparative analysis:

* *Using of “resilience” concept in UN and Russian documents*.
* *Compensations from the State*

*Using of “resilience” concept in UN and Russian documents*.

The UN is actively using the term “resilience”. The UN allows its members participate in the development of the content part of resilience and recommends enhance and develop resilience. One of the examples is that the Report of the Secretary-General 74/790 is often refers to “resilience” 9 times, but in the Russian version of the same document in Russian language “resilience” is translated in several different words. Only one exact meaning in document is absent.

One of outcomes is the fact that the translation of "resilience" into Russian has not yet settled down in sciences. Official translations of UN documents into Russian are inconsistent - the terms of resilience are used in different ways. There is no definite translation and understanding of this concept in Russian language, consequently, there is no proper using of “resilience” in Russian documents, reports etc.

*Compensations from the State*

There are several documents in Russian legislation concerning policy of counter terrorism. But these documents reflect mostly points of combating and preventing terrorist attacks, military trainings etc., what it is much necessary for the state, but there is no information and definition of the consequences of terrorism, namely, the provision of assistance victims of terrorism, including various possible options for support. There was detected a problem of current Russian legislation, that does not relate to the guarantees of support of victims. The only document containing provisions on reparation rights of victims and compensation is Federal Law № 35 on combating terrorism.

*Scheme 1*

**Russian Federal Law № 35** **on combating terrorism, 2006**

The criminal should compensate the harm/ moral damage.

**UN Resolution 60/147, 2005**

State should provide reparation, which include restitution, compensation, rehabilitation, satisfaction and guarantees of non-repetition.

Explaining the scheme 1: in the Resolution adopted by the General Assembly on 16 December 2005, 60/147 “Basic Principles and Guidelines on the Right to a Remedy and Reparation for Victims of Gross Violations of International Human Rights Law and Serious Violations of International Humanitarian Law”, chapter IX. “Reparation for harm suffered” says that according to domestic laws and international legal obligations, a State shall provide reparation to victims for acts or omissions which can be attributed to the State and constitute gross violations of international human rights law or serious violations of international humanitarian law”. Point 16 of the same chapter says: “States should endeavor to establish national programmes for reparation and other assistance to victims in the event that the parties liable for the harm suffered are unable or unwilling to meet their obligations”.

There are Articles 18 and 19 of Federal Law No. 35-FZ (discussion of which is provided in the next part of the thesis) containing provisions on support mechanism to victims, but namely, compensation for moral damage caused as result of a terrorist act is carried out at the expense of the persons who committed it. But what happens often perpetrators of terrorist acts most often die during committing crime, or their families have nothing to compensate for the harm caused to people. In these cases, there is no information from the side of government regarding measures of compensations. Supposedly, the government does not take full responsibility for support and can gives only the first and only emergency. Such observation is made considering such facts of unfair to victims in Russia presented as collective appeals to Russian State from Russian victims' associations, media articles, facts and insights from the interviews on the existing problems of victims.

The way how to pay compensations is locally without a standard mechanism. It is solved only when the terrorist attack had a place. Hence, it can be noticed that victims of terrorism in Russia *have not legal status of victims* of terrorism and do not have the necessary permanent assistance, but they need free and affordable physical and socio-psychological rehabilitation permanently. A responsibility for compensation for different types of damage should also be assumed by the state and access to legal and effective protection of the rights of victims of terrorist attacks.

*Outcomes* of comparative analysis are concerning meaning of the resilience in UN and Russian documents. Difficulties with using of this concept begin with the absence of a single version of the translation of a category adopted at the official level in Russian documents. At the same time, the concept of resilience is absent in Russian documents. The development at the state level of resilience concept on the level of public administration would provide not only new management tools, but also allow Russia to be involved in the normative discussion with actors who uses this concept. Moreover, the concept can be effective in promoting its foreign policy interests and improving of international relations.

# 4.4.4 Analysis of media resources

To understand more about the experiences of victims in Russia, to get facts and views form the other side, author scrutinizes reliable media sources. (Medialogia, 2021). It opens commons and differences in types of support theoretically and practically available for victims in Russia.

After the terrorist attack in the St. Petersburg subway on April 3, 2017, federal and regional authorities promised financial compensation to the victims and relatives of the victims. Such statements appear after any terrorist attack or disaster, but it is impossible to receive payments without difficulties. This is due not only to bureaucracy, but also to the fact that in Russia there are no general rules according to which compensation is assigned and paid. One of the cases is about 25 people who were officially recognized as victims of terroristic attack in Saint Petersburg subway and got no payment of compensations for harm, though many of them were hospitalized more than one week. Since there is no clear regulation for the payment of material assistance, money does not always reach every victim. According to representatives of the Committee on Social Policy of St. Petersburg, by the beginning of July 2017, the families of all the victims received compensation, but about 40 victims did not get any payments. In addition, some of the victims are still sure that they have not received financial assistance to the extent that they are entitled to count on. (Meduza, 2017; Novaya Gazeta 2017).

One of the cases is about one young man who decided to get compensation from the St. Petersburg subway, where the explosion took place in 2017. He did not receive the proper amount of support from the state and went to law to get compensation for the harm. He won the court, but with numerous obstacles - the court lasted for six months, and the amount of compensation requested by the complainant was reduced by 4 times. All the current time after the tragedy, he has needed for treatment, which he had to cover from his own funds. (Moskovskiy Komsomolets 2020). In addition, the author believes that compensation for the moral suffering of a person can be applied in parallel with physical suffering. Many scientists confirm their absolute relationship and inseparability of physical and mental health. Unfortunately for many, this fact is not reflected in any way legally in Russian legislation and a person claims compensation only after receiving physical injuries. Many affected people have been trying for years to obtain compensations from the state, but they do not receive anything due to the absence of such a provision in the legislation. So, trying to get some compensation is sometimes challenge for victims in Russia.

Considering the issue in practice, not on the paper, it is becoming clearer that today there is still no developed procedure for payments to victims in Russia. There is no exact methodology for calculating the amount of compensation to those affected by the terrorist attacks. This fact is confirmed by results of the interviews presented in the thesis, media agendas and numerous articles of journalists about petitions by suffered people and their relatives to state (Change.org, 2017, Meduza, 2017; Novaya Gazeta, 2017).

Russia, which has suffered from many terrorist attacks, has learned to fight, and prevent this threat, but presumably, has not learned how to deal with the consequences of these tragedies, namely, providing assistance people who suffered. And correlating the facts about what documents promise the observance and protection of human rights, but along with this, complaints of discontent and lawsuits still come from citizens, and it should be convinced that the problem has existed for a long time. In this case, it is pertinent to note that most documents does not make any accent on support of victims of terrorism, and it correlates with UNOCT practices at least way. Thus, the problem of the weak protection of victims of crime, terrorist acts and abuse of power are evident. The generally accepted international rule that victims of crime should be treated with compassion and respect for their dignity does not apply.

*There are some ponderings and findings of the author about results of media analysis:*

* In this regard, the examples of the world practice of creating specialized insurance funds for payments to victims of terrorist attacks can be considered such funds as a guarantee fund in France. In the legislation of several foreign countries (UNs member states), the state voluntarily assumes the obligation to provide material assistance to the victims, attracting not only budget funds, but also donations from individuals to specially created funds. Compensations are carried out from the funds of a special insurance fund, contributions to which come from the federation, states, and other persons. The legislation of Russia remains unresolved. There is no single mechanism has been developed to compensate for damage caused by a terrorist act.
* The practice of the European Court of Human Rights shows that one of the main tasks of the state is to ensure national security. The responsibility of the state, according to the authors point of view, should be applied in the event of inaction, lack of professionalism of law enforcement agencies, defenselessness of citizens.
* Governmental support to victims of terrorism can consist of fixed payments. Such costs can be predicted and included in the state budget. System of compensations, operating under a government-sponsored victim assistance of special fund of crime, will become an important guarantee in the formation of stability and the strength of relations between the state and the citizen, as well as their mutual responsibility.

# 4.4.5 What assistance to victims in Russia? Interviews.

In 2005, the victims of the terrorist attack in Beslan created the non-governmental organization “Mothers of Beslan”. The organization had about 200 members - former hostages and relatives of the victims. Then, several hundred more victims created another organization - the “Voice of Beslan”. These organizations have made a great contribution to the publication of materials about the terrorist act in Beslan, the protection of the rights of victims of terrorist acts in general, support of victims in similar situations and the organization of public meetings and events. Representatives of this very organization met with the presidents of Russia; they also meet regularly with local and federal officials and high-profile international guests. The author of the thesis managed to talk with one of the founders of the Mother of Beslan - *Aneta Gadieva* about the current state of victims of terrorism in Russia, creation of “Mothers of Beslan”, what this organization influenced and what opinion does she have as a victim of terrorism in Russia. (Questions of interview are provided in Annex 1).

On the author’s question about what the organization has achieved for today, Aneta said that the problem of victims of terrorist acts is one of the problems that requires many more steps and new solutions. “One of practices which we can do– change domestic legislation to support damaged people. Parliamentary commissions are in contradiction. We have not yet succeeded in getting the state to have its say.” (part of answer on the 3d question, Aneta Gadieva). Aneta noted that during the registration of the organization, they had to face some obstacles – as she stated, the organization was perceived by authorities as a political position of order destabilization. Although the founders stated the opposite many times. They noted 3 key tasks in organization: 1. perpetuating the memory of victims, 2. assistance in investigations, 3. social, medical, legal and other assistance to victims. Aneta Gadieva noted that most of the compensations to victims was received from donors, not from the state. Firstly, 118000 rubles were paid from the state and nothing more. In 2017, the ECHR ordered Russia to pay € 2.995 million for the moral damage. But Aneta explained that there are about 400 people in the list of victims who are entitled to compensation, and the amount of money is not enough per one person in her opinion. According to Aneta’s words, “Mother of Beslan” ensured a creation of law on countering terrorism in Russia. It was one of significant achievements. Thus, the Federal Law 35 on Combating Terrorism, mentioned above in the thesis, was adopted in 2006.

In the interview on of the question about UNOCT policy, Victim Support Portal, Group of Friends of victims of terrorism she told that had not heard about it before and she expressed dissatisfaction on the lack of proper system of informing about initiatives to assist to victims on the international and local levels. She noticed that her colleagues from other victims’’ associations did not heard about these UN practices. On the question about practices regarding victims of terrorism in Russia she stated that the government distances from the peoples’ problem solution. (Aneta Gadieva’s response to 5th question of interview). About strivings of organization Aneta told the author that there is a need to introduce a unified federal procedure for rendering assistance to family members of the victims and other victims of terrorist acts through the adoption of a special federal law that allows regulating the protection of rights and freedoms, as well as social support for victims of crime. This procedure should provide for a regular, not a single, procedure for the provision of medical, social, legal assistance, housing for victims who have lost their homes because of a committed terrorist act, the procedure and types of compensation payments.

The number of sufferings has not reduced for the last years and the problem of gaps in legislation continues to exist. Why do exist lots of appeals and misunderstandings? (‘Need to live’, Vkontakte, 7.11.2020). Aneta mentioned the annual conferences and commemoration events in September in Beslan. She noted that over the last 15 years, the international community listens to them more than the Russian one, giving the example with association “France-Europe-Beslan”, that has been supporting Beslan victims many years.

Another interview was conducted with the president of Association “France-Europe-Beslan”, Christian Maton. Referring to the answers of Mr. Maton it can be stated that there are really many sympathetic people, associations, ready to share suffering and support people. Mr. Maton emphasized that the tragedy in Beslan touched hearts of all French people and the association is the sign of solidarity and “giving a hand” to victims. “Every year, memorable events are hold and the association is a frequent visitor to Ossetia. In this way, the attention of the international community is drawn to the importance of such a topic as the consequences of terrorism” and every year in the church of St. Sergius in France there is conducted lity to the memory of victims. Mr. Maton also made an accent on friendly relationships between organizations, countries, especially, some regions (meaning friendly relation of cities Avallon in France and Beslan in Russia).

He answered that France follows the recommendations of the UN concerning victims but at the same time he emphasized that France developed its own system of support victims many years ago and this type of interrelation between governmental structures and non-governmental organizations is the most convenient and effective way to resolve such multilateral issues as supporting victims. Mr. Maton expressed his recognition of the existing relationship between Russia and France organizations, mentioning the example of responsiveness and attention to France when the attacks took place there in 2015. He expressed his point of view that Russia really has not developed the proper assistance system yet. Also, he noticed that association sometimes could provide some consulting and support to Russian citizens to overcome problems of injustice by informing and communicating with them.

***Outcomes***

Deepening into the problem of not enough assistance to victims of terrorism in Russian Federation, based on the above material (analyzing of laws, summarizing several facts of unfair to victims of terrorism getting in interviews, collective appeals from NGOs to State, analyzing articles in media), author provides suggestions about necessary change to local legislation, and implementation of international rules and norms in Russia:

* need for free and affordable physical and socio-psychological rehabilitation of victims’ terrorism permanently (due to the fact that medical and psychological problems can persist for a long time, the affected people insist that free treatment should be provided not only in the first days after the tragedy, but also in the future);
* exclude the provisions that compensation for moral damage caused as result of a terrorist act is carried out at the expense of the persons who committed it. Responsibility for compensation for non-pecuniary damage should also be assumed by the state.
* recognize and follow principles and norms of international law, follow the practices UNOCT and international practices of support victims of terrorism.
* legal status, access to legal aid and effective protection of the rights of victims of terrorist attacks are closely intertwined.

There are many requests from victims of terrorism in Russia that are not still implemented by no reasons. Hence, it can be concluded that the UNOCT accepted practices and recommendations regarding support victims of terrorism are being implemented not fully by Russia.

# CIVIL SOCIETY ENGAGEMENT OF SUPPORT VICTIMS OF TERRORISM IN RUSSIA.

In previous parts of the thesis, namely, in research part it was found out that UN Resolutions call Member States to engage non-governmental organizations and civil society to supporting victims of terrorism. So representatives of civil society were one of the first who was invited to UN in 2008 to contribute the problem of victims’ rights, as well as experts on the issue of support for victims of terrorism. Secretary-General António Guterres highlighted the importance of a victim-centered approach on the base of counter terrorism efforts by new regulatory landscape engaging civil society. Under-Secretary-General of the UNOCT Vladimir Voronkov stressed the need to strengthen the voice of victims and highlights the important milestone of the Group of Friends as a mechanism to countering terrorism and violent extremism. Mr. Voronkov stated, “an important milestone in our work to support those that have been injured, traumatized or have lost their lives during terrorist attacks.”, meaning Group of Friends of Victims of Terrorism which points the sufficiency of relationships between non-government organizations, from civil society organizations and government agencies. (Launch of the Group of Friends of Victims of Terrorism, 25.06.2019).

The Counter-Terrorism Strategy for Countering Terrorism in Russia states that the subjects of countering terrorism are not only state authorities and local self-government bodies, but also non-governmental organizations, as well as citizens, assisting in the implementation of anti-terrorist measures. Russia has a position with the task to ensure institutions of civil society in Russia (scientific, educational, and business communities, media) to more active engage in anti-extremism activities of the state. But this does not fully correspond to what is going in practice. Furthermore, the Concept of Countering terrorism in Russian Federation states that the subjects of countering terrorism are not only the state authorities and local self-government bodies, but non-state organizations and associations, as well as citizens who assist to authorities and government bodies in the implementation of anti-terrorist measures**.** But studies in Chapter 4 revealed that there is almost no proper communication between the state and representatives of civil society due to the unanswered appeals and petitions, media articles about dissatisfaction with legislation etc.

It is assumed that civil society actors, including doctors, lawyers, psychologists, educators, religious representatives, victims, play an important role in approaches and policy instruments towards victims of terrorism around the world. Community involvement through the work of civil society actors makes partnerships more trusting. Often civil society organizations have sufficient knowledge of the local situation and people, legislation, and problems, so, they work according to the current known situation. Practically, for the last years civil society actors improved the effectiveness of work towards rights of people and contributed the support mechanisms for victims of terrorism in many countries.

After the Symposium in 2008, a new stage began, which was marked by the beginning of a dialogue between victims of terrorism, governmental and non-governmental organizations on how best to provide support to victims, their rights, and the provision of various types of assistance (medical, financial, social). This dialogue has pushed people towards more consistent action to support victims of terrorism at the national and international levels. The important fact mentioned there was about the citizen society and how they play significant role in formation strategy, legislation, and policy of their states. (Supporting Victims of Terrorism, 2009). “UN policy towards counterterrorism protection victims of terrorism cannot be fulfilled without significant civil society engagement. An active civil society plays a critical role in enhancing resilience, the rule of law, empowering communities, achieving the principles of the UN”, - was stated in according with UN Resolution A/58/817, 2004 in Report of the Panel of Eminent Persons on United Nations–Civil Society Relations. Some representatives of victims’ association suggested granting international status to victims of terrorism. This issue is much relevant also for Russian Federation. For a long time, Russian associations, and organizations of victims of terrorism have been striving to declare their right and status.

Many well-known and unknown organizations, their examples of collaborations that protect different categories of people, help to draw attention to human rights violations. They encourage governments to improve human rights norms by promoting the rule of law, sharing their experiences with the rest of the community, and disseminating information widely through the media. By this way they demonstrate the concept of *resilience.*

There are some non-profit organizations in Russia which were created by relatives of victims or survivors due to help each other and reflect common problems such as the lack of government support measures towards them. The fact that there are a lot of Russian non-state organizations made by relatives’ survivors such as «Mothers of Beslan», «Flight 9268», «Nord-Ost», «Volga-Don», «Need to live» which share with the world their own common pain. The unities communicate with each other and try to achieve common goals, which one of them is the law of the status of victim of terrorism and the consequent set of governmental support measures.

These organizations and associations in Russia created appeals and petitions to state bodies. One of the recent regular appeals was a general appeal to the Government of the Russian Federation and the Council of Federation of the Russian Federation from several associations of victims. – “Mothers of Beslan” (hostage taking and attack in school 1-3 September 2004), "Volga Don" (Attack in September 1999 in Volgodonsk), "Nord Ost" (Attack in Moscow in October 2002), "Flight 9862" (Attack in Egypt in October 2015) "Need to live" (explosion in the subway in April 2017, St. Petersburg). Organizations made two requests to the Prime Minister of the Russian Federation. Firstly, they asked for assistance in the development of a law on social protection of victims of terrorist acts, by creating an interdepartmental working group (commission) consisting of representatives of the legislative, executive authorities and NGOs to provide assistance to victims of terrorist acts on the territory of the country, using the experience of international practice and the proposals of civil society. So, it was a request for development a federal law "On social protection of citizens affected by terrorist acts". The second request was to fill the gap in legislation and make additions to the Federal Law № 35 "On countering terrorism" and to the Decree of the Government of the Russian Federation, 2007 "On the approval of the rules for the implementation of social rehabilitation of victims of a terrorist act, as well as persons participating in the fight against terrorism" and to bring these documents in accordance with the updated Constitution of the Russian Federation and international acts. (Note in the community ‘Need to live’, Vkontakte, 7.11.2020). There is a place to refer to the statements of research of Alex P. Schmid: “It would be wise for governments to use (but not abuse) the voices of victims and victims’ associations more fully and associate themselves more closely with the victims’ and survivors’ needs and concerns which, by and large, are also those of society.” (Schmid, 2012, p.18)

One of the important events can be called the Mother Beslan's Press Conference in Beslan, September 2019. Representatives of associations and assistance to victims of terrorism were invited to take part in a press conference in Beslan, where ceremonies dedicated to the tragedy were held 1-3 September 2019. Associations “Mother of Beslan”, "Volga Don", "Nord Ost", "Flight 9862", "Need to live" and other representatives of the republics where terrorist acts were committed, as well as the “France-Europe-Beslan” association took part in this conference. Within the framework of the conference, problems were raised about the absence of a federal law on the social protection of victims of terrorist attacks in Russia and the absence of program for the rehabilitation of victims of terrorist attacks in Russia. It was fixed that Provision 19 of the Federal Law on Combating Terrorism, which provides rehabilitation, is not funded, and not implemented practically.

According to understanding of Russian law statements, it should be emphasized the assumption that victims who was damaged or become disabled because of terrorist attacks, received only “domestic trauma”, like usual injury. Therefore, people did not receive any special treatment for victims of terrorism.

The results and outcomes of the conference were:

- the creation in Russia of an organization uniting all associations of victims of terrorist attacks, with the aim of joint work on the adoption of a federal law on the social protection of victims of terrorist attacks,

- the creation of petition requesting the publication of this law.

Many NGOs and representatives of civil society have extensive knowledge of the human rights situation in different regions and countries, and some of them may not be available to states and international organizations. Such organizations make an important contribution to the work of the relevant UN human rights bodies and help to keep the world community informed. Such organizations promote the creation and effective functioning of national human rights mechanisms and institutions. They contribute to raising public awareness of human rights issues in the context of counter terrorism through meetings, seminars, forums, research at the local and international levels. Many organizations became a voice of victims of terrorism and once again confirmed that terrorism is one of the most harmful violation of human rights.

Civil society representatives often play a decisive role in shaping the agenda, promoting, and respecting human rights, both internationally and nationally in the fight against terrorism. The most comprehensive and accurate recommendation from this part can be idea that associations of victims of terrorism should create mechanisms of cooperation, including international (referring to “France-Beslan-Europe”) to exchange good practices, it can strengthen influence on the states policies in the field of human rights protection.

# GOOD PRACTICES OF SUPPORTING VICTIMS OF TERRORISM.

The forces of globalization are making states, societies, and peoples more connected and interdependent than ever before. As a result, some threats, challenges, opportunities that were previously considered internal are now viewed as international, and their solution requires not only national, but also multilateral efforts. This is the goal of the United Nations - a mechanism of international cooperation, the need for the effective functioning of which has now significantly increased.

Studying the UN documents, what is good practice in supporting victims of terrorism is determined by the opinion of the UN Secretary General and the UN Office. For instance, Council of Europe, France, Spain are considered good practices by UN cause their influences is seen on the UN policy. According to reports, researches the practices of the following countries were named as “successes” (Schmid, 2011; 2012). There were designated some desirable good practices in member states. Some of them are functionalizing now.

Establishing 21 August as the International Day of Remembrance of and Tribute to the Victims of Terrorism (resolution 72/165 (2017), while European Day of Remembrance of the Victims of Terrorism is established since 11 March 2005. So, this practice was used and launched from the side of UN in 2017.

Some good practices are referred on the website of Victims of Terrorism Support Portal – there are provided sections about efforts done by governments to support victims of terrorism and information on governmental and civil society organizations that support victims of terrorism on a diversity of issues. Portal provides increased resources for victims - it includes as a resource the revised Guidelines of the Committee of Ministers on the protection of victims of terrorist acts of the Council of Europe. Also, UN provided extent information about documents related to the topic of victims – section “Documents related to Victims of Terrorism” includes civil society, governmental and inter-governmental documents for victims of terrorism. There are presented list of documents from other countries about their action towards victims. Though the list of links on documents is provided for informational purposes only.

Good practices are usually referred in reports (Report on the materials of the 2008 Symposium - Support for victims of terrorism, 2009). The Symposium at the UN noted the importance of observance and implementation of these rights for victims of terrorism. UN together with participants noted the need for support from local communities, non-governmental organizations, civil society and called governmental and non-governmental actors develop a complex and comprehensive approach to support victims. The UN recommends to hear and to cooperate with citizen society. These practices are partly reflected in guides and handbooks of good practices, factsheets. In many cases these documents strengthen and empower civil society organizations to support victims of terrorism by developing good practices that have been practically implemented in other states successfully.

# 6.1 European experience in supporting victims.

Deepening into the issue the author refers concretely to Government Support in European Union - assistance to victims of terrorism and their families which is a key part of EU counter-terrorism efforts. The main document and EU instrument in victims’ rights is Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA which is available in 23 languages. The Directive lays down a set of binding rights for all victims of all crimes and corresponding obligations on Member States. Also, the Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power, adopted by the UN General Assembly on November 29, 1985 calls the state treats victims of violent crimes with exceptional humanity. Both the UN Declaration and the European Convention on Compensation for Victims of Violent Crimes (1983) contain provisions that the state must assume the obligation to compensate the victim for damage, caused by the crime. “In cases where compensation cannot be obtained in full from the offender or from other sources, states measures should be taken to provide financial compensation”. (European Convention on Compensation for Victims of Violent Crimes, 1983, Article 12).

The next which is the effective measure of EU - adoption specific rules for victims of terrorism. The 2017/542 Directive complements the current legislation on the rights for victims of terrorism and demands Member States to provide access to support of any kinds and services, immediately after an attack and for as long as necessary. Member States should have mechanisms to provide for efficient emergency response, including access to reliable information, to eliminate any sufferings for victims of terrorism and their families.

There is one more step towards the solution of problem - in March 2019, Special Adviser to President Juncker on victims’ compensation Joëlle Milquet issued a report on “Strengthening victims’ rights: from compensation to reparation”.

The Commission is taking actions aimed at setting up an EU Centre of Expertise for Victims of Terrorism. The EU Centre of Expertise for Victims of Terrorism was made for guidelines and aimed at victim support organizations and national authorities for implementation in the EU rules on victims of terrorism. It will be the expertise centre and will evaluate necessity and particularities of setting up of a Coordination Centre for Victims of Terrorism in the future.

So, Europe has a high degree of integration to elimination human rights violation. There is the most highly developed regional human rights system. Additionally, there is provided the Council of Europe, the Organization for Security Cooperation in Europe (OSCE) and the European Union (EU). All these contribute to the practice. Council of Europe (CoE) develops legal standards for the prevention and suppression of terrorist acts. It works to help member states fight terrorism more effectively by strengthening and improving their national legislation and promoting international cooperation while respecting human rights and fully respecting the rule of law. The USA participates in the Council of Europe as an observer. The Council of Europe's counter-terrorism priorities, as defined in its current Strategy 2018–2022, include preventing terrorism through criminal law and law enforcement, ensuring the most effective and prompt investigation of terrorist crimes, and protecting people from terrorism. The Council of Europe also created a Network of Contact Points in 2019 to exchange information on the legal situation of victims of terrorism that helps terrorism victims get access to the criminal justice systems of other countries. The Council of Europe coordinates its activities with countries and other multilateral organizations and entities such as the UN, OSCE, Organization of American States (OAS) and the EU.

Thereby, the EU strives to ensure that support and assistance is provided to the victims of terrorist crimes and their families. There are lots of measure in the area of supporting victims of terrorism. 10 years ago, *“The Stockholm Programme — an open and secure Europe serving and protecting citizens”* was called to examine how legislation and practical support measures for the protection of victims, including the victims of terrorism, could be further improved. Besides, the European Commission has set up *a European Network of Associations of Victims of Terrorism* (NAVT), which aims to network for transnational cooperation between associations of victims of terrorism and enhancement the representation of victims' interests at the EU-level. The EU adopted a *Framework Decision on the standing of victims in criminal proceedings and a Directive on compensation to crime victims*. Also, *Framework Decision on combating terrorism* was made to ensure appropriate assistance for victims' families. *Victim Support Europe (VSE)* ensures establishment of victim rights and services throughout Europe and claims that every victim in Europe can access information and support services in the aftermath of crime. Its main directions of work are advocacy, research and monitoring, coordination of services.

# 6.2. Illustration of good practices and cooperation in the field of victim support

To compare European practices, author decided analyze *Proceedings of the Workshop “Protection of victims of terrorist acts”,* (Committee for Human Rights, 2019) and make a comparison based in this source as a Table 1. This comparison was created to figure out what concrete measures are carried out in other countries, member states. The choice of these countries is justified as countries experienced similar numerous terroristic attacks and victims for the last decades. The time and number of attacks in France, Russia and Spain are high and all of countries are Member States of UN. It contains to considering local measures and initiatives to support victims of terrorist attacks. This analysis promotes the definite practices concerning victims, the extent of state observance of human rights.

**Table 1. *Protection of victims of terrorist acts***

|  |  |  |  |
| --- | --- | --- | --- |
|  | Russia | France | Spain |
| Definition of “victim of terrorist act”.  law of the status of victim of terrorism, | No specific definition of "victim of a terrorist act". | No specific definition of "victim of a terrorist act".  But any person who has suffered damage caused by an act of terrorism is named a victim of terrorism by the anti-terrorism section of the Paris prosecutor's office | Yes. The national legal framework is based on Act 29/2011 of 22 September, on the Recognition and Comprehensive Protection of Victims of Terrorism; Royal Decree 671/2013 on Recognition and Comprehensive  (The Act’s timeframe is extended to events occurred since 1 January 1960) |
| Departments, orders, jurisdictions for victims of terrorism, hotline | EMERCOM of Russia (The Ministry of the Russian Federation for Civil Defence, Emergencies and Elimination of Consequences of Natural Disasters) | A local Victim Assistance Committee (instituted in each department); Foundation for the Guarantee of Victims of Terrorism and Crime (FGTI);  Interministerial Victim Assistance Unit (CIAV) -information resource;  - set up on the website of the Government a a section for information and reporting for victims of terrorist acts. | National Network of  Psychologist specialized on victims of terrorist together with the Spanish Psychologists’ National Board (established Ministry of Home Affairs);  - The team of social workers of the Directorate General of Support for Victims of Terrorism;  - the Royal Order of Civil Recognition of Victims of Terrorism  -helpline (“hotline”) (officers of the Citizen Attention Unit or social workers) |
| Losses compensation  (particularities with some kinds of damages) | compensation provision  is presented in Federal Law 35 damage to health (physical/ no mention of psychological health and other kinds of damages);  - moral damage can be compensated by perpetrators;  Material assistance is possible as for an emergency, in accordance with the regulations of the regional administration (where the victim has a permanent registration at the place of residence) | All kinds of damages are provided by legal compensation regime by the FGTI, created in 1986.  \* compensation is given to victims who have suffered mental harm. In 2017, the FGTI recognized and compensated the loss of anguish of direct victims and the loss of waiting and worry of relatives of deceased victims. | All damages caused on victims by a terrorist attack in all fields (medical, psychological, social material, assistance) (Act 29/2011)  \*for people suffering psychological effects after terrorist acts, shall be entitled to the funding of the cost of their psychological treatment up to a special limit of 3.600 euros per treatment. |
| Information presented on UN portal | no | yes | yes |
| Organizations of victims of terrorism | Associations “Mothers of Beslan”,  “Voice of Beslan”, "Volga Don",  "Nord Ost",  "Flight 9862",  "Need to live".  Funded by donors. | -French Association of Victims of Terrorism (AfVT);  - the National Federation of Victims of Attacks and Collective Accidents (FENVAC) (both financed by the  Ministry of Justice),  -National Resource and Resilience Center  (CNRR); created under the leadership of the Interministerial Delegation with the help of to victims (DIAV) | Miguel Angel Blanco Foundation.  Acts of assistance to victim’s issue Club de Madrid, forum of democratic former Presidents and PMs |
| Remembrance of victims of terrorism | Day of solidarity in the fight against terrorism (September 3) | The National Recognition Medal for Victims of Terrorism. | Royal Order of Civil Recognition of Victims of Terrorism |

***Source:***

*Proceedings of the Workshop “Protection of victims of terrorist acts”, (CDDH), 2019.*

*The table is the result of author’s comparative analysis based on studied material in the publication.*

According to results of the Table 1 the area of human rights in Russian Federation in the field of victims of terrorism is not fully elaborated. Comparing practices of payments to victims of terrorist acts in Russia and other countries, it is made the outcome that Russian practice differs from other states. Comparing with other experiences there is another treatment to support victims. (Schmid, 2012).

It was decided to provide more detailed information about countries with good practices and to illustrate the international collaboration in the field of victims’ support.

***Spain***

The rights of victims of terrorism are regulated by Spanish Act 29/2011 of 22 September and Spanish legislation provides equal rights to victims of terrorism attacks that take place in Spain, irrespectively of their nationality. There is a state’s system funded through the Annual General Budget which is responsible for compensations to victims of terrorism. There are the most famous organizations on human rights that rise awareness on victims of terrorism and their needs such as “Club de Madrid Series on Democracy and Terrorism” and “Miguel Angel Blanco Foundation”.

It was with the initiatives of Spain that, perhaps, motivated to strengthen steps in the policy of UN towards victims of terrorism. It is important to note here the defining role of the Miguel Angel Blanco Foundation, which was created on December 18, 1997 to preserve the memory of Miguel Angel Blanco and all victims of terrorism. The Miguel Angel Blanco Foundation focuses on areas such as the memory of Spanish victims of terrorism, education for coexistence and the defense of the rights of terrorism in the international arena. The website of the foundation shows how active activities are carried out and in what directions.

In 2015, for the first time, the UN Security Council listened for the voice of the Spanish victims of terrorism. It was in New York at a meeting held by Spain. “To the extent that international terrorism exists and therefore there are victims of terrorism all over the world, there should be a statute of victims at the international level,” said Spanish Interior Minister Jorge Fernandez Diaz. Fernandez and his Spanish foreign affairs counterpart, Jose Manuel García-Margallo, held a private meeting specially called to hear and provide assistance to victims of terrorist attacks. The President of the Foundation for Assistance to Victims of Terrorism (FVT) Marie Mar Blanco called the meeting of the Security Council "a historic event." “We came to show that the victims are always innocent, and that terrorists and executioners are always guilty.” She said that the main purpose of victim of terrorism "is to ensure that no victim is deprived of the right to full reparation." Thus, Spain has laid the foundation stone at the UN for an international statute that protects victims of terrorism.

There is European project launched by Fundación Miguel Ángel Blanco “Europe against terrorism, the glance of the victim” in collaboration with French Association of Victims of Terrorism (Association française des Victimes du Terrorisme) and Italian Association of Victims of Terrorism (Associazione Italiana Vittime del Terorismo). This international partnership project is being realized with the financial support from the Prevention of and Fight against Crime Programme of the European Union Commission – Directorate General Home Affairs. The project is described as an exhibition “Europe against terrorism – The Glance of the Victim”. Heads of project declare that they strive to spread messages of non-violence and reconciliation; to prevent such tragedies and they affirm that victims of terrorism are strong actors against extremists and they facilitate prevention vulnerable individuals to resort to violence.

The exhibition “Europe against terrorism – The Glance of the Victim” is significant contribution that victims can make to strengthen civil society attention towards the victims. This partnership of Spanish (MABF) with the French and Italian Associations for Victims of terrorism (AFVT and AIVITER) is the first exhibition in Europe showing photos about terrorism in Europe from the point of view of the victims.

***France***

The 1980s became a hard time for France with terroristic attacks, so France adopted a law about fight against terrorism, which included provisions, contributed to giving a real status to victims of attacks. As the mechanism of compensations in France it is necessary to outline the Guarantee Fund for Victims of Acts of Terrorism and Other Crimes (F.G.T.I.) where injured people can get financial support and other types of help. Victims have the same rights and privileges as victims of war by the code for military disablement pension. So, they come under the care of the Ministry of Defense. They are protected and get the social benefits associated with this status. (Compensation of Victims of Criminal Acts in France, 2004). The website states that the Guarantee Fund for Victims (FGAO) is under the supervision of the state and is controlled by the Ministry of Economy and Finance, and the Guarantee Fund for Victims of Terrorist Attacks and Other Offenses (FGTI) is funded through a mandatory property insurance policy fee. Like FGAO, its missions are defined by law. (Guarantee Fund for Victims)

Scrutinizing the websites and documents of the state and non-state structures of France, it should be noted that in France, attention and policy towards victims, the desire to help them, have been elevated to the concept of a rule of law, and the agenda of victimology is high. So, it is an integral part of the policy of the French state. For example, it was developed a special Compensation Booklet for victims of terrorist attacks, where “the French Guarantee Fund for Victims wishes to inform you of the steps to be taken and thereby help you through any difficulties encountered” and for instance, personal injuries (death, injuries including psychological harm) will be compensated. (FGTI, 2020). Another one example is the fact there is a special section on the site where it says that "Any victim of a terrorist act or crime can contact the FGTI Ombudsman if he believes that his rights are not being respected." This measure is one of the major commitments undertaken by FGTI under the agreement signed with the state to improve the quality of services provided to victims. (Guarantee Fund for Victims).

Victim associations such as the French Association of Victims of Terrorism (AfVT) and the National Federation of Victims of Attacks and Collective Accidents (FENVAC), for example, are actively integrating into the mechanism of support for victims of terrorism and accumulating its promotion. (Silke, 2018) This niche is funded by the Department of Justice.

Another one case of the example of international cooperation in the field of victim support is the cooperation of non-governmental association “France-Europe-Beslan” with European and Russian victims’ associations. The “France-Europe-Beslan” is an association providing assistance to victims of terrorism. Its goal is to support victims in their recovery, in their fight against radicalization and oblivion. They participate in commemoration ceremonies for victims of terrorism in France, Europe, and Russia and strive to develop cooperation between cities affected by terrorism and local authorities in France.

For instance, such projects help not only solve problems, but lead to strengthening of international relations. Within the framework of the counter terrorism and humanitarian practices, cooperation between countries develops effectively. So, in 2016, an agreement was signed on the establishment of friendly relations between the cities of Avallon (France) and Beslan (Republic North Ossetia-Alania, Russian Federation). This agreement confirms that the parties, on the basis of equality and mutual benefit, agreed to jointly promote friendly exchange between cities, the advancement of the economy and trade, active cooperation in culture, health, sports, ecology, art, and to promote joint development and prosperity. The leaders and interested departments of the side carry out and maintain contacts in the interests of bilateral cooperation.

The establishment of friendly relations allow the people of Ossetia and France to learn more about the life, history, and culture of each other, that is necessary for taking further effective measures to implement common ideas. Thanks to this project, cooperation is developing between countries, regions, municipalities, people.

This case demonstrates the power to provide fair and defense of human rights, to influence on legislation. These common international activities and efforts aimed at countering terrorism establish mutual understanding between people and restoring peace in the world.

# 7. CONCLUSIONS

Terrorism is a big international problem of the 21st century. The most important aspect of the problem of terrorism is the problem of victims of terrorism because these people need assistance and further rehabilitation. The victims can be assisted by restoring their resilience. The problem of terrorism is recognized by the UN and many countries, including the Russian Federation. The thesis presents as examples the experience of counter-terrorism practices in the field of supporting victims of terrorism among the Russian Federation, France, Spain, the Council of Europe.

The problem of terrorism is also recognized at the levels of multilevel governance by the UN. Under the Secretary General, with strivings of Russia, UNOCT was created. The Office has a lot of directives of work, some of them is the fact that Office examines the best practices in the world in the fight against terrorism, including existing regarding to victims of terrorism. Such practices are found in France, Spain and they are also studied in the thesis. Based on the study of good practices, the Office presents recommendations for Member States. Recommendations may seem generalized enough, but they are precisely aimed at enhancement of the resilience of victims of terrorism. There are also recommendations to involve civil society to solve the problem of victims of terrorism.

What extent does the Russian experience correlates to the UN recommendations? As study revealed, the role of Russia in the Counter-Terrorism Office is meaningful for many reasons presented in the thesis. Recommendations that are provided by UNOCT should somehow be based on Russian experience theoretically. But this study reveals the opposite. Theoretically, the Counter-Terrorism Strategy of Russia contains a provision on the involvement of NGOs in countering terrorism and there are several non-governmental organizations and associations of victims of terrorism in Russia that deal with victims' issues and are aimed at countering terrorism. But in fact, they are not taken involved in the strategy of counter terrorism.

Russian practice contains the Law on Countering Terrorism, but it is not able to fully regulate the issue of assistance of victims. Victims of terroristic attacks in Russia get assistance (compensations, medical assistance and etc.) theoretically and practically. It should be assistance to victims with the aim of enhancing resilience of victims of terrorism. But as the research reveals, Russia has not developed a unified mechanism of supporting victims of terrorism, namely, standard mechanism regarding victims of terrorism. This is confirmed by appeals and petitions from victims in Russia, articles in media, interview respondents which were provided in the thesis. There is a provision about compensations to victims in laws, but at the same time, there is no exact definition of victim of terrorism in legislation. Hence, government authorities act differently in each specific case without a certain order fixed in the law, they solve assistance issues in different ways. This implies that there is no unified mechanism of enhancement of resilience in Russia.

But it can be highlighted the fact of common international solidarity to victims of terrorism. It develops and strengthens the common work regarding recognition of rights and needs of these people. Such communication and mutual support between such organizations as from Russia and other countries which are UN Member States demonstrates the new view and approach to the solution of this international issue. Probably this «bridge» will promote the relevance of the issue and influence on the future of suffered people throughout its policy. It can facilitate to amendments of legislation in list of countries and contribute to recognition and solidarity to victims of terrorism.

“By giving a human face to the painful consequences of terrorism, you help build a global culture against it”, stated Ban Ki-Moon during one of his speeches. So, support for victims of terrorism must be comprehensive, sustainable, and full all over the world.

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# ANNEX 1.

**Interview Questions**

Aneta Gadieva.

1. What are the main goals set for the founders of the organization (“Mothers of Beslan”)?
2. What associations, organizations from other regions and countries do you know? What examples of international cooperation between do you know about?
3. What has changed in the sphere of supporting terrorism in Russia over the past time?
4. Do you know about practices of the United Nations Counter-Terrorism Office in support of terrorism (“Terrorism Support Portal”, “Group of Friends of Terrorism”)?
5. What has been changed in assistance of victims in Russia during the existence of the “Mothers of Beslan” in in your opinion?

Christian Maton.

1. What was the decision to create the association “France-Europe-Beslan”?
2. What has the association during its existence contributed to?
3. What lacks in legislation did exist or do exist in France in the field of supporting victims of terrorist acts?
4. How can civil society influence on the improvement of local legislation (in the context of France)?
5. What examples of international cooperation of victim’ associations do you know about?
6. Does France follow the recommendations of the UN concerning victims in your view?