

Final Operational Report
Research Project: Transitional Justice and Foreign Fighters
Contract #: 81068633

Submitted by the International Center for Transitional Justice (ICTJ)
to the Swiss Federal Department of Foreign Affairs (FDFA)

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Overview

This research project examined the relationship between transitional justice and foreign fighters. It explored the opportunities and challenges in addressing the causes and consequences of serious and massive human rights violations committed in conflicts characterized by significant involvement of foreign fighters, a phenomenon that presents complex challenges to local and international justice, security, and peace. ICTJ is grateful to the Swiss FDFA, which commissioned the study, for its support and collaboration.

Based on a close review of relevant policy documents and literature and interviews with experts, the resulting study articulates a transitional justice approach to the dilemma of foreign fighters. This is an approach, we argue, that can help emphasize long-term prevention, centered in the respect and guarantee of human rights. The study concludes with concrete recommendations to the different actors involved, considering the challenges presented by the transnational nature of the phenomenon as well as the association of foreign fighters with terrorism and violent extremism.

Our findings and recommendations were published in a report that was launched at a public panel discussion and also presented to the Global Counterterrorism Forum (GCTF). With its initial reception suggesting the value that policymakers see in the proposed approach, ICTJ will continue to disseminate the report and integrate its insights into our program and policy work. While this was a challenging topic for a transitional justice organization to address, it ultimately fits within ICTJ's prioritization of prevention and sustainable peace and our efforts to confront the dilemmas of justice in complex contexts.

Activities/Outputs

The projects main activities were:

- 1) conducting and publishing a research study on the relationship of transitional justice to the issue of foreign fighters; as set out in the project proposal, the study included a) a regional case study of Syria and Iraq, focusing on current and past responses to foreigners who fought with or were affiliated with the Islamic State (ISIS) in those countries, b) desk research on the relevant legal and policy frameworks that shape these responses, and c) a set of conclusions and policy recommendations aimed at shaping future responses.
- 2) disseminating the research findings and recommendations via a) a presentation of the study to the GCTF's Criminal Justice and Rule of Law Working Group, and b) a public launch of the final report.

Research Study

The study was conducted by ICTJ between April and November 2022. The primary researcher and author of the report was Cristián Correa, senior program expert at ICTJ. Agatha Ndonga and Modong Taban at

ICTJ helped conduct interviews and provided contributing research on policies in Kenya, Nigeria, and other countries, while Roger Duthie, as head of research at ICTJ, also made contributions to the research and the writing of the report. The study was based on a detailed analysis of relevant documents and literature as well as interviews with ten experts. The final report, entitled “A Transitional Justice Approach to Foreign Fighters,” was published in English on December 13, 2021, on ICTJ’s website. An Arabic version of the report is scheduled to be published in February 2022.

The final report examines the value of a transitional justice approach to the issue of foreign fighters in violent conflict, one that addresses the massive and serious human rights violations that are committed in conflicts involving significant numbers of people who traveled from another state to participate in them. Such an approach, the report contends, is based on the shared responsibility of states to meet their obligations derived from international human rights law and international humanitarian law and can therefore help to center human rights considerations in responses to foreign fighters, shifting the focus from security and punishment to justice and prevention.

Transitional justice can help to develop a more comprehensive and coordinated set of responses to gross violations that account for the roles and responsibilities of a range of actors. In addition to providing justice to victims, transitional justice can help prevent the recurrence of the violence and abuse in which foreign fighters are often involved. A transitional justice approach includes interventions that promote accountability, truth, reparation, rehabilitation, reintegration, memory, and reform—measures that can be implemented in countries of origin and countries in or emerging from conflict.

A transitional justice approach to this issue, the report concludes, requires dealing not just with foreign fighters themselves but with all of the abuses committed as part of the broader conflict or violence. The challenges that such an approach faces include the phenomenon’s transnational dynamic and the association of foreign fighters with contexts of terrorism and violent extremism. The report makes specific recommendations to countries of origin, countries in conflict, and the international community. See Appendix I for the report’s executive summary and set of recommendations.

Dissemination

On December 13, 2022, ICTJ launched the report “A Transitional Justice Approach to Foreign Fighters” with a Zoom webinar and expert discussion cohosted by the Swiss FDFA. Attended by more than 60 people from national governments; regional organizations such as the European Union; UN agencies such as UNICEF, the Office of the High Commissioner for Human Rights, and the Department of Peace Operations; NGOs such as Human Rights Watch and Impunity Watch; universities such as Oxford and Leiden; and philanthropic actors such as Cordaid—the event featured the report’s author, ICTJ’s senior program expert Cristián Correa, as well as ICTJ’s Kenya head of office Agatha Ndonga. Correa presented the report’s main findings and recommendations, while Ndonga considered their relevance in a context outside the focus of the report, Somalia and Kenya, particularly at the level of community reintegration.

Expert commentary was provided by Hanny Megally, a Commissioner on the UN Commission of Inquiry on Syria, who emphasized the need for, feasibility of, and challenges faced in pursuing transitional justice in Syria; and Cecilia Naddeo, Legal and Criminal Justice Coordinator at the UN Counter Terrorism Committee Executive Directorate, who identified positive areas of overlap as well as tensions between transitional justice and counterterrorism approaches to foreign fighters. Constructive interventions from the audience included questions about how to design reparations in such contexts and how to integrate a gender perspective.

ICTJ also presented the report's findings and recommendations, on December 1, at a closed meeting of the Global Counterterrorism Forum's Working Group on Criminal Justice and Rule of Law, which was attended by more than 40 participants, primarily representatives of member states of the GCTF. At this event, ICTJ's executive secretary, Fernando Travesi, provided an overview of the concept and practice of transitional justice, after which Correa and ICTJ senior research expert, Roger Duthie, explained the relevance of transitional justice to foreign fighters and reviewed the findings and recommendations.

At the GCTF meeting, expert commentary was provided by Tanya Mahra, Senior Research Fellow and Programme Lead for Rule of Law Responses to Terrorism at the International Centre for Counter-Terrorism (ICCT), who reiterated the importance of and constraints to accountability in and repatriation to countries of origin; and, as at the launch, by Cecilia Naddeo, who pointed out potential synergies between transitional justice and counterterrorism. Interventions from member states demonstrated both receptivity and skepticism about the value of a transitional justice approach to the issue, raising important issues such as the transnational dynamics of justice responses.

Together, the dissemination events provided an important opportunity to address the preventive and problem-solving role of transitional justice in complex contexts in direct discussion with policymakers in other fields, particularly counterterrorism and countering violent extremism. ICTJ will continue to discuss further dissemination opportunities with the Swiss FDFA and other partners throughout 2022.

Challenges

Major challenges of the study included the complexity of the problem, its different manifestations in different countries and conflicts, as well as the novelty of the subject. Reports and experiences on foreign fighters, counterterrorism, countering violent extremism, and human rights violations committed in those conflicts are abundant and needed to be reviewed, but the study had to integrate diverse experiences of transitional justice to offer an approach to responding to this phenomenon, which required integrating diverse experiences and proposing new ideas. It also involved proposing a view and designing recommendations for a field that is not entirely open to receiving new ideas.

We overcame these challenges by working with a diverse team that had first-hand knowledge of different transitional justice experiences and working relations with people involved in these issues. Thorough research using multiple sources helped integrate different knowledge, creatively explore ways to adapt different experiences and lessons to address the topic in a comprehensive way, and verify and sometimes adapt early assumptions with flexibility after discussing them with people working in the field.

Operationally, the main challenges for the project included conducting research under the constraints of the Covid-19 pandemic, which meant that interviews and dissemination events had to be virtual instead of in person. While this in some unavoidable ways changes the dynamic of interviews and meetings, we do not believe it undermined the quality of the research or the extent of the dissemination; there is also the advantage of being able to invite participants from a wider range of locations. An additional challenge was completing the activities on time, given the tight timeline for the project. While this a common challenge in grants of similar duration, the only output that was ultimately delivered after the grant period ended was the Arabic translation of the report, which is expected to be published in February. Despite these challenges, ICTJ was able to successfully meet the requirements of the contractual agreement with FDFA.

Outcomes

The primary objectives for this project were to: a) persuade policymakers involved in crafting responses to the issue of foreign fighters of the value of a transitional justice approach; b) improve the understanding of policymakers involved in developing transitional justice processes of the transnational element of those processes and related challenges; and c) offer specific ideas for transitional justice responses to foreign fighters. The project contributed to these outcomes in the following ways:

First, the report itself as well as both of the dissemination events were framed in terms of the value of a broad approach to transitional justice in contexts of foreign fighters as well as the challenges faced by such an approach. This framing was used precisely because we were addressing a topic on which there has been limited discussion and on which there is limited comparative evidence to draw upon. It was therefore critical to examine and articulate the conceptual and practical links. The responses we received from different attendees and those working in the field reveal that the broad approach was useful. Experts working in Syria and in counterterrorism and human rights as well as participants at the Global Counter Terrorism Forum expressed that the report was useful for their interest in further exploring this issue.

Second, and at the same time, we built on this broad foundation to offer specific ideas and proposals for what transitional justice responses in regard to foreign fighters might look like. Again, both the report itself and the two events focused on our recommendations. This was particularly important at the GCTF presentation, where we needed to persuade policymakers, some of whom had little knowledge of transitional justice, about its specific relevance to their work. Our careful elaboration of recommendations targeted at countries of origin, countries in conflict, and the international community was aimed at this objective. This was especially appreciated by attendees from the GCTF, as it offered practical recommendations that made it easier to translate the complex topics into concrete proposals.

The study and its dissemination have already led to ICTJ's invitation to participate in additional workshops on foreign fighters organized by the ICCT and the International Institute for Justice and the Rule of Law, as well as an expert consultation organized by the Working Group to the Human Rights Council on victims of mercenaries, mercenary-related actors, and private military and security companies. These are early signs of the value that policymakers see in our approach.

Even though the completion of activities is quite recent, we see the activity described above as an early indication that actors in the counterterrorism and security field found the content of the report relevant and useful. ICTJ regularly tracks the impact of its research and policy work, looking for changes of behavior it prompts among practitioners, including contributions to policies and institutional communications, and will continue monitoring this issue as part of its standard DME protocols.

Conclusion

ICTJ will continue to disseminate the research and integrate its recommendations into our own work and partnerships. This topic was a challenging one for a transitional justice organization to address. In addition to the fact that little previous analysis has been conducted, concerns exist among the human rights community about the risk of human rights discourses and tools being coopted by states in order to enact repressive security policies in the name of counterterrorism and countering violent extremism that in practice would undermine human rights and rule of law.

These concerns were expressed to ICTJ in the course of the research, and we made the decisions to explicitly address this risk in both the report and in the events while continuing to engage with the issue and the relevant frameworks. ICTJ promotes an approach to transitional justice that does not shy away from but rather confronts and seeks to identify solutions to complex dilemmas that arise in human rights work regarding political, security, and other problems. In this way, the issue of foreign fighters is one that fits squarely within our prioritization of prevention and sustainable peace as long-term objectives of transitional justice.

ICTJ is grateful to the Swiss FDFA for its support of this research, its valuable input and feedback on the study, and its collaboration on the organization of and discussion of the research at both dissemination events. We look forward to continuing our partnership on this and other issues going forward.

Appendix 1:
Executive Summary and Recommendations,
“A Transitional Justice Approach to Foreign Fighters,” Cristian Correa, ICTJ, 2021

Executive Summary

People have long traveled to other countries to participate in armed conflicts, but it is only in recent decades that the issue of foreign fighters has become prominent on the international agenda. In contexts such as Afghanistan, Bosnia, Chechnya, Somalia, Iraq, and Syria, significant numbers of people have crossed national borders to become affiliated with armed groups during wars in which multiple parties have committed serious and often massive international crimes. Iraq and Syria, in particular, have seen unprecedented numbers of foreigners travel to their territory in order to join the Islamic State (ISIS) during conflicts characterized by shocking levels of brutality and violence. Some of those who travel to engage in violent conflict go on to commit acts of violence in their countries of origin or elsewhere, making the issue a prominent security matter. Usually referred to collectively as “foreign fighters” or “foreign terrorist fighters,” despite their diverse identities and roles in conflict, many of these individuals have committed abuses and suffered harms themselves. Victim populations and affected communities are typically given far less attention than the foreigners who travel to engage in violence. The issue of foreign fighters is a complex challenge for achieving justice and peace.

The armed groups that foreigners join, support, or are associated with, sometimes under coercion, often employ political violence that can be characterized as terrorism or motivated by violent extremism, and can represent a threat to national and global security. As a result, the predominant international frameworks for responding to the issue of foreign fighters are those of counterterrorism and countering violent extremism. Marked by a virtually exclusive focus on radical Islamic armed groups since the launch of the so-called war on terror, these frameworks are problematic from a human rights and rule-of-law perspective because they are based on notions lacking legally agreed definitions and overly broad discourse, focus on securitized and punitive measures, prioritize short-term nation-state interests over sustainable collective peace, disregard the consequences and victims of violations, and frequently lead to other human rights violations and further undermine the rule of law.

A transitional justice approach to the issue of foreign fighters requires addressing the serious human rights violations committed in violent conflicts where significant numbers of foreign fighters are present. It means developing justice responses to the causes and consequences of those violations, with a particular focus on the situation of victims. It is based on the common responsibility of states to meet their obligations derived from international human rights law, international humanitarian law, refugee law, and international criminal law. Transitional justice can help to center human rights obligations in responses to foreign fighters—shifting the focus from security and punishment to justice and the rule of law. It can also help to create a more comprehensive and coordinated set of responses that account for the roles and responsibilities of not just individuals, but a range of actors. Finally, by offering a broader notion of justice and societal reform, transitional justice can contribute to long-term prevention of violence and abuse.

The interventions that constitute a transitional justice approach include those that promote accountability, truth, reparation, rehabilitation, reintegration, memorialization, and reform, which can be implemented in foreign fighters’ countries of origin, the countries where violations were committed, and third countries exercising universal jurisdiction. The forms of justice that are appropriate in either context should be determined according to local and national needs, priorities, concerns, and dynamics and through processes of consultation and meaningful participation by victims and affected communities.

From a preventive standpoint, in both contexts, reforms at the institutional and structural levels can be important to reducing the exclusion and discrimination that can make people vulnerable to both harm and recruitment by violent actors, including the negative effects of repressive policies. The transitional justice processes that are determined to be appropriate should be implemented and led by bodies and institutions that are independent of political interference and committed to the protection of human rights, in partnership with civil society and human rights actors. In the context of foreign fighters, this can help to prevent their misuse for purposes of securitization or abusive governance and to ensure that justice policies are trusted among affected communities, and, as such, are more effective in contributing to long-term prevention and security.

For countries of origin, justice requires repatriating citizens, pursuing accountability against those allegedly involved in serious crimes, and developing reintegration and rehabilitation strategies. The prosecution of returned fighters (whether repatriated, extradited, or returned by their own means) who may bear criminal responsibility for crimes that constitute grave breaches of international humanitarian law or serious violations of human rights must be conducted in full adherence with due process of law and based on human-rights-compliant criminal and procedural law. Screening processes should help identify those involved in serious crimes, making sure that those who had no involvement in criminal activity are not placed on surveillance lists, particularly children or those forced to travel. Reintegration programs should distinguish between different levels of involvement in the commission of serious crimes and focus on preventing future engagement in political violence or violent crime. Institutional and societal reforms at the community and national levels in countries of origin, including security and justice sector reform and, at a broader level, social and economic inclusion and equality measures, can reduce the grievances that contributed to citizens' decisions to engage in violence.

In countries where foreign fighters participated in armed conflict, justice requires addressing the consequences of the violations that they committed, in particular, the situation of victims. Victims and affected communities have the right to know about the violations they suffered, receive reparations for the harm caused by those violations, and see that perpetrators face the consequences of their wrongdoing. In this sense, a transitional justice approach requires dealing not just with foreign fighters themselves but with the broader violent conflict in which those fighters engaged as well as the abuses committed by the groups with which they were associated and by other state forces or armed groups. This should include cooperation with repatriation or extradition efforts, in full compliance with the prohibition of refoulment or of practices like rendition or other transnational transfers. It should also include responding to states' obligation to provide effective remedies, including but not limited to criminal justice, to the violations committed by the different armed actors involved in the conflict. Additionally, it should involve community-level truth seeking and reintegration processes, reparations and property restitution, and inclusive reconstruction.

The issue of foreign fighters presents particular challenges for transitional justice, including transnational dynamics and the association of foreign fighters with terrorism and violent extremism. The term itself does not distinguish between those whose association with an armed group was voluntary and consenting and those whose association was coerced. The notions of terrorism and violent extremism, especially when translated into broadly defined norms, create obstacles for both seeking justice for all violations committed in a conflict and attaining justice-related goals, such as reconciliation and long-term prevention. The transnational element of the issue complicates the process of determining the responsibilities of different states for crimes that happen abroad when their ramifications are perceived to affect national security at home and in repatriating, holding accountable when appropriate, and

reintegrating those who traveled to conflict areas but also experienced discrimination or exclusion in their countries of origin, often as members of immigrant communities, including second and third generations.

The international community can promote justice by supporting the reconstruction of areas affected by conflict involving foreign fighters in inclusive ways and by promoting transitional justice principles and participatory processes in countries of origin and conflict-affected countries as well as their collaboration. It can also encourage and provide assistance for the voluntary repatriation of citizens, especially children and women, to their countries of origin and investigate the involvement of states' own agents in violations, particularly states that intervened in an armed conflict in which foreign fighters engaged or provided direct assistance to any parties.

Despite efforts to include a human-rights and rule-of law-approach in the existing counterterrorism and countering violent extremism framework, it remains based on an overemphasis on repression and securitization. To fully ground responses to foreign fighters in human rights and the rule of law, in compliance with existing legal obligations, the focus should be on guaranteeing the rights of all stakeholders involved and creating conditions for long-term security and peace. This requires policies to be defined in open forums with the participation of national and international civil society actors from the human rights and peacebuilding fields, among others. It is critical that transitional justice principles, discourse, tools, and actors are not coopted under current frameworks to justify and expand securitized and repressive policies. On the contrary, security needs to be understood as dependent on the provision of justice for all those involved: victims of serious human rights or international humanitarian law violations, individuals responsible for such crimes, communities affected by the armed conflict, individuals seeking to return, those interned in camps despite not bearing criminal responsibility, governments in countries of origin, and the communities where those who traveled belong in their countries of origin.

Recommendations

Transitional justice involves building inclusive democratic societies and accountable institutions to prevent future abuses and conflict. As such, it is based on compliance with human rights obligations. The following recommendations, therefore, do not offer alternatives to human rights compliance but rather potential mechanisms to ensure compliance. The recommendations are articulated in general terms. As with any transitional justice processes, they should be adapted to the particular context of each relevant country. This is particularly important regarding countries where the violations occurred or are occurring, for example, where the lack of a clearly established and legitimate government may affect the feasibility of the proposals.

For countries of origin

- Repatriate citizens and those with a legitimate claim of citizenship in full compliance with human rights obligations, providing for the immediate reintegration of those who bear no responsibility in serious violations of human rights law or international humanitarian law, while holding accountable and reintegrating those who are found responsible for such crimes.
- Immediately repatriate children, in compliance with the Convention on the Rights of the Child, consistent with the obligation to proceed based on their best interest, respectful of their right to not be separated from their parents, and mindful that they should be presumed as victims of a situation of abuse and illegal detention while interned in camps.

- Immediately repatriate women, mindful that a high proportion of them are likely to not be responsible for crimes under international law nor to represent a serious threat to commit acts of violence, and mindful of the risk of serious harm they face while interned in camps.
- Implement a screening process of those adults who were repatriated or who have returned, identifying those for whom there is credible evidence that they may be responsible for crimes under international law or that they represent a serious threat to commit acts of violence. Avoid subjecting all those not identified to any form of surveillance or security records.
- Adopt a discourse that facilitates reintegration and reduces stigmatization of those who returned by rejecting the inappropriate application of terms like “foreigners,” “terrorists,” and “fighters.”
- Develop national frameworks and institutional settings to address the challenges of return, justice, and reintegration, in full compliance with human rights obligations and with the integration of human rights institutions and civil society actors into the processes.
- Implement outreach and consultations to articulate the need for a long-term, human rights-based approach to foreign fighters that addresses the needs of communities of origin or return.
- Proactively provide consular and other services to expeditiously repatriate citizens and individuals with legitimate claims to citizenship.
- Implement reintegration programs for those not involved in crimes under international law, focusing on preventing their involvement in violence, engaging with their families or communities of origin to prepare for their reintegration, including those repatriated as well as those returning voluntarily. Draw on reintegration lessons from economic programs, psychosocial support, health care, skills development, and social cohesion, with the participation of communities where they will be reintegrated.
- Implement truth seeking to identify the factors that led citizens to engage in violence abroad, including possible grievances resulting from police misconduct and broader social exclusion and structural discrimination.
- Implement institutional and structural reform at the community and national levels to address the factors that contributed to the problem of foreign fighters, including reforms that promote inclusion and equality.
- Avoid using counterterrorism legislation or powers to interfere with or repress legitimate political engagement aimed at the betterment of communities of origin or at reducing discrimination and exclusion against religious- or ethnic-minority or immigrant communities.
- Implement prosecutorial strategies for returnees who may bear criminal responsibility for crimes under international law, with mechanisms in place for victims’ participation, in full compliance with due process of law.
- Develop systems for reduced or alternative sentencing as incentives for collaboration, provision of information, reparations, acknowledgment, and apologies, in full compliance with human rights obligations.
- Identify mechanisms through which the convicted can provide material or symbolic reparations and information to help the search for the missing and forcibly disappeared.
- Implement a reintegration process for those being investigated, tried, and sentenced for their involvement in the commission of crimes under international law, including after completing a prison term.
- Promote and support efforts in countries where returnees engaged in conflict to address the consequences of human rights violations through accountability, reparation, truth seeking, and reform, based on obligations under international human rights law and international humanitarian law, and implemented and led by bodies and institutions that are independent of political interference and committed to the protection of human rights, in partnership with civil society and human rights actors.

For countries where violations were committed

- Cooperate in the immediate human rights and international law compliant repatriation of women and children internees to their countries of origin, if they can be guaranteed due process of law and full compliance with human rights norms.
- Cooperate with the countries of origin of persons detained in camps or prisons who were involved in crimes under international law, to ensure their conditions of imprisonment meet human rights standards, screen and conduct investigations, share information, cooperate on legal and judicial matters, and help victims and affected communities to participate in these efforts.
- Implement consultations with victims and affected communities about justice measures and coexistence under conditions that respect and guarantee human rights, as safety and conditions allow.
- Screen internees to identify their possible involvement in crimes under international law, based on the identification of specific evidence of such involvement, with the participation of affected communities and victims, as security allows, and resettle those for whom there is no evidence of criminal involvement.
- Redefine existing criminal justice approaches to guarantee due process of law and respect for human rights, and focus criminal investigations on determining responsibilities for crimes under international law.
- Collaborate with international human rights bodies and civil society groups to help introduce reforms, monitor trial and detention conditions, and search for the missing and forcibly disappeared.
- Implement a comprehensive transitional justice process in areas affected by armed conflict, based on the protection of human rights, the rule of law, and the promotion of sustainable peace. This process should be implemented and led by bodies and institutions that are independent of political interference and committed to the protection of human rights, in partnership with civil society and human rights actors, and respond to victims' needs and the specific characteristics of the context, paying special attention to the following:
 - reintegrating those in camps who cannot be repatriated, consulting with receiving communities to help reduce stigmatization or threats of revenge, minimizing the likelihood of future engagement in violence, and facilitating peaceful and safe coexistence;
 - remedies for victims of abuses committed by actors engaged in combat or operations under a counterterrorism or countering-violent-extremism framework;
 - reforms to prevent the abuse of power, corruption, and forms of exclusion that contributed to fighters engaging in or supporting certain communities in armed conflict.

For the international community

- Adopt a comprehensive, rights-based, rule-of-law approach to the phenomenon of foreign fighters as an integral element of peace and security.
- Ensure that the international approach to foreign fighters is defined by transparency and civil society participation, including human rights actors.
- Critically assess the role played by the United Nations (UN) Security Council on the issue of foreign fighters and its decisions under Chapter VII of the UN Charter, including the effects on human rights protections by an independent panel that could make recommendations to the council.

- Revise the discourse on foreign fighters to reduce their association with terrorism and violent extremism and emphasize state obligations to their own citizens in regard to repatriation, reintegration, and justice.
- Commit to exercising jurisdiction over citizens responsible for serious crimes, with full respect for the rights of victims and due process of law and the repatriation of those in conflict zones.
- Promote the expeditious voluntary repatriation of children and women associated with foreign fighters to their countries of origin, based on the best interest of each child.
- Avoid undermining states' ability to define legislation under democratic and constitutionally defined processes, respectful of existing constitutional checks and human rights obligations, through the imposition of norms and obligations primarily focused on security.
- Support the reconstruction of areas affected by conflict involving foreign fighters, to help to improve living conditions, reduce corruption, facilitate inclusion, and address grievances, with a special focus on victims and affected communities.
- Promote and support transitional justice, including criminal justice, reparations, truth seeking, reintegration, and reform, in countries in conflict and foreign fighters' countries of origin, encouraging collaboration among those countries.
- Investigate all crimes under international law committed in conflict by all parties, including those attributed to state agents and paramilitary groups or militias that supported any of the parties (whether state or nonstate entities)—supporting and strengthening the International, Impartial and Independent Mechanism established by the UN General Assembly—and implement corresponding reforms for the prevention of recurrence.